



Committee of the Whole Agenda

Monday, August 21, 2023, 1:00 PM

Council Chambers & Electronic Meeting

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Enter the Meeting ID: 826 3823 0163

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Public Dial-In Details are also posted at www.langford.ca

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Transportation Governance

Engagement Workbook

Agenda

1. Project rationale
2. Transportation in the region
3. Workbook input
4. Next steps
5. Discussion



Project rationale

Background



Why are we here?

Transportation is a priority.

Change is needed to achieve the ambitious goals set by the CRD.

We need to hear from you about how much change you want to see.



Regional Transportation Goals

1. Ease congestion
2. Support higher rates of walking, cycling and transit use
3. Reduce emissions

What does the CRD currently offer?

- Policy, planning and data
- Regional trails
- Coordination
- Governance



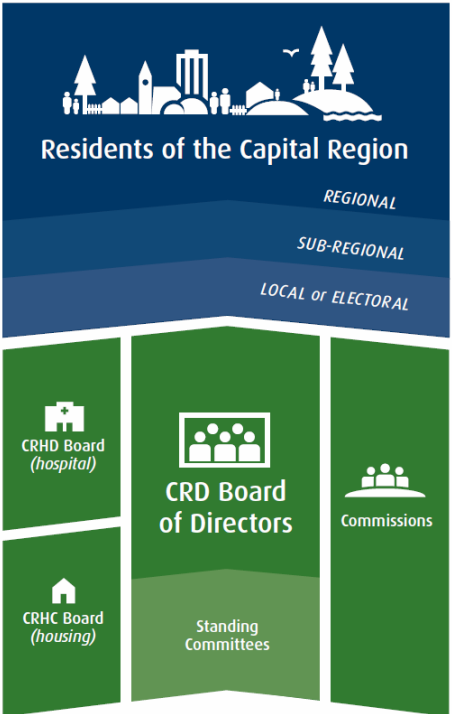
Boundary

- 237,000 ha.
- 70 Islands
- 13 Member Municipalities
- 3 Electoral Areas
- Population est. 439,950 (2022)

About the CRD – Jurisdictional Overview

Municipalities	CRD	Province
<ul style="list-style-type: none"> • Police services • Local roads • Local planning and development • Animal control • Trees • Building regulation • Public spaces • Other services specific to the municipality 	<p>Regional</p> <ul style="list-style-type: none"> • Regional emergency program • Solid waste & recycling • Housing • Parks & trails • Climate action • Regional planning <p>Sub-regional</p> <ul style="list-style-type: none"> • Fire dispatch • Water supply & wastewater • Recreation, arts & culture • Animal Care <p>Electoral Area</p> <ul style="list-style-type: none"> • Fire protection • Building inspection • Grants-in-aid • Water & wastewater • Other bespoke local services 	<ul style="list-style-type: none"> • Provincial parks • Highways & ferries • Healthcare & hospitals • Homelessness • Groundwater • BC Building Code • Education • Drivers' licenses • Gaming • Landlord-tenant relations • Property assessments • Liquor laws

CRD Governance












CRD Administration



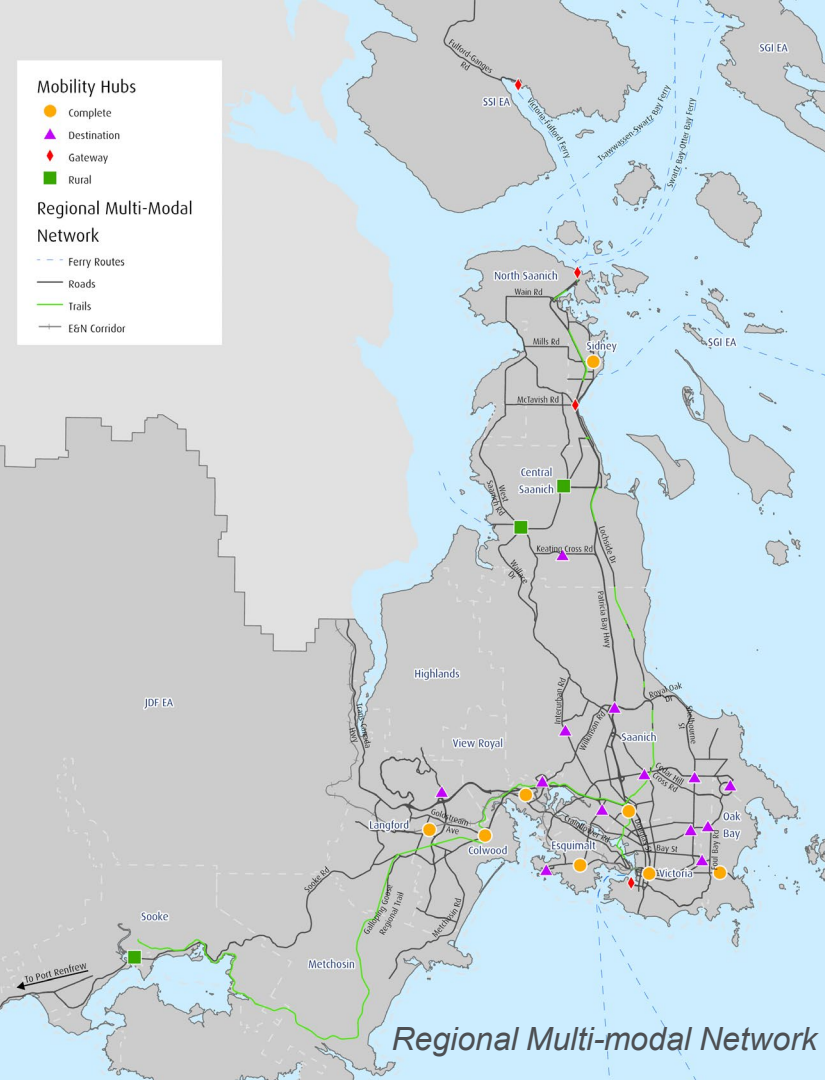


Transportation in the region

Transportation governance in the capital region Page 12 of 60

	 CRD	 Municipalities	 BC Transit	 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 ROW
 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

Regional Transportation Plan



Outcomes

- **Regional Multi-modal Network (RMN)**
- Outcome statements

Actions

- Plans / policy
- Infrastructure, service delivery & programming
- Land use
- Behaviour change

Regional Transportation Priorities

Advocate

Improve service delivery

- Transit (RapidBus)
- Transit (general)
- Transit (non-bus mass transit)
- Highway safety & multi-modal improvements
- SSI / SGI connectivity

Act

Deliver services, coordinate and aim for consistency

- Active transportation
- TDM
- Safety policy
- Strengthen land use
- Parking & access upgrades

Pivot

Plan for long-term needs

- Governance
- Rail link & Westshore passenger ferry

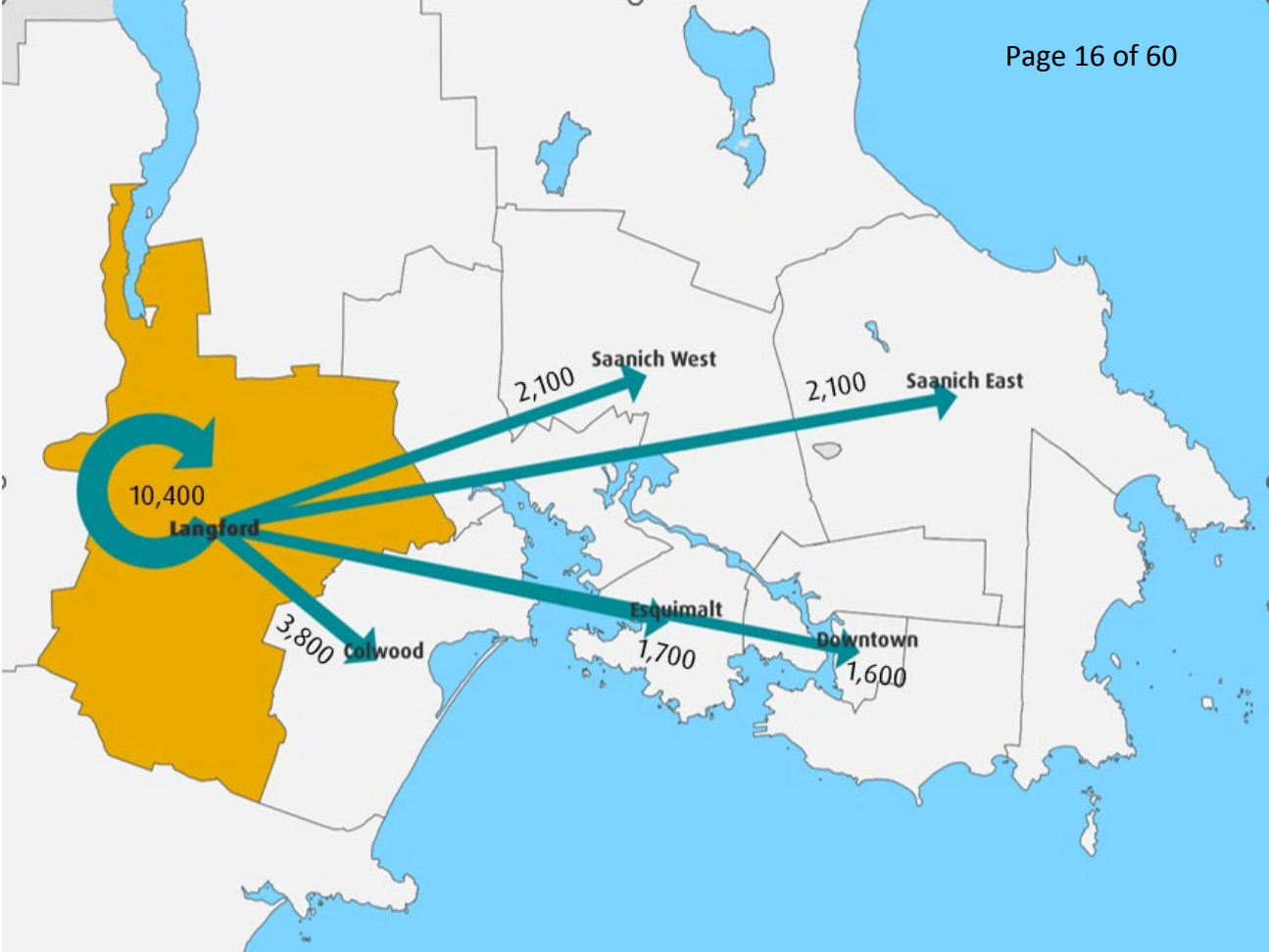
Sub-Regional Trip Patterns

Internal and External



2022 Origin Destination Household Travel Survey

Top Five Destinations of AM Peak Trips from Langford



2022 Origin Destination Household Travel Survey

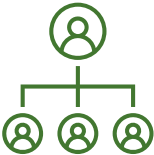


Delivering on resident expectations

- Live and work across local government boundaries
- Move easily across the region
- Expect quality service regardless of who delivers the service

Workbook Input

How far do we want to go?



Level 1: New CRD Service

CRD brings its transportation functions into one department to enable service-level changes



Level 2: Expand CRD Authority

CRD gets new funding and service authorities to change travel behaviour and build out the multi-modal network



Level 3: New authority

One organization makes decisions about service levels and investment in the network

Scope of change the CRD could deliver, based on authorities permitted by legislation.

Scope of change that requires new legislative authorities.

What will it take?

A full transportation authority makes funding and service-level decisions related to multiple transportation modes.

Agreement needed on:

- Modes
- Service levels
- Funding model
- Reporting relationship



Engagement Scope

In Scope

- ✓ Test support for matters where greater regional focus is needed to advance transportation priorities
- ✓ Identify decision-making preferences related funding, planning, policy and service delivery
- ✓ Explore opportunities and constraints related to governance change

Out of Scope

- ~ Updating the Regional Transportation Plan
- ~ Making changes to the regional multi-modal network
- ~ Identifying transportation issues and priorities
- ~ Amending authorities set out in legislation



Who is being engaged?

- 13 municipalities
- Three electoral areas
- Agency partners (e.g., BC Transit, Victoria Regional Transit Commission, BC Ferries, Airport Authority, Island Corridor Foundation, Province)
- First Nations are invited to participate



Engagement Workbook

- Introduction and background
- Questionnaire
- Glossary

Questionnaire

In filling out the questionnaire, you will:

- Select between local and regional trade-offs
- Select your level of agreement with key statements about a change in governance
- Identify benefits, concerns and priorities
- Provide examples, comments and suggestions



Examples

Considering trade-offs

Question 1. A – I

Transit



Allocate transit resources toward local transit routes in neighbourhoods.



Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors.

Understanding expectations

Question 2. A – D

Agree

Neither agree nor disagree

Disagree

A new governance structure should strike a balance between regional and local priorities.



Examples

Identifying opportunities

Questions 3-4 (select)

Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.

- Improved transportation connectivity within the municipality or electoral area
- Improved transportation connectivity within the region
- Collaborative decision making regarding the implementation of transportation priorities and service delivery
- Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- Harmonizing design standards and bylaws across the region

Examples

Identifying opportunities

Questions 5-6 (rank)

Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.

Connecting residential areas and employment centers

Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)

Enhancing connectivity between neighboring municipalities

Connecting to BC Ferries and Victoria International Airport (YYJ)

Examples

4. Open-ended *Question 7*

Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?

Please provide comments or suggestions, if applicable.

Next steps

Engagement timeline

**Spring
2023**



Present jurisdictional scan and governance concepts.

Seek direction to engage on scope and scale of change.

Broadly engage local governments, BC Transit, Ministry of Transportation and Infrastructure (MOTI), BC Ferries and the airport authority and analyze level of consensus of possible change.



Summer 2023

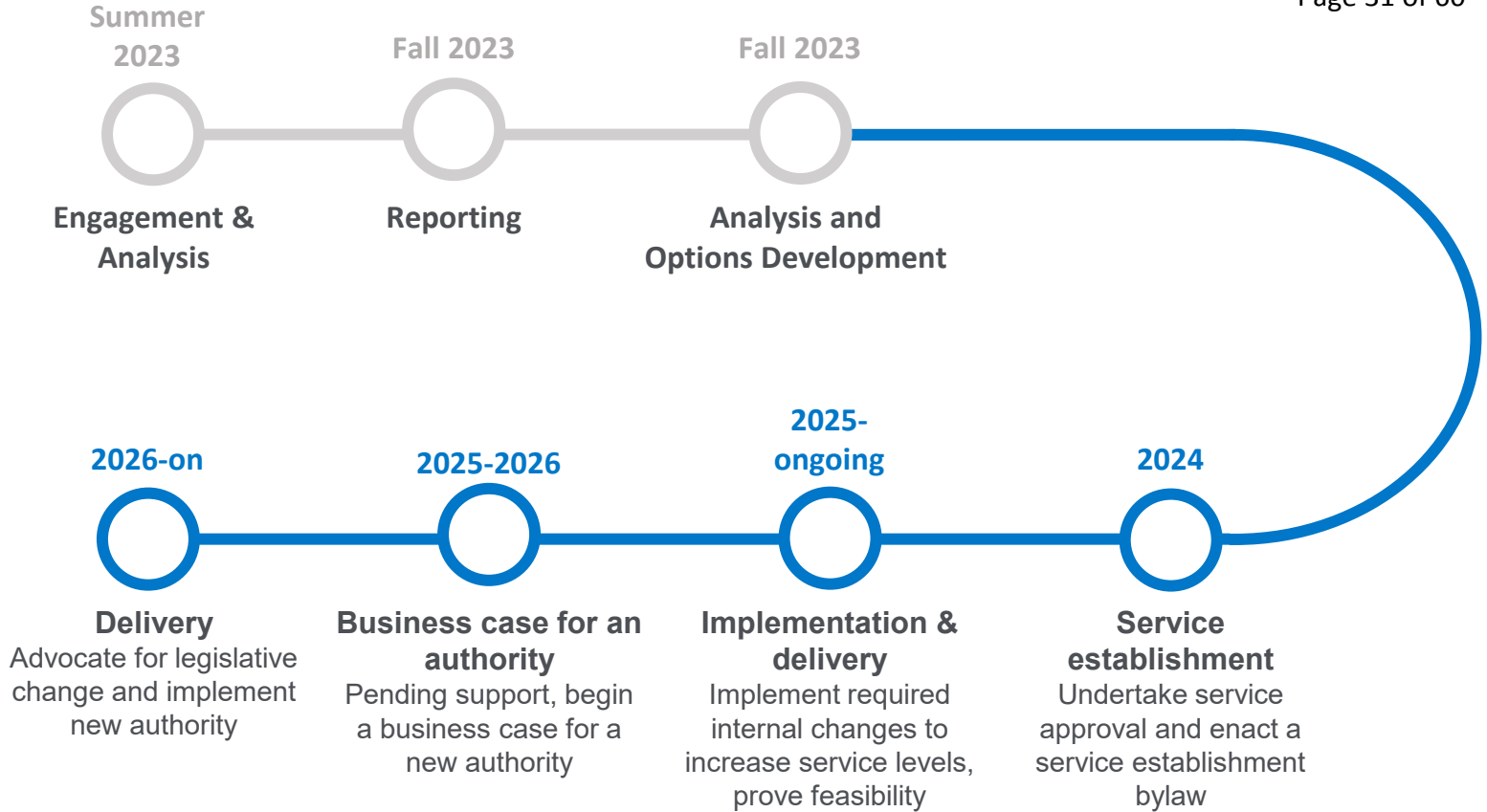
Fall 2023



Report back on level of consensus.

Decide on governance change achievable over this Board term.

Long-term timeline



* The long-term timeline is subject to level of consensus and approvals outside of regional district and local government control.



What is success?

By the end of the Board term, the region has taken a concrete first step toward changing authorities.










What have others done?

Components to an authority:

- Multi-modal
- Able to make decisions
- Stable funding

Translink, Auckland Transport and Halifax Regional Municipality all operate different transportation authorities.

Comparing different authorities

	 CRD	 TransLink	 Auckland Transport	 Halifax Regional Municipality (HRM)
Governance features	<ul style="list-style-type: none"> No mechanism to collectively address impact of decisions Compete for funding Focus on planning alignment 	<ul style="list-style-type: none"> Funding incentivizes collective decisions on regional network Limited funding source Complex decision-making 	<ul style="list-style-type: none"> Single local government Local and Federal government control of funding Does not set mobility outcomes; deliver on local government goals 	<ul style="list-style-type: none"> Single local government Significant control over mobility outcomes Product of amalgamation
 Regional and Multi-Use Trails	CRD	TransLink Metro Vancouver	Auckland Transport	HRM
 Regional and Local Roads	Local Governments	TransLink Local Governments	Auckland Transport	HRM Province
 Regional Transit Network	BC Transit	TransLink Local Governments	Auckland Transport	HRM
 Land Use – Corridors & Nodes	Local Governments	Local Governments Metro Vancouver	Local Government	HRM
 Provincial Highways	Province	Province	Federal Government	Province



What can we learn?

- Need strong business case for change
- Takes time to become fully operational – deliver in increments
- Build from a solid base – get the tools needed to control mobility

Discussion



City of Langford

Staff Report to Committee of the Whole

DATE: Monday, August 21, 2023

DEPARTMENT: Engineering

SUBJECT: CRD Transportation Governance Engagement Workbook Materials and Proposed Process

BACKGROUND:

The Capital Regional District (CRD) is engaging member municipalities, electoral areas, First Nations, and partner agencies to solicit feedback on regional transportation governance.

Please see attached the following Workbook materials provided by CRD:

1. CRD Board Transportation Governance Engagement Workbook Package letter dated July 13, 2023;
2. CRD Transportation Governance Workbook which contains an introduction, background information, linked resources, a summary on governance, long-term delivery timelines, engagement goals, and instructions;
3. CRD Transportation Governance Workbook Questionnaire to be completed with Council resolution by Friday September 29, 2023;
4. CRD Transportation Governance Workbook Glossary of terms used in the workbook.

More information is available on the CRD Transportation Committee Meetings website, in the agendas and minutes posted to date, found here:

<https://www.crd.bc.ca/about/board-committees/board-committees-and-commissions/transportation-committee>

The purpose of this workbook, as stated by the CRD, is to provide CAOs, senior staff, and elected officials with the information to provide input on potential changes that will help achieve the regional transportation mode share and greenhouse gas reduction targets.

COMMENTARY:

Staff will review the attached Workbook materials and provide commentary on the contents in the next Staff Report to Committee of the Whole on September 11th, 2023. This will be the Committee's

opportunity to openly debate each question with Staff facilitating the discussion. Options for a recommended response to the CRD questionnaire will be presented on September 11th, 2023.

Depending on the Committee's direction(s) to staff today (if any), and due to the tight timelines, the final staff report to Council on September 25th, 2023, may contain more information for Council's consideration that would not be available on September 11th, 2023. Final options for Council's response to the CRD questionnaire will be presented on September 25th, 2023.

The September 25th, 2023, meeting will be the only meeting in this series with Public Participation on the agenda. However, Langford residents may provide their feedback regarding a Regional Transportation Governance approach in an email to engineering@langford.ca anytime prior to September 25th, 2023. Each of these emails will be presented to Council prior to each meeting between now and September 25th, 2023, in the order they were received.

For the benefit of the public, as this is a CRD initiative, all inquiries related to the CRD Workbook contents should be emailed directly to: regionalplanning@crd.bc.ca

FINANCIAL IMPLICATIONS:

None at this time.

LEGAL IMPLICATIONS:

None at this time.

OPTIONS:

Option 1

THAT Committee receive this report for information.

AND

THAT Committee direct staff to: _____.

OR Option 2

THAT Committee receive this report for information only.

SUBMITTED BY: Katelyn Balzer, P.Eng., Director of Engineering and Public Works

Concurrence: Donna Petrie, Senior Manager of Business Development and Events

Concurrence: Katelyn Balzer, P.Eng., Director of Engineering and Public Works

Concurrence: Michael Dillabaugh, CPA, CA, Director of Finance

Concurrence: Braden Hutchins, Director of Corporate Services and Acting CAO

Attachments:

1. CRD Board Transportation Governance Engagement Workbook Package Letter
2. CRD Transportation Governance Workbook Introduction
3. CRD Transportation Governance Workbook Questionnaire
4. CRD Transportation Governance Workbook Glossary



Making a difference...together

Executive Office
625 Fisgard Street, PO Box 1000
Victoria, BC V8W 2S6

P: 250.360.3125
F: 250.360.3130
www.crd.bc.ca

July 13, 2023

Via email:

Dear Colleagues,

RE: CRD Board Transportation Governance Engagement Workbook Package

Further to my June 16, 2023, letter advising of the Capital Regional District (CRD) Board engagement on transportation governance, please find the attached transportation governance workbook package.

As mentioned in my previous correspondence, we are seeking your support to complete the workbook and have it endorsed by council resolution within a rather short turnaround time. We appreciate the effort required to help us meet our target response date of Friday September 29, 2023.

The questionnaire offers the opportunity for your organization to provide valuable insight into challenges, expectations and aspirations for transportation governance in the capital region. This engagement process has been developed to build consensus on the scope and scale of the governance change required to achieve regional mobility objectives as set out in the Regional Transportation Plan (RTP).

In the workbook package, you will find three documents:

- Introduction and background
- Questionnaire
- Glossary

Please return your completed questionnaire with council resolution to Alesha Hayes at ahayes@crd.bc.ca by Friday September 29, 2023. If you are interested in having CRD staff present to council/organization, please contact Alesha to arrange a time.

Thank you for your assistance with this matter.

Ted Robbins
Chief Administrative Officer

Enclosures

cc: CRD Board Directors
Municipal CAOs/Corporate Officers
Kevin Lorette, General Manager, Planning and Protective Services



Capital Regional District

Transportation Governance Engagement Workbook

July 2023

The Capital Region District (CRD) is engaging member municipalities, electoral areas and partner agencies over the summer and fall of 2023 to solicit feedback on regional transportation governance. First Nations will be invited to participate.

The purpose of this workbook is to provide CAOs, senior staff and elected officials with the information they will need to provide input on potential changes that will help achieve our shared transportation mode share and greenhouse gas reduction targets.

Once you have read through the information, please complete the questionnaire and pass a council resolution to endorse your response. The completed workbook with council resolution is to be returned by Friday September 29, 2023. Municipalities, electoral areas and partner agencies in our region are responsible for submitting one questionnaire each.

CRD staff will consolidate your feedback and report back to the CRD Board in November 2023.

Introduction

Transportation is a critical issue

There are three core challenges affecting transportation in our region:

Congestion	Leads to increased travel time and decreased quality of life for residents, especially during peak periods.
Mode-shift	As the regional road network is already built out, implementing infrastructure solutions will be challenging due to cost and geography. To address this, shifting mode share and exploring alternative transportation options are necessary.
GHG Emissions	The transportation sector accounts for 40% of the region's greenhouse gas (GHG) emissions. Reducing these emissions requires urgent action.

In response to these challenges, the CRD Board identified transportation as a strategic priority for the 2023-2026 term and directed staff to investigate governance options and expedite implementation. The CRD Board also approved transportation priority implementation strategies, focusing on areas such as active transportation, RapidBus implementation, highway safety and multi-modal improvements, connectivity to Salt Spring Island and the Southern Gulf Islands and improving access to local transit service in rural areas, among others.

Current transportation planning

Local governments, BC Transit and the Province each have different responsibilities for planning, developing, operating and maintaining roads and pedestrian and cycling infrastructure. The current role of the CRD is limited to planning and policy support, working with partners to advance actions in the Regional Transportation Plan (RTP). The CRD also operates regional trails. The RTP sets out the Regional Multi-modal Network (*Figure 1*) and provides policy direction and actions. The CRD identified 12 regional priorities to further support implementation.

The CRD Board set expectations for transportation improvements in the region by unanimously approving the regional transportation priorities. Staff have advised what can be done within the current structure through CRD, local government and partner agency work plans, the Transportation Working Group and the CRD Transportation Committee. To achieve regional aspirations, the CRD Board has given direction to investigate and expedite the consideration of governance changes.

The CRD Board will use your responses to the questionnaire in this workbook to determine the level of change that can be achieved over this term and, pending support, define regional aspirations over the long-term.

Additional background can be found in the following

- 2014 Regional Transportation Plan and Executive Summary
- 2021 RTP Report Card
- 2014 Transportation Service Feasibility Study
- 2011 Pedestrian and Cycling Master Plan and Executive Summary
- Transportation Priority Areas
- Transportation Priority Area Implementation Strategies
- 2023-2026 Board Priorities
- 2023 Transportation Governance Jurisdictional Scan

Mobility Hubs

- Complete
- ▲ Destination
- ◆ Gateway
- Rural

Regional Multi-Modal Network

- - - Ferry Routes
- Roads
- Trails
- E&N Corridor

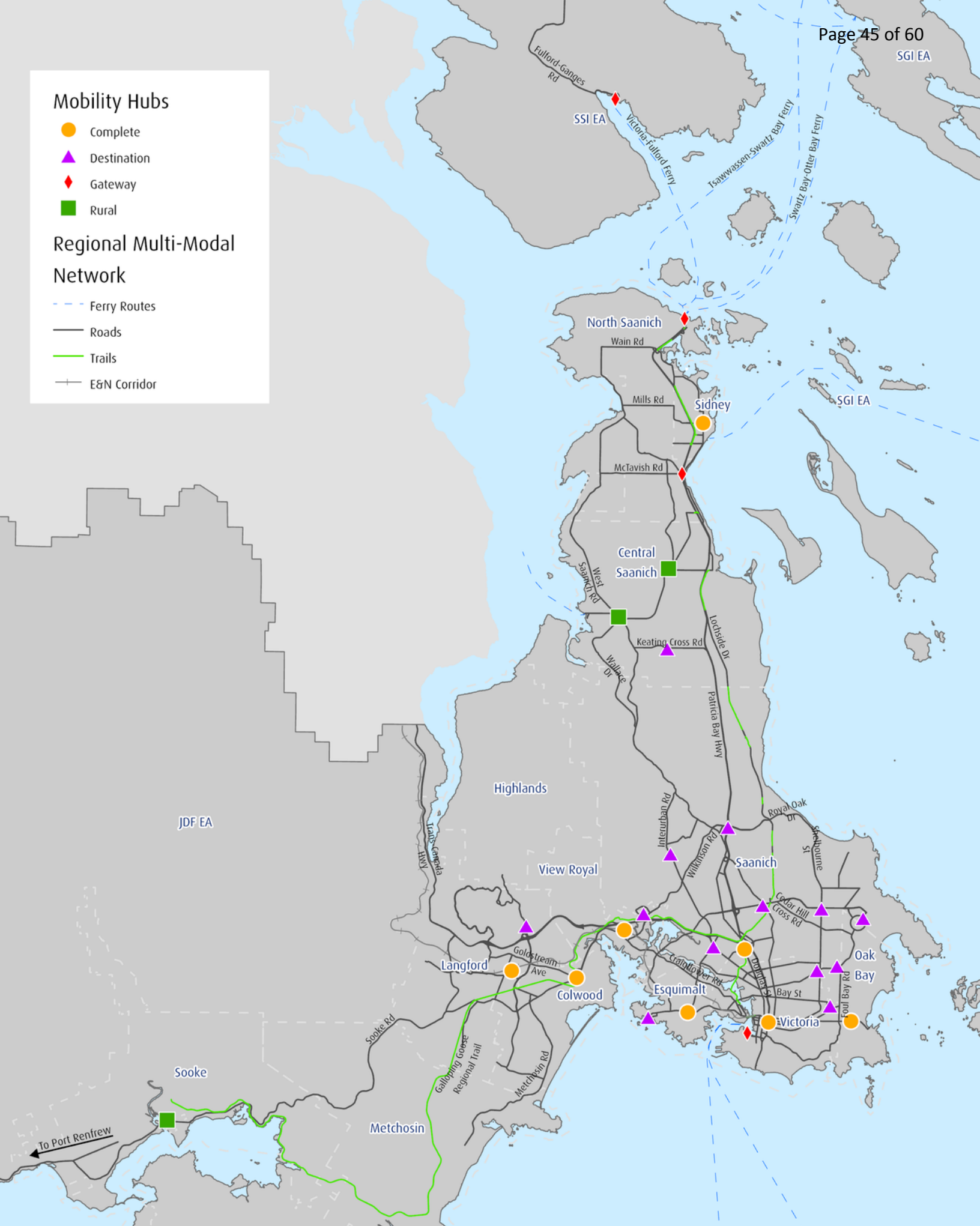


Figure 1: Regional Multi-modal Network Reference Map (2023)

What is transportation governance?

Transportation governance is about decision-making. A governance structure sets out how decisions are made, who is involved, who pays and who is accountable for implementation. Our current transportation governance framework is mode-specific and set out in legislation. This means that there are multiple decision-makers, which limits integrated multi-modal decision-making and leads to competition for limited funds.

To achieve our regional mobility objectives, we must change how we make decisions and fund transportation. With your support, we can work together to create a long-term cohesive approach to transportation governance in our region.

Along the spectrum of transportation governance, one level involves an authority. In general, a regional transportation authority is a governing body responsible for planning, coordinating and implementing transportation strategies and projects.

Regional transportation authorities typically operate within a particular geographical area, such as a metropolitan area or a group of municipalities. They work collaboratively with local governments, transit agencies and other stakeholders to develop integrated regional transportation plans and policies. The authority's role may vary depending on the governance model in place. For example, in British Columbia, the Province regulates transit through the British Columbia Transit Act and created the transportation authority TransLink through legislation.

If done effectively, a regional transportation authority can ease and support the transportation management and delivery burden on municipalities. This allows them to focus on other priorities important to their residents. The ultimate goal of a regional transportation authority is to improve mobility region-wide, which cannot be achieved through better coordination or governance changes alone.

Transportation governance considers three main dimensions:

- Level of multi-modal integration
- Decision-making authority
- Funding

To implement an authority, the region's municipalities, electoral areas and partner agencies would need to reach consensus on:

- Modes subject to the authority
- Desired service level for each mode
- Funding model
- Reporting relationship between the new authority and existing decision-makers

Governance potential

In 2014, the CRD commissioned a Transportation Service Feasibility Study which recommended transitioning to a multi-modal governance framework in a stepwise fashion, with each step proving its feasibility before moving to the next. Informed by the feasibility study, the CRD is exploring three potential levels of change in governance, each offering unique opportunities and considerations. These steps aim to ensure that the Regional Multi-modal Network seamlessly integrates major roads, trails and connections with local and provincial networks and centers.

The three governance levels in *Figure 2* below must be developed collaboratively. Each level can operate as a standalone model or build upon the successes and feasibility demonstrated in the previous step, ensuring a carefully considered and adaptable transition toward a desired multi-modal future. This approach allows us to evaluate and refine our strategies, ensure that decisions are evidence-based and confirm that each step is viable and effective before moving on to the next.

Your responses to this questionnaire will be used to turn these levels from concepts into governance options. Once the options are developed, CRD staff will be able to identify impacts and you will have another opportunity to provide feedback.

Level 1	Level 2	Level 3
<p>New CRD Service <i>Consolidating Transportation Functions</i></p>	<p>Expanding CRD Authority <i>Empowering Change and Funding</i></p>	<p>New Authority <i>Streamlined Decision-Making and Investment</i></p>
<p>The first step in our proposed governance framework involves consolidating the existing CRD regional transportation planning function with the active transportation function of regional trails into a single service.</p> <p>This new service would enable streamlined service-level changes and enhance coordination and decision-making processes.</p> <p>By centralizing responsibilities, we can lay the foundation for a more integrated and efficient transportation system within the capital region.</p>	<p>Building upon the consolidated department, the second level of our governance model focuses on expanding the authority of the CRD.</p> <p>This expansion would grant the CRD new funding mechanisms and service authorities to drive transformative changes in travel behavior and advance the development of a robust multi-modal network.</p> <p>With the ability to hold property, raise and distribute funds and offer targeted programs, the CRD would have greater flexibility and resources to implement innovative transportation solutions that meet the diverse needs of our region.</p>	<p>As we progress further along our path, the third level of our governance model envisions the establishment of a new regional transportation authority. Under this model, a single organization would be entrusted with making decisions regarding service levels and investments in the network.</p> <p>This comprehensive scope and scale of change would require new legislative authority, marking a significant milestone in our journey toward a fully integrated and sustainable regional transportation system.</p> <p>By centralizing decision-making processes, we can foster greater coordination, efficiency and accountability.</p>

Figure 2: Governance concepts

Examples of transportation governance models

The CRD shares many of the same transportation goals as other metropolitan regions: ease congestion during peak travel times, reduce emissions and support higher rates of walking, cycling and transit use. Similarly, the CRD is one of many jurisdictions trying to integrate different transportation modes into a single planning framework, ensure the proper authorities are in place and find dedicated funding to meet service levels.

Staff conducted a jurisdictional scan comparing three regional examples of different transportation governance models: TransLink (Metro Vancouver), Auckland Transport (Auckland, New Zealand) and Halifax Regional Municipality (Halifax, Nova Scotia). Each jurisdiction has undergone transformative change and represents archetypes of governance models, combining the three dimensions of transportation governance in different ways as shown in *Figure 3* below.




















	 CRD	 TransLink	 Auckland Transport	 Halifax Regional Municipality (HRM)
Governance features	<ul style="list-style-type: none"> No mechanism to collectively address impact of decisions Compete for funding Focus on planning alignment 	<ul style="list-style-type: none"> Funding incentivizes collective decisions on regional network Limited funding source Complex decision-making 	<ul style="list-style-type: none"> Single local government Local and Federal government control of funding Does not set mobility outcomes; deliver on local government goals 	<ul style="list-style-type: none"> Single local government Significant control over mobility outcomes Product of amalgamation
 Regional and Multi-Use Trails	CRD	 TransLink  Metro Vancouver	Auckland Transport	HRM
 Regional and Local Roads	Local Governments	 TransLink  Local Governments	Auckland Transport	 HRM  Province
 Regional Transit Network	BC Transit	 TransLink  Local Governments	Auckland Transport	HRM
 Land Use – Corridors & Nodes	Local Governments	 Local Governments  Metro Vancouver	Local Government	HRM
 Provincial Highways	Province	Province	Federal Government	Province

Figure 3: Comparison of transportation governance models

Three key findings from the jurisdictional scan

Another level of government created the transportation authorities to improve mobility.
The CRD, municipalities, electoral areas and partner agencies must provide a strong business case for change, particularly about transit, to ask the Province for new powers.

It takes time to become fully operational.

Each transportation authority required over a decade for planning and consolidation to take full effect. This confirms a core assumption from the 2014 CRD Transportation Service Feasibility Study: implementation will happen incrementally, likely following a phased approach (*Figure 4*).

Success is built from a solid base.

Transportation authorities with the tools necessary to decide on mode integration, land use and funding have greater control over mobility outcomes.

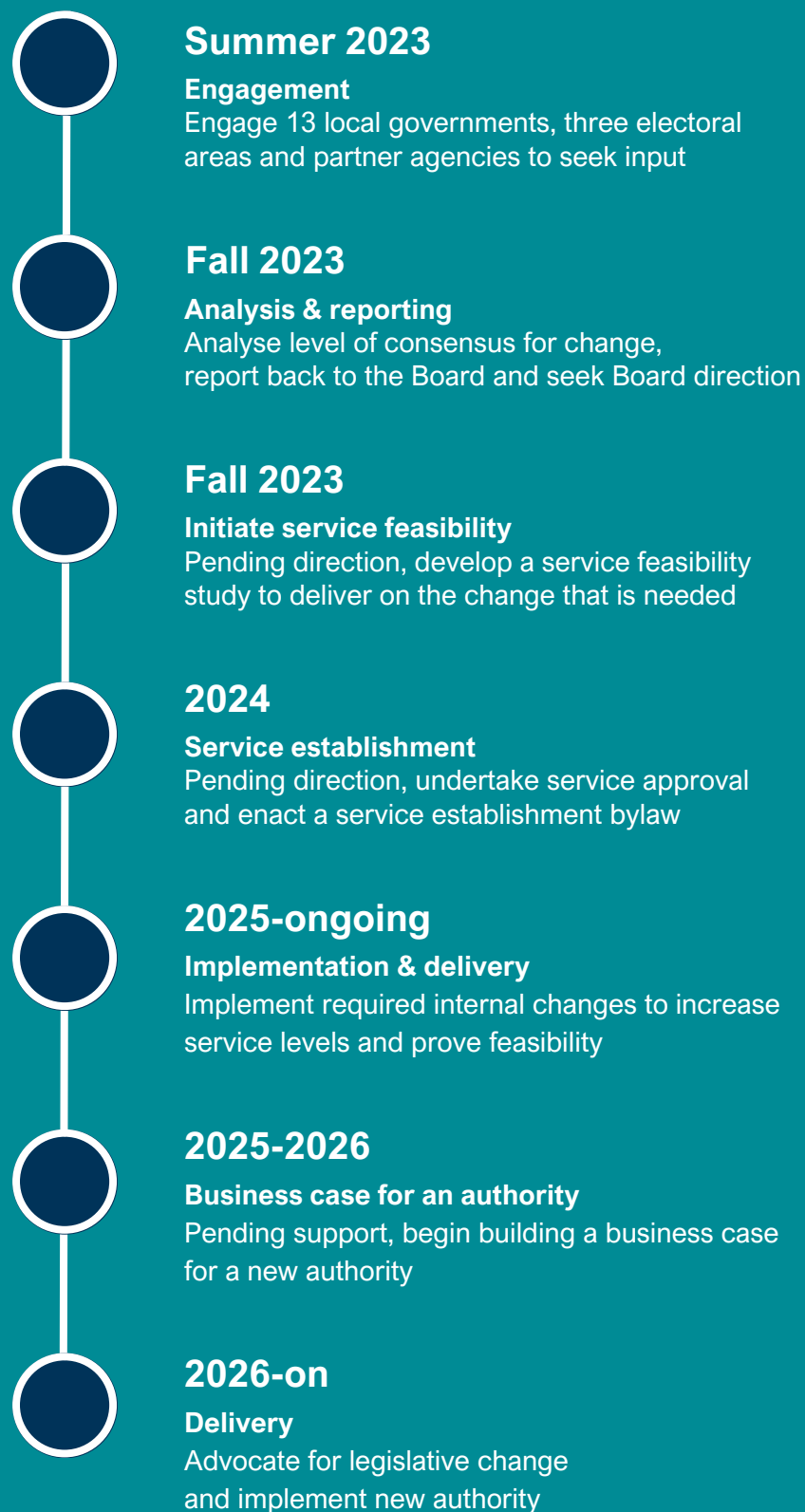


Figure 4: Transportation governance long-term timeline

We want to hear from you

We recognize the critical role transportation plays in our daily lives, impacting everything from quality of life to economic prosperity and environmental sustainability. A change in regional transportation governance represents a significant opportunity for us to work collectively, transcend boundaries and create a system that supports sustainable mobility, economic growth and community well-being.

Your perspectives, experiences and aspirations are integral to shaping the future of transportation in our region. Inclusive and collaborative decision-making is critical to developing a system that meets the diverse needs of our residents, businesses and visitors.

By participating in this engagement, you are contributing your insights, sharing concerns and helping co-create a transportation authority that represents the interests and priorities of our member municipalities, electoral areas and partner agencies.

What we aim to accomplish

Through this engagement, we seek to:

- Identify key trade-offs, challenges and opportunities in regional transportation governance.
- Determine the level of support for change and the need for additional tools and resources to advance regional transportation priorities.
- Strengthen collaboration, communication and partnership between member municipalities, electoral areas, partner agencies and the CRD.
- Understand your thoughts and expectations regarding the potential establishment of a regional transportation authority.

How to complete the questionnaire

The questionnaire is a form-fillable PDF. It has been designed to provide organizations with the flexibility to:

- Use it as a collaborative working document that can be shared as you prepare your responses.
- Be completed so that it can be attached as an agenda item.
- Be submitted so that results can be extracted and analysed.

While you can work from multiple copies, we ask that you submit one completed questionnaire in the electronic form-fillable PDF and one council resolution to endorse your response. Please do not submit a scanned copy of the PDF.

Please submit the completed questionnaire and council resolution to Alesha Hayes with CRD Regional and Strategic Planning at ahayes@crd.bc.ca by Friday September 29, 2023.

All feedback will be carefully considered in the development of a regional governance framework.

When completing the questionnaire, please consider the following:

1. A glossary is included in the workbook to provide definitions for terms and concepts used in the questionnaire.
2. At your request, CRD staff are available to provide a presentation on transportation governance, including additional background context and regional transportation priorities.
3. Your responses will be used to develop governance options for the CRD Board's consideration.
4. This is the first step to gather information about transportation governance in our region. There will be further opportunities for engagement and input through 2024.

If you have any questions, please contact:

Emily Sinclair, Senior Manager, Regional and Strategic Planning

T: 250-360-3244

E: esinclair@crd.bc.ca



Making a difference...together

Capital Regional District

Transportation Governance Engagement Workbook

Considering trade-offs

The purpose of this question is to gather information on which transportation network aspects could benefit from a greater degree of regional decision-making. This information is important as it provides an indication of the types of trade-offs that partners are willing to make. This helps CRD staff scope the scale of governance change being contemplated. The need to explicitly consider trade-offs early in the process is a lesson-learned from previous transportation governance attempts.

1. In each category below, which focus would have the greatest impact on improving mobility for your residents? Please consider the trade-offs and select only one statement from each category using the radio buttons.

A. Funding

- | | |
|---|--|
| <input type="radio"/> Given a limited pool of funding, prioritize investments in local transportation projects and infrastructure improvements. | <input type="radio"/> Given a limited pool of funding, prioritize investments in regional transportation projects and infrastructure improvements. |
|---|--|

B. Connectivity

- | | |
|--|--|
| <input type="radio"/> Your residents' ability to travel intra-municipally (within their municipality). | <input type="radio"/> Your residents' ability to travel intra-regionally (between municipalities). |
|--|--|

C. Transit

- | | |
|---|--|
| <input type="radio"/> Allocate transit resources toward local transit routes in neighbourhoods. | <input type="radio"/> Allocate transit resources toward frequent regional transit routes connecting high usage areas along transit oriented corridors. |
|---|--|

D. Active transportation (includes regional trails)

- | | |
|--|---|
| <input type="radio"/> Invest in active transportation infrastructure that meets the local needs of your residents (e.g., local sidewalks, cycling lanes and trails). | <input type="radio"/> Invest in active transportation infrastructure that meets the regional needs of residents (e.g., continuous pedestrian and cycling network, regional trail network expansion, widening and lighting). |
|--|---|

E. Traffic flow and congestion

- | | |
|--|---|
| <input type="radio"/> Invest in local road improvements not on the Regional Multi-modal Network. | <input type="radio"/> Invest in corridor improvements on the Regional Multi-modal Network (see Figure 1). |
|--|---|

F. Transportation planning

- | | |
|---|--|
| <input type="radio"/> Municipal transportation plans inform the Regional Transportation Plan (RTP). | <input type="radio"/> The RTP takes precedence and directs municipal transportation plans. |
|---|--|

G. Behaviour change

- | | |
|---|--|
| <input type="radio"/> Local responsibility for delivering initiatives and programs to influence behaviour change. | <input type="radio"/> Regional responsibility for delivering initiatives and programs to influence behaviour change. |
|---|--|

H. New mobility services (e.g., ride hailing)

- | | |
|--|---|
| <input type="radio"/> Local responsibility for policy and regulations (i.e., business licensing and curb side regulation). | <input type="radio"/> Regional responsibility for policy and regulations (i.e., business licensing and curb side regulation). |
|--|---|

I. Grants

- | | |
|--|--|
| <input type="radio"/> Individually pursue grant funding for local transportation projects. | <input type="radio"/> Collaboratively pursue grant funding for priority projects identified on the Regional Multi-modal Network. |
|--|--|

Understanding expectations

Local governments and partner agencies use a number of actions – or levers – to improve mobility for residents. The purpose of this question is to gather information on the types of actions a regional decision-making body could take. This information is important as it provides direction about the type of service authorities a regional body would need to deliver on expectations. This helps CRD staff understand the level of change that is needed.

2. **With a change in transportation governance, it is important to acknowledge that some regional transportation projects may not have a direct local impact/benefit but will significantly improve regional mobility for residents. Please select whether you agree, neither agree nor disagree, or disagree with each statement using the radio buttons.**

Agree

*Neither agree
nor disagree*

Disagree

- A. A new governance structure should strike a balance between regional and local priorities.**

————— —————

- B. A new governance structure should focus on projects that have the greatest impact on improving regional mobility, even if it means fewer local projects in your jurisdiction.**

————— —————

- C. A new governance structure should require decision-makers to consider the regional impacts of local decisions when making policy, funding and service-level decisions.**

————— —————

- D. Some transportation services could be more efficiently delivered at a regional level by a new governance structure. If you agree, and have examples, please list up to three services for consideration.**

————— —————

Examples:

Please list up to three service examples for consideration, if applicable.

Identifying opportunities

Governance changes create new opportunities and challenges. The next series of questions gather information about the benefits and concerns that matter most to municipalities, electoral areas and partner agencies. This helps CRD staff understand areas of agreement and disagreement across the region and provides the information needed to scope governance options.

3. Using a local government lens, please identify your concerns about a change in regional transportation governance by selecting all that apply using the checkboxes.

- Loss of local control and decision-making power in balancing the diverse transportation needs of different jurisdictions (i.e., priority areas for new infrastructure would be established by a regional service and improvements would be directed toward the Regional Multi-modal Network or be required to reach a certain standard of design)
- Financial implications and resource allocation among jurisdictions (i.e., resources being invested in jurisdictions other than our own, according to regional priorities)
- Navigating jurisdictional complexities and legal considerations (i.e., amending or updating bylaws, local transportation plans, and dealing with the impacts of transferring authority)
- May result in a lower level of service for our local government (i.e., concern that services may be concentrated in areas with higher population density when analysing trade-offs)

4. Please identify the following benefits that a change in transportation governance could bring to your local government by selecting all that apply using the checkboxes.

- Improved transportation connectivity within the municipality or electoral area
- Improved transportation connectivity within the region
- Collaborative decision making regarding the implementation of transportation priorities and service delivery
- Unified voice to pursue funding and/or policy changes for the regional multi-modal priorities and work with transportation service providers on service delivery
- Harmonizing design standards and bylaws across the region

5. Please rank which factors should be the highest priority when building out the Regional Multi-modal Network from 1-4, with one being the most important. Enter the ranked number in each text box accordingly. When ranking, consider areas with the highest potential for meeting regional objectives.

Connecting residential areas and employment centers

Improving access to essential amenities (i.e., schools, healthcare facilities, shopping, recreational facilities and parks)

Enhancing connectivity between neighboring municipalities

Connecting to BC Ferries and Victoria International Airport (YYJ)

6. Please rank which factors should be given primary consideration when allocating funds for transportation infrastructure from 1-3, with one being the most important. Enter the ranked number in each text box accordingly.

Maintenance, improvements and replacement of infrastructure

Supporting anticipated future population growth

Balancing investments between different modes of transportation based on regionally established targets and priorities (i.e., active transportation, transit and general purpose travel lanes)

7. Are there any additional comments or suggestions you would like to provide regarding the understanding of and support for a change in transportation governance in our region?

Please provide comments or suggestions, if applicable.

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

Behaviour Change: Modifying people's actions, attitudes and habits. In this case, behaviour change refers to initiatives and campaigns that reduce the barriers that hinder people from using active and sustainable transportation. Behaviour change supports Transportation Demand Management and is typically delivered through targeted education and outreach.

Connectivity: The degree to which destinations are connected to one another and the directness of links. For example, a well-connected transportation network enables more direct travel between destinations. In the context of this questionnaire, questions about connectivity ask for feedback about what is more important as an area of focus: that the transportation network is connected within your own municipality or to destinations across the region.

Harmonizing design standards and bylaws: Agreed upon design standards and bylaw requirements shared across 13 municipalities and, where applicable, three electoral areas to ensure a relatively seamless user experience. In our region, harmonizing design standards and bylaws would require local governments to amend existing or adopt new bylaws so that regulations are the same across all local governments.

Local: In this context, local means transportation matters within your municipality or electoral area that support how residents move around but are not designated corridors on the Regional Multi-modal Network (see *Figure 1*), Pedestrian and Cycling Master Plan or BC Transit's Frequent Transit Network. Transportation matters that are local in nature generally benefit the residents of a single municipality or electoral area, play a connecting role to the regional network and can usually be delivered without significant impact on the Regional Multi-modal network.

Mobility: Having good quality multi-modal transportation options so that people can move around the region easily and efficiently.

Mode share: The percentage of trips taken using a particular type of transportation, such as walking, cycling, transit or personal vehicle. The mode share in our region is 26.6% of trips taken by walking, cycling and transit. The regional objective is to achieve a mode share of 45% of trips taken by active transportation and transit.

Mode shift: The change from using one mode of transportation to another. Recognizing that transportation modes are not always a choice and that in our region, the road network is largely built out, the desired shift is from single-occupancy vehicles to active and sustainable modes of transportation. For example, walking, cycling, public transit, carpooling or using electric vehicles to reduce environmental impact, congestion and promote healthier and more efficient travel options.

New Mobility Services: Non-traditional transportation services, means of transport and technological innovations that change the way we get around, share and use transportation infrastructure. Examples of new mobility services include large scale ride-hailing companies, car sharing and electric scooters. In other words, anything that is not a traditional means of transportation (e.g. bike, bus, personal vehicle).

Regional: In this context, regional means designated transportation corridors on the Regional Multi-modal Network (see *Figure 1*). These corridors connect residential, employment and growth centers (also known as nodes). The Regional Transportation Plan, Pedestrian and Cycling Master Plan and BC Transit's Frequent Transit Network identify these corridors and nodes. Transportation matters that are regional in nature require coordination among partners to deliver, benefit more than one municipality and impact the residents of more than one municipality.

Regional Multi-modal Network (RMN): Established in the Regional Transportation Plan, the RMN is a desired network of regionally significant transportation corridors, including major roads and trails, connecting with local and provincial networks and centers. Along the RMN, walking, cycling and using transit are viable alternatives to driving. The RMN map is provided in *Figure 1*.

Regional Transportation Plan (RTP): The RTP establishes a vision for transportation in the region and outlines outcomes and actions needed to achieve this vision. The RTP identifies the Regional Multi-modal Network, aims to improve mobility between communities, expand the range of accessible and affordable transportation options and support regional sustainability.

Sustainable transportation: Modes of transportation that reduce or eliminate greenhouse gas emissions, including active transportation as well as transit, carpooling and electric vehicles.

Traffic congestion: When the volume of vehicles on the road exceeds the capacity of the infrastructure, resulting in slower travel speeds, increased travel times, and reduced overall transportation efficiency. The regional road network is already built out in our region, making it challenging to implement infrastructure solutions that address congestion due to cost and geography. To address this, there is a need to shift mode share and explore alternative transportation options.

Transportation Demand Management (TDM): A strategy aimed at reducing congestion by providing people with choice in how, when and whether they travel.

Transportation governance: Decision-making structures, processes, policies and practices in place to deliver transportation services in the region. A governance structure sets out the powers, skills and responsibilities to provide services, including how decisions are made, who is involved in those decisions, who pays and who is accountable for implementation.