

CAPITAL REGIONAL DISTRICT

Staff Report to the Regional Planning Committee
Meeting of Wednesday, March 21, 2001

SUBJECT:

Project Description for a Regional Transportation Strategy

BACKGROUND:

- Nov 8/00: The Board authorizes Regional Planning Services (RPS) to prepare a draft RGS based on the resolution of the Capital Summit 2 that includes a need for a transportation strategy.
- Nov 15/00: Regional Planning Committee recommends that BC Transit be asked to co-operate in the development of the concept of a “multi modal” transportation planning process as outlined at Capital Summit 2 and report back to the CRD with a rough work plan, a draft budget, timelines, funding strategy and the CRD funding required.
- Jan 17/01 Regional Planning Committee received a follow up report by RPS and BC Transit on the discussions to date on developing a Regional Transportation Strategy and funding for this work.
- Mar 2/01 Inter-governmental Advisory Committee (IAC) was presented with the BC Transit Project Outline and supporting staff report. This committee offered no comment on the information.
- Mar 7/01 BC Transit and Regional Planning Services staff discussed changes needed to the project outline to ensure it responds to the goals of the RGS.

DISCUSSION:

The attached memorandum (Attachment A) and project definition statement (PDS) (Attachment B) from BC Transit are in response to this committee’s request for a project outline and budget to develop a Regional Transportation Strategy. The purpose of the staff report is to identify some concerns with the (PDS) that could impact the Regional Growth Strategy (RGS).

Funding

BC Transit has estimated this project will cost about \$200,000, funded on an equal share basis between the Ministry of Municipal Affairs (planning grant), BC Transit and the CRD. RPS requested that the proposed budget include a project cost allocation, which is shown in BC Transit’s report.

Proposed Committees

BC Transit's report outlines a variety of sub-committees that would be involved in this project. RPS should remain the primary point of contact for the Project Management Committee, to ensure that information and reports are delivered to advisory committees and RPC in a timely manner.

Project Outline:

The PDS needs to clarify and focus its deliverables on the transportation goals and actions outlined in the draft RGS. This focus could be improved if, for example, the first section contained a statement clearly stating that the project aim is to further articulate and define an agenda for action for the transportation planning initiatives of the RGS. As such, references to defining a publicly held vision of transportation would start from the vision that is already set out in the proposed RGS and refine it further.

Currently, the PDS gives RPS the impression that the project would almost be starting from scratch on the vision, or would view the content of the RGS as simply one input among many. As an example, section 1.0 of the outline suggests that the primary objective is to set the direction for investment. This should be changed to state that the primary objective is "to identify a strategy to achieve the goals of the RGS".

Within the context of the preceding general comments, RPS has the following comments on individual sections of the PDS:

1. Section 2.2 - The principles described in this section need to focus on the expectations of the RGS. Guiding principles are an important method of developing other decision-making information such as goals, objectives, target and priorities. The proposed principles need to become the foundation for the overall strategy from which all other aspects of the strategy are inter-linked.
2. Section 2.3 – This section refers to reviewing transportation impacts as related to demographic changes. At this time RPS has not yet developed this data for the RGS as it is now drafted. It is unclear in the PDS if the strategy will estimate the effectiveness of any measures on changing mode shares and limiting growth in the use of the automobile. The project may also need a market demand analysis, particularly to understand the dynamics of goods movement and auto-oriented developments in the Western Communities and the increasing trend of suburb to suburb travel. One example relates to the PDS focus on the commuter trip, which represents less than 25% of the current (and likely future) travel demand in the region. A regional strategy must respond to all transportation issues.

3. Section 2.4 –This section suggests that congestion should be a primary focus of the study. Although congestion management will be a major issue in the future, the primary goal of the strategy should be to set principles and actions that respond to all transportation goals and objectives of the RGS. Again the reference to "examine the RGS" should be replaced with an acknowledgement that the project should take the policy lead from the RGS. In this light, the suggested strategic elements listing in the PDS is incomplete when compared to the draft RGS.
4. Section 2.4.1 –The deliverables proposed in this section are unclear. One might read this section and conclude that the proposed transportation strategy will recommend changes to the basic growth management concept in the proposed RGS. The first element should define a package of transportation strategies that describes the tools and resources that would achieve the goals and objectives of the RGS and also, identify the constraints that may limit the effectiveness of the strategy. This would provide a link to section 2.4.2.
5. Section 2.4.3 – This section should acknowledge the work underway by the CRD and other agencies that relates to the TDM measures listed. Some of these initiatives could provide inputs into the transportation strategy work.
6. Section 2.5 - This section should introduce the idea of short/medium/and long term strategies and investment plans, and the notion of exploring the appropriate institutional mechanisms to provide a permanent integrated structure for transportation governance and financing for the Capital Region.
7. Section 2.7 - The PDS can be more specific here and state that the transportation strategy will be adopted as an implementation agreement under the *Local Government Act*, that it will lead to an interim update of the RGS, and that indicators and benchmarks developed will be rolled into the statutory monitoring program required for the RGS. The review process for the transportation strategy also is the one set out for the RGS and associated initiatives under Part 25 of the *Local Government Act*.
8. Section 3.0 - The PDS should propose establishing an agreement under Section 176 of the *Local Government Act*, between the CRD, BC Transit, and other major funding partners, that defines the project management structure, the reporting relationships, approval authorities, and financial management procedures.

Summary

The Regional Growth Strategy clearly intends to promote development of a balanced transportation system that provides choices. The RGS outlines nine actions that focus on walking, cycling, transit, goods movement and a major street system. The RGS has a goal to take the full spectrum of transportation issues into account and result in an overall positive change in them. The PDS should be equally clear on its deliverables as related to the goals and actions of the RGS

RECOMMENDATION:

That Regional Planning Committee request that:

1. BC Transit address the points raised by Regional Planning Services in the Project Definition Statement and ensure that the Project Definition Statement focus on developing regional transportation strategies that fully respond to the RGS; and
2. Regional Planning Services brings this matter back for further consideration by the Committee on April 18, 2001.

Larry Roberts, Manager, Transportation Planning
Regional Planning Services

Mark Hornell, Acting Manager
Regional Planning Services

EXECUTIVE DIRECTOR'S COMMENTS:

W.M. Jordan, Executive Director

Attachments

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Attachment A

March 23, 2001

TO: Alan Lowe, Chair and Members
of the Regional Planning Commission

FROM: R. H. Irwin, President and CEO

SUBJECT: REGIONAL TRANSPORTATION STRATEGY

Purpose

This report presents the status of preparing a work and funding plan for a regional transportation strategy.

Background

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| Oct 11, 2000: | Committee-of-the-Whole reviews the findings of Capital Summit 2 and recommends to the Board that staff be authorized to prepare a draft Regional Growth Strategy (RGS) on the basis of the findings. |
| Oct 18, 2000: | Regional Planning Committee (RPC) reviews preliminary project descriptions and implementation options for regional strategies for transportation, economic development and housing affordability (Agenda Item #5). The Committee directs staff to initiate discussions with prospective partners in the three strategic initiatives and report back to the Committee beginning in January 2001. |
| Nov 8, 2000: | The Board authorizes Regional Planning Services (RPS) to prepare a draft RGS. |
| Nov 15, 2000: | RPC directs staff to send a letter to BC Transit requesting their assistance in the development of an outline of a collaborative and inclusive process to prepare a regional transportation strategy. Project management structure, budget, funding and timelines required to conduct the process are also to be developed |
| January 17, 2001 | BC Transit presents a status report to the Regional Planning Committee outlining the anticipated scope of work and identifying potential funding options and project management strategies. The Committee receives the report as information and clarifies that it wishes BC Transit to take the lead role in this process. |
| February 23, 2001 | Intermunicipal Advisory Committee is provided with a status report on the Regional Transportation Strategy. The Committee expresses support for the project and the terms of reference attached. |

In the past two months, BC Transit has met with officials from Provincial ministries and agencies to discuss funding and work program participation. From these discussions, it appears that an

adequate budget and staff resources will be available for these tasks with funding from three primary sources: Provincial government planning grants provided to the CRD, CRD program funding and BC Transit. If these costs are shared equally, the budget allocation from each source would be in the order of \$67,000. In addition, provincial agencies (MOTH, BCTFA, BC Transit) have agreed to provide available staff resources to the project at no direct costs.

The next step in the process is developing a work plan and project management plan. The overall process is viewed to have the following objectives:

- To develop a clear, publicly supported vision of the directions that transportation systems development should take over the next twenty years that is tightly integrated with the principles of the Metro Core and Major Centers growth strategy.
- To develop a multi-modal transportation systems management strategy, that reflects the public expectations of the transportation system, and the values and policies of area municipalities including specification of the role of the various travel modes in regional transportation.
- To develop an understanding of transportation issues and transportation systems potential; to identify the barriers to achieving that potential and to investigate strategies for overcoming those barriers in order to achieve the transportation vision.

The study process should be inclusive to ensure that the transportation vision and the resulting strategies to implement that vision clearly reflect the public goals. It should be staged and make maximum use of the work already undertaken for various transportation or growth strategy projects.

The project team that would develop the strategy would report to the CRD Board through the Regional Planning Committee under terms of reference established by the Board. The project management structure envisaged for the project would include three primary directing bodies:

1. A project management committee (approximately 5 individuals) including BC Transit, CRD staff and representatives of other critical or funding agencies would be responsible for the ongoing management of the project and associated consultants and staff assigned to the project;
2. Standing CRD committees, such as the Intergovernmental Advisory Committee (IAC), Advisory Regional Transportation and Planning Committee(ARTPC), and the Intermunicipal Planning Advisory Committee (IMPAC), would provide the liaison to regional municipalities and agencies; and,
3. An Advisory Committee of 15 to 20 individuals representing transportation systems users and affected groups including for example, the Greater Victoria Cycling Association, trucking and automobile associations, community association representatives, social agencies, the development industry and business representatives. This committee would provide advice on the development of the vision and related strategies and comment regarding the impact of various strategic alternatives

The consultation process envisaged for this project would rely primarily on the committees identified above to provide feedback and confirmation of the direction of the project. At major milestones of the project, information will be provided to local Councils or to the public through web-based information, newsletters or other appropriate mechanisms. As the project intends to make significant use of public input already collected through the Regional Growth Strategy Project, public process and input is not considered as a major focus of the strategy development. The attached document provides more details with respect to the anticipated scope and management of the project.

Prior to initiation of the project, the CRD must obtain budget approval for its portion of the costs (\$67,000) and acquire planning grants from the Municipal Affairs for an equivalent amount. BC Transit has its budget share available to start the project.

A) Regional Transportation Strategy – Project Budget

Total Budget	\$200,000
Project Management	15%
Professional Services	50%
Materials, supplies, data management	15%
Public meetings and consultation	10%
Reports, contingencies and presentations	10%

The project is estimated to require 10 to 12 months to prepare a Regional Transportation Strategy. If all budget approvals are in place by the beginning of May, a Draft Strategy could be provided to the Regional Planning Committee for its consideration by April 2002.

RECOMMENDATION**IT IS RECOMMENDED THAT THE REGIONAL PLANNING COMMITTEE**

- 1) RECEIVE THIS REPORT AS INFORMATION**
- 2) RECOMMEND TO THE CRD BOARD THAT \$67,000 BE ALLOCATED TO DEVELOPMENT OF THE REGIONAL TRANSPORTATION STRATEGY**
- 3) APPLY FOR AN ADDITIONAL \$67,000 OF PROVINCIAL PLANNING GRANTS TO DEVELOPMENT OF THE REGIONAL TRANSPORTATION STRATEGY**

R.H. Irwin
President and CEO

Attachment: Regional Transportation Strategy Outline.

Attachment B

Development of a Capital Region Transportation Strategy

1.0 Objectives

The Capital Region Transportation Strategy will be a broad, policy oriented document that establishes the direction that transportation investment should follow to achieve the goals of the Metro Core and Major Centers Regional Growth Strategy and the Official Community Plans of the region's municipalities. Building on the significant work already undertaken for the CRD Regional Growth Strategy process or other transportation agencies in the region, the Transportation Strategy will

- Develop a clear, publicly supported vision of the directions that transportation systems development should take over the next twenty years that is tightly integrated with land use development and the Metro Core and Major Centers regional growth strategy
- Develop a multi-modal transportation management strategy that reflects the public vision of the transportation system, and the values and policies of regional municipalities and articulates the role of the various travel modes in regional transportation
- Develop an understanding of transportation issues and transportation systems potential
- Identify the barriers to achieving that potential and investigate strategies for overcoming these barriers in order to achieve the transportation vision

2.0 Work Plan

2.1 Transportation Vision

The first step of the project is to develop and articulate a vision for transportation in the region over the next twenty years. The starting point for developing this vision will be the transportation system characteristics highlighted in the Regional Growth Strategy analysis as common to all alternatives.

Concurrently, a Draft Regional Growth Strategy will be undergoing its final review and adoption. The principles of that strategy with respect to land use management, economic development, environment and

transportation will be reinforced through this process. These characteristics and any others identified will be melded into a vision statement.

The project will

- Review the Draft regional growth strategy, local plans, recent public input and surveys
- Identify the common values
- Develop a vision statement that is endorsed by the public and local agencies

The Challenge of Transportation Management

Common to all Growth Alternatives is a Regional Transportation Strategy that:

- Integrates land use and transportation planning;
- Provides Travel Demand Management (TDM) policies, and promotes walking, cycling and transit through measures such as road pricing (tolls and other user fees), regulations, and incentives;
- Provides for a functional and safe major street system for all users that links municipalities, limits the future need for additional roadway capacity, and avoids through traffic in neighbourhoods; and,
- Provides dedicated lane space for transit and cycling in the major street network.
- Includes a continuous regional cycling network;
- Maximizes cycling potential in new development;
- Focuses route and facility development to make cycling a competitive alternative to the car for daily work trips; and,
- Aims to increase cycling's share of peak hour traffic beyond the current 5% level, which is already the highest share in Canada.

2.2 Development of Principles for Future Decisions

Transportation investment and management decisions are made throughout the region by a variety of municipal, regional and provincial agencies. Due to the complex nature of transportation systems and decision processes, it is important that a clear set of principles be developed to guide decision making. This phase of the project will develop a set of principles and refer them to local municipalities for adoption or support. These principles may include statements with respect to modal priorities, inter-connections between modes, system management or funding. The principles should clearly relate to the vision of transportation for the region and provide a decision framework for local governments and agencies. An example of a principles statement is included as Appendix 1.

The project will

- Identify principles which are common to the values and vision for transportation and regional growth
- Explain the context of these principles
- Prepare a statement of principles which reflect the values and vision of the region
- Circulate these principles to local government for endorsement

2.3 Challenges

The project must investigate the challenges facing the region in its path towards a transportation vision. Demographic challenges such as population growth, decentralization, and aging and the impact these will have on regional transportation need to be identified and assessed. Findings from the CRD's previous work in assessing the OCP option and alternative growth strategies will be invaluable in this area. The analysis should look not only at regional averages and commute travel but should examine the distribution of travel over distances to identify the potentials of each mode. The challenges facing the region in terms of funding transportation improvements will be addressed.

The project will:

- Review the transportation impact of demographic projections anticipated by the regional growth strategy
- Examine the distribution of trips and likely changes based on existing travel data from the CRD and Statistics Canada
- Document the current funding for transportation and management for transportation in the region

2.4 Strategy Development

The primary content of the Strategy Report will be to investigate and develop strategies for addressing congestion, managing transportation systems and achieving the transportation goals of the Regional Growth Strategy. In reviewing the range of strategies available, it appears that there are 4 primary elements or directions that can be used to achieve these aims. More detailed assessment of potentials and barriers of component directions will be addressed in each case.

2.4.1 Element 1 – Strengthen the Transportation – Land Use Connection

The regional growth strategy has identified a direction for land use development for the region titles Metro Core and Major Centers. The primary objective of the Regional Transportation Strategy is to support the objectives of that Growth Strategy and to assist in its development.

The first element of any transportation strategy is to strengthen the connections between land use and transportation in order to reduce congestion and the demand for auto travel. This strategy encompasses municipal, regional and agency activities. Building more complete, mixed use communities and increasing density where transportation alternatives are provided has the potential to reduce costs and increase non-auto travel.

Items for inclusion in this section include:

- Linkage with RGS major centers
- Linkage with economic development and support for business

- Linkage with social well being and affordable housing
- Neighbourhood design standards
- Corridor protection

The project will:

- Examine the Draft Regional Growth Strategy
- Identify the implications of land use changes to the transportation system
- Identify potential improvements to the linkage between the land use directions of the Regional Growth Strategy and transportation
- Identify barriers to achieving this potential

2.4.2 Strategy 2 – Manage Transportation Systems Efficiently

The second element of strategic options is management of systems. It is imperative that the transportation systems that operate in the region are managed efficiently to maximize the travel capacity of each facility. This section will potentially include recommendations regarding such topics as:

- Intelligent Traffic signalization Systems
- Incident Management Systems
- Transit Priority Systems
- High Occupancy Vehicle Systems
- Traveler information systems

The project will:

- Examine the potential of these or similar strategies
- Identify barriers to achieving this potential
- Identify means to coordinate activities in these areas across regional municipalities or operating agencies

2.4.3 Strategy 3 – Reduce the Demand for Single Occupant Vehicle Travel

The third element aims to use a variety of techniques and programs to encourage travel to take place through alternative means or times. Some of these techniques are “carrots” or ways to encourage alternative travel, others are “sticks” or ways to discourage single occupant vehicle travel. The section will identify the potential costs and benefits of the various techniques and will examine the authority (or lack thereof) to implement TDM programs. The section will potentially include discussion of:

- Education Program
- Employer Based TDM Programs
- Vanpooling and Ridesharing
- Telecommuting
- Flexible work hours
- Transit Pricing and passes
- Parking and Parking management

Cooperative programs – car sharing

The project will:

- Examine the potential of these or similar strategies
- Identify barriers to achieving this potential

2.4.4 Strategy 4 – Invest in more Transportation Facilities

The final element involves increasing the physical supply of transportation facilities whether they be pedestrian, cycling, transit service or roadways. For each mode, the strategy will identify objectives, targets and improvements which are needed to achieve the overall goals of the region. Pedestrian movements are targeted at short community based trips and access to transit services.

Pedestrian improvements will almost all be implemented through local municipal programs however pedestrian linkages with regional transit facilities are important features of the transportation strategy. Pedestrian improvements are increasingly important in an aging community.

Cycling facilities are targeted at regional commuting and short trips within neighbourhoods

linking residences with local shopping, schools and other activities. Opportunities for joint use facilities (for example, the Galloping Goose) may be identified. This section will build on the current work being undertaken by the CRD and the Regional Cycling Working Group.

Transit service needs to be improved to reach the overall goals of the region. This section will identify major transit improvements to increase the supply of service to growth areas. The overall transit strategy must be closely linked with the development of neighbourhood and regional centers. A variety of service strategies will be identified to address the need for different services to serve different markets including rural areas, neighbourhood connections, and commuters. Requirements for accessible services and facilities will be identified. The overall objective of the transit strategy is to provide capacity that allows for significant growth in demand, and travel times that more closely approach the travel times achieved by auto travel. Roadways are and will remain essential to travel and goods movement in the region. The roadway review will focus on roads of a regional nature. This section will identify a regional road network and truck route network. Future improvements to the roadway network to facilitate newly developing areas, improve travel safety, support economic activity or assist in providing transit priority or cycling mobility will be identified.

The project will **for each mode**:

- Identify the role of the mode within the overall transportation demand in the region
- Identify target and target markets for each mode with respect to travel
- Identify improvements that are needed and barriers to achieving mode potential

2.5 Financing the Strategy

It is given that transportation be affordable. The overall strategy will be developed to emphasize more efficient land use, system management, and demand management approaches before increasing the supply of transportation facilities and services. When capacity must be expanded, a hierarchy of modes placing improvements to pedestrian, cycling and transit facilities ahead of roadway expansion will have been identified. The financial strategy will estimate the costs of transportation system improvements and management over the time period. Revenue sources to support transportation services should be stable, predictable over the long term and related to transportation objectives. The financial strategy will inventory the current situation with respect to who pays and who benefits.

The project will:

- Estimate the costs of investment to achieve the identified strategy
- Estimate the costs of operating the region's transportation systems
- Identify sources of revenue to achieve the necessary funding
- Identify barriers to developing the appropriate funding for transportation

2.6 Implementation Priorities

The priority actions needed to implement the strategy will be identified. These could include actions with respect to funding, governance, authority, demand management, planning, or physical improvements to systems in operation.

The project will:

- Identify the priority actions needed to achieve the transportation vision of the region

2.7 Monitoring and Review

It is important that both decision makers and the public be able to monitor progress in achieving objectives. A series of performance indicators and benchmarks will be provided along with a reporting schedule. It is also important that the transportation strategy be a living document with a defined review and enhancement process.

The project will:

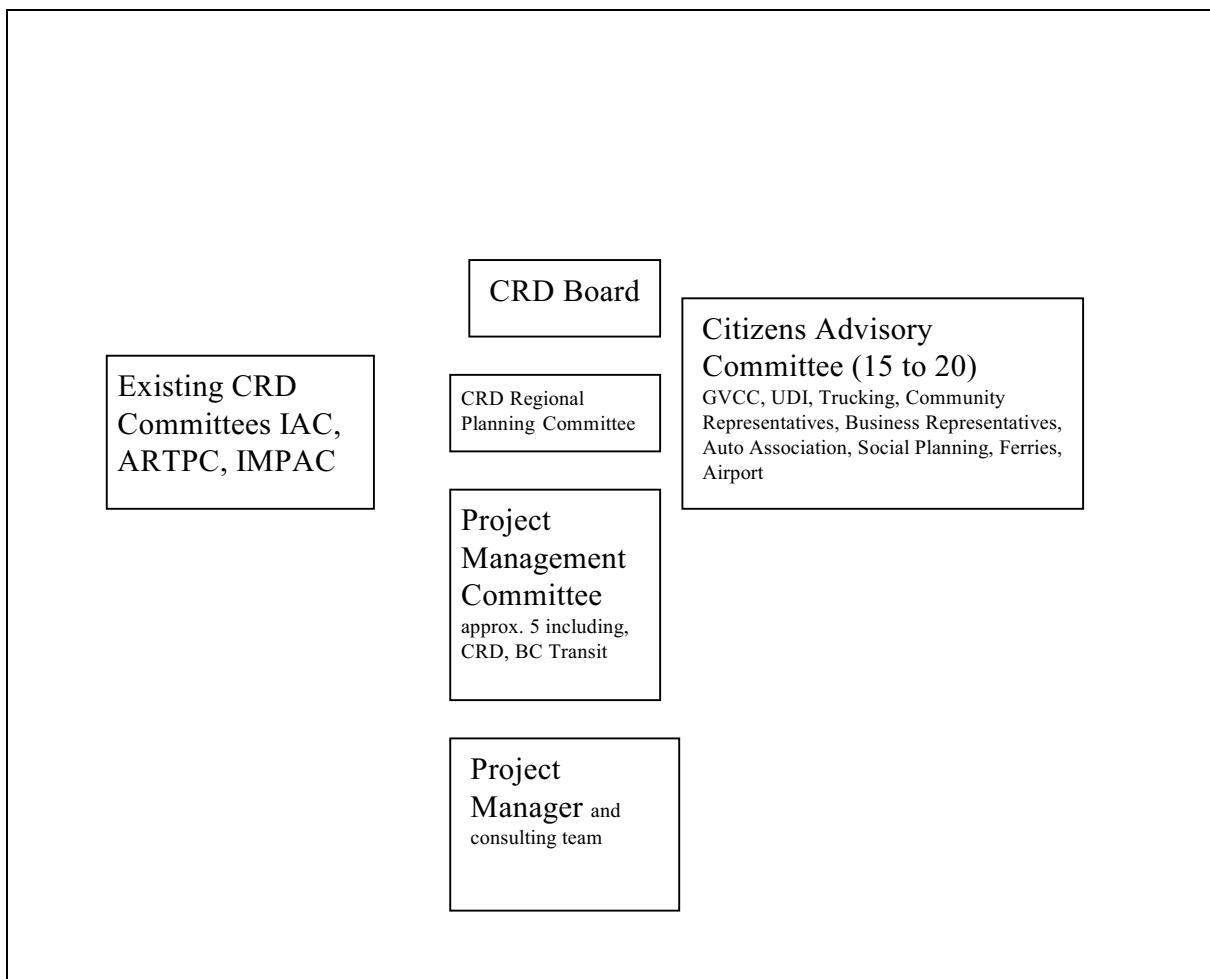
- Identify a series of benchmarks and indicators for monitoring regional transportation conditions over time
- Identify a process for review of the overall transportation strategy

3.0 Project Management Structure

The Regional Transportation Strategy is a supporting component of the Regional Growth Strategy. As such it will be undertaken by and report to the Capital Regional District Board. The Terms of Reference for the project will be submitted to the Board for review and approval. The project management structure for the project would include three primary bodies:

1. A project management committee (up to 5 individuals) including BC Transit, CRD staff, and representatives of other critical agencies would be responsible for the on-going management of the project, associated consultants and assigned staff
2. Standing CRD committees such as the Intergovernmental Affairs Committee (IAC), Advisory Regional Transportation and Planning Committee (ARTPC) and the Inter-municipal Planning Advisory Committee (IMPAC) would provide the liaison to regional municipalities and agencies; and,
3. An Advisory Committee of 15 to 20 individuals representing transportation systems users and affected groups including for example, the Greater Victoria Cycling Association, trucking and automobile associations, community association representatives, social agencies, the development industry and business representatives. This committee would provide advice on the development of the visions and related strategies and comment regarding the impact of various strategic alternatives.

A project manager would be appointed to carry out the day to day management of the project



tasks.

Appendix 1 – Example of Principles Statement

Principle	Context
1. Plan for contained urban development and more mixed land use, recognizing the diversity of urban communities and needs which make up the region.	To protect environmentally sensitive areas, urban development will be constrained within the Urban Containment Boundary. A greater mix of land uses in urban centers and villages will reduce the reliance on automobiles.
<p>Plan transportation systems in accordance with a hierarchy of priority which includes:</p> <ul style="list-style-type: none"> • Walking as the most preferred mode of transportation, • Increased cycling opportunities, • Higher quality transit services, and • A balanced environment for automobile use 	The transportation system management, operations and development should recognize the costs and benefits of travel modes available in hierarchical preference. Walking, which has the lowest public cost and greatest benefit should be recognized as the preferred mode of travel. The automobile, while it will remain a major means of personal transportation, especially for long distances should be managed and programs introduced to encourage efficient use of this resource.
3. Plan parking supply and price to be in balance with walking cycling and transit and auto priorities	Parking is an important and often under-recognized feature of the transportation landscape. To manage automobile demand and to achieve modal travel targets, parking supply and price must be managed as part of the transportation system rather than accepted as a given part of land use.
4. Recognize the importance of goods movement in the transportation system	Truck routes, dangerous goods routes and the increasing importance of goods delivery must be recognized in transportation management and design.
5. Promote inter-modal and inter-line connections	Facilities and pricing need to facilitate transfer between modes to ensure an efficient transportation system.
6. Promote new technologies which improve urban mobility and help protect the environment	New technologies such as incident management, traffic control systems and traveler information systems can assist in making best use of existing transportation facilities and reducing environmental costs of people movement.
7. Optimize the use of the existing transportation system to move people and goods	Traffic control systems, High Occupancy designation, queue jumpers and other techniques should be used to make the most of the existing infrastructure.
8. Design and operate transportation systems which can be used by the physically challenged and support and aging community.	Transportation systems must be open to the widest range of people. Designs must recognize a range of physical abilities and the

	varying capabilities of an aging population.
9. Ensure that urban transportation decisions protect and enhance the environment	Transportation investment decisions should be made in consideration of a full range of direct, indirect and external social costs and benefits.
10. Create better ways to pay for urban transportation systems	The funding for transportation should be stable, predictable and relate to transportation policies.