

Capital Regional District Transportation Governance Workshop

What We Heard Report



Territorial Acknowledgement

We acknowledge that the Capital Regional District (CRD) conducts its business within the traditional territories of many First Nations. We recognize the First Nations governments across this region - Lək'wəŋən peoples - Songhees and x̱sepsəm (Esquimalt) Nations in the core area, the W̱SÁNEĆ Nations WWJŌŁŁP (Tsartlip), BOKÉĆEN (Pauquachin), S̱ÁUTW ̱sawout), WWS̱IKEM (Tseycum), and MÁLEXEŁ (Malahat), as well as Sc'ianew (Beecher Bay), T'Sou-ke, P'a:chi:daʔaht, and Spune'luxutth (Penelakut) Nations, all of whom have a long-standing relationship with the land and waters from time immemorial that continues to this day.

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Appendices

Appendix A – Transportation Governance Information Booklet

Thank you

The Capital Regional District (CRD) would like to thank all elected officials, senior staff, First Nations and partner agencies for their participation in the regional transportation governance workshop on May 24. Your input into the scope of a potential regional transportation service within the CRD has provided valuable insight and will inform the staff report recommendations going to the CRD Transportation Committee meeting on June 19, 2024.

Executive Summary

The Capital Regional District (CRD) is prioritizing transportation to address three core challenges: mode shift, greenhouse gas emissions, and congestion. The CRD Board's 2023-2026 strategic priority is to present options for transportation governance change in the region. This priority shifts the focus from goal setting to implementation with the aim to establish a new CRD transportation service. This service will enhance regional connectivity and integrated mobility without requiring legislative change initially while aiming for more comprehensive integration in the long term.

Workshop and Engagement Summary

In the summer and fall of 2023, the CRD engaged with local governments and electoral areas to gauge consensus on transportation governance changes. On December 13, 2023, the CRD Board directed staff to further develop potential transportation service categories and engage again with stakeholders. This direction led to the CRD Transportation Governance Workshop on May 24, 2024, where 64 participants, including mayors and council members, local government staff, First Nations and partner agency representatives, were able to gain clarity, discuss benefits and concerns, and provide input on eight service categories being considered for potential inclusion in the service establishment bylaw. Participants were generally supportive of all eight categories.

- Active Transportation and Road Safety
- New Mobility
- Behaviour Change
- Transit and Mobility Hubs
- Multimodal Network and Connectivity
- Data Management and Traffic Analysis
- Grants and Funding
- Transportation Plans

Common Themes

Six common themes were identified throughout discussions of the eight transportation categories.

1. The notion of CRD establishing a service for all categories is generally supported.
2. The CRD's governance model must demonstrate how jurisdictions will benefit.
3. The financials need to bring value to both larger and smaller municipalities.
4. A regional service should complement and support, not impede current local progress.
5. The region needs a unified voice where the CRD could act as the coordinating advocate.
6. A regional service requires a phased approach to address current and future challenges.

1.0 Introduction and Overview

1.1 Project Purpose

Transportation is a priority for residents and the CRD Board. There are three core challenges affecting transportation in our region: mode-shift, greenhouse gas emissions and congestion. A 2023-2026 CRD Board strategic priority is to present options for transportation governance change in the region so residents can access convenient, green and affordable multi-modal transportation systems to enhance livability. This priority to review governance options shifts focus from goal setting to implementation through establishing a new CRD transportation service.

The goal is to create more tools to advance regional connectivity and integrated mobility. The short-term goal is to explore new functions as part of establishing a new regional transportation service requiring no legislative changes. A longer-term goal is to further integrate the transportation functions best delivered at a regional scale through a new regional entity.

As part of establishing a new transportation service, the CRD needs to consolidate the existing CRD regional transportation planning function with the active transportation function of regional trails (currently within Regional Parks). This consolidation into a new transportation service would enable streamlined service-level changes and enhance coordination and transportation decision-making processes. By centralizing responsibilities within the CRD, we can lay the early foundation for a more integrated and efficient transportation system within the capital region.

Building upon consolidation, the CRD could expand its responsibilities with the authority to offer a new service with new or expanded transportation programs, policies and projects that meet the region's needs. This expansion would allow the CRD's new service offerings to drive transformative changes in transportation behaviour and advance the development of a robust Regional Multi-modal Network (RMN). Establishing a service also opens the door for access to funding to provide a greater range of tools to support and complement local government-led initiatives across the region.

This incremental approach of consolidation and establishing a new transportation service is designed to signal to the Province of British Columbia that a future regional entity could take on the additional responsibilities necessary to achieve the long-term regional vision for transportation.

1.2 Background and Previous Engagement

Transportation Governance in the Capital Region

Transportation governance and supporting structures set out how decisions are made, who is involved, who pays and who is accountable for implementation. The region's current transportation governance is set out in legislation across multiple public agency mandates, some of which are mode specific. This current governance structure results in multiple decision-makers, limiting integrated multi-modal decision-making and leading to competition for limited funds.

Local governments, the CRD, BC Transit and the Province each have different responsibilities for planning, developing, operating and maintaining roads and pedestrian and cycling infrastructure. Working collaboratively, we can co-create a long-term cohesive approach to transportation governance in our region and achieve our shared regional mobility objectives.

Previous Engagement

In the summer and fall of 2023, the CRD engaged with all 13 local governments and three electoral areas and received initial input on the level of consensus for advancing potential transportation governance change. The feedback provided the CRD with a baseline understanding of the aspects of regional transportation that local governments are interested in exploring further.

On December 13, 2023, the CRD Board directed staff to initiate concept development and analysis work on an inclusive list of potential transportation service categories, develop an engagement plan and schedule a workshop by Q2 2024 with local governments, electoral areas, partner agencies and interested First Nations. The outcomes of this workshop are the focus of this summary document.

1.3 Workshop Details

The goal of the Regional Transportation Governance Workshop was to present options for the potential scope of a transportation service and to better understand the levels of support for areas of focus for a regional transportation service. The workshop was designed to provide a safe and collaborative space where participants could gain a better understanding of the eight transportation service categories being considered for inclusion in a draft service establishment bylaw, provide feedback on these categories, and discuss with their counterparts from across the region to hear perspectives from outside their municipality.

The workshop specifically focused on eight distinct transportation categories of transportation functions being considered for potential inclusion in the transportation service establishment bylaw to understand

the benefits, concerns, and other considerations of each, including functions and programs. Participants had the opportunity to gain clarity, discuss benefits and concerns, and provide input.

Two weeks in advance of the session, an Information Booklet (**Appendix A**) was distributed to allow time for all potential participants to familiarize themselves with the process and the identified transportation categories.

Where and When: The CRD Transportation Governance Workshop was hosted at the Sngequ House (Snéqə ʔéʔlən) on the University of Victoria campus on Friday, May 24, 2024.

Who: Elected officials, First Nations, and senior staff from across the region were invited to attend. Of the 159 that were invited, 64 participants took part in the workshop. In total, 29 council members, eight mayors, two electoral area directors, 18 local government staff, and seven partner agency representatives from the Ministry of Transportation and Infrastructure (MoTI), BC Transit, and Island Health took part.

Area	Participants
West Shore	Colwood: Mayor, one councillor, one staff Highlands: Mayor, one councillor, one staff Langford: Mayor, five councillors, two staff Metchosin: Mayor, two councillors Sooke: Mayor, three councillors, one staff View Royal: One councillor, two staff
Core	Esquimalt: Two councillors, one staff Oak Bay: Mayor, one councillor Saanich: Mayor, four councillors, two staff Victoria: Six councillors, one staff
Saanich Peninsula	Central Saanich: One councillor, two staff North Saanich: One staff Sidney: Mayor, two councillors, two staff
Electoral Areas	Juan de Fuca: Electoral Area Director, one staff Southern Gulf Islands: Electoral Area Director
First Nations	MÁLEXEŁ (Malahat): One staff
Agencies	MoTI: Three staff BC Transit: Two staff Island Health: Two staff

How: The workshop began with territorial acknowledgements and opening remarks presented by Colin Plant, CRD Board Chair, and Dean Murdock, CRD Transportation Committee Chair. Kevin Lorette, General Manager, Planning and Protective Services, then provided participants with a project overview and essential context, highlighting the core challenges affecting transportation in the region and the current transportation governance structure and responsibilities, including the CRD's current transportation role and collaboration across the region.

Dale Bracewell, Senior Project Director of Transportation Governance and Principal of Mobility Foresight, presented anticipated project timelines, key terms, transportation service category changes based on input received from previous engagements, and an overview of the eight transportation service categories being considered for potential inclusion in the service establishment bylaw.

Project consultants from KPMG presented an overview of the ongoing Governance and Operating Model Options Study. This overview included current regional transportation challenges, the current state of transportation activities, phases, focus levels of each category, and potential expansion of the breadth and depth of CRD's transportation activities.

Discussion Opportunities

There was a brief Q&A period following the overview presentation. The remainder of the day was focused on three breakout discussion sessions in which each of the eight potential service areas were discussed. Breakout sessions were immediately followed by 'report back' periods to allow all participants to hear about the highlights of the feedback from participants at the other tables.

Participants were assigned different tables for each breakout session to ensure that a varied cross-section of perspectives could be heard and shared for each category.

The breakout discussions covered the following categories:

Breakout Discussion #1	Breakout Discussion #2	Breakout Discussion #3
<ul style="list-style-type: none"> Active Transportation and Road Safety New Mobility Behaviour Change 	<ul style="list-style-type: none"> Transit and Mobility Hubs Multi-modal Network and Connectivity 	<ul style="list-style-type: none"> Data Management and Traffic Analysis Grants and Funding Transportation Plans

Three core questions guided each breakout session:

1. What are the benefits of including this category within a regional transportation service?
2. What concerns do you have about including this category within a regional transportation service?
3. Is there anything missing in the discussion that you feel is important to raise in consideration of the scope of the CRD regional transportation service?

The breakout discussions were facilitated by CRD staff from various departments, including Regional and Strategic Planning, Climate Action, Regional Parks, and Regional Housing. Facilitators helped ensure the discussion stayed on topic and on schedule and that all participants had an opportunity to speak. While the facilitators were not subject matter experts on all topics, both CRD staff and representatives from BC Transit, MoTI and Island Health were available in the room to respond to specific questions as required.

For the 'report back', facilitators from select tables identified highlights of the conversation and confirmed with group members and then presented to the wider audience. Facilitators were supported by notetakers who captured detailed notes of the conversations at each table. Key discussion points were summarized by notetakers and facilitators following each breakout.

Feedback was collected throughout the day through notetaking at each breakout discussion table, digital comments received through an available online comments form, and feedback forms were provided on each table. All inputs have been considered and are summarized within this What We Heard report.

2.0 What We Heard

This summary of feedback from workshop participants has been developed based on the themes and insights drawn from the notes and feedback forms taken during and following the Transportation Workshop. As such, it represents a subjective evaluation of the input received. While every effort has been made to accurately capture and reflect the contributions from all participants, the summary may not encompass all individual viewpoints and specific comments.

2.1 Common Themes

Six overarching themes have been identified that encapsulate the most significant and recurring points of discussion across all eight potential categories. It is important to acknowledge that while these themes provide a comprehensive overview, they are derived from a subjective evaluation of the input received.

1. The notion of the CRD establishing a service for all eight categories is generally supported.

Workshop participants were by-and-large supportive of the CRD's vision to create a regional transportation service. Partners and jurisdictions expressed a willingness to collaborate with the CRD on all eight categories as presented. With transportation itself being a noted challenge throughout the region, participants said it was logical that some key services should be delivered regionally. Participants noted that many of the categories are strongly interrelated and supportive of each others' objectives, so it would make sense for a new CRD transportation service to include all categories to allow for a wide breadth of functions.

2. The CRD's governance model must demonstrate how jurisdictions will benefit.

Crucial to a successful transition in governance is the CRD's ability to meet the needs of vastly different communities. Participants stressed that a regional transportation service, through its expanded scope, must present a value proposition that can boldly address the needs of jurisdictions large and small, urban and rural. Solutions to helping people move around our region are not "one size fits all" and the service should be directed to make sure that smaller communities are not left behind in regional priority setting and decision-making.

3. The financials need to bring value to both larger and smaller municipalities.

While there is interest in establishing a new CRD transportation service, the financial implications for member jurisdictions and residents need to be fully understood. Questions emerged during each category discussion about the potential costs and resource allocations among jurisdictions.

Financial concerns that were mentioned included the impact of the service on taxes, questions about long-term resourcing of potential programs, competition for senior government funding, and whether investment into a regional service would yield service improvements.

Positive financial benefits mentioned during the discussions included: more access to senior government funding through a regional body; using joint procurement to purchase things like signage, road paint, and even construction materials; establishing regional funds to be set aside for future high-order transit (bus rapid transit, light rail transit); and local government savings that could result from shifting responsibility for certain programs to a regional service.

4. A regional service should complement and support, not impede current local progress.

Participants emphasized the need for a regional transportation service that complements and integrates with existing local plans and policies rather than overriding them. Concerns were expressed about potential coordination challenges and the necessity of maintaining effective communication between regional and local authorities. Participants stated that the goal should be to foster a collaborative approach where the CRD acts as a partner to support local priorities, respecting local decisions while supporting projects of regional significance or that align with regional goals.

5. The region needs a unified voice where the CRD could act as the coordinating advocate.

Participants shared a strong desire to have a regional service that can champion their collective transportation needs and priorities, effectively lobbying for funding, policy support, and infrastructure investments to higher levels of government. As the region continues to grow and develop, the CRD can act as a unified voice and advocate for improved transportation services.

6. A regional service requires a phased approach to address current and future challenges.

The regional transportation service should ensure that projects are completed efficiently and resources are allocated where they are most needed, ultimately supporting the region's long-term transportation goals. Participants stressed that a phased approach to implementing transportation initiatives is crucial for ensuring their success and sustainability. For example, participants highlighted the need to prioritize projects that address current challenges such as traffic congestion and road safety concerns, which may deliver immediate benefits to the region. It was also noted that a successful CRD transportation service could be a step toward a longer-term goal of establishing a transportation entity in the region that could eventually take on additional responsibilities for transportation planning and implementation.

2.2 Summarized Feedback by Category

Eight transportation categories being considered for potential inclusion in the service establishment bylaw were discussed during the breakout sessions. These categories were Active Transportation and Road Safety, New Mobility, Behaviour Change, Transit and Mobility Hubs, Multi-modal Network and Connectivity, Data Management and Traffic Analysis, Grants and Funding, and Transportation Plans. The following section provides a high-level summary of the key points and highlights raised by participants in the various breakout discussions on each category.

The Information Booklet that provided the background and basis of discussion can be found in **Appendix A**. In the following pages of this What We Heard report, you will find a definition of each category as well as a summary of the benefits and concerns that were identified for each of these categories. New program ideas suggested by participants can be found in Section 2.3, Participant Ideas for Potential Programs. Section 2.4, Additional Considerations, summarizes points raised by participants that speak to issues that a new transportation service should consider that may not fit into the eight categories of potential functions and programs.



1. Active Transportation and Road Safety

CRD communities have one of Canada's highest active transportation mode shares. A new regional service would support local government efforts in pursuing their active transportation goals. A key focus will be the continual improvement of the regional trail system and coordination of how local routes connect and intersect. Adopting Vision Zero with a Safe Systems approach would ensure consistency in shared safety goals.

Benefits:

- **Consistency and Connectivity:** There was strong consensus that consistent design standards across the region would greatly benefit all road users, creating a sense of comfort and reliability when using active transportation across the CRD.
- **User Safety:** Participants discussed road safety and the need for more safety-related improvements in planning, policy, and infrastructure. Participants supported the adoption of Vision Zero with a Safe Systems approach at the regional level.
- **More Transportation Options:** Increasing active transportation initiatives would provide additional mobility options for residents and could support a shift toward more sustainable modes of travel.
- **Support for Smaller Jurisdictions:** A regional scale could help smaller communities access resources to implement road safety and active transportation initiatives.
- **Public Health:** More active transportation initiatives help increase physical activity and improve regional health outcomes.
- **Quality of Life:** Active transportation initiatives would improve the quality of life for residents by expanding active transportation networks and supporting further adoption of active modes.
- **GHG Reductions:** Easing traffic congestion and reducing regional greenhouse gas emissions.
- **Improved Advocacy:** CRD could advocate for regional interests to senior government. This advocacy could include issues related to funding for active transportation and road safety for the region.

Concerns:

- **Distribution of Public Benefit:** Some communities shared concerns about being underrepresented in regional planning and funding decisions. Concerns were raised about ensuring equitable distribution of resources and benefits across all CRD communities.

- **Funding and Resources:** Concerns about the adequacy of funding and resources to support programs under this service were discussed. Ensuring sustained financial support, while supporting current local initiatives for all communities was described as crucial.
- **Speed of Implementation:** The potential for increased administration was a voiced concern as it was believed it could slow down the implementation of essential projects and add layers of complexity, making it harder for municipalities to achieve their goals and meet identified targets.



2. New Mobility

A regional service is needed to keep up with the emerging and rapidly changing ways people get around. Road users expect consistent rules and enforcement, regardless of whose roads, trails or bike lanes they are on. The service aims to integrate new mobility regulations into local transportation infrastructure and decision-making to best serve residents and businesses.

Benefits:

- **Better and More Reliable Services:** It was noted that region-wide licensing and consistent policies across the CRD would make it easier for new mobility users to navigate the region using these emerging transportation options. It could also allow for existing services to be expanded so that more communities can access additional mobility options.
- **Representation and Advocacy:** There is a strong consensus on the importance of regional advocacy. Smaller municipalities identified potential benefits from being part of a larger body that can represent their interests on this topic and better ensure they keep up with emerging technologies.
- **Integration with Other Transportation Modes:** Introducing more last-mile options for travelling would improve mobility for residents and would integrate well with other transportation services (transit, trails, active transportation) which would enhance accessibility and convenience.
- **Equity:** The inclusion of services like carshare, rideshare, and shared e-scooters present more opportunities for people to travel without owning a car which may help reduce barriers related to achieving transportation equity.

Concerns:

- **Varying Interests and Needs:** Different municipalities have unique needs and levels of interest in new mobility. There is concern that a regional approach might not meet the needs of all communities. These concerns were mostly noted for smaller communities who expressed concern around regional equity and varying needs relative to the region's larger core communities.
- **Regulation and Enforcement:** Concerns were raised about the regulation of new mobility devices, such as e-scooters and e-bikes, particularly regarding safety standards and insurability. The need for consistent and enforceable regulations was emphasized.



3. Behaviour Change

A regional service is needed to help change the behaviours that lead to peak hour congestion and the use of carbon-intensive transportation modes. Education, promotion and encouragement are all proven interventions that make the most of limited road capacity to move people and goods. A regional service would demonstrate policy leadership, provide consistent messaging and offer efficient program delivery.

Benefits:

- **Consistent Regional Voice:** A key benefit is the establishment of consistent communication across the region, ensuring that all municipalities share the same message regarding transportation behaviour change, which can help in reinforcing the desired outcomes. This also helps municipalities to direct residents to a centralized place for programs and incentives.
- **Enhanced Safety:** The entire region benefits from increased advocacy and education. Current CRD-led campaigns like "Let's Get Visible" have helped to promote safe behaviours that enhance safety for road users. The opportunity for more programs in the region can further help communities improve safety and overall behavior change.
- **Regional Incentives:** Participants shared that regional incentive programs (e.g., e-bike incentives) are appealing to local governments who don't have the capacity to run their own.

Concerns:

- **Financial Implications:** There are concerns about the cost implications of implementing some incentives and the equitable distribution of costs and benefits.
- **Level of Detail in Programming:** Different municipalities have varying capacities and needs, which may make a universal approach challenging. As an example, rural areas may feel that their specific circumstances are not adequately addressed, such as where there might not be sufficient infrastructure to safely encourage or support behaviour change. It is important that a regional service for Transportation Demand Management (TDM) and Behaviour Change also considers unique needs at the local level.



4. Transit and Mobility Hubs

A significant change in direction is required to close the gap between the 2022 transit mode share (6.2%) and the 2050 target (15%). A regional service related to transit and mobility hubs is needed to create an integrated decision-making framework that advances transit priority corridors on the regional multi-modal network and provides the groundwork for higher-order transit.

Benefits:

- **Improved Connectivity:** The inclusion of transit and mobility hubs within a regional transportation service can significantly enhance connectivity over the long term, allowing smoother transitions between different modes of transport (e.g., bus, bike, car share) and improving regional access.
- **Support for Land Use and Transit-Oriented Development:** Mobility hubs can help ensure transportation infrastructure aligns with housing and land use needs and can further support transit-oriented development (TOD).
- **Coordination and Guidance:** Under a regional transportation service, the CRD can more effectively plan for transit service improvements. This planning helps create capacity for more consistent decision-making and policies to integrate future mobility hubs.
- **Mode Shift:** Establishing well-placed mobility hubs can encourage more people to shift from private vehicles to public transport by making the trip better connected and more enjoyable, leading to reduced traffic congestion and lower emissions.
- **Vibrancy:** Participants discussed how mobility hubs can be integrated within a neighbourhood centre, which can have shops, amenities, washrooms, Wi-Fi and other services alongside transportation access and therefore make integrated trips more enjoyable for users.

Concerns:

- **Funding:** There were concerns about the funding models for mobility hubs and the need for consistent financial support from higher levels of government.
- **Supporting Infrastructure:** Programs that would be part of this service will likely require supporting infrastructure (bus shelters, road allocation, underground utilities and services).
- **Adding Another Layer:** There was concern expressed that this could add another layer between local governments and BC Transit and would not increase resources or service levels.



5. Multi-Modal Network and Connectivity

A regional service is needed to integrate the full build-out of the Regional Multi-modal Network (RMN). A decision-making framework is needed to align local government goals, policies, and investment priorities related to transportation corridors on the network with regional growth needs, looking 20 to 30 years into the future.

Benefits:

- **A Shared Vision for the Region:** Integrated planning and improvements to the RMN would establish shared priorities and provide better services across the region.
- **Better User Experience:** Focusing on the end user's experience was highlighted as a primary benefit. Ensuring seamless connections between different modes of transportation (e.g., walking, cycling, public transit) and across different jurisdictional boundaries can improve trips throughout the region and increase usage.
- **Clarity for Staff and Decision-makers:** By following a regional framework for connectivity and multi-modal options, local governments may be able to progress priorities more confidently.

Concerns:

- **Implementation and Timing:** Participants discussed the practical challenges of implementing a consistent regional approach. Specifics about implementation were key considerations for many participants. Actions by the transportation service should align with local planning and project timing to support rather than impede local efforts.
- **Integrating Local Plans:** Regional plans must take local planning into account. Different municipalities have varying standards and priorities, which can lead to conflicts and delays. Integrating new regional policy direction into local plans is a longer term process given planning and implementation cycles.



6. Data Management and Traffic Analysis

A regional service is needed to increase the CRD's capacity to monitor, analyze, and report the cumulative regional impacts of vehicle, transit and active transportation use. The CRD could expand existing functions, add continuous data collection and increase detailed analysis. Evidence-based planning can support case-making for higher-order transit. Regional delivery of data programs is more efficient and cost-effective.

Benefits:

- **Centralized Data Collection:** Participants generally agreed that a centralized approach to data collection would avoid redundancy and increase efficiency. Participants discussed the challenges that small municipalities face in collecting data and felt it would be beneficial to have a single entity responsible for data aggregation.
- **Effective Use of Resources:** Optimizing existing resources and avoiding a duplication of efforts was identified as a benefit. Implementing shared services and pooling resources among municipalities were suggested as ways to manage costs effectively.
- **Inter-municipal Collaboration:** It was recognized that effective data management requires strong collaboration between municipalities. Participants stressed the need for agreements and partnerships to facilitate data sharing and collective decision-making.

Concerns:

- **Data Privacy:** Ensuring the privacy and security of collected data was a key concern. Participants discussed the importance of having robust data governance frameworks to protect sensitive information and prevent unauthorized access.
- **Transparent Data Use:** The ethical implications of data use were discussed, with a call for transparency in how data is collected, stored, and utilized. Ensuring that data is used responsibly and for its intended purposes was deemed critical.
- **Cost of Centralizing Data:** Participants discussed how moving data to a central platform may involve significant cost and time allocation for staff.



7. Grants and Funding

A regional service is needed to apply for and distribute grants to prioritize Regional Multi-modal Network (RMN) projects and to create the ability for the CRD to receive and distribute transportation funds. It could help increase transportation funding for the region. This approach would not preclude municipalities from pursuing grants to fund local infrastructure. To approach the Province to ask for funding, we need to speak with one united regional voice.

Benefits:

- **Enhanced Funding Opportunities:** It was identified that regional collaboration can increase access to larger and more diverse funding sources from provincial and federal levels of government, which are often unavailable to individual municipalities.
- **Economies of Scale:** Joint procurement under a regional transportation service could lead to cost savings and more efficient use of funds. This approach includes collective purchasing of materials and services, which can reduce costs and improve the quality of infrastructure projects.
- **Improved Resource Allocation:** By managing grants and funding at a regional level, there is potential for a more equitable distribution of resources, ensuring that smaller municipalities are not left out and that projects are prioritized based on regional needs rather than localized decisions.
- **Unified Advocacy:** A regional approach strengthens advocacy efforts, making it easier to secure funding for large-scale projects that benefit multiple municipalities or have regional impact, thereby presenting a stronger, cohesive voice to senior levels of government.
- **Long-Term Sustainability:** Developing long-term, sustainable funding models that go beyond one-time or limited grants and ensure continuous support for regional transportation projects was identified as a potential benefit.

Concerns:

- **Competition for Funds:** The potential for competition between municipalities for limited funding can create tensions and reduce the overall effectiveness of the funding process. This commentary includes concerns about certain areas being prioritized over others based on influence rather than need.

- **Transparency and Accountability:** Ensuring transparency in the allocation of funds and accountability in how they are used is crucial. There are worries about whether funding decisions will be made in the best interest of the entire region.
- **Administrative Challenges:** Managing a regional funding system requires robust administrative structures and processes. Concerns include the capacity of the CRD to handle these responsibilities effectively and the potential for inefficiencies.



8. Transportation Plans

A regional transportation service is needed to bolster the integrated multi-modal transportation planning framework and take direct action to work toward regional transportation goals. In the coming years, alignment between regional transportation plans, local Official Community Plans (OCPs), and the Regional Growth Strategy will be essential to help guide development in areas well served by various transportation modes.

Benefits:

- **Integrated Land Use and Transportation Planning:** Participants discussed the benefit of synchronizing land use and transportation planning to create cohesive, sustainable growth strategies. This approach could also allow better dialogue and collaboration between local governments and BC Transit.
- **Long-Term and Data-driven Planning:** Discussion about the opportunity to develop long-term transportation plans (25-50 years) informed by region-wide data, future growth projections, and climate change risk assessments.
- **Equity and Accessibility:** A wider opportunity to apply an equity lens to future plans and prioritize quality of life for all residents of the region was identified.

Concerns:

- **Coordination and Authority Challenges:** Issues related to the coordination between different municipalities and MoTI, especially regarding the implementation of regional plans. This could be further complicated by staff turnover and transitions in local and provincial government, highlighting a need for consistent and effective communication and partnerships between local jurisdictions and levels of government.

2.3 Participant Ideas for Potential Programs

In the three breakout group sessions, participants shared ideas for potential new programs that could operate under a new transportation service in addition to those presented as examples of potential functions.

Active Transportation & Road Safety

- Road allocation guidelines
- Bike valet standards
- Regional road safety plan

New Mobility

- Advocacy for regional interests in establishing new mobility services
- Training and education on how to use services safely

Behaviour Change

- E-cargo bike share
- Subsidized bus passes for seniors and youth
- Training courses for various mobility options or topics
- Transportation Demand Management (TDM) guidelines for development proposals (e.g., bike parking space)
- Regional Vehicle Kilometres Travelled (VKT) monitoring

Transit and Mobility Hubs

- Standards for transit-related infrastructure
- Transit hub planning

Multi-Modal Network and Connectivity

- Improved connectivity to regionally significant areas (e.g., YYJ Airport)
- Shared equity framework for transportation planning
- Traffic light synchronization along major corridors

Data Management and Traffic Analysis

- Advanced Traffic Analysis
- Real-Time Data Availability
- Open Data Portal for partners
- Using current data to create future projections

Grants and Funding

- Grant application and writing assistance
- Digital dashboard of regional applications
- Development corporation to assist with purchasing
- CRD guidance on how to secure local grants

Transportation Plans

- Regional alignment with provincial legislation (e.g., OCPs, Housing, TOD, etc.)
- Industrial Lands strategy

2.4 Additional Considerations

Participants noted the following additional considerations that a new transportation service should seek to address through policies, procedures, and programs.

- **Supporting Infrastructure:** Participants emphasized the importance of infrastructure like bike parking, wayfinding, and secure bike storage to support active transportation.
- **Education and Training Programs:** The importance of education and training programs to ensure the safe use of new mobility options was highlighted. This activity included public awareness campaigns and specific training for new users.
- **Equity and Inclusion:** Ensuring behaviour change programs are equitable, inclusive and provide access and support to all demographic groups, including those in underserved areas, is essential.
- **Collaboration with Stakeholders:** There is a need for greater collaboration with various stakeholders, including schools, employers, and health organizations, to promote and support behaviour change/TDM initiatives.
- **Land Acquisition and Usage:** Addressing land acquisition challenges and leveraging land for transportation infrastructure will be critical for the successful implementation of mobility hubs.
- **End-of-trip Facilities:** Incorporating modern amenities like charging stations, secure bike storage, and other facilities can enhance the user experience and promote the use of transit.
- **Specifics on Implementation:** Discussion about the practical challenges of implementing a consistent regional approach. Different municipalities have varying standards and priorities, which can lead to conflicts and delays.
- **Gaps in Data Collection:** Gaps in available data were identified and increased advocacy for data from other sources was mentioned (e.g., VKT data).
- **Specific Criteria for Fund Allocation:** Clear criteria and guidelines for how funds will be allocated and prioritized across different projects and municipalities are necessary to ensure fairness and transparency.
- **Support for Smaller Municipalities:** Mechanisms to support smaller municipalities in applying for and managing grants or other funding to ensure they are not disadvantaged within a regional funding system.

3.0 Next Steps

The feedback in this report will inform recommendations for the CRD Transportation Committee meeting in June 2024. CRD staff will seek CRD Board approval to determine the scope of drafting a transportation service establishment bylaw, with a draft bylaw ready for Board consideration by September 2024. This timeline reflects the CRD Board's directive to establish the new service by 2025.

3.1 How will this input be used?

The collective input summarized above will inform the recommendation(s) going to the CRD Transportation Committee meeting on June 19, 2024.

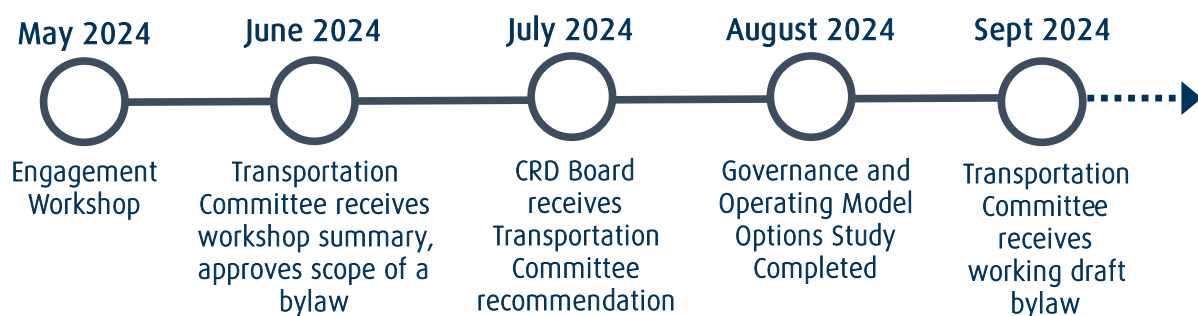
CRD staff will be seeking CRD Board approval on the scope of a new transportation service establishment bylaw and direction to draft the bylaw. Pending the timing of this direction, CRD staff anticipate bringing a draft bylaw forward this fall.

3.2 Timeline

The draft bylaw will be developed from June to August 2024 and is anticipated to be received by the CRD Board in Q4 2024.

The Governance and Operating Model Options Study being developed by KPMG is expected to be completed in August 2024 and will provide additional information, including financials, needed to develop the draft bylaw.

Timeline – Establishing a Regional Transportation Service



APPENDIX A



Capital Regional District

Transportation Governance Establishing a Transportation Service



May 2024



Territorial Acknowledgement

We acknowledge that the Capital Regional District (CRD) conducts its business within the traditional territories of many First Nations.

We recognize the First Nations governments across this region - **Ləkʷəŋən** peoples - **Songhees** and **xʷsepsəm** (Esquimalt) Nations in the core area, the **ŪSÁNEĆ** Nations **ŪJOŁŁP** (Tsartlip), **BOKÉĆEN** (Pauquachin), **STÁUTŪ** (Tsawout), **ŪSIKEM** (Tseycum), and **MÁLEXEŁ** (Malahat), as well as **Sc'ianew** (Beecher Bay), **T'Sou-ke**, **P'a:chi:da?aht**, and **Spune'luxutth** (Penelakut) Nations, all of whom have a long-standing relationship with the land and waters from time immemorial that continues to this day.

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Introduction

Transportation is a priority for residents and the CRD Board. There are three core challenges affecting transportation in our region: mode-shift, greenhouse gas emissions and congestion. A 2023-2026 CRD Board strategic priority is to present options for transportation governance change in the region so residents can access convenient, green and affordable multi-modal transportation systems to enhance livability. This priority to review governance options shifts focus from goal setting to implementation through establishing a new CRD transportation service. The immediate goal is to explore new functions as part of a new regional transportation service requiring no legislative changes. A longer-term goal is to further integrate the transportation functions best delivered at a regional scale through a new regional entity. This longer-term multi-modal vision would require legislative change and significant resourcing.

CRD's existing transportation functions are focused on a coordination and monitoring role, limited to planning and policy support, collaboratively working with local governments, the Province and partner agencies to advance actions in the 2014 Regional Transportation Plan (RTP), and operating regional trails.

As part of establishing a new transportation service, the CRD needs to consolidate the existing CRD regional transportation planning function with the active transportation function of regional trails (currently within Regional Parks). This consolidation into a new transportation service would enable streamlined service-level changes and enhance coordination and transportation decision-making processes. By centralizing responsibilities within the CRD, we can lay the early foundation for a more integrated and efficient transportation system within the capital region.

Building upon consolidation, the CRD could expand its responsibilities with the authority to offer a new service with new or expanded transportation programs, policies and projects that meet the region's needs. This expansion would grant the CRD new service offerings to drive transformative changes in transportation behaviour and advance the development of a robust Regional Multi-modal Network (RMN). Establishing a service also allows for funding to provide a greater range of tools to support and complement local government-led initiatives across the region.

This incremental approach of consolidation and establishing a new transportation service is designed to signal to the Province of British Columbia that a future long term regional entity could take on the additional responsibilities necessary to achieve the long-term regional vision for transportation.

On December 13, 2023, the CRD Board directed staff to initiate concept development and analysis work on an inclusive list of potential transportation service categories, develop an engagement plan and schedule a workshop by Q2 2024 with local governments, electoral areas, partner agencies and interested First Nations. Based on feedback from the 2023 engagement and subsequent CRD Board direction, CRD staff have evolved the service categories and prepared additional information for local government, electoral area, First Nation and agency consideration.

Regional Transportation Workshop

The commitment to councils through 2023 was to provide another engagement opportunity in 2024 on the potential service categories. This regional workshop is that opportunity for elected officials, First Nations and senior staff to gain clarity, discuss benefits and concerns, and provide input on all eight categories of functions being considered for potential inclusion in the service establishment bylaw. Our primary focus is to hear from you, support peer-to-peer discussions and gather feedback. Your collective input will be reflected in a What We Heard summary report and will inform the recommendation going to the CRD Transportation Committee meeting on June 19, 2024.

The purpose of this booklet is to provide information on the additional work completed since last summer. It contains detailed information on the potential service categories and functions and is intended to help prepare you for fruitful discussions with your regional peers at the workshop.

In the following sections, you will find:

- Definitions of the eight service categories
- CRD's existing transportation functions
- Potential new expanded transportation functions that a transportation service could deliver under existing legislation
- Long-term out of scope functions will not be explored in this phase as they require legislative change and/or significant resources

The potential programs and functions in this document are currently at a concept level and still require detailed program design and CRD Board approval through the standard processes. Supporting the inclusion of a service category does not mean approval of a particular program, function or budget at this time. However, for staff to bring forward specific programs and functions for CRD Board consideration, a service must exist that has the authority to operate these programs. To accelerate the achievement of our regional transportation goals, a broad service establishment bylaw inclusive of all service categories is desired so that we, as a region, can establish programs and functions in the future.

Explanation of Key Terms

In this document and throughout the workshop engagement, you will find four key terms that are important to define in the context of CRD governance structures. *Figure 1* depicts how these terms fit together.

Service At the CRD, a “service” is a defined mandate and budgetary body that has specific authorities and responsibilities to deliver services to the community. Each service has a defined set of participants, a defined purpose and boundary, method of cost recovery and sometimes a maximum amount to be requisitioned. CRD divisions may oversee multiple services.

- Category:** A category is a grouping of functions. Grouping functions into categories helps simplify discussions and make clear the scope of functions that a service may operate.
- Function:** Functions are a group of programs within the authority of a service. Every CRD service is established through bylaw which defines a specific list of functions that it has the authority to operate. Multiple programs, policies, and plans may exist to accomplish the goals.
- Program:** Programs are specific initiatives that implement the goals of the service as expressed through bylaw defined functions. Programs may include actions, policies, and plans.

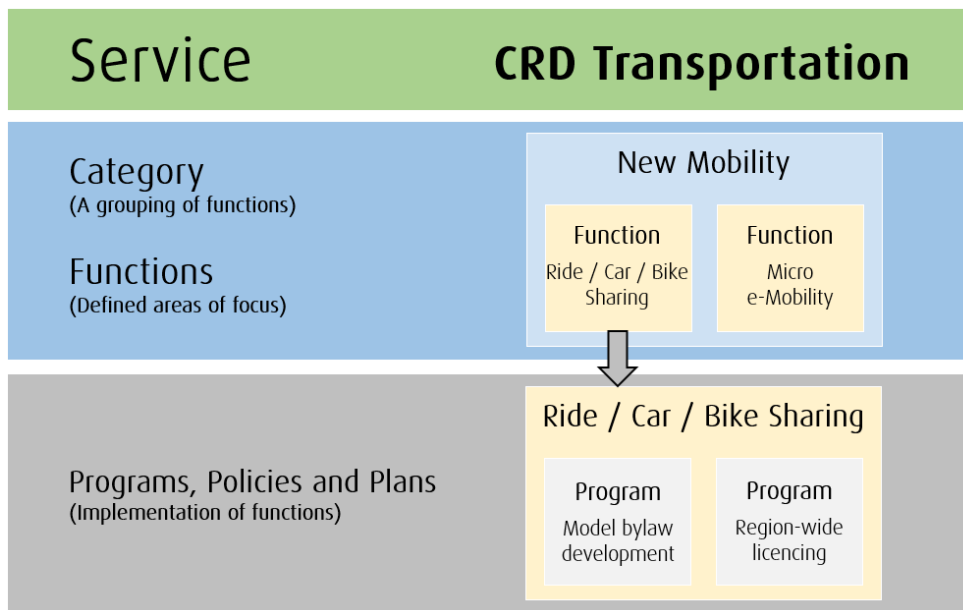


Figure 1: Key terms and their relationship to each other

Updated Category Names

Based on input from local government and collective level of agreement, we have updated the category names to be more descriptive and clearer about the scope of functions that could be included (Figure 2). The categories will be discussed in this order at the workshop.

Previous Category Name		Updated Service Category Name
Active Transportation	→	Active Transportation and Road Safety
New Mobility Services	→	New Mobility
Behaviour Change	→	Behaviour Change
Transit	→	Transit and Mobility Hubs
Connectivity	→	Multi-modal Network and Connectivity
Traffic Flow and Congestion	→	Data Management and Traffic Analysis
Grants	→	Grants and Funding
Funding	→	
Transportation Planning	→	Transportation Plans

Figure 2: Updated Service Category Names

Transportation Governance Background

Transportation Governance in the Capital Region

Transportation governance considers three main dimensions: level of multi-modal integration, decision-making authority, and funding. A governance structure sets out how decisions are made, who is involved, who pays and who is accountable for implementation.

The region's current transportation governance is set out in legislation across multiple public agency mandates, some of which are mode-specific. This current governance structure results in multiple decision-makers, limiting integrated multi-modal decision-making and leading to competition for limited funds. Local governments, the CRD, BC Transit and the Province each have different responsibilities for planning, developing, operating and maintaining roads and pedestrian and cycling infrastructure. Working collaboratively, we can co-create a long-term cohesive approach to transportation governance in our region and achieve our shared regional mobility objectives.

Previous Engagement

In the summer and fall of 2023, the CRD engaged with all 13 local governments and three electoral areas and received initial input on the level of consensus for advancing potential transportation governance change. The feedback provided the CRD with a baseline understanding of the aspects of regional transportation that local governments are interested in exploring further. Based on what we heard, the overarching motivations for moving toward regional transportation governance are:



Figure 3: Motivations for moving toward regional transportation governance

1.0 Active Transportation and Road Safety



If you get to your destination using your own power, that's active transportation. It includes walking, cycling, the use of a wheelchair, scootering, skateboarding, and rollerblading. Active transportation also includes using devices that give you a boost, like mobility aids, electric bikes and electric kick scooters.

Road Safety refers to the methods and measures used to prevent road users, particularly vulnerable road users, from being killed or seriously injured and to ensure safe, healthy and equitable mobility for all.

Vision Zero is an internationally-recognized traffic safety approach to eliminating serious injuries and deaths on the road. To make meaningful change, Vision Zero must be aligned with the Safe Systems approach, which is a strategy that prioritizes evidence-based solutions to encourage safe drivers, safe speeds, safe roads, and safe vehicles.

CRD communities have one of Canada's highest active transportation mode shares. A new regional transportation service would support local government efforts in pursuing their active transportation goals. A key focus will be on the continual improvement of the regional trail system and coordination of how local walking and cycling routes connect and intersect. Adopting a Vision Zero with a Safe Systems approach to road safety across the region would ensure consistency in the shared desire to eliminate all fatalities and serious injuries.

CRD's existing transportation functions:

- Operation and management of 95 km of our regional trail network
- Implementation of the Regional Parks and Trails Strategic Plan, Regional Trails Management Plan, RTP, Salt Spring Island Active Transportation Plan and Southern Gulf Islands Main Island Demonstration project
- Participation in the Ministry of Transportation and Infrastructure (MoTI), BC Transit and municipal working and technical groups
- Road safety research, education and engagement for all modes through the Traffic Safety Commission (e.g., motorcycle awareness, impaired driving, distracted driving, intersection awareness, shoulder check, Let's Get Visible campaign)
- Work towards bylaw consistency for crossings
- Trail widening, lighting and trestles project

Potential new service functions could include:

1.1. Active Transportation Infrastructure and Policy

Central to this work is adopting consistent trail design standards, including inter-jurisdictional meeting points and crossings. Additionally, we must identify the level of service required for our regional trails to function as active transportation corridors. The CRD could develop a formal process outlining timelines, triggers, roles and responsibilities around updating and amending regional trail agreements with landowners, including a clear pathway for new infrastructure. The CRD could also consider using shared resources to support local active transportation initiatives (i.e., through regulatory bylaw consistency or funding mechanisms).

1.2. Vision Zero with a Safe Systems Approach

A new CRD transportation service could focus on championing road safety, delivering regional safety policies, and providing an integrated strategy to achieving Vision Zero with a Safe Systems approach. The CRD could regionally adopt a Vision Zero and Safe Systems approach in collaboration with municipalities. The service could also give regional leadership in collaborating with the Insurance Corporation of British Columbia (ICBC) on their existing road safety funding support, including exploring potential regional criteria. This work could also harmonize safety language in bylaws across municipalities. Collective advocacy with all municipalities would help prioritize requests with the weight of the entire capital region in mind.

Potential functions that are out of scope in this phase:

- Implement a region-wide Vision Zero program

Implementing road safety infrastructure and design improvements is primarily the responsibility of local governments and the Province. In the longer term, establishing a regional transportation entity could take on increased responsibility for setting standards, including coordinating and implementing Vision Zero strategies and projects. This work would require legislative change to allow for the establishment of a regional entity with these authorities.

2.0 New Mobility



New mobility is non-traditional transportation services, means of transport and technological innovations in how we get around, share, and use transportation infrastructure. Examples of new mobility include large-scale ride-sharing companies, car sharing, bike sharing and micro-mobility (e.g., electric kick scooters). In other words, new mobility is the policy and regulation for anything that is not a traditional means of transportation (e.g., bike, bus, personal vehicle).

New and emerging mobility choices are becoming available to the public, and technology is outpacing our regulatory framework's ability to keep up. The Province is responsible for approving and regulating new mobility, first establishing the legal and regulatory framework in the *Motor Vehicle Act*. Communities may already have bylaws or choose to develop new ones that set additional criteria for using new mobility.

A regional service for new mobility is needed to help local municipalities keep up with the emerging and rapidly changing ways people get around and how to work collaboratively with shared mobility companies. An integrated regional approach will allow consistent model bylaws, licencing, enforcement, and education around new mobility across jurisdictions. Road users expect consistent rules and enforcement, regardless of whose roads, trails or bike lanes they are on. Creating patchwork rules that regulate new mobility is not efficient, economical or sensible.

The service aims to integrate new mobility regulations into local transportation infrastructure and decision-making to best serve residents and businesses. The service can be structured so local governments can test new mobility ideas while ensuring a consistent baseline so that no one is left behind and we achieve our collective road safety goals.

CRD's existing transportation functions:

- Traffic Safety Commission – review of policies and safety studies
- CRD Board Advocacy

Potential new service functions could include:

2.1. Ride Sharing (Uber, Carpooling, etc.), Car Sharing (EVO, Modo, etc.), Bike Sharing

A new CRD transportation service could deliver a model bylaw and a consistent shared set of new mobility policies and standards for the region, including region-wide licencing and expanded partnerships.

2.2. Micro e-Mobility

A new CRD transportation service, assuming provincial regulation is in place, could deliver a model bylaw and a shared set of micromobility policies and standards for the region that are enforced consistently across municipal boundaries.

Potential functions that are out of scope in this phase:

- No tangible examples at this time.

3.0 Behaviour Change



New actions, attitudes and habits are needed to maximize our limited road capacity and move people and goods. Behaviour change refers to initiatives and campaigns that reduce the barriers holding people back from using active and sustainable transportation. Transportation Demand Management (TDM) and targeted education and outreach can be key drivers to encourage people to shift away from greenhouse gas-intensive transportation modes.

A regional service is needed to help change behaviours that lead to peak hour congestion and the use of carbon-intensive modes. Education, promotion, and encouragement are all proven interventions that make the most of limited road capacity to move people and goods. A regional service would demonstrate policy leadership, provide consistent messaging and offer efficient program delivery. Local governments benefit by not having to duplicate efforts to provide these services.

TDM is a strategy aimed at reducing congestion by providing people with choices in how, when and whether they travel. It encourages active transportation and transit and reduces personal vehicle trips. Finding new regional pathways for delivering TDM in combination with promotional tools can also advance equity and accessibility outcomes and build a greater sustainable transportation culture in the region. A TDM strategy includes non-infrastructure approaches to increasing the use of sustainable transportation to reduce greenhouse gas emissions and congestion while also improving safety and public health.

CRD's existing transportation functions:

- Support and enable school communities to use active and sustainable transportation more often by reducing barriers in accessibility, safety, convenience and comfort with up to five schools per year through our Ready Step Roll sustainable school commute planning initiative
- Support and enable organizations to use active and sustainable transportation more often by piloting a Sustainable Commute Planning initiative with two major employers
- Safety research, education and engagement to support the delivery of initiatives

Potential new service functions could include:

3.1. Transportation Demand Management, Education and Engagement/Outreach

A new CRD transportation service could deliver a region-wide TDM program. Possible service functions of the TDM program could include:

- Upgrading Ready Step Roll (Sustainable School Commute Planning) and Sustainable Commute Planning (Workplace) initiatives by delivering CRD-led programs to maximize their impact (e.g., not simply working with more schools/organizations per year, but also delivering education and encouragement programming/activities/events and offering an alumni program to ensure longevity and maximize long-term impact)
- Creating regional e-bike incentives and programs (e.g., explore offering e-bike libraries and shared e-cargo bikes at major housing complexes)
- Establishing a Traffic Safety Village as a regional resource and offering pedestrian/cycling skills courses. A Traffic Safety Village is a closed course model town with streets and signage that mirrors real-world road conditions and is used to teach children about road safety
- Advocating for transit TDM programs and incentives (e.g., EcoPASS for New Developments, ProPASS)
- Coordinating TDM for large-scale regional events

3.2. Supportive Development Management Policies

A new CRD transportation service could deliver regional development management policies, including carpooling and parking incentive programs (e.g., dedicated parking spots).

Potential functions that are out of scope in this phase:

- Implement recommendations from region-specific feasibility studies on user pay strategies and residential street parking user-fee programs
- Provide resources to help employers shift and sustain employee use of active transportation and transit
- Provide incentives for businesses to shift their fleet vehicles to electric

4.0 Transit and Mobility Hubs



Transit encompasses the planning, operation, and maintenance of the public transportation system. As the region grows, transit will become an increasingly important mode of transportation for residents and visitors. Integrated land use and transportation decisions maximize the value of public transit infrastructure investments and enable residents and visitors to access their daily needs more easily.

Mobility hubs are places of connectivity where people can access public transit, shared mobility, and active transportation options in a central location that concentrates on employment, housing, shopping and/or recreation.

Transit mode shift is essential to unlocking housing objectives for the region and addressing the three core regional transportation issues: congestion, mode share, and climate change. A significant change in direction is required to close the gap from the 2022 transit mode share of 6.2% to the region's 2038 target mode share of 15%. A regional transportation service related to transit and mobility hubs is needed to create an integrated decision-making framework that advances transit priority corridors on the RMN and provides the groundwork for higher-order transit.

Effective transit requires robust short-term operations planning and long-term strategic and capital planning that aligns with land use and demographic projections. The Victoria Regional Transit Commission (VRTC) is responsible for approving transit funding and the level of service and planning. Local governments and the CRD each play a minor role but have limited decision-making authority. An integrated framework would enable partnership agreements and open the door to creatively pooling and allocating funding.

Establishing a regional transportation service with a defined role in accelerating transit would put the region on track to enable improved transit frequency and reliability, encourage mode shift and build transit-oriented development in alignment with regional aspirations. BC Transit, municipalities and provincial ministries successfully working together with the CRD would signal to the Province that the capital region is taking active steps toward the long-term goal of higher-order transit and is ready for additional responsibility and funding in the future.

CRD's existing transportation functions:

- Advocacy, transit policy and planning coordination (e.g., the Transit Future Plan is incorporated within the RTP)

- Work with BC Transit and MoTI through the Transportation Working Group and technical committees
- Staff membership in project specific planning

Potential new service functions could include:

4.1. Long-Range, Regional Transit Planning

A new CRD transportation service could:

- Conduct a gap analysis to identify and advocate for the level of service required to align BC Transit's definition of frequent transit with the Province's definition as prescribed by Bill 44
- Lay the groundwork for Higher-Order Transit (Bus Rapid Transit or Light Rail Transit) by updating the cost-benefit analysis and overall economic benefits case, determining right-of-way needs, and working with municipalities to update transportation plans and Official Community Plans (OCPs)
- Maximize the potential of the Transportation Working Group to advance with greater consistency and a faster rate of implementation transit priority measures for all priority transit corridors currently being advanced as discrete projects by MoTI and BC Transit
- Establish a reserve fund to set aside annual investments for future higher-order transit. This fund would represent the CRD's contribution to a major infrastructure investment by the Province and show real commitment to higher-order transit
- Undertake strategic planning, including the integration of municipal and regional land use plans, for transit priority corridor projects as part of the RMN
- Advance transit mode shift through investments in regional transit pass programs (e.g., ProPASS, EcoPASS, UPASS and other models such as free transit or those enabled by UMO transit payment app)

4.2. Transit Service Policy

Transit policy creates the mechanism to prioritize service level changes. To meet local governments priorities and needs, a new CRD transportation service could be designed to deliver:

- A standardized referral process to consider improving transit for new infrastructure projects and/or major changes to the transportation network
- Unified advocacy by the CRD Board to VRTC for service level changes
- Formalized consultation and engagement processes with the region embedded in the VRTC and Transportation Working Group model
- Joint reporting with BC Transit on data and opportunities for mode shift improvements
- A more formal regional process for co-developing and confirming transit-led policy documents, such as the Transit Future Plan

4.3. Mobility Hubs at Major Transit Exchanges

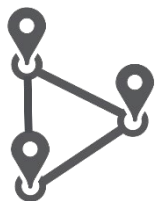
A new CRD transportation service could:

- Plan, design, and create funding partnerships with municipalities, BC Transit, new mobility providers and private partners, including consideration of incorporating CRD housing in urban areas
- Partner with others in implementing various types of mobility hubs, such as future-proofing park-n-rides at entry points into the network for communities on the edge and improving the connectivity of regional trails into the mobility hubs

Potential functions that are out of scope in this phase:

- Long and short-term decision-making for transit (e.g., approve Service Standards and Performance Guidelines that complement priorities outlined in the Transit Future Plan, approve specific service level changes, raise and allocate funding, establish priorities, and implement and oversee higher order transit for the region).

5.0 Multi-modal Network and Connectivity



Multi-modal network and connectivity are the degree to which destinations are connected with consistent and direct links for people's preferred mobility choices. For example, a well-connected and consistent multi-modal transportation network enables more direct travel between destinations for all modes of transportation.

A regional service is needed to integrate the full build-out of the RMN. A decision-making framework is needed to align local government goals, policies and investment priorities related to transportation corridors on the network with regional growth needs, looking 20 to 30 years into the future. In addition, transportation corridors on the RMN require the same treatments to achieve design consistency and desired safety outcomes. Without altering service delivery responsibility, a regional service could provide consistent direction to put all partners on track to plan and secure right-of-ways for the designated RMN corridors, allowing for allocating road space for all modes.

There are gaps in the RMN, meaning some corridors are not consistently connected. Filling in the gaps in the network through a regional phased approach may provide the most significant opportunity to complete the network efficiently and effectively while improving the safety and accessibility of our walking, cycling, and transit network.

CRD's existing transportation functions:

- Identifying the regional network and the high-level goals and objectives (e.g., through the development, implementation and monitoring of the Regional Growth Strategy and RTP)
- Align key policy documents with transportation and corridor-focused land use planning

Potential new service functions could include:

5.1. Regional Multi-modal Network

A new CRD transportation service could support municipalities in the following ways:

- Progressing connectivity on the active transportation network
- Tracking and annually reporting progress on housing integration and the density increases along corridors and nodes
- Developing criteria/data-based regional transportation priorities

- Expanding the regional role in engagement around transportation projects affecting the RMN through the Regional Transportation Working Group
- Developing criteria to prioritize project delivery related to the RMN

5.2. Built Environment Network Consistency

Expediting work to improve regional consistency would enhance connectivity and accessibility across all modes in the RMN, including roads, trails, transit, cycling and walking paths to support the most efficient movement of people and goods. Regional consistency promotes sustainability by planning for transit and active transportation, reducing the public's reliance on single-occupancy vehicles.

A new CRD transportation service could deliver:

- A model bylaw approach with consistent language across municipalities related to topics such as streets and traffic bylaws (including road classifications)
- A wayfinding consistency policy
- Voluntary municipal commitment to implementing a unified set of RMN and Complete Street design standards according to an agreed-upon implementation schedule

5.3. Equity and Accessibility

A new CRD transportation service could deliver a shared equity framework for transportation priorities and work with the municipalities to implement them. Equity and accessibility are key considerations in all potential functions. The CRD will closely follow provincial policy and regulations as they relate to changes in the future and will work with local governments on how best to implement them within the region.

5.4. Regional Collaboration and Relationships

With a new CRD transportation service, it will be essential to establish a reporting relationship between the Transportation Committee, Transportation Working Group and Traffic Safety Commission, update their respective Terms of Reference and clarify or expand their decision-making roles. Similar relationship agreements could be reached with VRTC, BC Transit and MoTI.

Potential functions that are out of scope in this phase:

- Require municipal adherence to unified design standards.

6.0 Data Management and Traffic Analysis



Data is fundamental to transportation planning, monitoring and evaluation. Data management is the practice of collecting, organizing, protecting and storing data as a valuable resource so it can be analyzed for decision-making purposes. Through analysis, we examine and combine data to create a deeper understanding so we can track how we are doing and plan for the future. Multi-modal traffic analysis can assess and evaluate the performance of road, transit, bicycle and pedestrian facilities.

A regional transportation service is needed to increase the CRD's capacity to monitor, analyze, and report the cumulative regional impacts of vehicle, transit, and active transportation use. CRD data management and traffic analysis focus on the Origin Destination Household Travel Survey and bike/pedestrian counters. The CRD also supports local government transportation departments by providing short-term traffic count data on the RMN.

The CRD could expand these existing functions, add continuous data collection, and increase detailed analysis. Collecting and reporting on data informs policy and transportation plan development and monitors effectiveness. Evidence-based planning can support case-making for higher-order transit. Regional delivery of data programs is more efficient and cost-effective than local governments doing the same work for their municipality and potentially duplicating efforts and budgets across the region.

CRD's existing transportation functions:

- Origin Destination Household Travel Survey report, every five years
- Bike, vehicle and pedestrian manual and automatic counts
- Joint procurement of bike and pedestrian counters for municipal use
- Municipal data support
- Population projections and estimates

Potential new service functions could include:

6.1. Multi-modal Data Collection and Analysis

A new CRD service could deliver an expanded traffic data monitoring program, including implementing a system of sensors to provide real-time continuous vehicle volume counts and travel time for buses, vehicles, and trucks on key corridors in the RMN. These sensors would provide more robust data to put the short-duration counts in context and more accurately monitor changes in travel time in the region. These real-time solutions could be fed to third parties to improve residents' drivetime predictions. Working closely with BC Transit, a new CRD transportation service could also integrate the data they capture into a unified system with all other modes.

6.2. Establish an Open Data Portal

A new transportation service could also deliver an Open-Data portal for regional transportation. Our partners and the public want access to the information we collect and steward. An open data portal provides the following three significant advantages:

1. It allows our users to easily browse what data is available (often users are not aware of the information that can be provided)
2. It provides a more predictable workload rather than responding to emergent requests and results in better data hygiene
3. It removes the need for custom data-sharing agreements, reducing the delay in delivering data to users

Potential functions that are out of scope in this phase:

- Establish a regional traffic management centre with synchronized region-wide traffic signals, real-time dynamic information and enhanced travel time prediction based on real-time data

7.0 Grants and Funding



A grant is a financial award given by a government, organization, or person for a particular purpose, such as a beneficial program, service or activity and is typically time-limited. Grant funding for transportation projects is available through several sources, including the federal and provincial governments and various organizations.

Funding refers to the funding pool available for transportation projects and infrastructure improvements. A new transportation service will need a funding strategy.

Currently, most grants are applied for separately by each municipality. A regional service is needed to apply for and distribute grants to prioritize projects on the RMN. A transportation service could help increase transportation funding for the region, increasing the money available to advance regional priorities. This approach would not preclude municipalities from pursuing grants to fund local infrastructure.

Currently, there is no regional funding source. There are different ways to pursue secure funding: through tax requisition, securing funding for necessary infrastructure from the provincial and/or federal government, or pooling funding regionally.

Despite governance structure and statutory responsibility, funding is critical in how decisions are made and who makes them. There is often a gap between aspirations and the political reality of implementing measures. For example, the cost of operating public transit is significant and building out the network takes time.

Service establishment is required to create the ability for the CRD to receive and distribute transportation funds. Dedicated, stable funding sources are needed to make capital and program investments to increase service levels and operate and maintain existing service levels. To approach the Province to ask for funding, we need to speak with one united regional voice.

CRD's existing transportation functions:

- Provide support (data and letters) for municipal active transportation grants
- Apply for grants to improve the regional trail network
- Share and track grants received by municipal partners
- Joint procurement for individual projects
- Advocate for securing new funding sources

Potential new service functions could include:

7.1. Regional Granting Body

A new CRD transportation service could:

- Hold and distribute funds to support the implementation of projects of regional significance on the RMN
- Establish criteria for providing grants to local projects that are of regional significance
- Develop and implement a tracking system to report on grants received by municipal partners

7.2. Funding

A new CRD transportation service could:

- Establish an approved list of regional multi-modal transportation priorities along with the criteria needed to determine them
- Deliver a financial model to distribute funding for the delivery of prioritized regional projects to achieve broad regional goals based on a list of prioritized projects
- Establish a reserve fund to set aside annual investments for future higher-order transit
- Advocate for annual provincial/federal funding for regional transportation priorities
- Advocate for alternative secure regional transportation funding

7.3. Joint Procurement

Joint procurement is when two government bodies work together to purchase goods and services to achieve cost savings through economies of scale and reduced redundant procurement procedures. Currently, local governments and electoral areas in the CRD procure transportation-related goods and services individually, with some cases of joint procurement done on a per project basis.

A new CRD transportation service could deliver joint procurement to bring more local governments into the process. The top procurements made by multiple municipalities can be identified, purchasing criteria can be agreed upon, and then a single procurement can be made by the CRD on behalf of the group. Service delivery would still be the responsibility of each local government. Still, each would save in cost and time over needing to undertake the process individually. Examples of potential joint procurement could include road paint and signs to paving services, traffic and pedestrian counting systems, and consultant contracts for transportation plan development.

7.4. Regional Advocacy Approach

With a new transportation service, the CRD could take a regional intergovernmental relations approach to advocacy with provincial and federal partners for funding. Appointing a voice for advocacy, such as the Board Chair or Transportation Committee Chair, could help solidify the business case for creating an entirely new regional transportation entity or other legislative change that supports increased decision-making abilities.

Potential functions that are out of scope in this phase:

- Establish a regional granting entity that allocates funds (based on a set of criteria) to municipalities to implement regional priorities and support priority RMN projects
Note: This depends on securing new stable funding streams and growing the pie.
- Establish new stable funding streams to support priority RMN projects

8.0 Transportation Plans



Transportation plans identify how people and goods can move safely and reliably from one place to another. Plans typically set a vision, identify a connected network of nodes, corridors, roads and trails, and guide infrastructure and supportive policies and programs needed to bring this vision to life.

The current role of the CRD in transportation is to work towards alignment of local and regional plans to strengthen the RMN and support a variety of travel options for residents. The CRD Board sets expectations for regional transportation improvements by approving regional transportation priorities. Under the current structure of transportation governance, the CRD is limited to planning and policy support, working with partners to advance actions in the 2014 RTP.

In recent years, the region's municipalities have completed various transportation (and active transportation) plans and studies within their boundaries. There is also the Transit Future Plan (BC Transit, 2011), RTP (CRD, 2014), and South Island Transportation Strategy (MoTI, 2020). Some aspects of these plans align, and some aspects are out of sync.

A regional service is needed to bolster the integrated multi-modal transportation planning framework and take direct action to work towards regional transportation goals. While many of the functions within this service category can be accomplished under existing authorities, developing and implementing transportation plans is strongly linked with other potential service categories. Alignment of new programs and plans is essential. Including current transportation planning functions in the new service establishment bylaw would ensure a continuation of existing responsibilities.

In the coming years, alignment between regional transportation plans, local OCPs, and the Regional Growth Strategy will be essential to help guide development to areas well served by various transportation modes. Investment in transportation options should be aligned with local government growth planning. Planning for future growth will require a careful balance of flexibility with prioritizing a shared regional vision and plan for implementation.

CRD's existing transportation functions:

- Develop, implement and monitor the RTP
- Analysis of the actual and projected changes to the transportation system

- Planning advice and expertise for regional, sub-regional and local planning
- Research, analysis and advice on how to achieve multi-modal targets

Potential new service functions could include:

8.1. Regional Transportation Planning

A new CRD transportation service could:

- Request that OCPs and municipal transportation plans contain a section addressing regional transportation impacts and priorities
- Develop Key Performance Indicators for the RMN
- Establish a process to oversee internal and external transportation infrastructure projects to ensure coordination with major utility projects (construction, water, sewer, etc.)
- Reach an agreement and formalize a prioritization or hierarchy of strategies and plans (e.g., local transportation plans follow RTP follow RGS)
- Support the implementation of provincial housing statutes (Transit Oriented Development Areas and Small-scale Multi-unit Housing)

8.2. Goods Movement Strategy

With a new transportation service, CRD could work with MoTI to establish a goods movement strategy consistent with Sits and examine freight movement throughout the region.

8.3. Climate Change Risk Assessment

With a new CRD transportation service, staff could support other departments in undertaking risk assessments of critical transportation services and infrastructure on the RMN related to the potential impacts of a changing climate.

Potential functions that are out of scope in this phase:

- Require municipalities to provide consideration of regional transportation impacts of local decision-making in OCPs and transportation plans
- Support Business Improvement Areas with goods movement/delivery coordination
- Undertake a truck pricing program feasibility study for urban freight and last-mile delivery, including zero-emission freight and/or low emission zones

Next Steps

Once input from the workshop is gathered and summarized in a What We Heard Report, CRD staff will seek CRD Board approval for the scope of a new transportation service establishment bylaw and direction to draft the bylaw. Pending the timing of this direction and the approach the CRD Board recommends for its approval process, CRD staff anticipate bringing a draft bylaw to the CRD Board in Q4 2024.

Appendix A: Additional Background










	 CRD	 Municipalities	 BC Transit	 BRITISH COLUMBIA MoTI
Governance features	<ul style="list-style-type: none"> CRD Transportation Committee / Board – same decision-makers as municipalities and VRTC Advisory: Working Group and Traffic Safety Commission Focus on data and planning alignment 	<ul style="list-style-type: none"> 13 local government councils Representation at CRD and VRTC Compete for limited funding Focus on policy and service delivery 	<ul style="list-style-type: none"> VRTC – same decision-makers as municipalities and regional Board Compete for limited funding Impacted by others' decisions 	<ul style="list-style-type: none"> Controls funding and legislation Shifting priorities to climate action and complete communities Responds to focused advocacy
 Regional and Multi-Use Trails	Primary	Direct service delivery impact	Consulted agency	Leases right-of-way
 Regional and Local Roads	Planning / policy impact	Primary	Direct service delivery impact	Legislation / funding
 Land Use – Corridors & Nodes	Planning / policy impact	Primary	Direct service delivery impact	Legislation
 Regional Transit Network	Planning / policy impact	Direct service delivery impact	Primary	Legislation / funding
 Provincial Highways	Planning / policy impact	Direct service delivery impact	Direct service delivery impact	Primary

Figure 4: Transportation governance in the capital region

(Source: Transportation Governance Engagement Workbook Presentations to Councils, 2023)