

**REPORT TO TRANSPORTATION COMMITTEE  
MEETING OF WEDNESDAY, OCTOBER 20, 2021**

---

**SUBJECT**     **2022 Service Planning - Transportation**

**ISSUE SUMMARY**

To provide the Transportation Committee with an overview of core service levels, new and progressing initiatives and performance metrics related to the Transportation Community Need. These activities are undertaken by the Regional and Strategic Planning (RSP), Salt Spring Island (SSI) Administration and Southern Gulf Islands (SGI) Administration divisions and deliver on approved Board Strategic Priorities and the Capital Regional District (CRD) Corporate Plan.

**BACKGROUND**

The CRD Board identified its strategic priorities in early 2019. Subsequently, staff prepared the 2019-2022 CRD Corporate Plan to align with this direction. The CRD Corporate Plan presents the work the CRD needs to deliver over the Board term to meet the region's 15 most important needs (community needs). These initiatives are delivered in conjunction with the mandated core services and regulatory requirements that the CRD is accountable for delivering. The priorities were re-confirmed by the CRD Board at the annual check-ins on May 13, 2020 and May 12, 2021.

At the start of the Board term, staff identified that the ambitious plan for the region would require a significant amount of effort and resources to action and implement Board and Corporate Priorities and to keep pace with the anticipated increase in service demands, primarily driven by population growth and construction activity. The general level of effort deployed by the organization has been increasing to keep pace since the direction was set and in some cases emerging trends and changes in economic activity has had a significant impact on the demand for services driving additional resource requirements.

This is the final year of service plan and budget approvals for this CRD Board as well as the final year of implementation of its strategic priorities. For 2022, staff are recommending a significant package of work to finalize the delivery of the strategic priorities and CRD Corporate Plan. Implementation timeframes for much of the work initiated in 2022 will carry into 2023.

2022 is a transition year for the CRD Board. Staff anticipate that any service planning requests for 2023 will be focused on operational adjustments while the Board is determining its strategic priorities for the 2023-2026 term.

The Community Need Summary Report (Appendix A) provides an overview of the strategic context for service areas by department, core service levels for services, new initiatives and a summary of the business model and performance metrics associated with targeted outcomes.

A summary of the initiatives progressed over the course of this Board's term (Appendix B) has also been appended to this report.

## **ALTERNATIVES**

### *Alternative 1*

The Transportation Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Transportation be approved as presented and form the basis of the 2022-2026 Financial Plan.

### *Alternative 2*

The Transportation Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Transportation be approved as amended and form the basis of the 2022-2026 Financial Plan.

## **IMPLICATIONS**

### *Financial Implications*

The Executive Leadership Team (ELT) is taking steps to mitigate the financial impacts resulting from the work. ELT has reviewed the phasing of the work for 2022 to ensure that the activities and resources are allocated as efficiently as possible. Phasing out the initiatives over a longer period of time helps avoid delays which can occur when staff are too thinly spread across projects. Additionally, timing initiatives to start mid-year will also reduce the impact in 2022, but will have an incremental annualization impact in 2023 for ongoing impacts.

The CRD continues to look for ways to fund its services in a manner that relieves affordability pressure for the taxpayer. This is reflected in the policy for reserve balance measures and gaps/surplus which was approved by the CRD Board on July 14, 2021. The CRD has had other funding successes optimizing capital funding and leveraging grant funding in a more aggressive way than ever before.

Finally, where feasible, an incremental change management strategy has been adopted for larger projects. This means that divisions are testing out the objectives and delivery approach with a proof-of-concept and then deploying out more broadly, if the benefits can be demonstrated. This has been a successful strategy adopted for our enterprise asset management strategy deployment, for example.

A comprehensive overview of the resources required to advance the initiatives and services listed in all Community Need Summaries, including all proposed staffing changes, will be presented to the Committee of the Whole at the 2022 provisional budget review.

### *Service Delivery Implications*

#### **New initiatives proposed for 2022:**

Staff have identified three initiatives in support of this community need that will have budget implications in 2022 (Table 1). The key drivers for this work are:

1. Minimize the materialization of risk and maintain service level: the CRD has overseen the development of regional transportation data models and analysis since 1992. This helps local government partners and other stakeholders develop and deliver evidence-based policies and programs.

2. Advancing a Board Strategic Priority: the CRD Board, through the Transportation Committee, has identified regional transportation priorities and approved strategies for their implementation. Separately, the CRD has been considering the feasibility of an integrated transportation system for SGI to increase connections and enable inter-island travel. SGI does not currently have public transit options, safe cycling routes or the ability to travel efficiently between islands.

Table 1: Transportation Community Need Initiatives

#	Initiative	Description	Year(s)	FTE impacts (2022)	Cost impacts (2022)	Funding source
2a-1.1	Transportation Data Collection, Modelling & Priority Implementation	Refresh of Origin & Destination Household Travel Survey and regional transportation model	2022	--	\$734K	Reserve transfer, requisition
2a-1.2	Transportation Priorities Implementation	Development and delivery of regional transportation priorities implementation strategies	2022	+1.0 FTE* converted	\$0	Costs offset
2e-3	SGI Transportation Service Establishment	Deliver a transportation service establishment bylaw for SGI and seek electoral assent	2022	--	\$15K	Requisition

*Blue highlighted areas are initiatives that directly address a Board Priority.*

*\* Also includes minor support service(s) adjustment*

This information reflects the business case costs which the ELT reviewed as part of their annual assessment of initiatives.

#### 2a-1.1 Transportation Data Collection, Modelling & Priority Implementation

Transportation consistently ranks as a key priority for the region and its residents. Municipal, electoral area, agency and non-governmental organization partners rely on data from the Origin and Destination Household Travel Survey (O&D survey) and the regional transportation model to complete travel planning, programming and engineering projects around the region. The CRD relies on this data to develop policy, deliver programs and report on progress toward achievement of Board strategic priorities and Regional Growth Strategy objectives for transportation and climate action.

Since 1992, the CRD has overseen the development of an O&D survey and regional transportation model every five years, based on the Statistics Canada census release schedule. Staff support on-going partner use, analysis and interpretation of this transportation data on a request-driven basis (e.g., Housing Costs Study 2020, South Island Transportation Study 2020 and the McKenzie Interchange Program).

Initiative 2a-1.1 seeks funding to procure the O&D survey and to update the regional transportation model. Both projects are funded entirely through the operating reserve.

#### 2a-1.2 Transportation Priorities Implementation

Following the confirmation of regional transportation priorities in April 2021, the CRD has prepared implementation strategies for each priority. Implementation activities will range from advocacy and coordination of a new working group structure to the potential delivery of new policy and planning initiatives related to travel behavior and safety. Undertaking these activities add additional scope and service levels to the current workplan.

Initiative 2a-1.2 seeks to convert an existing part-time auxiliary position to a full-time ongoing position (+1.0 FTE) to ensure that there is adequate long-term resources in the team to deliver on the scope of work. The existing auxiliary position supports the implementation of the CRD active school travel planning initiative and will continue this in addition to supporting the implementation of the transportation priorities. The cost of this shift has been offset with existing auxiliary funding meaning that change is cost-neutral.

Staffing changes increases demand and requirements for Information Technology support (e.g., hardware and software procurement, configuration, installation support, devices, access requirements, etc.). This initiative, alongside others, will result in a small adjustment to the Information Technology & GIS staffing model to accommodate the demand. To provide full transparency, the financial impact of the initiative reflects the whole cost of delivering the work, including flow-down impacts on support services.

#### 2e-3 SGI Transportation Service Establishment

SGI does not currently have public transit options, safe cycling routes, or the ability to travel efficiently between the islands. An integrated transportation system would change the economic geography and enable shared services and increased connections throughout the islands. This would advance the Community Wellbeing Board priority by enabling public transit, active transportation networks and inter-island travel.

The CRD is currently undertaking an in-depth feasibility study for a transportation service, as well as service modelling and community engagement in the SGI Electoral Area. The community's views on the matter, which currently appear to be supportive, will be confirmed at a series of community meetings and surveys in the fall of 2021. If support is confirmed, the CRD will move to propose a service establishment bylaw in 2022 and seek electoral ascent in a referendum that will coincide with the October 2022 general election.

Initiative 2e-3 seeks a one-time budget request for the costs associated with conducting the voter assent process in line with statutory obligations.

With the additional resources to support the initiatives described above, core service levels to deliver Regional Transportation and local electoral area transportation functions can be maintained.

See Appendix A for more details about core service delivery.

*Alignment with Board & Corporate Priorities*

The direction given to staff was to bring forward work that is of essential nature. This was defined as:

- Initiatives that provide for public health and safety and/or deliver on a regulatory requirement
- Initiatives that are required to deliver the Board Strategic Priorities
- Initiatives that will prevent the materialization of significant negative impacts on service customers, partners, the region, local services or the CRD's finances
- Initiatives that minimize the materialization of financial, reputational or other risks and liabilities for the CRD by ensuring the organization is keeping pace with expectations and demand
- There is an imperative to deliver the work immediately and/or quickly

The ELT has reviewed and assessed all business cases against the criteria. The consolidated package of work is appropriate and commensurate to the challenge facing the organization.

**CONCLUSION**

Staff have been progressing initiatives and actions identified in the CRD Corporate Plan, including Board Strategic Priorities. The CRD Board determines resourcing through its annual review and approval of financial plans. As per previous years, to support the Board's decision-making, staff are providing recommendations on funding, timing and service levels through the service and financial planning processes.

**RECOMMENDATION**

The Transportation Committee recommends the Committee of the Whole recommend to the Capital Regional District Board:

That Appendix A, Community Need Summary – Transportation be approved as presented and form the basis of the 2022-2026 Financial Plan.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional & Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

**ATTACHMENTS**

Appendix A: Community Need Summary – Transportation

Appendix B: Initiatives Progress Report