

June 2, 2021

File: 0400-20

Honourable Rob Fleming
Minister of Transportation and Infrastructure
Via email: Minister.Transportation@gov.bc.ca

Dear Minister Fleming:

RE: CAPITAL REGIONAL DISTRICT REGIONAL TRANSPORTATION PRIORITIES

I am pleased to inform you that on May 12, 2021 the Capital Regional District (CRD) Board approved a preliminary list of regional transportation priority areas through the following motions:

1. *That the categorized priority areas listed in Appendix A be confirmed as amended;*
2. *That the list of confirmed regional transportation priority areas be shared with the Minister of Transportation and Infrastructure, all CRD municipalities, CRD electoral areas and agency partners; and*
3. *That staff be directed to develop implementation strategies for each of the approved transportation priority areas and report back to the Committee on the findings, including a consideration of cooperation mechanisms.*

The priority areas build on the work initiated by the Province through the 2020 South Island Transportation Strategy (SITS) and were developed in partnership with municipal, electoral area and agency partners. These priority areas aim to address challenges related to climate action, mode shift, congestion, safety and affordability, while supporting varying transportation needs throughout the CRD.

The priority areas approved by the Board are attached, along with the staff report and appendices that informed the Board's decision; CRD staff are currently working on implementation plans for each of the priorities, some of which will require Ministry of Transportation and Infrastructure to maintain a leading role.

To achieve the region's climate, transportation and livability targets, the CRD Board has clearly signalled the need to transform the status-quo approach to our transportation network. By confirming these priorities, the Board seeks to:

1. Build collaborative partnerships to create a sustainable, accessible and connected regional multi-modal transportation network for all users; and
2. Begin a dialogue on potential funding streams or implementation opportunities to advance our priorities.

Two transportation priorities received particularly strong levels of regional support: BC Transit's Rapid Bus initiative and improvements for active transportation and regional trails. Additionally in the interest of planning for the future, the Board called for advocacy for a Westshore passenger ferry feasibility study in the short-term along with protection of the E and N corridor for future transportation use. This includes upgrades and maintenance to the corridor over time. The priorities are reflective of the unique urban, suburban, rural and remote make up of the region and include a combination of large scale region wide initiatives and smaller scale safety initiatives such as improved access and parking at regional and provincial parks and Southern Gulf Islands connectivity.

If you have any questions about the details of this letter, please contact Kevin Lorette, General Manager Planning and Protective Services at klorette@crd.bc.ca. I look forward to working collaboratively with the Province towards our shared vision of improving climate change, affordability, safety, congestion and mode shift in the region by advancing these transportation priorities.

Sincerely,



Colin Plant
Chair, Capital Regional District Board

Attachments: Regional Transportation Priority Areas
Staff Report Identification of Regional Transportation Priorities with Appendices

cc: Municipal Corporate Officers
Erinn Pinkerton, Chief Executive Officer, BC Transit
Mark Collins, Chief Executive Officer, BC Ferries
Larry Stevenson, Chief Executive Officer, Island Corridor Foundation
Mike Hicks, Juan De Fuca Electoral Area Director, CRD
Gary Holman, Salt Spring Island Electoria Area Director, CRD
David Howe, Southern Gulf Islands Area Director, CRD
Robert Lapham, Chief Administrative Officer, CRD
Kevin Lorette, General Manager, Planning and Protective Services, CRD

Priority Areas

Priority areas are categorized by the type of action needed to advance each priority recognizing that communities across the region have different transportation needs. This proposed approach seeks a viable path forward to resolve transportation issues and address implementation gaps.

Advocacy

Priority areas related to multi-modal infrastructure investments garner cross-regional support or respond to sub-regional needs. These priority areas require action by agency partners (i.e., MoTI and BC Transit) and the CRD role is to advocate for the region’s fair share of these investments.

- **RapidBus (Bus Mass Transit):** Accelerate RapidBus implementation.
- **Highway Safety and Multi-modal Improvements:** Prioritize highway improvements that deliver multi-modal infrastructure and safety, while advancing regional mode share and climate targets.
- **SSI / SGI Connectivity:** Seek multi-modal and safety improvements to enhance connectivity to Salt Spring Island (SSI) and the Southern Gulf Islands (SGI).
- **Transit – General:** Improve local transit service in rural areas.
- **Westshore Passenger Ferry (Non Bus Mass Transit):** Plan for long term need by conducting a service feasibility study.
- **E&N Corridor (Non Bus Mass Transit):** Plan for long term need by maintaining and upgrading the E&N right of way for future use as a transportation corridor.

Action

Several priority areas require regional direction or local action to implement, and all but active transportation reflect the sub-regional variations in priorities. The CRD role is to act where it has authority, coordinate where needed, and set direction on matters that are currently not the responsibility of any partner.

- **Active Transportation:** Complete the regional trail network and seek dedicated transportation funding for green transportation alternatives.
- **TDM:** Undertake transportation demand management policy and programming.
- **Safety Policy:** Develop and implement a “Vision Zero” policy approach that aims to keep all road users safe from the risk of being seriously injured or killed on the road network.
- **Strengthen Land Use:** Continue to implement the RGS Settlement Concept by directing growth to places that encourage walking, cycling and efficient use of public transit.
- **Parking and Access Upgrades:** Improve access to transit park and rides and parks.

Pivot

A few priority areas require careful consideration of context. These priority areas could be challenging for the region to advance successfully in the short- to medium-term given existing senior government policy direction, current context and costs, and could detract from advancing other priorities. The CRD role is to support a balanced consideration of needs before advancing this work.

- **Governance:** Consider initiating a process to change governance and/or authorities once the region has been able to evaluate the success of prioritization.
- **Rail Link and Westshore Passenger Ferry:** Consider taking action on these alternative mass transit approaches once ridership capacity can accommodate both bus rapid transit and light rail and / or passenger ferry.



Making a difference...together

REPORT TO THE TRANSPORTATION COMMITTEE MEETING OF WEDNESDAY, APRIL 21, 2021

SUBJECT Identification of Regional Transportation Priorities

ISSUE SUMMARY

To review municipal, electoral area and partner agency input on regional transportation priorities, and to set priorities and direct next steps based on a consideration of policy context and regional transportation and climate action needs.

BACKGROUND

On December 9, 2020, the Capital Regional District (CRD) Board directed staff to work with municipalities, electoral areas and agency partners to develop a list of regional transportation priorities, informed by the CRD's declaration of a climate emergency, and report back to the Board for prioritization. The Board also directed staff to consider options to improve coordination and governance for transportation.

In directing this work, the Board confirmed three core transportation issues affecting the region:

1. **Congestion:** Traffic congestion in the AM and PM peak periods increases travel time and decreases residents' quality of life.
2. **Mode Share:** The regional road network is largely built out, constraining infrastructure solutions because of cost and geography; as a result, there is a need to focus on solutions that shift mode share.
3. **Climate Change:** Transportation is the largest source of greenhouse gas (GHG) emissions in the region and with the declaration of a climate emergency, the region needs to act by substantially reducing GHG emissions from transportation.

As reported to the Board on March 10, 2021 the 2014 Regional Transportation Plan (RTP) sets out a framework for addressing the above issues. The RTP identifies a multi-modal transportation network and eight outcomes for regional transportation. The RTP catalyzed the development of municipal level transportation plans and has supported the integration of multi-modal facilities in key infrastructure projects.

Full realization of the multi-modal transportation network will require additional infrastructure investments and a concerted effort to direct growth to designated centres and corridors. The development of travel demand management policies and programs is also needed to support mode shift. As noted in the December 9, 2020 staff report, there are four key implementation gaps that need to be resolved in order to progress action on regional transportation issues:

1. Develop a list of agreed-upon regional priorities to further catalyze action and attract funding;
2. Identify an agency that can act as a champion for regional priorities;
3. Incentivize regional prioritization of infrastructure projects through new funding sources; and,
4. Based on the agreed-upon priorities, identify whether a formal coordination or governance mechanism is needed to consider regional impacts of local or agency transportation decisions.

Priority Identification Process

Per Board direction, CRD staff worked collaboratively with staff from the following partners having jurisdiction over a transportation function to prepare a list of regional transportation priorities:

- 13 CRD municipalities
- 3 CRD Electoral Areas
- BC Transit
- Ministry of Transportation and Infrastructure (MoTI)
- BC Ferries
- Island Corridor Foundation

Partners were asked to identify their top three to four regional transportation priorities and assign points to indicate the relative level of importance *for their own respective priorities*. In collaboration with partners, CRD staff confirmed that priority areas accurately reflect all input. The summary of weighted partner input and a description of the priority identification process is available in Appendix A.

Key Findings

Partner input reveals several key themes to consider when reviewing the draft list of priority areas:

1. Two transportation priorities received broad levels of regional support – BC Transit’s RapidBus initiative and active transportation / regional trails.
2. All other transportation priorities received varying levels of sub-regional support, reflecting the different needs of communities across the region; rural and remote communities require different solutions than the urban core and more densely populated centres.
3. Partners clearly identified that their internal point allocation was intentional to drive focus on the transportation priorities of most significance to them.
4. Partners noted that they support areas to which they did not allocate points, indicating some priorities have broader levels of support than the summary suggests.

Priority Areas

Given the different transportation needs of communities across the region, consideration of sub-regional priorities will build trust and consensus.

Staff have prepared a draft list of priority areas that seeks a viable path forward to resolve regional transportation issues and address implementation gaps. The proposed approach categorizes priority areas into the three types of action that will advance regional and sub-regional priorities, as shown below.

1. **Advocacy:** Priority areas related to multi-modal infrastructure investments garner cross-regional support or respond to sub-regional needs. These priority areas require action by agency partners (i.e., MoTI and BC Transit) and the CRD role is to advocate for the region’s fair share of these investments.
 - **RapidBus (Bus Mass Transit):** Accelerate RapidBus Implementation.
 - **Highway Safety Improvements:** Advance highway projects that focus on multi-modal infrastructure and safety.
 - **SSI / SGI Connectivity:** Seek multi-modal and safety improvements to enhance connectivity to Salt Spring Island (SSI) and the Southern Gulf Islands (SGI).
 - **Transit – General:** Improve local transit service in rural areas.

2. **Action:** Several priority areas require regional direction or local action to implement, and all but active transportation reflect the sub-regional variations in priorities. The CRD role is to act where it has authority, coordinate where needed, and set direction on matters that are currently not the responsibility of any partner.
 - **Active Transportation:** Complete the regional trail network and seek dedicated active transportation funding.
 - **TDM:** Undertake transportation demand management (TDM) policy and programming.
 - **Safety Policy:** Develop and implement a “Vision Zero” policy approach that aims to keep all road users safe from the risk of being seriously injured or killed on the road network.
 - **Strengthen Land Use:** Continue to implement the Regional Growth Strategy (RGS) Settlement Concept by directing growth to places that encourage walking, cycling and efficient use of public transit
 - **Parking and Access Upgrades:** Improve access to transit park-n-rides and parks.

3. **Pivot:** A few priority areas require careful consideration of context. These priority areas could be challenging for the region to advance successfully in the short- to medium-term given existing senior government policy direction, current context and costs, and could detract from advancing other priorities. The CRD role is to support a balanced consideration of needs before advancing this work.
 - **Governance:** Consider initiating a process to change governance and/or authorities once the region has been able to evaluate the success of prioritization.
 - **Light Rail Link and Westshore Passenger Ferry:** Consider taking action on these alternative mass transit approaches once ridership capacity can accommodate both bus rapid transit and light rail and / or passenger ferry.

The above approach balances the distinct needs of the region and focuses on actions that can address transportation issues in the short-term. Moving forward, this approach allows for priorities to be updated as they are successfully delivered. High-level implementation actions and fact sheets that describe each priority area are provided in Appendix B.

ALTERNATIVES

Alternative 1

The Transportation Committee recommends to the Capital Regional District Board:

- 1) That the categorized priority areas listed in Appendix A be confirmed;
- 2) That the list of confirmed regional transportation priority areas be shared with the Minister of Transportation and Infrastructure, all CRD municipalities, CRD electoral areas and agency partners; and
- 3) That staff be directed to develop implementation strategies for each of the approved transportation priority areas and report back to the Board on the findings, including a consideration of cooperation mechanisms.

Alternative 2

That the Identification of Regional Transportation Priorities report be referred back to staff for additional information based on Transportation Committee direction.

IMPLICATIONS

Environmental & Climate Implications

The CRD Board has declared a climate emergency. Partners clearly identified the importance of taking action to mitigate the effects of climate change throughout priority identification. All priorities have been considered against climate criteria, informed by senior government policy frameworks. These policy frameworks prioritize increasing the number of zero-emission vehicles available for purchase, greening fuel sources and improving multi-modal transportation. The priority areas align to this policy framework, as summarized in Appendix C.

From a regional transportation perspective, priority areas focus on improving multi-modal transportation. Jurisdictions such as BC Transit and BC Ferries have mandate direction to pursue fleet greening through electrification or use of alternate fuel. The CRD's Climate Action Service is investigating how to support priorities related zero-emission vehicles from a community-focused perspective and greening the CRD fleet from a corporate-focused perspective. While these actions help reduce GHG emissions, they will not address the transportation problems of congestion and mode shift.

Intergovernmental Implications

Responsibility for transportation policy, decision making and operations is shared across a number of jurisdictions, each with authority for different functional aspects of the transportation system. Given this context, a regional approach to transportation requires significant and ongoing collaboration to balance the needs of local, regional and higher levels of government. See Appendix D for a summary of regional priorities by transportation function.

Prior to this priority setting process most attention has been focused on the development of an authority to lead transportation decisions in the region. The region has not been able to reach consensus on the establishment of such an authority. Lessons learned from this experience is that municipalities and the electoral areas need assurance that they will not lose control over localized transportation decisions and that the potential for cost impacts are mitigated. Further, governance reviews and correspondence with the Province clearly state that the region must first establish agreed-upon transportation priorities before any consideration is given to a change in authorities. Governance did not receive high levels of partner support through this process.

Given the lessons learned and the current context, staff suggest:

1. Explore cooperation or governance mechanisms as an output of the prioritization process, rather than a priority in itself. This work could be undertaken, at a conceptual level, should staff be directed to report back on implementation strategies. Staff will be better able to provide meaningful input for consideration with a confirmed list of priorities.
2. Acknowledge that transportation solutions vary by sub-region, driven by the different needs of communities across the region. The proposed categories attempt to provide a path to success. If the region cannot reconcile sub-regional differences, any viable governance mechanism would need to significantly alter existing local government authorities to make a meaningful difference in transportation decision making.

Confirmation of regional transportation priorities follows from the 2020 release of the South Island Transportation Strategy (SITS). The Minister of Transportation and Infrastructure has indicated that the findings of the regional prioritization work will help inform ongoing priority setting and resource allocations within MoTI.

Regional Growth Strategy Implications

A mode share target of 42% is identified in the RGS. Land use patterns that support transit and active transportation – the densification designated centres and corridors – are needed to achieve mode share and climate change targets. The RGS sets out a settlement concept in Map 3(b) and policies to support such land use patterns.

The need for integrated land use and transportation was identified as a priority area by the region's two most populous municipalities. Generally local official community plans and transportation plans reflect the need for this integration. The 2020 RGS Indicators Report highlights that recent growth in the region has largely gone to parts of the region that do not have a high active transportation and transit mode share. Realizing the desired land use patterns set out in policy requires that growth be directed to designated locations and on-going monitoring to track progress against objectives.

Social Implications

A multi-modal transportation network supports equitable access to transportation options across the region. Different approaches, from infrastructure investment to TDM, is critical to delivering affordable and readily available transportation options. The regional priority areas reflect the needs of the people who live in the communities that make up the region.

Financial Implications

The CRD does not requisition any dedicated funding towards transportation other than for regional trails, regional information services and the Traffic Safety Commission.

Achieving the targeted mode share shift will require the investment of resources across all levels of government, as well as a strong commitment to change in terms of status quo. Some of the priority areas call on MoTI and BC Transit to fund significant infrastructure projects, while other priority areas require the identification of funding sources to drive regional and local action. The development of a funding strategy could be undertaken should staff be directed to report back on implementation strategies.

Within its authority for regional trails, the CRD would need to dedicate more or reallocate existing staff and financial resources to fast track improvements on the regional trail network and associated parking infrastructure. Within its authority for regional transportation planning, the CRD would need to adjust work planning to develop implementation strategies for each of the priorities.

Service Delivery Implications

The CRD has the service authority to manage regional trails, collect and analyze transportation data and collaborate with partners to plan for the region's transportation needs including the identification of regional priorities. The CRD does not have a mandate to operate transit, ferries or rail, build road infrastructure, prioritize regional grant applications or dictate road standards. No single agency has the responsibility or direction to develop TDM policies and programs, including incentives, or safety policy. The CRD would need to expand its transportation service function to deliver regional policies and programs related to TDM or safety.

As a regional government, the CRD Board is in a unique position to:

1. Advocate for regional priorities that would achieve objectives in its regional plans such as the RGS and the RTP; and
2. Develop and possibly implement region-wide TDM and safety policy.

The CRD can be most effective at addressing these gaps by undertaking strategic advocacy only once priorities have been confirmed, and driving regional action in areas where there is an agreed-upon need for regional action.

The RTP established mode share targets for the region at 15% for cycling, 15% for walking and 12% for transit. This total 42% target was seen as being ambitious. Since the adoption of these mode share targets and pre-pandemic, BC Transit increased its mode share target to 15%.

The region's mode share is currently 26.6%. The status quo will not deliver these mode share targets for several generations. Achieving these targets will require substantial investment and commitment to change across all priority areas. It should be noted that the full long term impacts of the pandemic on travel behavior and public transportation services are not yet fully understood. It is expected that it will take considerable effort and time to bring transit ridership back to pre-pandemic levels let alone surpass it. As such it is unlikely that mode share increases to transit will be seen in the short to medium term.

Alignment with Board & Corporate Priorities

The 2019-2022 Board priorities identify two priority transportation initiatives:

1. Work with government/community partners to increase use of public transit, walking and cycling and to plan for and deliver an effective, long-term regional multi-modal transportation system.
2. Protect the E&N Corridor as a transportation corridor and participate in a provincial working group to come to agreement on the future use of the E&N corridor.

Both of the above Board priorities have informed the prioritization process.

Alignment with Existing Plans & Strategies

Identification of the regional transportation priorities was largely based on priorities identified in existing plans, strategies and bylaws at local, regional and provincial levels. See Appendix C for additional policy context. At the regional level, priorities align well with the RGS, RTP and the Regional Trails Management Plan. The priorities also align to plans and policies from other agencies and senior governments, including the BC Transit Future Plan, BC Transit's RapidBus Strategy, SITS and CleanBC.

CONCLUSION

Confirmation of regional transportation priority areas would be the first step to resolving a number of implementation gaps in the region. This would help all partners address transportation problems related to congestion and mode shift. The proposed list of transportation priority areas reflects input from partners around the region, organized by the type of action required for implementation. Once priorities are confirmed, CRD staff can inform partners and report back to the Board on implementation strategies. Taking action on these priorities will continue to require significant and ongoing coordination, in which the CRD plays a critical role.

RECOMMENDATION

The Transportation Committee recommends to the Capital Regional District Board:

1. That the categorized priority areas listed in Appendix A be confirmed;
2. That the list of confirmed regional transportation priority areas be shared with the Minister of Transportation and Infrastructure, all CRD municipalities, CRD electoral areas and agency partners; and
3. That staff be directed to develop implementation strategies for each of the approved transportation priority areas and report back to the Board on the findings, including a consideration of cooperation mechanisms.

Submitted by:	Emily Sinclair, MCIP, RPP, Senior Manager, Regional & Strategic Planning
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

ATTACHMENTS

- Appendix A: Summary of Partner Input and Priority Setting Process
- Appendix B: Regional Transportation Priority Areas
- Appendix C: Transportation and Climate Action Policy Context
- Appendix D: Summary of Regional Priorities by Transportation Function

Priority Areas

Priority areas are categorized by the type of action needed to advance each priority recognizing that communities across the region have different transportation needs. This proposed approach seeks a viable path forward to resolve transportation issues and address implementation gaps.

Advocacy

Priority areas related to multi-modal infrastructure investments garner cross-regional support or respond to sub-regional needs. These priority areas require action by agency partners (i.e., MoTI and BC Transit) and the CRD role is to advocate for the region’s fair share of these investments.

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Action

Several priority areas require regional direction or local action to implement, and all but active transportation reflect the sub-regional variations in priorities. The CRD role is to act where it has authority, coordinate where needed, and set direction on matters that are currently not the responsibility of any partner.

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- **Governance:** Consider initiating a process to change governance and/or authorities once the region has been able to evaluate the success of prioritization.
- **Rail Link and Westshore Passenger Ferry:** Consider taking action on these alternative mass transit approaches once ridership capacity can accommodate both bus rapid transit and light rail and / or passenger ferry.

Summary of Partner Input

	TRANSIT			GOVERNANCE	AUTO		ACTIVE	TRANSPORTATION DEMAND MANAGEMENT, POLICY AND ADVOCACY	
PARTNER	Bus Mass Transit (RapidBus)	Non Bus Mass Transit	General Transit	Governance	Parking and Access Upgrades	Integrated safety focused approach to Highways and Arterials	Active Transportation including Regional Trails	Transportation Demand Management	Policy
JDF			30	30	40				
SGI	20						35		45
SSI			15				70		15
Esquimalt	40	20					40		
Oak Bay	50								50
Saanich	20						40		40
Victoria	20		20				30	15	15
View Royal		25		75					
Colwood	50	15					15	10	10
Highlands					30	40		30	
Langford	20	20			20		20	20	
Metchosin	50	15			35				
Sooke	10					90			
Central Saanich	25				25	20	25	5	
Sidney	50						35	15	
North Saanich						100			
TOTALS	355	95	65	105	150	250	310	95	175
AGENCY PARTNER	30	100	70			100			
BC Transit	30		70						
Island Corridor Foundation		100							
MoTI						100			

Priority Setting Process

On December 9, 2020, the CRD Board directed staff to develop a list of regional transportation priorities. Staff worked collaboratively, following an iterative process, with partners having jurisdiction over a transportation function to prepare the list.

In order to generate priorities that reflect the regional and sub-regional needs of all CRD communities, and against which the CRD can act, staff used a two-step evaluation process:



Partners Responsible for a Transportation Function

- 13 CRD Municipalities
- 3 CRD Electoral Areas
- BC Transit
- Ministry of Transportation and Infrastructure (MoTI)
- BC Ferries
- Island Corridor Foundation

Criteria

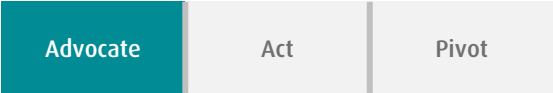
- Climate action
- Congestion
- Mode share
- Safety
- Affordability

Key findings

1. Two transportation priorities received broad levels of regional support – BC Transit’s RapidBus initiative and active transportation / regional trails.
2. All other transportation priorities received varying levels of sub-regional support, reflecting the different needs of communities across the region; rural and remote communities require different solutions than the urban core and more densely populated centres.
3. Internal point allocation was intentional to drive focus on the transportation priorities of most significance to partners.
4. Partners noted that they support areas to which they did not allocate points, indicating some priorities have broader levels of support than the summary suggests.

Process Steps

- 1 Identify Partner Priorities**
 - CAOs / senior executive identify staff technical expert (staff) as contact
 - Staff identify top three or four transportation priorities
 - Staff assign points to indicate the relative level of importance for their own respective priorities
 - Submit priorities to CRD staff
- 2 Collate and Analyze**
 - CRD staff grouped like priorities by transportation function to produce the input summary table
 - CRD staff analyzed the priorities against criteria to evaluate how each performs in relation to achieving transportation objectives
 - CRD staff worked collaboratively with partners to confirm groupings and adjust weighting of their respective priorities
 - Some partners sought Council approval of priorities, as required by their own internal processes
- 3 Validate**
 - CRD executive validated input with local area administrators
 - Proposed list of priorities prepared for Board consideration
- 4 Board Prioritizes**
 - CRD staff reports back with draft priorities list and coordination mechanisms
 - Seek Board confirmation of priorities
 - Seek Board direction to develop implementation strategies for each of the approved priorities



Advocate

Take action now to leverage funding and project delivery

The Province expects that regional priorities will drive the implementation of projects and actions set out in the South Island Transportation Strategy (SITS).

The proposed priority areas:

- Reflect projects with regional and sub-regional support.
- Perform well against all criteria to address regional transportation problems and take action on climate change.

Proposed Priority Area	Implementation Action
RapidBus	Seek accelerated implementation from BC Transit / MoTI. Seek dedicated corridors with direct links to designated growth centres.
Integrated Highway Improvements	Leverage multi-modal improvements from any highway work. Seek projects that prioritize safety improvements. Support free-flow of traffic along highway corridors.
SSI / SGI Island Connectivity	Seek ferry electrification and implementation of terminal safety upgrades. Seek policy and infrastructure to prioritize reduction in vehicle volumes.
General Transit	Seek service standardization in rural areas (weekend / evening service). Seek improved frequency and span of service (incl. SGI/SSI ferry).

BUS MASS TRANSIT / RapidBus

REGIONAL SUPPORT

- Esquimalt
- Oak Bay
- Saanich
- Victoria
- Langford
- Colwood
- Metchosin
- Sooke
- Central Saanich
- Sidney
- SGI

RapidBus is a BC Transit initiative to provide frequent, high-capacity service along key corridors. With buses removed from general traffic, the initiative aims to significantly reduce travel times compared to single occupancy vehicle travel.

RapidBus consists of dedicated bus lanes, branding and priority measures for transit with a focus on Highway 1, Highway 17 and McKenzie Avenue. RapidBus includes the requirement for an exchange at Uptown and a new transit operations facility.

Key Features / Key Partner Asks

- Accelerate RapidBus implementation.
- Create direct links to designated growth centres.

CRD	BC Transit (Victoria Regional Transit Commission)	MoTI
Advocacy	Service Operator	Funding
If directed, develop an integrated advocacy strategy: <ul style="list-style-type: none"> • MoTI – funding • BC Transit – facility planning 	<ul style="list-style-type: none"> • Set operational policy, priorities and facility design (e.g., accelerate implementation) • Set fares • Seek fair share of funding • Set mode share targets 	<ul style="list-style-type: none"> • Provide funding • Approve new service hours • Adopt and adhere to provincial policy and regulations (e.g., CleanBC prioritizes bus rapid transit and fleet greening)

PERFORMANCE EVALUATION



AUTO / INTEGRATED SAFETY FOCUSED APPROACH TO HIGHWAY PROJECTS AND ARTERIALS

REGIONAL SUPPORT

- Sooke
- Highlands
- Central Saanich
- North Saanich

The highway system in the CRD consists of three major highways (1, 14 and 17) connecting major centres across the region with gateways to the rest of Vancouver Island, the mainland via ferries, and internationally via the airport. The MoTI is responsible for the highway system which allows for both freight and passenger movement.

An integrated approach to highways was a cornerstone of the South Island Transportation Strategy. Highway upgrades in the region consider the safety and movement of people across all modes. Arterial roads, which connect to the highway system, are the responsibility of local governments and often accommodate strategic employment and service centres as well as increased housing density. Support for highway improvements came from communities in the region which rely on highways to access services and employment opportunities.

Key Features / Key Partner Asks

- Maintain arterials and highways as the dominant traffic corridors.
- Prioritize improvements based on safety.
- Integrate transit and active transportation in all highway improvements.
- Support free flow of traffic along highway corridors.

CRD	Local Government	MoTI
<p>Advocacy</p> <ul style="list-style-type: none"> • Continue to provide data and technical expertise on a project basis • If directed, develop an advocacy strategy 	<p>Arterial road design and maintenance</p> <ul style="list-style-type: none"> • Set arterial policy direction • Plan, operate, maintain and fund arterial connections to the highway system • Collaborate with BC Transit and CRD Regional Trails 	<p>Highway design and maintenance</p> <ul style="list-style-type: none"> • Set policy direction • Plan, operate, maintain and fund integrated highway system • Collaborate with BC Transit, CRD Regional Trails and local governments

PERFORMANCE EVALUATION



POLICY - BC FERRIES / ISLAND CONNECTIVITY

REGIONAL SUPPORT

- SGI
- SSI

The region is dependent on the ferry system to access vital goods and services and connect with the rest of the province. This is particularly significant for the Electoral Areas of Salt Spring Island (SSI) and the Southern Gulf Islands (SGI), whose residents rely heavily on ferries to access the region.

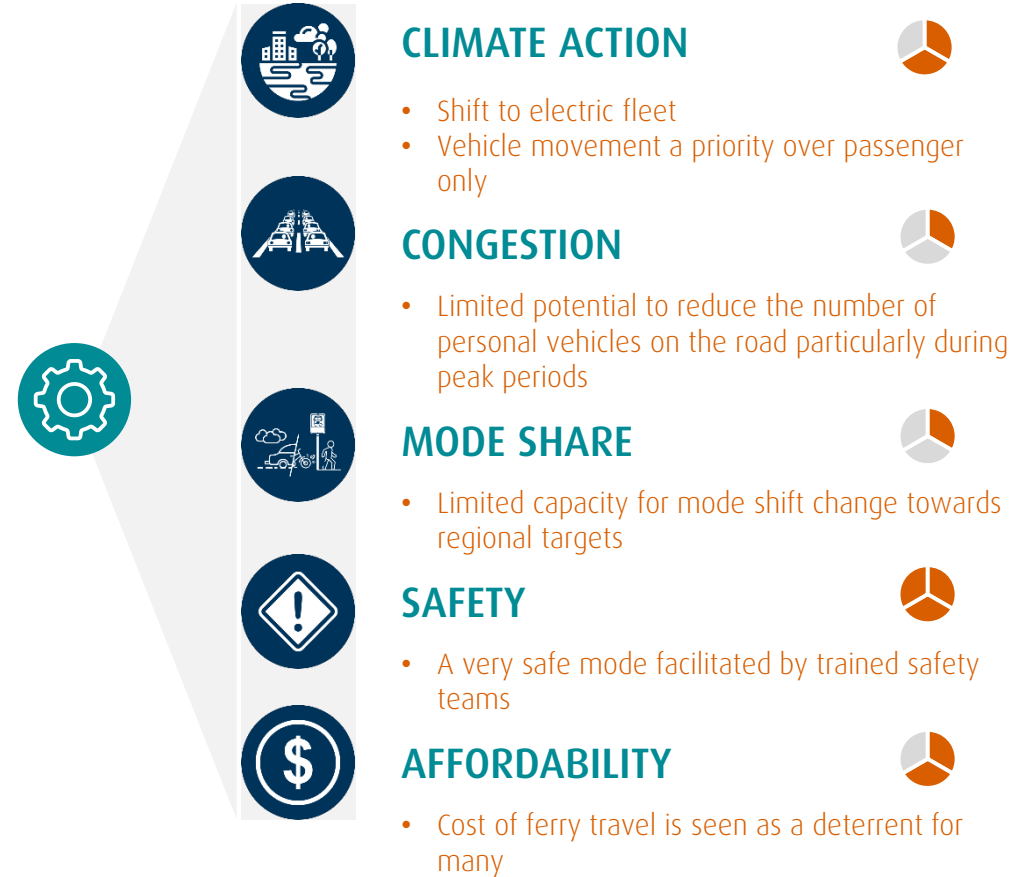
Ferries generated little discussion amongst municipal partners, but were dominant discussion points for the SSI and SGI Electoral Areas.

Key Features / Key Partner Asks

- Electrify ferry and implement terminal safety upgrades.
- Advocate to the Province to amend mandate letter to prioritize reduction in vehicle volumes and emphasize active transportation passenger volumes.
- Advocate for MoTI to include 1.5m to 1.8m bike lanes as a part of every repaving project.

CRD	BC Ferries	MoTI
Advocacy	Service Operator	Mandate & Funding
If directed, develop an integrated advocacy strategy: <ul style="list-style-type: none"> • MoTI – policy • BC Ferries – facility planning 	<ul style="list-style-type: none"> • Act as the operating company to meet the scope of service mandated by the Province • Set operational policy 	<ul style="list-style-type: none"> • Set BC Ferries operating mandate • Set policies and priorities • Provide funding

PERFORMANCE EVALUATION



GENERAL TRANSIT

REGIONAL SUPPORT

- Juan de Fuca
- SSI
- Victoria

BC Transit provides local bus service, connecting residents to destinations via local-serving routes. Transit provides transportation choice for significant numbers of residents and visitors. Local transit service operates buses in mixed traffic, with closely spaced stops.

Transit is working towards the greening of its fleet through the introduction of LNG and electric busses in the region.

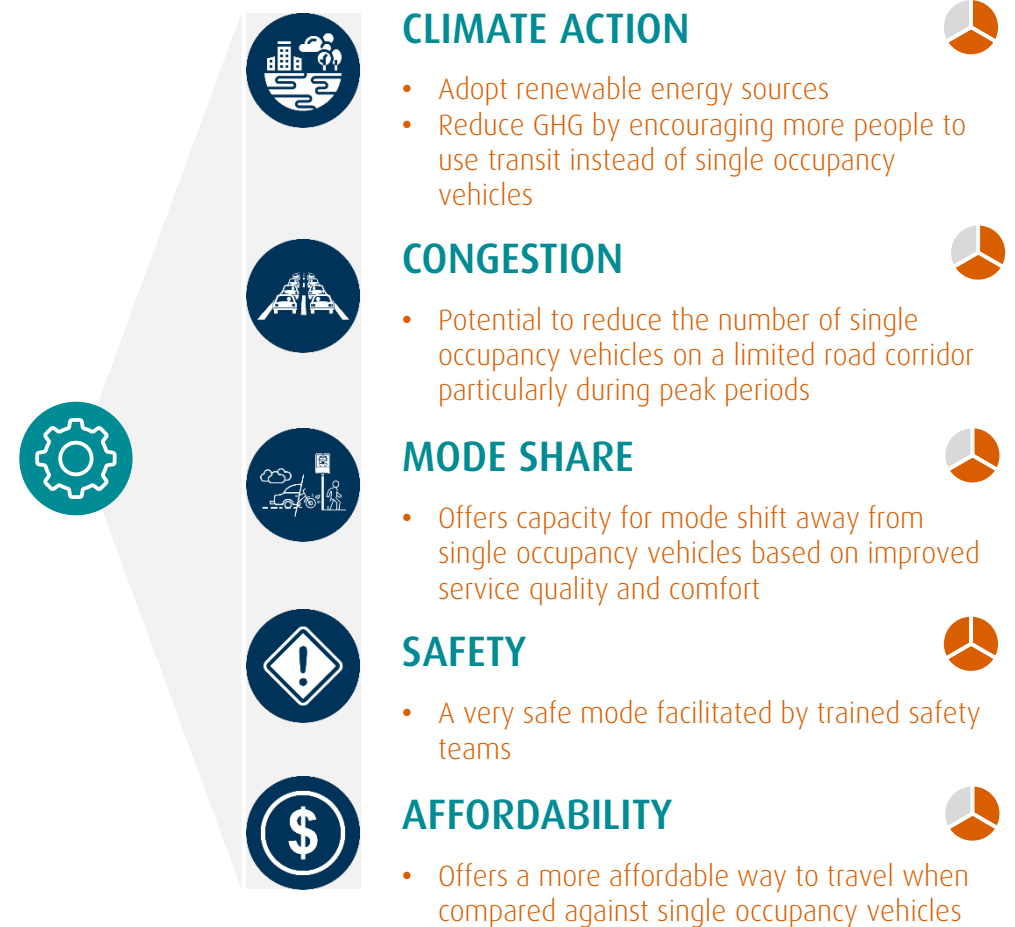
BC Transit has seen significant passenger losses as a result of the pandemic. The next few years will require significant work to build passenger confidence and volumes back. This rebuild offers potential to reexamine how routes, service span and frequency across the region represent the needs of the community.

Key Features / Key Partner Asks

- Service standardization in communities across the region to include weekend and evening services.
- Improved frequency and span of service.
- Better integration between SGI and SSI ferries and Swartz Bay transit.

CRD	BC Transit (Victoria Regional Transit Commission)	MoTI
Advocacy	Service Operator	Funding
<ul style="list-style-type: none"> • If directed, develop an advocacy strategy 	<ul style="list-style-type: none"> • Set operational policy and priorities • Approve service levels, frequency and routing • Set transit mode share targets 	<ul style="list-style-type: none"> • Provide funding • Approve new service hours • Adopt and adhere to provincial policy and regulations (e.g., CleanBC prioritizes fleet greening)

PERFORMANCE EVALUATION



Act: Regional Direction / Local Action

Needs Regional Direction or Local Action



Consider options to initiate work

A number of priority areas require regional or local action, or a decision to take new action. These priority areas reflect matters requiring varying levels of regional coordination.

The proposed priority areas:

- Reflect initiatives that require regional coordination and/or action to be effective.
- Require additional direction from the CRD Board to move forward as it would change aspects of CRD service delivery.

Proposed Priority Area	Implementation Action
Regional Trails and Active Transportation	Complete regional trail network. Develop trail standards and complete safety upgrades. Seek dedicated active transportation funding.
Transportation Demand Management (TDM)	Identify a lead organization. Seek ways to incentivize behaviour change. Develop and implement TDM policies and programs.
Safety Policy (Vision Zero)	Identify a lead organization. Develop and implement a regional traffic safety policy.
Strengthen Land Use	Continue to implement the RGS Settlement Concept by directing growth to places that encourage walking, cycling and efficient use of public transit. Incentivise transit oriented development.
Parking and Access Upgrades	Increase parks & rides in rural areas to make transit use more convenient. Improve parking and road safety at regional and provincial parks.

ACTIVE TRANSPORTATION INCLUDING REGIONAL TRAILS

REGIONAL SUPPORT

- SSI
- Langford
- Esquimalt
- Colwood
- Central Saanich
- SGI
- Saanich
- Victoria
- Sidney

The region's active transportation network is composed of three regional trails – the Galloping Goose, Lochside and E&N Rail Trail – and local active transportation infrastructure. Significant progress by both the CRD and municipalities has been made towards the implementation of this network with the construction of all ages and abilities pedestrian and cycling infrastructure throughout the region.

Cycling and walking are well documented as being the most climate friendly form of transportation options with the added bonus of health benefits to the user.

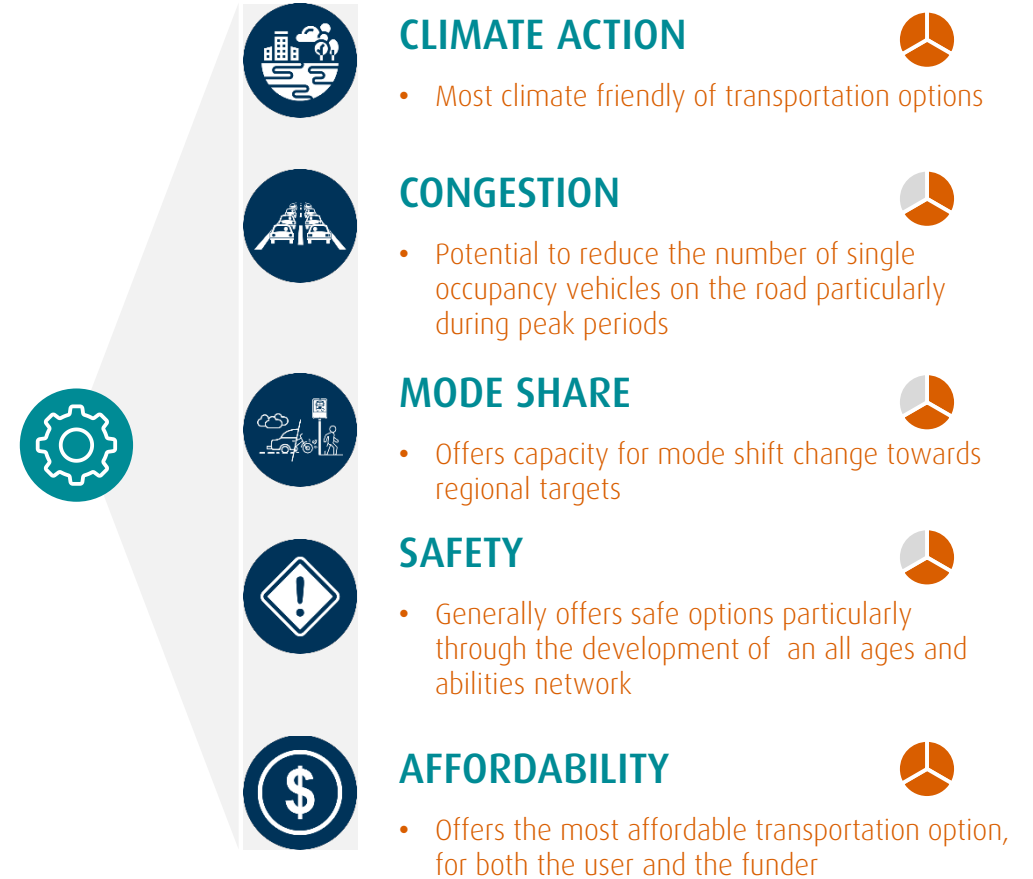
There is no longer a stable, dedicated funding pool for active transportation outside of established budgets for the general operation and maintenance of regional trails.

Key Features / Key Partner Asks

- Standardize the regional trail network to reflect its year round use.
- Seek dedicated regional active transportation funding.
- Provide for safety upgrades.
- Complete the E&N Rail Trail.

CRD	Local Governments	MoTI
Operations and Advocacy <ul style="list-style-type: none"> • Plan, operate and maintain the three regional trails, per the Regional Trails Management Plan • Set regional mode share targets • Seek funding for new trail construction and improvements 	Operations and Advocacy <ul style="list-style-type: none"> • Plan, operate and maintain local active transportation infrastructure • Set local mode share targets • Prioritize local service delivery 	Land Owner <ul style="list-style-type: none"> • Critical funding partner • Active transportation policy direction • Land Owner (E&N)

PERFORMANCE EVALUATION



TRANSPORTATION DEMAND MANAGEMENT

REGIONAL SUPPORT

- Colwood
- Highlands
- Victoria
- Langford
- Sidney
- Central Saanich

Transportation Demand Management (TDM) includes a range of incentives and deterrents that encourage people to make travel choices that shift modes, reduce congestion or mitigate the need for travel. The objective of TDM is to remove pressure during peak periods from high volume transit routes and road networks.

The pandemic has offered a unique trial of how some TDM measures can alter peak travel times and spread traffic volume across a longer time horizon. Other measures include incentives such as affordable passes for transit or deterrents such as parking fees or congestion charges. The most appropriate TDM measures for the region would need careful evaluation.

Key Features / Key Partner Asks

- Strong belief from many partners that working from home and staggered work and school hours will continue after the pandemic and that the impact of this will assist in decreasing congestion.
- Incentivize active transportation, transit and high-occupancy vehicles and dis-incentivize the use of single occupancy vehicles and the need for travel.

CRD

- If directed, develop collaborative policy
- Implement policy at a workforce level

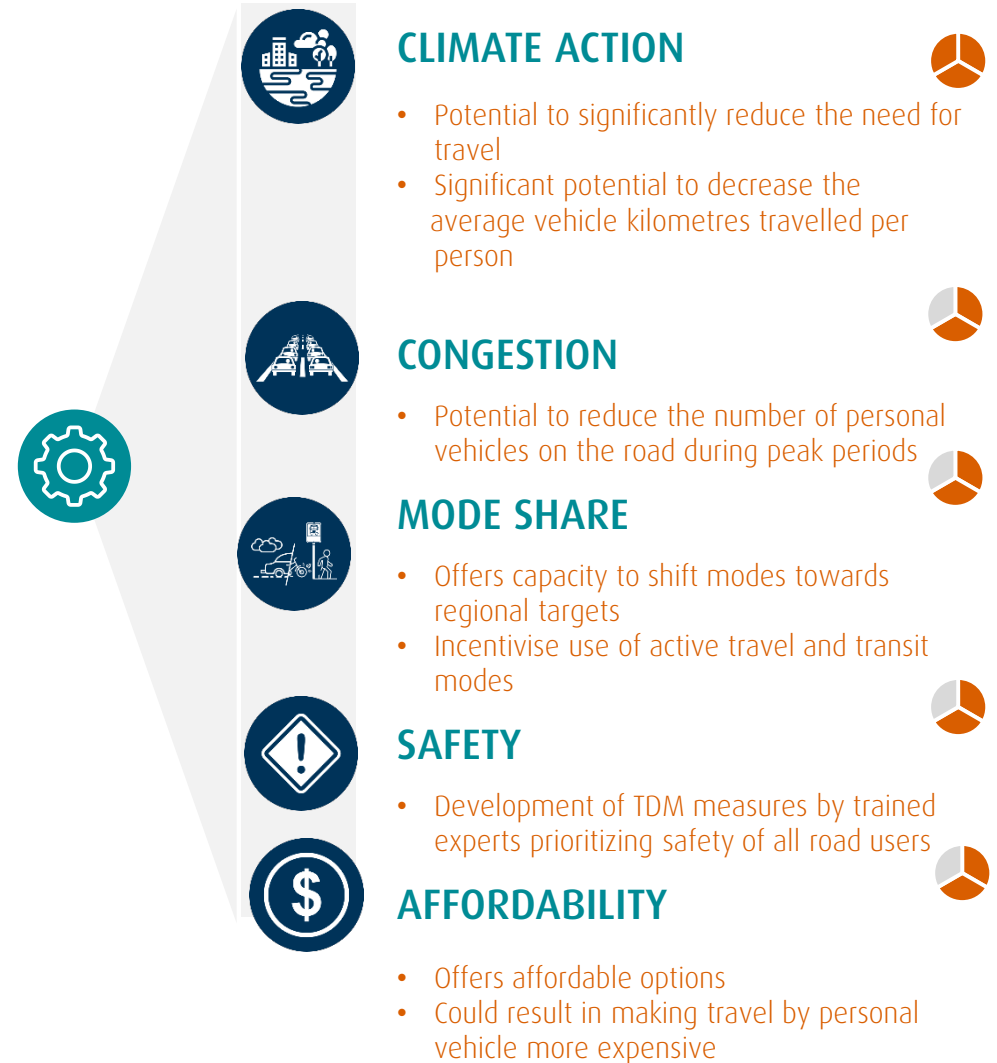
Local Governments

- Provide and funds localized incentives (e.g., Victoria Youth Pass, pay parking)
- Develop collaborative policy
- Implement policy at a workforce level

MoTI/ BC Transit

- Develop collaborative policy
- Implement policy at a workforce level
- Provide incentives (e.g., bus passes and promotions)

PERFORMANCE EVALUATION



POLICY – SAFETY VISION ZERO and DEFAULT SPEED PILOT

REGIONAL SUPPORT

- Saanich
- Oak Bay

Vision Zero is a traffic safety policy with an aim for all road users to be safe from the risk of being killed or seriously injured on the road network.

British Columbia has a default speed limit of 50km/h, where no speed limit sign is posted. The provincial government amended the *Motor Vehicle Act* to allow pilot projects that would research, test and evaluate new regulatory approaches to support active transportation and increase safety. A number of municipalities have expressed an interest in participating in a pilot of a lowered default speed.

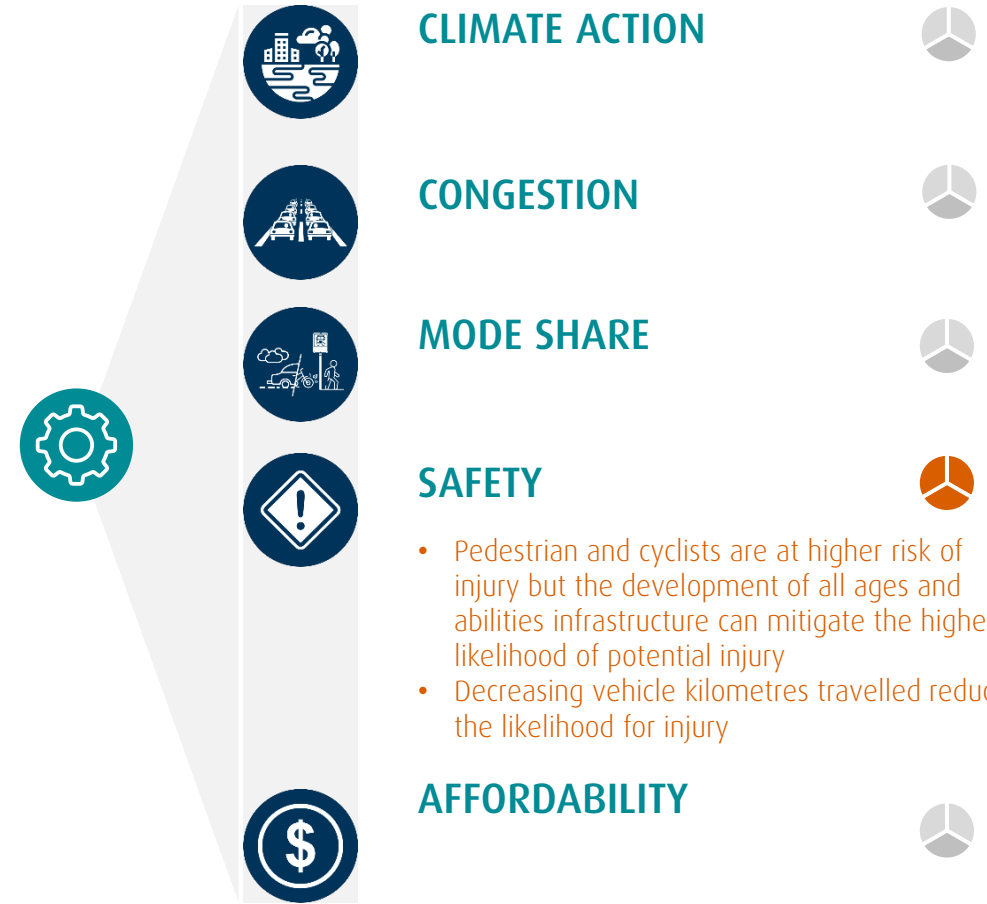
Key Features / Key Partner Asks

- Develop a regional Vision Zero program.
- Pilot lowered default speed.

CRD	Local Governments	Province
Advocacy If directed: <ul style="list-style-type: none"> • Develop an advocacy strategy • Collaborate to develop and set policy direction 	Infrastructure and Policy <ul style="list-style-type: none"> • Fund planning and engineering solutions to align with Vision Zero principles • Collaborate to develop policy direction 	Support and collaboration. <ul style="list-style-type: none"> • Set provincial legislation, policy and plans • Fund and plan for safety upgrades on MoTI road networks • Provide educational campaigns and disincentives such as fines for not obeying rules

PERFORMANCE EVALUATION

NOTE: Vision Zero would have little direct impact in the short term advancement of four of the five criteria but significant potential to improve user safety.



CLIMATE ACTION

CONGESTION

MODE SHARE

SAFETY

- Pedestrian and cyclists are at higher risk of injury but the development of all ages and abilities infrastructure can mitigate the higher likelihood of potential injury
- Decreasing vehicle kilometres travelled reduces the likelihood for injury

AFFORDABILITY

POLICY - LAND USE

REGIONAL SUPPORT

- Saanich
- Victoria

Land use and transportation are intrinsically linked. The Regional Growth Strategy (RGS) provides the vision for sustainable growth including such areas as population growth, transportation and settlement patterns. Settlement patterns that densify designated centres and corridors support efficient transit service and connected active transportation networks that get people to the places they want to go.

Key Features / Key Partner Asks

- Continue to implement RGS vision and adopt regional land use policy that supports transit oriented development.
- Develop settlement patterns that minimize the use of automobiles and encourage walking, cycling and the efficient use of public transit.

CRD	Local Governments	Province
<p>Regional Growth Strategy</p> <ul style="list-style-type: none"> • Draft and approve the RGS • Approve local government regional context statements 	<p>Official Community Plan</p> <ul style="list-style-type: none"> • Prepare and implement Official Community Plan • Direct and approve growth in designated centres and corridors to support efficient transit and active transportation 	<p>Legislation</p> <ul style="list-style-type: none"> • Develop and approve legislation under the <i>Local Government Act</i> that sets requirements for content and adoption of Regional Growth Strategies and OCPs

PERFORMANCE EVALUATION



AUTO / PARKING AND ACCESS UPGRADES

REGIONAL SUPPORT

- Juan de Fuca
- Central Saanich
- Metchosin
- Langford
- Highlands

Numerous partners identified a concern for user safety at access points to regional and provincial parks. Often the available parking is full and users are forced to park on the edge of busy roads and highways that offer no pedestrian infrastructure. It was felt strongly that access to parks needed to be available to all and that transportation options needed to reflect this.

Park and Rides linking to high quality transit were seen as an important way of attracting riders to transit particularly in areas where local transit connections are poor or non-existent.

Key Features / Key Partner Asks

- Increased availability of Park and Rides in the outlying areas of the region to make transit more convenient and accessible.
- More parking and road access safety upgrades at regional and provincial parks, particularly in those locations where it is challenging or not possible to access by public transit or active transportation.

Local Governments and EAs	CRD/MoTI/BC Transit	BC PARKS
Advocacy & Infrastructure <ul style="list-style-type: none"> • Advocacy • Collaborate with BC Transit on Park and Rides • Collaborate on road safety upgrades 	Operations & Funding <ul style="list-style-type: none"> • Plan, design and maintain parking at regional parks (CRD) • Plan, design and maintain access points on MoTI road network (MoTI) • Plan, design and operate Park and Rides in collaboration with local governments (BC Transit and VRTC) • Various funding sources 	Operations <ul style="list-style-type: none"> • Plan, design and maintain parking at provincial parks • Funding source

PERFORMANCE EVALUATION



Needs Careful Consideration



Consider delaying initiation in short- and medium-term

A few priority areas require careful consideration before advancing. These matters would be better addressed in the long-term, once conditions are more favourable for success and the effectiveness of other priorities have been evaluated.

The proposed priority areas:

- Would be difficult to implement / achieve success in the short- and medium-term given the existing senior government policy direction, current context and costs.
- Could detract from the success of priority areas receiving higher levels of support.

Proposed Priority Area	Implementation Action
New Governance Authority	Investigate once it is possible to evaluate the relative success of establishing and implementing regional priorities as an approach. Address previously raised concerns about insufficient municipal council support, loss of control over transportation decisions, possible local cost impacts and legislative implications for partner authorities.
Light Rail Link and Westshore Passenger Ferry	Investigate once ridership capacity is competitive to bus mass transit. Address concerns about cost, efficiency, competitiveness, density and lack of connectivity (e.g., no downtown terminus for rail, difficult to access ferry by active modes).

GOVERNANCE

REGIONAL SUPPORT

- View Royal
- Juan de Fuca

Governance refers to the decision making body and process related to the delivery of transportation services. In the CRD, transportation governance is multi-jurisdictional: the CRD is responsible for regional trails, local governments for local roads and active transportation infrastructure, BC Transit for bus transit and the Province for highways and BC Ferries. The federal government also sets regulations for some waterways and airports.

Historically, transportation governance has not received consensus support at the CRD Board. Governance can only be examined once priorities have been agreed upon and there is a demonstrated gap that cannot be addressed within existing jurisdictional roles.

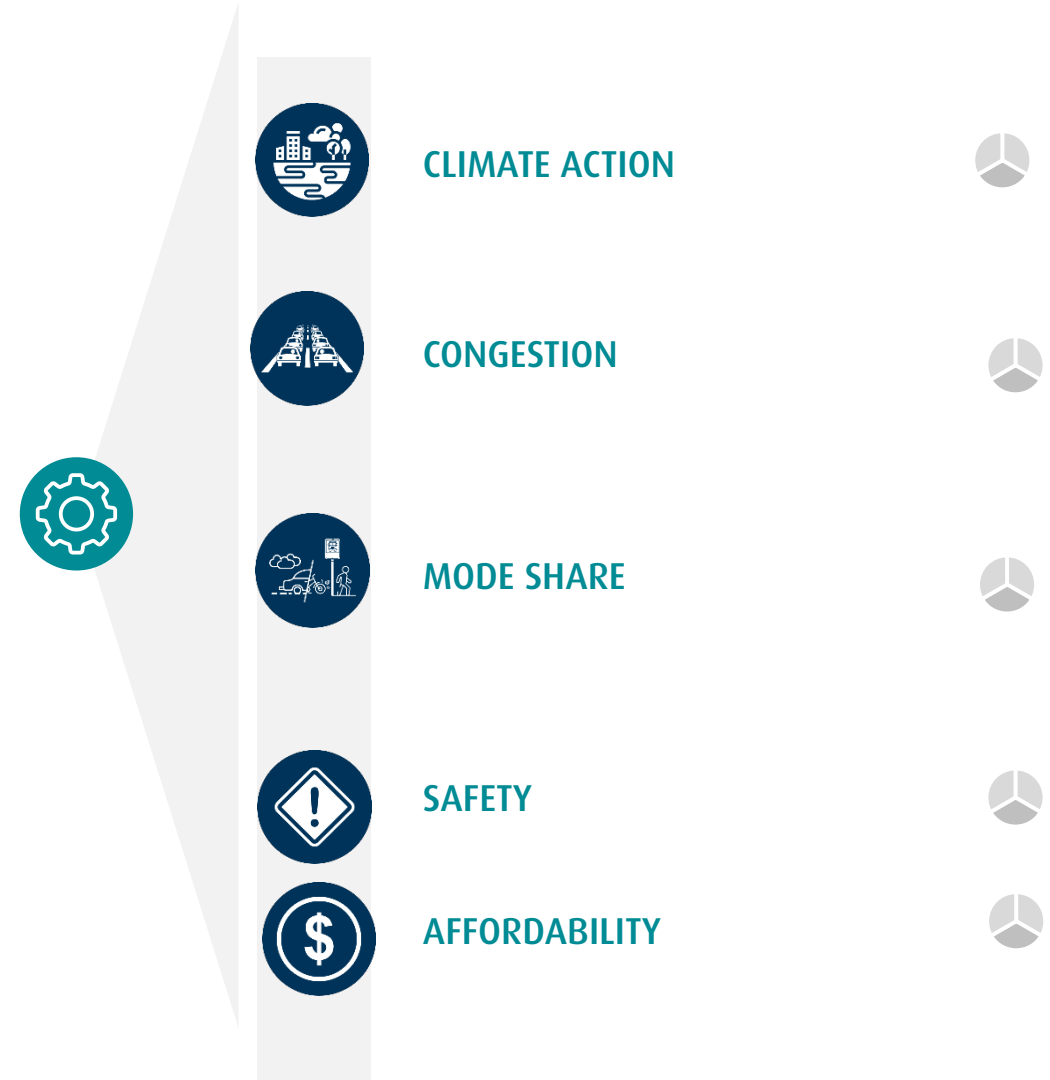
Key Features / Key Partner Asks

- The creation of a new regional transportation authority.
- If and when a new governance model is discussed, the impacts to and contributions from smaller isolated electoral areas and municipalities needs to be examined.

CRD	Local Governments	BC Transit / MoTI
Advocacy and priority setting	Advocacy and priority setting	Advocacy and priority setting
<ul style="list-style-type: none"> • Set policy, plan, operate and maintain regional trails • Provide data and technical expertise on regional transportation 	<ul style="list-style-type: none"> • Set policy, plan, operate and maintain local roads and active transportation 	<ul style="list-style-type: none"> • MoTI: Set policy, plan, operate and maintain highways • MoTI: Set mandate for BC Ferries • BC Transit: Set policy, plan and operate transit

PERFORMANCE EVALUATION

Governance changes would have little direct impact in the short term advancement of the five performance criteria.



NON BUS MASS TRANSIT / RAIL & PASSENGER FERRY

REGIONAL SUPPORT

- Esquimalt
- View Royal
- Metchosin
- Colwood
- Langford

Non bus mass transit refers to the introduction of rail along the E&N corridor and a passenger ferry from the Westshore to Esquimalt and Victoria.

Numerous rail studies indicate that ridership capacity would be uncompetitive to bus transit and that costs are prohibitively expensive. Island Corridor Foundation have questioned the findings of these reports and believe that the costs could be substantially reduced. Rail service would be unable to enter the employment and service hub of downtown Victoria.

Preliminary investigation of a passenger ferry shows that ridership capacity would be significantly smaller than other modes of transit and that population density and land use patterns would be challenged to sustain a viable passenger ferry service.

Key Features / Key Partner Asks

- Phased introduction of rail in the region and up island.
- Further investigate a Westshore passenger ferry.
- Consider Light Rail Transit.

Island Corridor Foundation

Advocacy

- Manage the former E&N rail corridor
- Set vision and advocates for connected rail service along the corridor

BC Transit (Victoria Regional Transit Commission)

Service Operation

- Set policy and priorities for land-based modes of transportation
- Set mode share targets

MoTI

Funding

- Fund studies and implementation
- Adopt and adhere to provincial policy and regulations (e.g., CleanBC prioritizes bus rapid transit and fleet greening)

PERFORMANCE EVALUATION



Policy Context

Senior levels of government set policy that shapes funding, infrastructure and grants. Policy on climate, economic recovery and transportation will shape what gets built in the region.

Table 1 shows the regulatory and planning frameworks by transportation function.
Table 2 summarizes how the proposed priority areas deliver on key policy commitments.

Table 1: Policy Framework Summary

Focus Area	Legislative Framework	Policy and Regulatory Framework
Land Use	<i>Local Government Act</i>	Regional Growth Strategy, Official Community Plans, Local Area Plans, regional and municipal bylaws
Highway and Road Network	<i>Motor Vehicle Act</i>	South Island Transportation Strategy, Regional Transportation Plan, municipal transportation plans, regional and municipal bylaws
Transit	<i>BC Transit Act</i>	BC on the Move, Victoria Transit Future Plan, Transit Local Area Plans RapidBus Strategy, regional and municipal bylaws
Active Transportation	<i>Motor Vehicle Act</i>	CRD Pedestrian and Cycling Master Plan, Regional Trails Management Plan, municipal active transportation plans, regional and municipal bylaws
Climate Change	<i>Carbon Tax Act (2008), Climate Change Accountability Act (2007), Zero-Emission Vehicles Act (2019), Greenhouse Gas Reduction (Renewable and Low Carbon Fuel Requirements) Act (2008/2009), Community Charter, Local Government Act, BC Climate Action Charter</i>	Pan-Canadian Framework on Clean Growth and Climate Change (2016), CleanBC (2019), Regional Growth Strategy, Official Community Plans, Local Area Plans, regional and municipal climate action plans, regional and municipal bylaws

KEY FEATURES OF STRATEGIC POLICY DOCUMENTS

PAN-CANADIAN FRAMEWORK ON CLEAN GROWTH AND CLIMATE CHANGE (2016 – Federal)

The Pan-Canadian Framework is the national plan that sets out how the federal government will take action on climate change. The federal approach to addressing emissions from transportation is to create the economic conditions needed to transition to lower emitting vehicles: (1) improve vehicle emission standards, (2) expand the number of zero-emission vehicles on the road, (3) invest in infrastructure that supports mode shift and (4) use cleaner fuels.

CLEANBC (2019 – Provincial)

CleanBC is the provincial plan sets BC’s climate action visions and targets. Informed by the federal approach, the Province will take action on emissions from transportation by: (1) making zero-emission vehicle use more convenient and affordable, (2) increasing the supply of green fuels and (3) investing in infrastructure that supports mode shift, focusing on bus rapid transit and integrated active transportation.

SOUTH ISLAND TRANSPORTATION STRATEGY (2020 – Provincial)

SITS is the most recent provincial planning document related to transportation on the South Island. The strategy takes an integrated multi-modal approach to transportation in the region. It is aligned with CleanBC and sets clear goals for the integration of transit and active transportation in the overall transportation network. It has a strong focus on safety, reliability of transportation and connections between modes and communities.




REGIONAL GROWTH STRATEGY (2018 – CRD)

The RGS establishes a vision and targets for the growth management of the region under the authority of the *Local Government Act*. The strategy focuses on reducing GHG emissions and improving multi-modal connectivity and mobility by setting out a compact settlement concept that directs growth to designated nodes and corridors.

Table 2: Priority Area Alignment to Key Policy Priorities

Priority Area Alignment	<ul style="list-style-type: none"> ➤ The proposed priority areas align to senior government policy frameworks. Senior government focus on greening fuel sources will significantly help reduce GHG emissions, but will not address the transportation problems of congestion and mode shift. ➤ The region needs to agree to these priority areas to leverage maximum access to investments. 	
	Senior Government Policy Priorities	Proposed Regional Priority Areas
Transition to Lower Emitting Vehicles <ul style="list-style-type: none"> - Expand charging infrastructure - Make zero-emission vehicles more affordable - Expand the low-carbon fuel standard - Increase the supply of renewable fuels 	RapidBus Integrated roads and highways General transit investments Parking and access upgrades	
Multi-Modal Transportation <ul style="list-style-type: none"> - Invest in integrated infrastructure - Improve public transit by investing in bus rapid transit 	RapidBus Dedicated active transportation funding Regional trail network completion Continue to implement RGS settlement concept SSI / SGI connectivity	
Affordability <ul style="list-style-type: none"> - Pandemic recovery - Integrate transportation into an economic vision for the South Island (SITS) - Promote investment, economic development and job opportunities near affordable housing (SITS) 	RapidBus Dedicated active transportation funding Regional trail network completion General transit investments Continue to implement RGS settlement concept	
Safety <ul style="list-style-type: none"> - Explore trail enhancements - Focus on intersection improvements - Protect vulnerable road users (i.e. Vision Zero) - Implement highway safety improvements - Target investments to improve network connectivity 	SSI / SGI island connectivity Safety policy – Vision Zero Integrated roads and highways Continue to implement RGS settlement concept	

Priorities by Transportation Function

	 Capital Regional District	 Municipalities	 BC Transit	 MoTI
 Regional and Multi-Use Trails	Primary Service Provider Complete regional trail system (incl. standardization). Upgrade parking at regional parks.			Funder Provide secure funding for active transportation infrastructure (trails).
 Regional and Local Roads		Primary Service Provider Upgrade roads near regional and local parks. Build active transportation infrastructure once funded.	Primary Service Provider Add park and ride stations.	Funder Provide secure funding for active transportation infrastructure (on-road).
 Land Use – Corridors & Nodes		Primary Service Provider Continue to implement RGS growth concept. Adopt policies to incentivize transit-oriented development	Advocacy - Policy Adopt policies to incentivize transportation-oriented development.	
 Regional Transit Network			Primary Service Provider Accelerate RapidBus. Ensure RapidBus directly links to centres.	Funder Provide secure funding for ridership recovery.
 Provincial Highways				Primary Service Provider Upgrades / improvements. Include transit & active modes in all highway improvements
Outcomes	Take action once funding is secured.	Take action once funding is secured.	Consensus on these items provides advocacy leverage with BC Transit.	Consensus on these items provides advocacy leverage with MoTI.

Responsibility for transportation in the region is shared. The table shows how each priority area would be implemented by function and jurisdiction.

Priority areas requiring regional direction or careful consideration are shown outside the table as they are either a new function or do not belong to an existing jurisdiction.

- Requires Regional Direction**
- 1) Develop TDM policies and programs
 - 2) Develop regional vision zero program

- Requires Consideration of Context**
- 1) Regional transportation governance
 - 2) Phased introduction of rail service on E&N corridor
 - 3) Ferry service between the Westshore and Esquimalt