

July 5, 2011

The Honourable Blair Lekstrom
Minister of Transportation and Infrastructure
PO Box 9055, Stn Prov Govt
Victoria, BC V8W 9E2

The Honourable Ida Chong
Minister of Community, Sport and Cultural Development
PO Box 9047, Stn Prov Govt
Victoria, BC V8W 9E2

Dear Ministers Lekstrom and Chong:

RE: Proposed Capital Regional District Transportation Service

The Capital Regional District (CRD) Board would like to request that Minister Lekstrom consider amendments to the *BC Transit Act* to constitute the CRD Board as the Regional Transit commission in place of the current members of the commission and that Minister Chong consider granting the CRD additional transit-related powers.

Transportation arrangements in the CRD are such that the Board has no direct authority to implement identified regional transportation priorities or to coordinate transportation planning and investment decisions toward regional sustainability goals. Transportation planning, governance and funding in the CRD are divided amongst different governments and agencies with little or no formal coordination across jurisdictional boundaries.

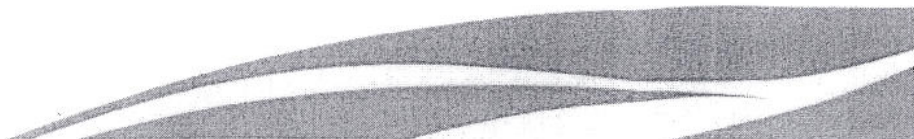
In response to a Board request on the requirements for developing a broad based regional transportation service for the CRD, including options for transit governance (Attachment 1), CRD staff has reviewed the recent history of the transportation system in the region and evaluated the current service arrangements prior to recommending three alternatives. Of the three alternatives, all recommend a change in the authority and role of the region for transit and two recommend changes toward a complete regional transportation service.

At its meeting held Wednesday, June 15, 2011, the CRD Board of Directors adopted the following resolution:

"That the Capital Regional District Board endorse the following resolution:

Whereas responsibility for transportation planning for the Greater Victoria metropolitan area is divided among the Capital Regional District (CRD), its member municipalities, BC Transit and the Ministry of Transportation and Infrastructure;

And whereas the CRD currently performs a largely consultative role in relation to regional transportation planning;



And whereas the CRD Board has determined that the transportation needs of the region require the establishment of a new regional transportation service, with authority on the part of the CRD to define, fund and implement regional transportation priorities;

And whereas pursuant to the British Columbia Transit Act, the Regional Transit Commission for the Greater Victoria metropolitan area consists of seven members appointed by the Lieutenant Governor in Council from among the elected officials referred to in section 25(7) of that Act;

And whereas as a first step towards the establishment of a regional transportation service the CRD Board has determined that it is advisable that the CRD Board assume the functions of the Regional Transit Commission for the Greater Victoria metropolitan area;

And whereas the Regional Transit Commission for the Greater Victoria metropolitan area has endorsed the CRD Board's proposal;

Therefore, be it resolved that:

- 1. The minister responsible for the British Columbia Transit Act be requested to consider amendments to that Act as are necessary to constitute the members of the CRD Board representing the Greater Victoria regional transit service area, as elected or appointed from time to time, as the Regional Transit commission in place of the current members of the commission;*
- 2. The minister responsible for the Local Government Act, and the minister responsible for the British Columbia Transit Act, be requested to consider the grant to the CRD of the additional transit-related powers referred to in Appendix 6 to the CRD staff report dated June 15, 2011, whether by legislative amendment or the grant of additional powers by regulation."*

The Board has directed staff to prepare terms of reference for consulting services for a service feasibility report based on the proposed scope of transportation service authorities, including costing and an analysis of current regional/provincial revenue collection and funding streams.

Should you have any questions regarding the above, please feel free to contact me at 250.360.3126. Alternatively you may contact Robert (Bob) Lapham, General Manager Planning and Protective Services at 250.360.3285 or via e-mail at rlapham@crd.bc.ca.

We look forward to hearing from you.

Yours sincerely,



Geoff Young
Chair, Capital Regional District Board

Attachment: 1

**REPORT TO THE CAPITAL REGIONAL DISTRICT BOARD
MEETING OF WEDNESDAY, 15 JUNE 2011**

SUBJECT PROPOSED CAPITAL REGIONAL DISTRICT REGIONAL TRANSPORTATION SERVICE

ISSUE

The Capital Regional District (CRD) Board has requested information on establishing a Regional Transportation Service.

BACKGROUND

At the March 9, 2011 meeting, the Board directed staff to prepare a report for the June 15, 2011 meeting on developing a broad based regional transportation service for the Capital Regional District (CRD), including options for transit governance. The adopted resolution was as follows:

That staff be directed to prepare an initial report on the details for the creation of a broad Capital Regional District transportation service, including options for transit governance and planning and to address, as soon as feasible, the Vancouver Island rail corridor across the Johnson Street Bridge.

Transportation arrangements in the CRD are such that the Board has no direct authority to implement identified regional transportation priorities or to coordinate transportation planning and investment decisions toward regional sustainability goals. Transportation planning, governance and funding in the CRD are divided amongst different governments and agencies with little or no formal coordination across jurisdictional boundaries.

The history of transportation service arrangements in the CRD, since the province took regional planning powers away from regional districts in 1983 and adopted the *BC Transit Act*, is provided in Appendix 1. Also referenced in the appendix is the evolution of regional transportation within Metro Vancouver, which took a different track over the same 28-year period. The background illustrates a number of initiatives the Board has taken since 1999 toward a regional transportation authority. This work began just after Metro Vancouver negotiated responsibility for regional transportation with the adoption of the Greater Vancouver Transportation Authority and creation of Translink. Since 1999 the subject of a regional transportation service has surfaced many times in Board deliberations and has been recognized as critical to realizing the goals of the Regional Growth Strategy (RGS). Adoption of the TravelChoices Regional Transportation Strategy, and work on other initiatives such as the regional transportation model, origin and destination surveys, an investment plan for gas tax funding, a pedestrian and cycling master plan and travel demand management strategy enable regional planning and inform decision making. However the status quo in both decision-making and funding has largely remained divided without coordination among municipalities and other transportation authorities.

The RGS is under review and is in transition to the new Regional Sustainability Strategy (RSS). As recognized by the RGS, transportation remains one of the key planning priorities. As a key driver of strategic transportation investments, regional and local priorities identified in land use plans to manage growth and development must be linked through integrated planning and decision-making processes. More aggressive approaches to both transportation and land use planning are anticipated in the RSS, as outlined in the policy directions proposed in Appendix 2. Further, current and future objectives to realize proposed urban settlement patterns and to shift

to alternate modes of transportation from single occupant vehicles will rely on more regionally consolidated transportation governance and strengthened regional land use policy.

The CRD is either leading or in partnership with other agencies to advance key regional transportation initiatives which are components of the *TravelChoices* sub-strategy approved in 2005. *TravelChoices* emphasized that the success of these initiatives depends on a regional governance structure with authority and resources to implement identified regional priorities. CRD and partner agency initiatives are described in Appendix 3, along with a discussion of current challenges and opportunities in both transportation and land use planning.

ALTERNATIVES

1. That the Board request legislation to replace the Victoria Transit Commission with the CRD Board participants currently included in the Victoria Transit Service Area and to convey the authorities as outlined in Appendix 6.
2. That the Board
 - a. Request that the province amend legislation to replace the Victoria Transit Commission with the CRD Board participants currently included in the Victoria Transit Service Area and to empower the Board with the transit authorities outlined in Appendix 6.
 - b. Direct staff to prepare terms of reference for consulting services for a service feasibility report based on the scope of transportation service authorities determined through the Phase 2 Corridor Plan, including costing and an analysis of current regional/provincial revenue collection and funding streams; and
 - c. Direct staff to budget for the transportation service feasibility report as part of the 2012 budget process.
3. That the Board
 - a. Request that the Province amend legislation to replace the Victoria Transit Commission with the CRD Board participants currently included in the Victoria Transit Service Area and to empower the Board with the transit authorities outlined in Appendix 6;
 - b. Direct staff to retain consulting services to prepare a service feasibility report based on the proposed scope of transportation service authorities outlined in Appendices 6 and 7, including costing and an analysis of current regional/provincial revenue collection and funding streams at a cost of up to \$70,000, to be funded by the regional feasibility fund.

LEGISLATIVE IMPLICATIONS

Alternative 1 would initiate a change in authority for transit immediately, and leave consideration of establishing a regional transportation service to a later date. This alternative commences with a request to the province to enact legislation to change the transit governance model to provide for a shift in decision-making authority from the current Victoria Regional Transit Commission to CRD Board members representing participants in the regional transit service, herein referred to as the CRD Transit Authority. The new authorities of the CRD Transit Authority are outlined in Appendix 6 and include responsibility for establishing service levels, setting fares and property tax rates; the CRD Transit Authority would also establish strategic priorities, policies and regulations related to transit operations within the service area. The service authority would extend to operating and capital funding decisions as well as authority to hold land and assets.

BC Transit would continue to be the service operator and provide operational and capital improvement analysis and recommendations, reviewed and evaluated by CRD staff prior to decision-making by the CRD Transit Authority and the BC Transit Board. The authority would

also allow the Board to negotiate with BC Transit to secure funding from the province and other potential funders. The CRD Transit Authority would have the right to pursue alternative funding options including, but not limited to, local regulations establishing fees and charges as well as development charges and partnership funding agreements. Ultimately, regional transportation authority over arterial roads would be necessary to achieve transit objectives, as proposed in Alternatives 2 and 3.

Many transit operations outside the CRD operate based on an annual operating agreement that sets out the local authority share in the cost of the service, together with the provincial share as administered by BC Transit. The CRD could also potentially pursue direct negotiations with the province to reach agreement on provincial/regional funding in consideration of BC Transit operational costs and its funding allocation from the province.

Alternative 2 encompasses Alternative 1 in seeking immediate action to establish a new governance model for transit and also recommends concurrent action toward a regional transportation service. This alternative contemplates completion of the Phase 2 Corridor Plan, with full participation of the municipalities, the Ministry of Transportation and Infrastructure (MoTI) and BC Transit. The Corridor Plan would have the added scope of defining agreed-upon regional transportation authorities, including planning, funding and decision-making. Authority for transportation infrastructure is considered critical to making progress on transit outcomes and supportive land use, particularly along transit corridors and nodes. Following adoption of the Corridor Plan, staff would prepare terms of reference for a regional transportation service feasibility report, including costing and an analysis of current regional/provincial revenue collection and funding streams, based on the agreed-upon regional transportation authorities. It is anticipated that the Corridor Plan and transportation service feasibility report would be completed by the end of 2012 and that the consulting costs for the transportation service feasibility report would be included in the 2012 budget.

Alternative 3 is similar to Alternative 2 however it proposes that the regional feasibility fund would be used to cover the consulting costs associated with the transportation service feasibility report. Further, Alternative 3 anticipates that the transportation feasibility service report would be undertaken immediately and be based on the regional transportation authorities described in Appendix 7. Under this alternative, the transportation service report and the Phase 2 Corridor Plan would be undertaken concurrently, rather than in tandem.

A CRD Regional Transportation Service would give the Board the authority to define, fund and implement regional transportation priorities. The objective would be to establish a broad regional transportation service that would include regional governance and authority for public transit, as well as enhanced roles for arterial roads, primary inter-community cycling network, demand management and land use adjacent to major transportation corridors and major nodes. Such a service would be the most comprehensive and effective approach to implementing regional priorities, enabling the Board to advance defined regional transportation goals, agreed upon by all member municipalities and allowing for the negotiation of an equitable regional and provincial funding arrangement in consideration of the CRD's current and future funding responsibilities.

PLANNING ANALYSIS

Evaluating Transportation Service in the Region

In preparing for the changes recommended in Alternatives 1, 2 or 3, it is useful to step back and evaluate the current state of the transportation system in the region. This section of the report speaks to the planning, regulating, maintaining and funding of different components of the regional transportation system and how these roles are divided between the MoTI, BC Transit,

CRD and 13 member municipalities. This evaluation plainly shows that there is no overarching regional authority to champion regional transportation initiatives, nor sufficient funding allocated to regional priorities.

Table 1 in Appendix 4 provides an overview of the roles of the province, CRD, BC Transit and member municipalities in the planning, regulating, operation and funding of transportation facilities and services in the region. Table 1 also summarizes the roles of these jurisdictions over land use decisions adjacent to regional corridors and network nodes.

Three categories of roles are assigned in Table 1:

1. Primary – most influential, often through outright authority
2. Cooperative – influential through collaboration and funding contributions
3. Consultative – least influential, reliant on indirect authorities and goodwill

Table 1 indicates the CRD has a Consultative role in planning and setting policies for highways, arterial roads and public transit service with very little authority over the actual funding and implementation of major regional transportation initiatives. The CRD has a primary role for developing the RGS, but only a consultative role regarding parcel level decisions adjacent to major regional transportation corridors and nodes. While the CRD has a primary role in planning and maintaining the network of multi-use trails in the region (Galloping Goose, Lochside and E&N Rail Trails), no authority exists to implement recommendations of the Pedestrian and Cycling Master Plan for the other sections of the Primary Inter-Community Cycling network that are on either provincial highway right of way or on municipal arterial roads.

The key recommendation of the CRD Transportation Corridor Plan was the development of an agreement between municipalities to establish a network of primary transportation corridors in the region and define corridor standards and priorities. Following from this, it was also recommended that implementing corridor priorities would require some consolidation and rationalization of transportation decision-making and funding from the many current sources illustrated in Table 1.

A CRD Regional Transportation Service that would give the Board the authority to define, fund and implement regional transportation priorities would require shifting the CRD role from Consultative regarding arterial roads, transit service, primary inter-community cycling network and land use adjacent to major transportation corridors and major nodes to either Primary or Cooperative. This would enable the Board to effectively advance defined regional transportation goals, agreed upon by all member municipalities.

Alternative 1 proposes making this shift for transit initially, while Alternatives 2 and 3 propose a shift in roles for all components of the regional transportation service.

Developing a Regional Transportation Service

While Table 1 (Appendix 4) defines the current roles of the CRD, member municipalities, BC Transit and the province over the components of the regional transportation system and land use, Table 2 (Appendix 5) explains how these roles would shift if Alternative 1 (transit only) or Alternatives 2 or 3 (transit and transportation) are pursued.

The roles are classified as Primary, Cooperative or Consultative. Primary means full authority for defining priorities, setting standards, upkeep and expansion and access to resources. Cooperative means these roles are shared between jurisdictions, with considerable influence over decision-making and/or funding. Consultative means no real decision-making or funding authority, but still has the ability to influence through non-binding policies.

Moving to a more effective regional transportation structure for the CRD will require shifting many of the current Consultative or Cooperative roles to either Cooperative or Primary, as indicated in Table 2. These new roles are summarized in Attachments 1 and 2, for easier reference to Alternatives 1 and 3. While there would be a shift in authority and an enhanced role for the region, sufficient opportunities for municipal, provincial and BC Transit involvement are anticipated to ensure local and larger interests are respected.

Why Change?

To implement regional transportation strategies requires changes to the current structure because:

- MoTI, BC Transit and the municipalities do not have the individual financial resources or commitment to implement regional priorities.
- The ability to access provincial and federal funds will increasingly depend on the provision of matching funds, partnership agreements and coordinated strategies. Funding requests will need to be reinforced in regional strategies that align with senior government priorities.
- Future major investments may not reflect the priorities of the CRD Board and may not support regional and local planning objectives without a change in the current structure.
- A fragmented approach to key transportation decisions and/or investments may compromise the regional network with unintended consequences that cannot be easily rectified.
- There is no one agency with responsibility for a regional approach to planning, designing, operating, maintaining and monitoring multi-modal and multi-purpose transportation systems.
- Implementation of regional priorities requires achieving critical land use densities adjacent to the nodes throughout the network.
- Recent data show little to no change in modal shift and more dispersed population and employment growth under current management and funding arrangements.
- Future projections indicate longer travel times at reduced speed without improvements to inter-municipal transportation.

Moreover, a regional transportation service would be able to:

- align authority and responsibility for planning, funding and implementing transportation services and capital improvements
- balance local accountability with system-wide goals
- implement regional transportation priorities
- better influence land use decisions to support transportation priorities
- raise revenues to pay for infrastructure and services through the setting of user fees taxes, tolls, vehicle charges, profits from sales and rental of land or other assets
- collect and allocate federal infrastructure funds
- borrow and incur debt
- negotiate cost-sharing and revenue transfer agreements with the province
- develop and manage a process to identify priority projects and funding requirements
- monitor and evaluate projects and expenditures
- resolve disputes

The public would see the following benefits of a regional transportation service:

- integration of regional land use and transportation planning and implementation
- better coordination of roads, transit and cycling infrastructure and service
- focus of federal and provincial grants and funding to priority regional facilities
- improved service and greater transportation choices
- environmental benefits, including opportunities to reduce greenhouse gases and improve air quality

OPERATIONAL IMPLICATIONS:

To implement Alternative 1, a request to the province to amend the *BC Transit Act* and other legislation must be initiated. Logistically, such a request might best be made by the existing Victoria Regional Transit Commission, with a CRD Board resolution in-hand as outlined in the recommendation. Existing Commission members are most familiar with the current legislation and the roles and responsibilities of the Commission. Their willingness to convey the request on behalf of the CRD Board would demonstrate concurrence with and commitment to the new arrangement. CRD Regional Planning staff would assist the ministry with the legislative changes, based on the authorities described in Appendix 6. At an operational level, CRD staff will work with BC Transit staff to modify review and reporting relationships relative to the change in responsibilities outlined in Appendix 6. A permanent regional Technical Advisory Committee (TAC) would be established with representation from all municipalities in the service area and BC Transit to act as an advisory body and ensure that local interests in the transit service are respected. Alternative 1 primarily addresses changes in transit service only, leaving the balance of transportation service considerations to a later date.

To implement Alternative 2, the foregoing measures would be undertaken concurrently with the completion of the Phase 2 Corridor Plan. Completion of the Phase 2 Corridor Plan would proceed on schedule later this year, with the full participation of the municipalities, the MoTI and BC Transit. The added scope of finding agreement on new regional transportation authorities would be added to the project, to form the blue print for a new regional transportation service. Once endorsed by the CRD Board, the Corridor Plan establishes the basis for staff to prepare terms of reference for a transportation service feasibility study, which will be undertaken by external consultants. The outcome of the transportation service feasibility report will inform the service establishment bylaw required for the region to administer a new service.

Additionally, the CRD would need to enter into negotiations with the province and Union of BC Municipalities to change the Gas Tax funding formula for the CRD to have 100% per capita allocation go to regional transportation priorities instead of the 50% as entitlements to municipalities, 25% to a pooled General Strategic Fund and 25% to Regionally Significant Projects. Responsibility for fund allocation would fall to the Board. The TAC described above would serve a broader role under Alternative 2, assuring local interests in transit, arterials, highways and cycling networks are recognized.

The implementation of Alternative 3 is similar to 2, except that the completion of the Phase 2 Corridor Plan would happen simultaneously with the transportation service feasibility report, with the latter based on the authorities and roles outlined in Appendix 7.

Of these three alternatives, staff recommend Alternative 3 as the preferred alternative, as it encompasses both transit and the remaining transportation service components and proceeds to feasibility analysis and implementation in the most expedited timeline of the alternatives proposed.

SUMMARY/CONCLUSIONS

The CRD Board has requested that staff prepare a report outlining the development of a broad based regional transportation service for the CRD, including options for transit governance. In response, staff have reviewed the recent history of the transportation system in the region and evaluated the current service arrangements prior to recommending three alternatives. Of the three alternatives, all recommend a change in the authority and role of the region for transit and two recommend changes toward a complete regional transportation service. Alternative 3 is recommended as it would implement a comprehensive regional transportation service, inclusive of transit, in the most expedited timeline.

RECOMMENDATIONS

That the Capital Regional District Board endorse the following resolution:

Whereas responsibility for transportation planning for the Greater Victoria metropolitan area is divided among the Capital Regional District (CRD), its member municipalities, BC Transit and the Ministry of Transportation and Infrastructure;

And whereas the CRD currently performs a largely consultative role in relation to regional transportation planning;

And whereas the CRD Board has determined that the transportation needs of the region require the establishment of a new regional transportation service, with authority on the part of the CRD to define, fund and implement regional transportation priorities;

And whereas pursuant to the *British Columbia Transit Act*, the Regional Transit Commission for the Greater Victoria metropolitan area consists of seven members appointed by the Lieutenant Governor in Council from among the elected officials referred to in section 25(7) of that Act;

And whereas as a first step towards the establishment of a regional transportation service the CRD Board has determined that it is advisable that the CRD Board assume the functions of the Regional Transit Commission for the Greater Victoria metropolitan area;

And whereas the Regional Transit Commission for the Greater Victoria metropolitan area has endorsed the CRD Board's proposal;

Therefore, be it resolved that:

1. The minister responsible for the *British Columbia Transit Act* be requested to consider amendments to that Act as are necessary to constitute the members of the CRD Board representing the Greater Victoria regional transit service area, as elected or appointed from time to time, as the Regional Transit commission in place of the current members of the commission;
2. The minister responsible for the *Local Government Act*, and the minister responsible for the *British Columbia Transit Act*, be requested to consider the grant to the CRD of the additional

transit-related powers referred to in Appendix 6 to the CRD staff report dated June 15, 2011, whether by legislative amendment or the grant of additional powers by regulation.

Further that the Board:

3. Direct staff to prepare terms of reference for consulting services for a service feasibility report based on the proposed scope of transportation service authorities outlined in Appendix 7, including costing and an analysis of current regional/provincial revenue collection and funding streams at a cost of up to \$70,000, to be funded by the regional feasibility fund.

Marg Misek-Evans, MCIP
 Senior Manager
 Regional & Strategic Planning

Robert Lapham, MCIP
 General Manager
 Planning & Protective Services

Kelly Daniels
 Chief Administrative Officer
 Concurrence

- Appendix 1: Background Information on Transportation in CRD
- Appendix 2: RSS Transportation and Land Use Policies
- Appendix 3: Current Transportation Initiatives
- Appendix 4: Table 1 – Current Transportation Roles in the CRD
- Appendix 5: Table 2 – New Regional Transportation Service Roles
- Appendix 6: Transit Responsibilities to be transferred from the Victoria Regional Transit Commission to the CRD Board
- Appendix 7: General Regional Transportation Responsibilities to be assumed by the CRD Board

APPENDIX 1: HISTORY OF TRANSPORTATION GOVERNANCE

Prior to 1983 the provision of public transit service in the CRD was governed by the *BC Urban Transportation Authority Act*. The legislation divided regional transit responsibilities three ways:

- The CRD Board approved budgets, fares, service plans and was responsible for the local share of the transit subsidy based on recommendations from the Transit Planning and Management Committee.
- The Metro Transit Operating Company, a provincial crown corporation was responsible for the operation of buses and the delivery of service
- The Urban Transit Authority, a provincial agency under the Ministry of Municipal Affairs leased buses and equipment to the CRD and contributed the provincial share of the transit subsidy.

At the same time the CRD chaired a Metropolitan Victoria Transportation Planning Committee, a technical advisory committee. This committee consisted of municipal engineers in the region and produced reports on such topics as safety and costs on the region's major roads.

In 1983 the provincial government passed legislation which took some planning powers away from regional governments in BC. One of these was the ability to plan, fund and regulate public transit service. The *BC Transit Act* created a provincial Crown Corporation to be responsible for transit service in BC. The Metro Transit Operating Company and the Urban Transit Authority were combined into a new crown corporation called BC Transit. For the CRD, the Act had provisions for a regional transit commission to consist of seven local politicians appointed by the provincial government. Authorities previously resting with the CRD Board were transferred to the 7-member Victoria Regional Transit Commission. The new transit commission members represented only five municipalities. The *BC Transit Act* also set out a funding formula which defined a provincial share of the annual operating budget. For the Victoria Regional Transit system, a provincial contribution to annual operating cost is 31.7% for conventional transit and 63% for accessible transit. The annual operating budget had to be reviewed and approved by the BC Transit Board and then the provincial treasury board. This approval system is still in effect.

This regional transit structure for the CRD has carried on with very little change to the present day. The Victoria Regional Transit Commission makes decisions on transit service levels, property taxes and fares separately from the CRD Board. It is not mandatory for the Commission to report to the Board for endorsement or approval of these decisions. On some occasions the Commission will direct BC Transit staff to appear at CRD Board or Committee meetings to present updates of key regional transit initiatives such as the Victoria Regional Rapid Transit Project and the BC Transit Master Plan for review and comment. However the Commission is not bound by CRD Board motions and decisions regarding regional transit.

The governance and delivery of public transit in Metro Vancouver, however has evolved from the structure put into place in 1983. In 1997 members of the Greater Vancouver Regional District (GVRD, now Metro Vancouver) Board successfully lobbied the provincial government to begin discussions on transportation governance in their region. At that time public transit in the GVRD was organized the same way as the CRD with a seven member transit commission consisting of local politicians appointed by the provincial government to approve fares and service plans. The desire was for an overall regional transportation structure which would include public transit and major roads. In 1997, the compelling reasons for a new regional transportation governance model were:

- Concerns about meeting future mode share targets as set out in regional plans
- An effective structure to implement the transportation component of the Liveable Region Strategy
- Provincial plans to transfer responsibility for 600 kilometres of the highway network in BC to local governments
- Advancing the rapid transit network planned for the region
- More control over regional transportation and transit services by the region.

In 1998 the provincial government passed the *Greater Vancouver Transportation Act* (now the *South Coast British Columbia Transportation Authority Act*) creating a transportation agency for Metro Vancouver called Translink. Translink's authorities included:

- Responsibility for the regional transit system transferred from BC Transit and dissolution of the Vancouver Regional Transit System and Vancouver Regional Transit Commission
- Definition of a major road network consisting of sections of the provincial highway system that were transferred to municipalities and major municipal arterial roads.
- Responsibility and ownership of two of the seven vehicle crossings of the Fraser River which were formerly links in the provincial highway network. (Since then Translink has constructed and owns a third Fraser River crossing.)

Initially the Translink Board consisted of twelve local politicians appointed by the GVRD Board and three provincial politicians appointed by the government. For the first ten years of its existence many Translink decisions were subject to approval and ratification of the GVRD Board. The GVRD Board had oversight and veto powers over Translink's strategic operating and financing decisions, regional transit plan, and any increase in property taxes, toll charges or vehicle levies. Translink however did not have to seek GVRD Board approval for increases to transit fares and other user fees.

In the late 1990's the Province transferred sections of highway to municipalities. In Metro Vancouver, some of these sections became part of the Translink Major Road Network along with major municipal arterials. The Major Road Network was defined in consultation with all municipalities. Regional standards and priorities for the Major Road Network were also defined and compliance with these standards and priorities was achieved through funding. Translink set funding priorities for arterials designated as part of the Major Road Network through capital planning. Translink's funding sources include: property tax, transit fares, air care fees, advertising revenue, tax on the sale of parking spaces, fuel tax and 100% of the gas tax allocated to the region. In addition, Translink receives federal and provincial capital contributions for major projects.

From 1998 to 2007 the Translink Board and staff successfully implemented key transportation initiatives to advance regional objectives for increasing the competitiveness of public transit and more efficient use of the arterial road network. These included:

- Completion of a second rail rapid transit line for the region
- Introduction of new high-speed limited-stop bus services
- A toll bridge over the Fraser River
- Upgrades to roads providing access to Port Metro Vancouver.

However, the Translink Board could not come to a satisfactory consensus regarding a third rail rapid transit line to Richmond and the Airport and the provincial government intervened to move the project forward. In 2007 the provincial government commissioned a governance review of Translink. The final report recommended:

- Extending the geographical reach beyond Metro Vancouver to exurban areas in the commuter shed
- Changing the official name of Translink from the Greater Vancouver Transportation Authority to the South Coast British Columbia Transportation Authority which is reflected in the amended legislation (*Greater Vancouver Transportation Authority Act* to *South Coast British Columbia Transportation Authority Act*)
- A revised Board structure consisting of 11 non-elected members appointed by the province
- A Council of Mayors to review and comment on Board decisions.
- An Independent Commissioner appointed by the Council of Mayors to review Board decision making

The final report noted that the Metro Vancouver Board would no longer have a role in Translink governance. These recommendations were implemented in 2008 and this is the current governance structure of Translink.

Since the creation of Translink in Metro Vancouver there have been initiatives in the CRD to move toward a more regionally based governance model for public transit. In 1999 just after the *Greater Vancouver Transportation Authority Act* became legislation, the Capital Regional District (CRD) Board passed a resolution that the Chair write to the provincial government asking if they were willing to begin discussions on regional transportation governance and funding for the CRD. The provincial minister responsible for BC Transit at that time responded favourably. However, the response also noted that one of the key factors in the willingness of the provincial government to support the initiation of Translink was that the Metro Vancouver Board had previously approved a Regional Growth Strategy (Liveable Region Plan) to provide the regional planning framework for the delivery of transportation services.

At this time the CRD Regional Growth Strategy was still in development and wasn't approved by the Board until 2003. The provincial legislation giving regional districts authority to initiate and approve regional growth strategies was passed in the mid-nineties and most regional districts commenced the planning process after that time. However, the Greater Vancouver Regional District Board had kept the Liveable Region Plan updated since the loss of planning authority in 1983 in anticipation of regaining planning authority, and when the legislation was passed, the GVRD Board had a 'shelf ready' regional growth strategy for approval.

In the CRD Regional Growth Strategy (RGS) transportation was identified as one of the eight strategic initiatives to advance the sustainable vision for the region. The objective of the transportation initiative is a balanced and sustainable transportation system providing residents with reasonable and affordable transportation choices that enhance overall regional quality of life. *TravelChoices*, the RGS transportation sub-strategy, was approved by the Board in 2005 and refines the RGS transportation initiative with a mission to significantly increase the proportion of people walking, cycling, using transit, ride-sharing or using other alternatives to driving alone.

TravelChoices also identified corridors for future rapid transit service which were essentially the same as those identified in the 1994 study *Regional Development and Transportation Strategies for the Capital Region*. BC Transit's current *Transit Future* plan also identifies these same corridors. Since 1994 the priority for implementation has been the corridor linking downtown, uptown and Langford to serve high employment areas in downtown with high population growth areas on the west shore. Since 1996 there have been three rounds of planning for this corridor.

- *Victoria Light Rail Transit Implementation Study* completed in 1996
- *Douglas Street/Highway 1 Transit Priority Study*, completed in 2005.
- *Victoria Regional Rapid Transit Project*, currently in Phase 3 with final approval for preferred technology pending.

One of the *TravelChoices* background papers *Managing and Funding Regional Transportation* evaluated existing transportation governance and funding arrangements in the CRD and compared these with other regions in North America. This paper emphasized that the success of implementing *TravelChoices* recommendations would depend on new planning, operating and funding arrangements that moved beyond current inter-jurisdictional division and fragmentation.

Board approval of the Regional Growth Strategy in 2003 and followed by approval of *TravelChoices* in 2005 and the announcement by the Federal Government of the *New Deal For Cities and Communities* (Gas Tax) program initiated further efforts to establish regional transportation governance in the CRD between 2002 and 2005.

At the January 2002 meeting, the Board passed a resolution to approve the development of terms of reference for a CRD regional transportation strategy. Following from this direction the CRD Regional Planning Committee at the September 2003 meeting directed staff to report back for the next meeting with terms of reference for a transportation management and funding options study for the region. At the October 2003, meeting, the Regional Planning Committee followed advice from staff and deferred the project to the following year after the municipal review of *TravelChoices* had been completed.

In April 2004, a discussion paper on regional transportation governance was presented to the Regional Planning Committee and received as information. At the October, 2004 Board meeting, a motion was passed to review the potential establishment of a Regional Transportation Investment Fund and Commission.

Staff prepared a report for the March, 2005 meeting of the Regional Planning Committee on the establishment of a Regional Transportation Commission and Investment Fund with an attached draft by-law. Regarding the report, the Committee chair advised that the Board chair had requested that it be deferred to the next Regional Planning Committee meeting to allow for the conclusion of ongoing negotiations between the federal government, province and UBCM regarding Gas Tax allocations to the various regions in BC.

At the April 13th, 2005 meeting, the Board adopted *TravelChoices* as a long range transportation strategy for the CRD, and directed staff to invite a representative from UBCM to attend the next meeting of the Regional Planning Committee to speak to the Gas Tax program. On April 15th, 2005 the federal government and UBCM signed an Agreement in Principle regarding Gas Tax allocations to BC regions. At a special meeting of the Regional Planning Committee on May 11th, 2005 the focus of discussions was on this recently signed Agreement in Principle. The Committee recommended at the start of the meeting to defer the report on the Regional Investment Fund and Commission till the regularly scheduled meeting to be held the following week on May 18th, 2005.

At the May 18th, 2005 meeting, the Regional Planning Committee decided to withdraw the staff report on establishing a Regional Investment Fund and Commission. The decision was to abandon the approach outlined in the report and instead make a resolution to recommend to the Board that discussions begin with the Victoria Regional Transit Commission regarding a partnership agreement for *TravelChoices* implementation and joint funding proposals for Gas Tax funds.

At the October 12th, 2005 meeting, the Board approved the Partnership agreement between the CRD and BC Transit. The agreement was signed by the CRD CAO and the BC Transit Senior Vice-President responsible for the Victoria Regional Transit System on October 28th, 2005. The agreement covered a five year period and has now lapsed.

**TIMELINE FOR TRANSPORTATION GOVERNANCE
1983 TO PRESENT WITH SIGNIFICANT STUDIES AND REPORTS**

- Transportation and public transit governance in the CRD to 1983
 - Roads and highways
 - Public Transit
- *BC Transit Act, 1983*
http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/00_96038_01
 - Victoria Regional Transit Commission
 - Revenue and Funding
 - Strategic Transit Planning
- Translink
 - *The Greater Vancouver Transportation Act, 1998*
http://www.leg.bc.ca/36th3rd/3rd_read/gov36-3.htm
 - *Transportation in Greater Vancouver* – Office of the Auditor General, 2001
<http://www.bcauditor.com/pubs/2001/report2/transportation-greater-vancouver-a-review-agreements-between>
 - *Translink Governance Review* – 2007
http://www.th.gov.bc.ca/publications/reports_and_studies/TRANSLINK_Governance_Review/070126_TRANSLINK_Governance_Review.pdf
 - *South Coast British Columbia Transportation Authority Act, 2008*
http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/00_98030_01
 - *Report on Review of Transportation Governance Models* – Office of the Comptroller General, 2009
http://www.fin.gov.bc.ca/OCG/ias/pdf_Docs/transportation_governance.pdf
- *CRD LRT Feasibility Study (1996)*
- CRD Board initiative in 1999 regarding regional transportation governance (Correspondence between Mayor of Saanich, Board Chair and Province)
- Provincial Government downloading of sections of Provincial Highway network to municipalities, 2001
- *Regional Growth Strategy, 2003*
 - Transportation Initiative – Increase transportation choice
<http://www.crd.bc.ca/reports/regionalplanning/generalreports/regionalgrowthstrategy/maps/rqsmmap1regionalgrowth/rqsmmap1regionalgrowth.pdf>
- *TravelChoices, 2005*

- Presentation to the CRD Roundtable on the Environment in March 2005
 - Approval by the Board April 2005
 - Increase travel by walking, cycling, public transit and ridesharing
 - Road Network Sub-Strategy
 - Governance Working Paper

<http://www.crd.bc.ca/regionalplanning/transportation/travelchoices.htm>
- *TravelChoices Implementation and Investment Plan (TIIP), 2007*
 - Approved by the Board in April 2007

<http://www.crd.bc.ca/regionalplanning/transportation/documents/TIIPBrochureFINAL-Web.pdf>
- Douglas Street Rapid Bus Project 2006-2008
 - *Douglas Street/Highway 1 Transit Priority Study*, October 2005

http://www.douglasbiz.org/91_ReportsPDF/DouglasStCorFinalReport.pdf
 - *Western Communities Transit Priority Project – Problem Definition Report*, December 2007
- Current Regional Transportation Initiatives
 - CRD:
 - Transportation Corridor Plan

http://www.crd.bc.ca/reports/planningtransportation/2010_10october27_crdcorridorsreportfi/crdcorridorsreportfi.pdf
 - CRD Pedestrian and Cycling Master Plan

<http://www.crd.bc.ca/regionalplanning/transportation/cycling-walking/masterplan.htm>
 - TDM Strategy

http://www.crd.bc.ca/reports/travelchoicessselectc/2008_04april/index.htm
 - E and N Rail Trail

http://www.crd.bc.ca/parks/e_n_railtrail.htm
 - BC Transit
 - Victoria Regional Rapid Transit Project

<http://www.bctransit.com/vrrt/reports.cfm>
 - Transit Future

<http://www.transitbc.com/transitfuture/>
 - Ministry of Transportation and Infrastructure
 - Corridor Strategies for Trans Canada, Pat Bay and Island Highways, and E&N Rail Corridor
 - Highway 1

<http://www.th.gov.bc.ca/malahat/index.htm>

- **Highway 17**
http://www.th.gov.bc.ca/publications/reports_and_studies/patbay/2007-03-15-Final_Report_Hwy17_Corridor_Strategy.pdf
- ***E&N Rail Corridor***
http://www.th.gov.bc.ca/publications/reports_and_studies/Evaluation_ENRailway/index.htm

APPENDIX 2: PROPOSED TRANSPORTATION AND BUILT ENVIRONMENT POLICY DIRECTIONS FOR THE NEW RSS

TABLE 1 – TRANSPORTATION POLICY DIRECTIONS

<i>Note: italicized terms are defined in the glossary</i>	POLICY DIRECTION SUMMARY Theme: Built Environment Policy Area: Transportation
Context	<p>Transportation is a regional issue, and the importance of shifting automobile trips, particularly single occupancy vehicle trips, to more efficient modes or technologies using cleaner fuels, is critical to the focused growth model set out under Sustainable Development. Also the importance of enhancing mobility and access and providing all residents with a full range of transportation choices is necessary to achieve the goals associated within Affordable Housing and Social Wellbeing.</p> <p>As in Sustainable Development, the policy direction recognizes the clear differences in available and viable transportation <i>infrastructure</i> and service between urban and rural areas.</p>
Scope of Change	<p>The policy direction supports Significant changes as they relate to strengthening the commitments to cycling, walking, corridor management, commuter rail and transit. With respect to <i>Transportation Demand Management</i>, a Moderate approach is proposed.</p>
(Revised) Goals	<p>#1 Increase regional mode share targets for the more efficient modes over the projection period to 2038.</p>
	<p>#2 Direct transportation planning, priorities and investments through a regional <i>Transportation Corridor Plan</i> that:</p> <ul style="list-style-type: none"> • seeks to enable accessibility to alternate modes and enhance mobility, • reduces the number of trips taken by single occupancy vehicles and • strives for seamless connections.

	<p>#3 Establish <i>Transportation Demand Management (TDM)</i> programs regionally and locally, where appropriate.</p>
	<p>#4 Invest in facilities and programming that give priority to active transportation, transit and vehicles that use cleaner fuels.</p>
	<p>#5 Fully implement a new regional transportation governance model to direct sustainable transportation planning and investment decisions.</p>
Proposed Initiatives	<p>#1 Align regional mode share targets for 2038 toward Provincial and regional <i>GHG</i> reduction targets and the Provincial transit plan, as follows: 12% transit, 15% cycling, 15% walking and 58% single occupancy vehicle and other.</p>
	<p>#2 Through the <i>Transportation Corridor Plan</i>, define a regional spine of arterial roads, multi-use trails, transit routes and railways to support enhanced mobility and seamless connections, in consideration of:</p> <ul style="list-style-type: none"> • differences in availability of transportation <i>infrastructure</i> and service levels; • the concept of <i>complete</i> and <i>livable streets</i>; • the needs of <i>employment areas</i>; • optimizing modal balance for each part of the spine; • anticipated changes in single occupancy vehicle technology. <p>Work with <i>urban municipalities</i> and BC Transit to define and map appropriate corridor and station locations, including park'n ride facilities, for <i>rapid transit</i> in accordance with planned land use and development patterns.</p> <p>Investigate the feasibility of a <i>commuter rail transit</i> service on the E&N Corridor in conjunction with the</p>

	<p>Island Corridor Foundation and BC Transit.</p> <p>Work with <i>rural municipalities</i> and the <i>electoral area</i> to plan and map transit and cycling facilities to integrate the transportation network (roads, trails) with available transit service.</p> <p>Establish policies to remove barriers and incentivize <i>transit oriented development (compact mixed land use with medium to high population and employment densities)</i> within 400 m of <i>rapid transit</i> stations and downtown cores of <i>urban centres</i>.</p> <p>Plan for pedestrian facilities and transit services appropriate for persons with mobility limitations to ensure universally accessible and affordable transportation choices.</p> <p>#3</p> <p>Develop a corporate <i>TDM</i> program for the CRD in accordance with the recommendations of the <i>TDM</i> study and in coordination with BC Transit programs.</p> <p>Promote the establishment of appropriate corporate <i>TDM</i> programs for each municipality, inclusive of major employers, in accordance with the recommendations of the <i>TDM</i> study and in coordination with BC Transit.</p> <p>#4</p> <p>Establish a primary network through the <i>Pedestrian & Cycling Master Plan (PCMP)</i> that will accommodate a significant increase in cycling mode share and develop an action plan to direct investment priorities toward implementation.</p> <p>Through the <i>PCMP</i>, establish a common set of design guidelines for pedestrian and cycling facilities that maximize accessibility for persons of all ages and abilities.</p> <p>Evaluate operational and education recommendations put forward through the <i>PCMP</i> and establish the areas of responsibility for delivering these functions.</p> <p>Through the <i>Transportation Corridor Plan</i>, inform and develop a transportation infrastructure and programming investment strategy to meet regional mode share and public transit ridership targets.</p> <p>#5</p>
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	<p>Investigate options for a new management framework for transportation planning, prioritization of projects, funding and investments.</p> <p>Consult and collaborate with municipalities and the Province to negotiate a new transportation management framework, including expanded authority to leverage regional investment and funding from senior government.</p> <p>Agree on transportation management policies in accordance with the approved <i>Transportation Corridor Plan</i> and the selected management framework.</p>
Rationale:	<p>Congestion levels resulting from dispersed growth are increasingly unacceptable to the public in terms of high <i>GHG</i> emissions and the social and personal costs of increases to travel times. A focused growth model is required to address the twin issues of sprawl and congestion. Focused growth means living more compactly and proximate to ensure the viability of existing transportation infrastructure such as primary arterial roads, E&N Rail right of way and public transit facilities, and the future viability of planned new infrastructure such as rapid transit, cycling routes and pedestrian facilities.</p> <p>The over-arching policy change is more accurately described as a management change. What is needed is a management system for regional transportation corridors, where human and financial resources are pooled, decision-making frameworks are constructed and a truly regional, functional and coordinated approach is achieved to effect the integration of land use and transportation. Other approaches are often more local, short-termed and market driven, which fail to achieve regional priorities.</p> <p>Greatly enhanced support for cycling and pedestrian facilities is needed, with significant resources towards improving facilities as well as critical education and promotional initiatives to overcome the ingrained driving culture and build on the already strong cycling and pedestrian culture.</p> <p>All transportation (and focused growth) improvements are made with serious consideration for accessibility to affordable transportation choices for people of all ages and abilities.</p>
Relationships to other Policy Areas	<p>Transportation and Climate Action are directly linked, due to the nearly 60% share that transportation contributes to the region's <i>GHG</i> emissions.</p> <p>Sustainable Development focused growth policies directly inform the efficiency and effectiveness of any</p>

	<p>sustainable transportation modes and guide investment decisions by providing confidence to facilitate development at stations and, where appropriate, along major corridors.</p> <p>Transportation policy affects Social Wellbeing, Affordable Housing, Economic Sustainability and Food Security in terms of accessibility to goods and services, markets and labour.</p>
Supporting Information	<ul style="list-style-type: none"> • The RGS and the TravelChoices Sub-strategy • Information garnered from the various stages of the ongoing PCMP and TDM studies • Professional judgment • Best practices • Stakeholder consultations on the RSS • Community Energy Association White Paper – Road to Zero • Stakeholder consultations relating to the PCMP, TDM Studies and the Corridor Plan • CRD Origin/Destination Household travel survey and other data sources – i.e. Census Journey to Work data and population and employment projections. • CRD Regional Transportation Model • CRD Traffic count program • Community Energy Emissions Inventory Model • Sustainability Solutions Group GHG, LandUse and Transportation Model • BC Transit Future and Rapid Transit Plan

TABLE 2 – BUILT ENVIRONMENT POLICY DIRECTIONS

Note: italicized terms are defined in the glossary.	POLICY DIRECTION SUMMARY Theme: Built Environment Policy Area: Sustainable Development
Context	<p>Builds on the concept of compact urban form and advances a focused growth model to support transportation investments and effectively address climate change, social wellbeing and economic sustainability. This policy is tied closely to the Transportation policy.</p> <p>The current RGS divides the region into 3 areas: the <i>Peninsula</i>, the <i>Core Municipalities</i> and the <i>West Shore</i>. For the purposes of this and other policy areas, the region is divided into <i>urban municipalities</i>, <i>rural municipalities</i> and the <i>electoral area</i>. This division recognizes clear differences in such matters as density of development, availability of transportation infrastructure, availability of servicing, location and distribution of resource lands and ecological resources. Accordingly, distinctions are made focusing on the strengths of sub-areas to achieve a balanced policy approach.</p>
Scope of Change	In general, the proposed policy direction supports both Moderate and Significant changes as they relate to all goals.
Goals (#5 is new)	<p>#1 Keep urban settlement compact.</p> <p>#2 Build <i>complete communities</i>.</p> <p>#3 Respond to climate change through <i>sustainable development</i>.</p> <p>#4 Protect the integrity of rural communities.</p> <p>#5 Provide outreach and extension to support <i>sustainable development</i>.</p>

Proposed Initiatives	<p>#1</p> <p>Maintain the existing <i>Regional Urban Containment and Servicing Policy Area (RUCSPA)</i> or the 2003 <i>Official Community Plan (OCP)</i> equivalent in areas where the <i>RUCSPA</i> is not designated, as the principal tool for keeping urban settlement compact.</p> <p>In order to focus growth and development within the <i>RUCSPA</i> or the 2003 <i>OCP</i> boundary where no <i>RUCSPA</i> is defined:</p> <ul style="list-style-type: none"> • For <i>urban municipalities</i>, define <i>urban centres</i> oriented around downtown cores and villages areas, <i>employment areas</i> and <i>rapid transit</i> stations and corridors or commuter rail corridors within which higher density transit and pedestrian-oriented development is pursued through <i>intensification</i> prior to considering development outside of these areas. • For <i>rural municipalities</i>, define <i>settlement areas</i> within which opportunities for development, including <i>intensification</i>, may be pursued for residential, employment or community service uses in a manner that supports access by pedestrians, cyclists and transit and respects the availability of services. <p>For the <i>electoral area</i> communities of Shirley/Jordan River, Port Renfrew, Otter Point, East Sooke, Willis Point and Malahat, the <i>OCPs</i> will define the boundaries of the <i>settlement areas</i>, subject to growth limits defined in the <i>OCP</i> related to servicing, anticipated population growth, road capacity, conservation values and environmental constraints.</p> <p>Develop a hierarchy of <i>urban centres</i> and <i>settlement areas</i> based on planned economic, employment and social functions and reflecting varying degrees of compact urban form.</p> <p>Accommodate a minimum of 90% of the region's cumulative new dwelling units within the <i>urban centres</i>.</p> <p>Develop a consistent and enforceable water and wastewater service extension policy based on fiscal and technical analysis and in accordance with the original objectives of the <i>RUCSPA</i>, and in keeping with focusing growth in <i>urban centres</i> and <i>settlement areas</i>.</p> <p>#2</p> <p>Introduce policies to support residential <i>intensification</i>, <i>employment uses</i> and <i>mixed use</i> developments</p>
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	<p>within <i>urban centres</i> to achieve a minimum jobs-to-population ratio of .6.</p> <p>In <i>urban municipalities</i>, establish policies to remove barriers and incentivize pedestrian and transit oriented development (<i>mixed use</i>, employment, medium and high density residential) within 400 m of rapid transit stations and in downtown cores.</p> <p>For <i>rural municipalities</i> and the <i>electoral area</i>, define <i>settlement areas</i> where residential, <i>employment uses</i> or community services can be clustered in a manner that supports access by pedestrians, cyclists and transit and respects the availability of services.</p> <p>For all areas, evaluate vacant and under-utilized 'soft' sites (parking lots, <i>brownfield sites</i>) where infrastructure already exists, and create opportunities for <i>intensification</i>.</p> <p>Develop a policy framework to require that opportunities for <i>intensification</i> are accounted for in the evaluation of servicing capacity at the time of infrastructure upgrades within the <i>urban centres</i>.</p>
	<p>#3</p> <p>In <i>urban municipalities</i>, response to climate change will be primarily achieved through supporting sustainable transportation (pedestrian, cycling, rapid transit) and increased density of pedestrian and transit oriented development.</p> <p>In the <i>rural municipalities</i> and the <i>electoral area</i>, response to climate change will be primarily achieved through lower population growth, densities that can be supported on private services and greater green space achieved through resource lands, agricultural areas and ecological resources.</p>
	<p>#4</p> <p>Establish additional criteria, other than servicing, for limiting development outside of the <i>RUCSPA</i> such as preserving agricultural land, minimizing land use conflict with resource uses, demonstrating that sufficient opportunities for growth are not available within <i>settlement areas</i> or that there are no reasonable alternatives that avoid agricultural areas, etc.</p> <p>Re-consider policies regarding water extensions to the <i>electoral area</i> communities, subject to criteria requiring clustering of development and maintaining current development capacity limits.</p>

	<p>Adopt policies that protect resource lands for resource (agriculture, forestry) and ecological/conservation uses and preclude further development capacity beyond what existed in local <i>OCPs</i> in 2003 or, for the <i>electoral area</i>, what currently exists.</p>
	<p>#5</p> <p>Develop extensive education and outreach land use planning support, including orientation and training of Land Use Committee and Advisory Committee members on the roles of the Regional Sustainability Strategy, <i>OCP's</i> and zoning matters for the <i>electoral area</i> and any municipality, upon request.</p>
Rationale:	<p>The fundamental rationale for these policy initiatives is the close and dependent relationship between land use and sustainable transportation to achieve a focused growth model, which in turn addresses the multiple objectives of climate change, social wellbeing, economic sustainability and resource lands preservation. Without the integration of land use and transportation, sustainable development is not achievable. Many community <i>OCPs</i> already recognize this relationship. Density is the key to sustainable transportation and vice versa. The climate change imperative has greatly upped the requirement to act and the impending financial challenge relating to infrastructure investments is another significant motivator. Decisions need to result in the greatest fiscal returns, as well as substantial <i>GHG</i> reductions and increased social resilience.</p> <p>The policy initiatives recognize the differences between <i>urban municipalities</i> and rural areas and clarify how sustainability can be achieved in both by recognizing their respective strengths and unique circumstances.</p>
Relationships to other Policy Areas	<p>Sustainable Development and Climate Action are linked, due to the significant contributions to the region's <i>GHG</i> emissions attributable to buildings.</p> <p>Sustainable Development policies directly inform the efficiency and effectiveness of any sustainable transportation modes and guide investment decisions by providing confidence to facilitate development along major corridors.</p> <p>Sustainable Development policy also affects Social Wellbeing, Affordable Housing and Economic Sustainability in terms of accessibility to multiple forms of dwelling units located such that access to goods and services, markets and labour can be achieved using sustainable transportation modes.</p> <p>Sustainable Development and Food Security are linked through protection of resource lands.</p>
Supporting Information	<ul style="list-style-type: none"> • The RGS • Sustainable Development Policy Brief • Transportation Policy Brief • Professional judgment

	<ul style="list-style-type: none">• Best practices• Stakeholder consultations on the RSS• BC Transit Future and Rapid Transit Plan
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APPENDIX 3: CURRENT REGIONAL TRANSPORTATION INITIATIVES

Sustainable transportation goals for the region follow from the CRD *Regional Growth Strategy*, *TravelChoices* and *Community Energy Plan*, and consist of significant increases in the use of active transportation and public transit, greater use of 'cleaner' energy and greenhouse gas reduction. Current regional transportation initiatives undertaken to achieve these goals include:

- *CRD Transportation Corridor Plan*. Phase I has been completed and received by the Board in November 2010. The purposes were to define, establish standards and model priorities, and evaluate management options for the region's principle transportation corridors. Phase II will consist of an extensive engagement process with local governments and the province to refine and finalize recommendations from Phase I.
- *CRD Pedestrian and Cycling Master Plan (PCMP)*. Completed and received by Committee in April, 2011. The PCMP identifies a network of high level active transportation facilities to allow for safe, convenient and seamless travel across the region, and advises on educational, evaluation and enforcement programs required to advance toward regional mode share targets. The development of an implementation and action plan following from PCMP recommendations is currently underway.
- *CRD Transportation Demand Management Strategy*. Ongoing and scheduled to be completed in the third quarter of 2011. The TDM Strategy will consist of recommended actions and measures to equalized the time and money costs between sustainable modes and automobile travel.
- *E&N Rail Trail*. The construction of multi-use cycling and pedestrian trail on the E&N right of way from Victoria to Langford. In July 2009, the CRD Board approved a phased development plan for the E&N Rail Trail. Phase I comprises a 14.3 kilometre contiguous route of rail trail, cycling lanes and sections of municipal roads in Victoria, Esquimalt, View Royal, Colwood and Langford. Construction of Phase I commenced in October 2009 and to date 4.3 kilometres of new and enhanced trail has been completed, three new trail bridges and one new railway bridge. Construction of an additional 2.3 kilometres of new trail is ongoing and it is anticipated that Phase I will be completed in 2012.
- *Transit Future (BC Transit Master Plan)*. The development of a regional public transit system to establish a hierarchy of rapid, frequent and local transit services to increase transit mode share and support RGS sustainable development policies. Transit Future is now being prepared for final approval by the BC Transit Board.
- *Victoria Regional Rapid Transit Project*. The planning of rapid transit service between downtown and west shore in the third phase. Final consultation on technology and project cost were carried out in May 2011. Endorsement of the preferred technology will be sought from the Victoria Regional Transit Commission followed by approval from the BC Transit Board of Directors and authorization to negotiate provincial and federal contributions to project capital costs.
- Ministry of Transportation and Infrastructure corridor strategies carried out for Highway 17 (Pat Bay Highway), 1 (Trans Canada Highway) and 14 (Sooke Road). The stated goals are to provide long term direction for the corridors that would be supportable by local municipalities and other agency stakeholders. The studies consist primarily of design recommendations to enhance highway safety, mobility and access. All three refer to CRD

TravelChoices priorities regarding public transit and active transportation, and emphasized the movement of people and not vehicles.

As indicated above, the CRD is involved in various initiatives to change regional travel habits either as a lead agency or in partnership with other agencies and levels of government. Regional Planning's *Pedestrian and Cycling Master Plan* and *Transportation Demand Management Strategy*, both developed in partnership with member municipalities, provide or will provide clear and realistic directions for increasing the use of active transportation. BC Transit's *Transit Future Plan* provides direction for the implementation of a comprehensive and integrated system of regional transit services to provide residents with a convenient, sustainable and accessible travel alternative. The *Victoria Regional Rapid Transit Project* is the first component of *Transit Future* implementation and will provide fast frequent transit service between downtown and west shore. The E&N Rail Trail will add to the spine of high level multi-use trails which now includes the Galloping Goose and Lochside Trails, and when finished will support greater use of active transportation by providing convenient and safe facilities for cyclists and walkers. All of these initiatives have broad public support in the region and have received Board endorsement, approval and encouragement.

The CRD Board has established targets to significantly reduce automobile use and greenhouse gas emissions. Despite various initiatives by all levels of government there has been very little change to overall mode share in the CRD over the last 20 years. The results of the CRD 1992, 2001 and 2006 Origin/Destination Household Travel Survey show very little difference in travel by mode and continuation of heavy dependence on automobiles for daily travel. Besides ingrained travel habits favouring automobile use, another important reason for continuing automobile dependency is the dispersion of population and employment despite regional and municipal policies supporting mixed use compact growth in regional and village centres.

Both *TravelChoices* and the recently completed Phase I *CRD Transportation Corridor Plan* have emphasized that the level of success of region wide initiatives supporting sustainable travel options depends on a regional agency to coordinate initiatives being led by different jurisdictions and to rationalize decision-making and funding sources toward clearly defined regional transportation priorities. These Plans also discussed the importance of supporting land use patterns required for the success of initiatives to increase the use of public transit, cycling and walking. High levels of transit service, and safe and accessible facilities for pedestrians and cyclists, can succeed in meeting stated targets for sustainable travel when they are supported by compact mixed use development on principle transportation corridors and at regional and village centres. The development of a regional transportation service for the CRD must not only include broader authority to establish compliance to regional transportation priorities and greater access to resources to fund them, but also the ability to influence land uses toward patterns which ensure optimal outcomes in terms of greater use of sustainable travel options.

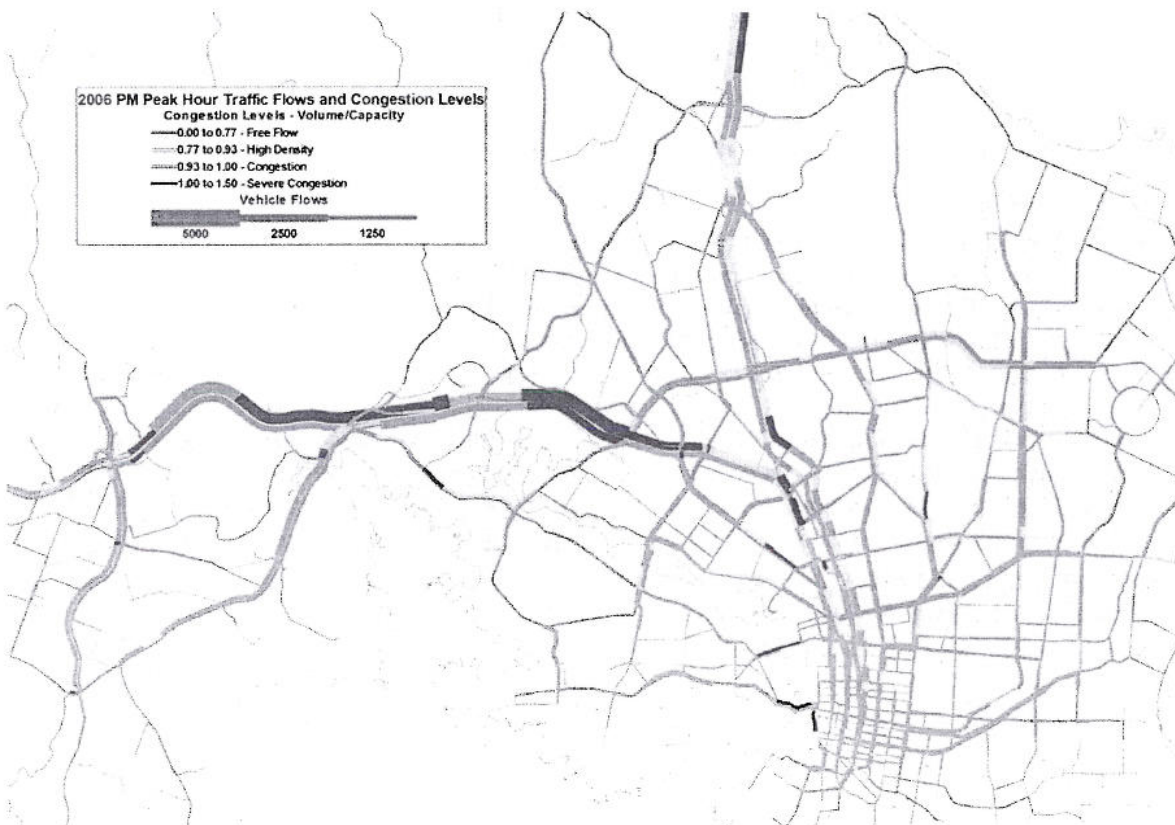
CURRENT REGIONAL TRANSPORTATION INDICATORS

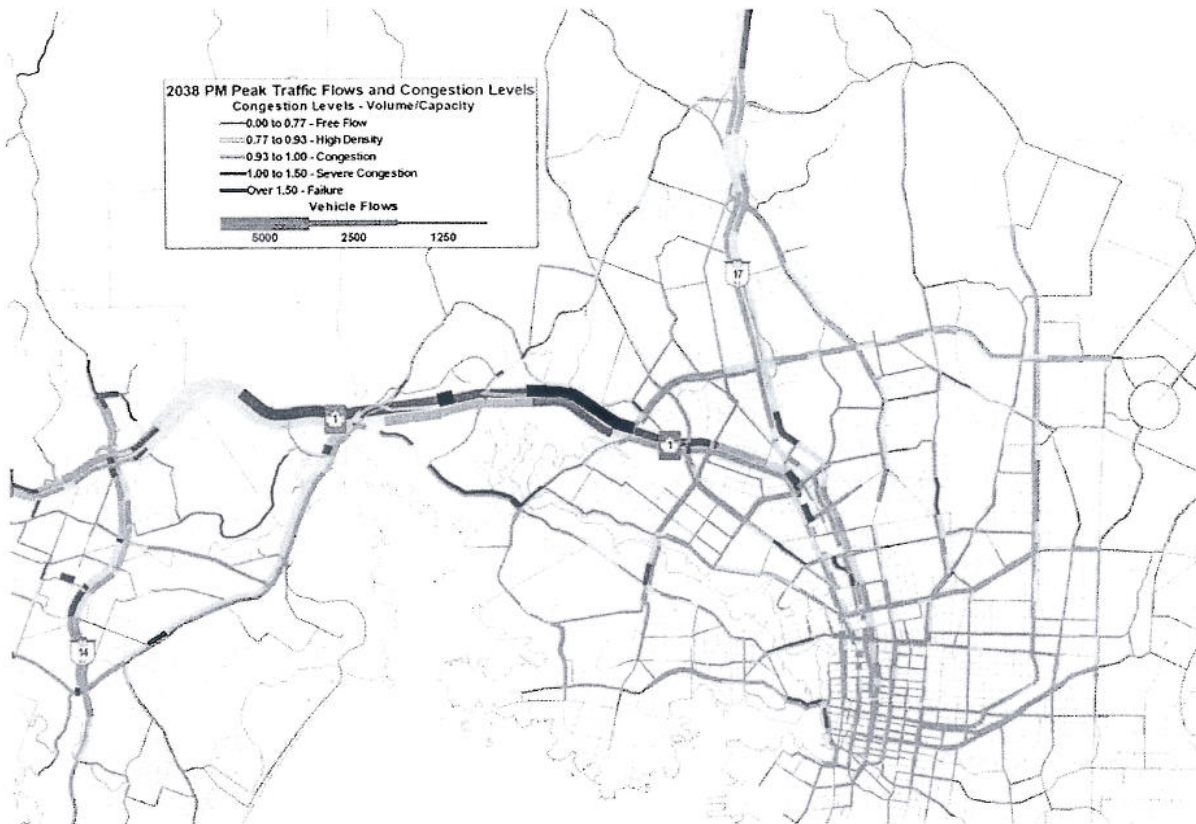
CRD Mode Share 2001 and 2006 Origin Destination Household Travel Surveys

MODE	Total Trips		Mode Share	
	2001	2006	2001	2006
Auto Driver	673,500	732,000	58.1%	58.9%
Auto Passenger	223,800	237,800	19.3%	19.1%
Transit	73,300	79,100	6.3%	6.4%
Walk	137,500	124,200	11.9%	10.0%
Bike	28,200	40,200	2.4%	3.2%
Other	21,100	27,700	1.8%	2.2%
TOTAL	1,159,401	1,243,006		

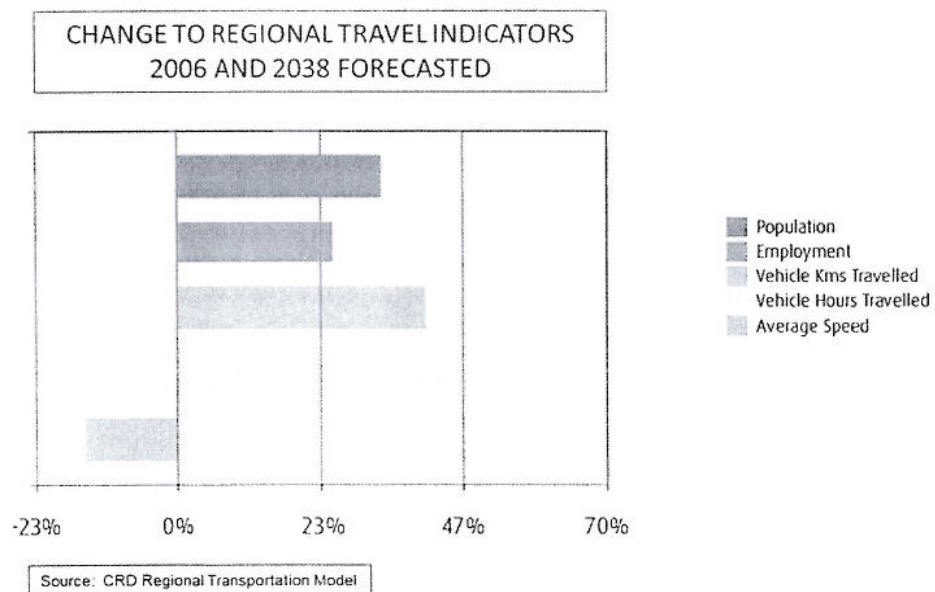
From: CRD 2001 and 2006 Origin/Destination Household Travel Surveys

Traffic Flows and Congestion Levels 2006 and 2038 – Regional Transportation Model

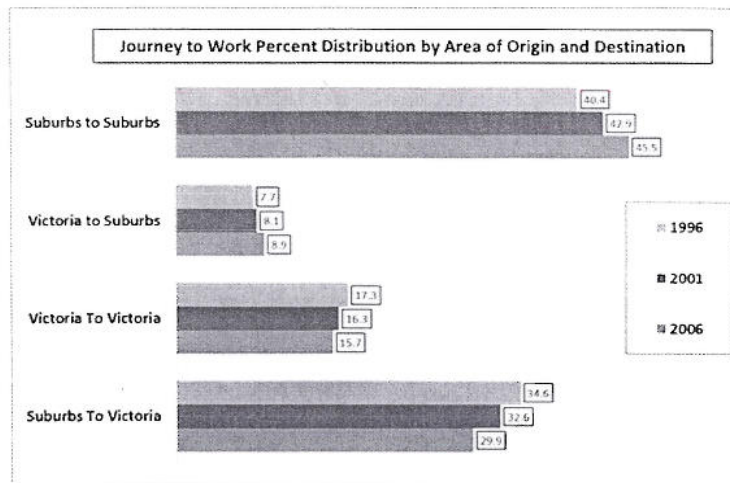




Regional Travel Indicators – 2006 and 2038, Regional Transportation Model



Distribution of Work Trips by Area of Origin and Destination – Census of Canada 1996, 2001 and 2006



APPENDIX 4: Current Transportation Roles and Responsibilities in the Capital Regional District				
Political Bodies	Legislative Assembly of British Columbia	CRD Board and Committees	Victoria Regional Transit Commission and BC Transit Board	Municipal Councils and Committees
Provincial Highways	Province	CRD	BC Transit	Municipalities
Planning	<p>Primary role.</p> <ul style="list-style-type: none"> Consult with Municipalities and BC Transit. Prepared Highway 1 Corridor Study (Malahat, Millstream and Tillicum), Highway 14 Corridor Study (Loledo to Jacklin), Highway 17 Corridor Planning Strategy (McKenzie to Swartz Bay), MOT Guidelines for Trans Canada Highway. Authority for design standards, provide access, set speed limits and signal timings, and capital improvement priorities. 	<p>Consultative role.</p> <ul style="list-style-type: none"> Establish strategic policy guidelines for transportation planning through the Regional Growth Strategy (RGS), Regional Sustainability Strategy (RSS), Travel Choices, Transportation Corridor Plan and Pedestrian and Cycling Master Plan. Application of Transportation Model for provincial highway projects. 	<p>Cooperative role.</p> <ul style="list-style-type: none"> Coordinate planning for rapid transit and frequent transit networks routes which travel on Provincial Highways 	<p>Cooperative role.</p> <ul style="list-style-type: none"> Planning for arterial intersections with highways. Highways acknowledged in Official Community Plans.
Regulation and Oversight	<p>Commercial Transport Act Industrial Roads Act Motor Vehicle Act Public Works Agreement Act Significant Projects Streamlining Act South Coast Transportation Authority Act Transportation Act Transportation Investment Act Transport of Dangerous Goods Act</p>	Local Government Act - RGS	BC Transit Act	Local Government Act and Community Charter
Operation and Maintenance	<p>Primary role.</p> <ul style="list-style-type: none"> Authority for design standards, provide access, set speed limits and signal timings, and construction priorities. Annual operations and maintenance. 		<p>Cooperative role.</p> <ul style="list-style-type: none"> Obtained some transit priority measures on Trans Canada Highway (Tillicum and McKenzie Intersections) 	
Funding	<p>Primary role.</p> <ul style="list-style-type: none"> Allocations from Provincial General Revenue. Some projects have cost shared with Federal government, Airport Authority and Municipalities - i.e. McTavish Interchange and Spencer Interchange. MOTI contributed to Transportation Corridor Plan, Phase 1. 		<p>Cooperative role.</p> <ul style="list-style-type: none"> Cost share with MoTI on Highway projects which have strong transit component e.g., Trans Canada priority measures. 	<p>Cooperative role.</p> <ul style="list-style-type: none"> Municipalities have contributed to highway projects - for example Spencer Interchange.

Regional Arterial Roads	Province	CRD	BC Transit	Municipalities
Planning	Cooperative role. <ul style="list-style-type: none"> • Planning for intersections with municipal arterials and integration of highway networks with local networks. 	Consultative role. <ul style="list-style-type: none"> • Establish broad policy guidelines over arterials in the strategic corridor network. • Provide transportation planning through the RGS, RSS, Travel Choices, Transportation Corridor Plan and Pedestrian and Cycling Master Plan. • Application of transportation model to support municipal projects - e.g. Shelbourne Corridor 	Cooperative role. <ul style="list-style-type: none"> • Must have approval of Municipalities for transit service plans which include routes on municipal arterial roads. • Must get approval from municipalities for installing or upgrading transit facilities on arterial roads 	Primary role. <ul style="list-style-type: none"> • Authority to establish design standards and road function including pedestrian facilities, set priorities for capital improvement through Official Community Plan and Local Area Plans, Greenway Plans, Transportation Master Plans, Engineering Design Standards, Subdivision and Servicing requirements • Authority to set speed limits, control parking, change geometry, set signal timings and approve of transit facilities and transit priority measures. • Annual operation and maintenance.
Regulation and Oversight	<i>Transportation Act and Regulations</i>	<i>Local Government Act - RGS</i>	<i>BC Transit Act</i>	<i>Local Government Act and Community Charter</i>
Operation and Maintenance	Cooperative role. <ul style="list-style-type: none"> • Highway intersections only 			
Funding	Cooperative role. <ul style="list-style-type: none"> • No direct funding for municipal roads. • Some projects cost shared with municipalities and BC Transit i.e., Spencer interchange and Royal Oak Transit Exchange • Contributed to Transportation Corridor Plan, Phase 1. 	Cooperative role <ul style="list-style-type: none"> • Through RSP process co-cosponsor Gas Tax applications for municipal arterial road projects considered regional corridors. 	Cooperative role. <ul style="list-style-type: none"> • Facilitates cost sharing to cover cost of new or upgraded transit facilities on arterial roads. Cost share construction to upgrade transit facilities on arterial streets. 	Primary role. <ul style="list-style-type: none"> • Funding from tax base and Development Cost Charges. • Some projects are partly funded from senior government grant programs including CWF and GSPF Gas Tax funds.

Regional Transit Network	Province	CRD	BC Transit	Municipalities
Planning	Cooperative role. <ul style="list-style-type: none"> Parts of the rapid and frequent transit networks are on Provincial highways. BC Transit has to work with MoTI regarding transit routing, facilities and priority measures on provincial highways 	Consultative role. <ul style="list-style-type: none"> Broad based policy guidelines to direct strategic transit planning as part of transportation planning through the RGS, RSS, Regional Transportation Corridor Study and Travel Choices. Application of transportation model for transit related projects. 	Primary role. <ul style="list-style-type: none"> Does transit planning, AoAs, budgeting (operations and capital) and delivers service. Major transit projects (Victoria Transit Future Plan and Victoria Regional Rapid Transit Plan) are planned by BC Transit in consultation with municipalities. Endorsement sought by municipalities and the Victoria transit Commission. Final approval is by the BC Transit Board of Directors. Consult with municipalities and CRD (upon request) 	Cooperative role. <ul style="list-style-type: none"> Endorses transit service plans on municipal roads. Coordinate capital projects such as enhanced transit facilities in major arterial upgrades e.g., Island Highway project in View Royal. Identifies transit routes in OCPs and Local Area Plans and Transportation Master Plans
Regulation and Oversight	<i>BC Transit Act.</i> <ul style="list-style-type: none"> Provincial appointment of BC Transit Board and Victoria Transit Commission members. 	<i>Local Government Act - RGS</i>	<i>BC Transit Act</i>	<i>Local Government Act and Community Charter</i>
Operation and Maintenance			Primary role. <ul style="list-style-type: none"> Maintaining transit system, setting fares and service levels. 	Cooperative role. <ul style="list-style-type: none"> Transit service plan requires approval from municipalities. Maintenance of bus stops and shelters. Maintenance of road, sidewalk infrastructure.
Funding	Primary role. <ul style="list-style-type: none"> Province (Treasury Board) must approve BC Transit budgets and capital plans. Funds BC Transit operating costs at 31%. Capital costs will fund 31% directly and BC Transit will contribute the rest from budget or from borrowing from BC Transportation Financing Authority. Will cost share with BC Transit for transit facilities on MoTI land and for transit priority e.g., LRT and Royal Oak Exchange. 	Cooperative role. <ul style="list-style-type: none"> As a local government can support and endorse BC Transit Gas Tax applications. 	Primary role. <ul style="list-style-type: none"> 69% from local fares, fuel tax and property tax 31% provincial government contribution. Capital costs 31% provincial contribution and the remainder from BC Transit budget and borrowing from BC Transportation Financing Authority. 	Cooperative role. <ul style="list-style-type: none"> Property tax 20% of transit operating budget. Could allocate a portion of Gas Tax Community Works Fund to transit projects. GSPF and RSP applications can go toward municipal contribution to transit projects if it is not on MoTI right of way

Regional Multi-use Trails	Province	CRD	BC Transit	Municipalities
Planning	Cooperative role. <ul style="list-style-type: none"> Owns the Galloping Goose right of way. CRD has a long term lease. 	Primary role. <ul style="list-style-type: none"> Planning for Galloping Goose, E & N Trail, and parts of the Lochside Trail through RGS, RSS, Regional Green Blue Spaces Strategy and Parks Master Plan Bylaw 2743. Includes consideration of pedestrian, cycling, and equestrian use of trails. Operating and maintaining trail system, establishing design standards and capital improvement construction priorities. <i>Local Government Act - RGS</i>	Cooperative role. <ul style="list-style-type: none"> Rapid Transit Project affects Galloping Goose Trail. Pilot project re: inter-city commuter rail service on E & N corridor. 	Cooperative role. <ul style="list-style-type: none"> Planning for parts of the Lochside Trail under Municipal jurisdiction. Acknowledged in Official Community Plan and Local Area Plans, Greenway Plans, Transportation Master Plans, Engineering Design Standards, Subdivision and Servicing requirements.
Regulation and Oversight			<i>BC Transit Act</i>	Local Government Act and Community Charter
Operation and Maintenance		Primary role. <ul style="list-style-type: none"> Must adhere to MoTI and Municipal regulations and guidelines at intersections where trails cross road network. 		Primary role. <ul style="list-style-type: none"> Maintaining parts of the Lochside Trail on Municipal roads.
Funding		Primary role. <ul style="list-style-type: none"> Funding from CRD Parks budget allocations, CRD Parkland Acquisition Fund and property tax requisition. Trail construction from RSP Gas Tax funds. 	Cooperative role. <ul style="list-style-type: none"> Alterations to the Galloping Goose made necessary by VRRTP will be included in project budget. 	Cooperative role. <ul style="list-style-type: none"> Maintain costs for those sections under municipal jurisdiction.

Land Use Adjacent to Regional Corridors and Network Nodes	Province	CRD	BC Transit	Municipalities
Planning	Consultative role. <ul style="list-style-type: none"> Province participates in long-range planning of RGS and OCPs Province provides guidelines for various land use planning matters 	Primary role. <ul style="list-style-type: none"> Land use and transportation policy in Regional Growth Strategy, RSS and Corridor Plan supported through municipal context statements, and OCPs in EA 	Consultative role. <ul style="list-style-type: none"> Transit supporting land use policies recommended in transit plans i.e., Transit Future Plan. 	Primary role. <ul style="list-style-type: none"> Prepare Regional context statement, OCP and zoning bylaws establishing land use types, density and amenities for arterial roads due to land use and zoning authority.
Regulation and Oversight	<i>Local Government Act</i>	<i>Local Government Act - RGS</i>	<i>BC Transit Act</i>	<i>Local Government Act and Community Charter</i>
Implementation	Consultative role. <ul style="list-style-type: none"> MOTI approves rezoning and OCP amendments adjacent to highways MOTI also subdivision approving authority in EAs. Ministry of Community, Sport & Cultural Development approves OCP amendments. 	Primary role. <ul style="list-style-type: none"> Approval of municipal RCS' and OCPs in EA. Approval of development applications in EA Option to enforce RGS where by-laws not consistent Consultative role. <ul style="list-style-type: none"> Comments on land use applications for specific development proposals, at request of municipalities. 		Primary role. <ul style="list-style-type: none"> Approve subdivision and land use changes. Require provision of amenities and development related road and infrastructure improvements.
Funding	<ul style="list-style-type: none"> MOTI approves rezoning and OCP amendments adjacent to highways 	Primary role. <ul style="list-style-type: none"> CRD Regional Planning and Local Area Planning and RGS budgets from property tax requisitions and RSP Gas Tax 		Primary role. <ul style="list-style-type: none"> Municipal property tax, developer amenity contributions, DCCs and application fees.

APPENDIX 5 – ROLES AND RESPONSIBILITIES OF PROPOSED CRD TRANSPORTATION SERVICE

Function	Infrastructure	Current Role	New Role
PLANNING	Provincial Highways	Consultative role	Cooperative role. From providing general policy guidelines and consultation for highway planning to an agreement by the Ministry to integrate highway planning with priorities set out in the CRD Transportation Corridor Plan. Review and endorse strategies for highway corridors. Endorsement of changes to highway capacity, speed limits, signal timings, and intersection geometry.
	Regional Arterial Roads	Consultative role	Primary role. From general policy guidelines to implementation of the Transportation Corridor Plan with binding agreement regarding consistent engineering design standards across jurisdictional boundaries. Review and endorse municipal capital priorities to ensure consistency with Corridor Plan priorities. Endorsement of changes to arterial capacity, speed limits, signal timings and intersection geometry to ensure consistency with regional Transportation Corridor Plan functional standards and requirements
	Regional Transit Network	Consultative role	Primary role. From recommended policy guidelines for transit service and strategic planning following from the RGS and <i>TravelChoices</i> , to review and endorse transit service and strategic plans in terms of regional goals expressed in the Transportation Corridor Plan and the RGS/RSS. Approval of fares, taxes, service plans and strategic plans moves from Victoria Regional Transit Commission to CRD Board and Committees.
	Primary Inter-Community Cycling	Primary role	Extend Primary role. Active transportation implementation plan for PCMP priorities

Function	Infrastructure	Current Role	New Role
	Network		<p>incorporated into the Transportation Corridor Plan, with binding agreement regarding consistent design guidelines for cycling routes and end-trip facilities. Review and endorse municipal capital priorities to ensure consistency with Corridor Plan priorities.</p> <p>Add oversight of PIC design standards and education, promotion, enforcement and evaluation for active transportation modes following from <i>Pedestrian and Cycling Master Plan</i> and <i>Transportation Corridor Plan</i>.</p>
PLANNING & IMPLEMENTATION	Land Use Adjacent to Regional Corridors and Network Nodes	Primary role	<p>Extend Primary role.</p> <p>Move beyond broad land use guidelines mandated in the RGS to review and endorse all municipal and provincial land-use plans, zoning and development applications within 400 meters of primary transportation corridors, rapid transit stations and regional and village centres.</p> <p>More active involvement in development depend on ownership of transit stations and/or adjacent property.</p>
OPERATIONS & MAINTENANCE	Provincial Highways	No Role	No Change
	Regional Arterial Roads.	No Role	No Change
	Regional Transit Network.	No Role	<p>Cooperative role.</p> <p>Review and endorse annual service plans and maintenance plans for pedestrian facilities at transit stations and nodes.</p>
	Regional Multi-use Trails	Primary Role	No Change

Function	Infrastructure	Current Role	New Role
	Primary Inter-Community Cycling Network	Primary Role	Extend Primary role. Review and endorse Ministry and municipal operations and maintenance programs.
FUNDING	Provincial Highways	No Role	Cooperative role. Review and endorse annual Ministry of Transportation and Infrastructure capital funding and grants for highway projects to ensure they are consistent with Transportation Corridor Plan priorities and design standards.
	Regional Arterial Roads	Cooperative Role	Extend Cooperative role. Include review and endorsement of 10-year and annual municipal capital budget allocations for regional arterial projects to ensure consistency with Transportation Corridor Plan priorities and design standards.
		Cooperative Role	Primary role for senior government grants. Approve and allocate senior government infrastructure grants to ensure consistency with Transportation Corridor Plan priorities and design standards. 100% per capita allocation of next round of Gas Tax funding to the Region.
	Regional Transit Network.	Cooperative Role	Primary role. Approve and allocate senior government transit capital grants to ensure consistency with Transportation Corridor Plan. Set fares and property taxes for annual operating agreements. Negotiate other municipal funding contributions to operating and

Function	Infrastructure	Current Role	New Role
			capital expenditures, including development cost charges, amenity contributions, parking and other fees.
	Regional Multi-use Trails	Primary Role	Extend Primary role. Direct CRD budget allocations and senior government grants toward Galloping Goose, Lochside and E&N projects.
	Primary Inter-Community Cycling Network	Cooperative Role	Extend Cooperative role. Include review and endorsement of 10-year and annual capital municipal budget allocations for regional PIC projects to ensure consistency with <i>PCMP</i> and <i>Transportation Corridor Plan</i> priorities and design standards.
		Cooperative Role	Primary role for senior government grants. Approve and allocate senior government infrastructure grants to ensure consistency with <i>PCMP</i> and <i>Transportation Corridor Plan</i> priorities and design standards. 100% per capita allocation of next round of Gas Tax funding to the Region.
	Land Use Adjacent to Regional Corridors and Network Nodes	Cooperative Role	Extend Cooperative role. Review and endorse Development Cost Charges and amenity provisions for developments 400 metres from primary transportation corridors, rapid transit stations and regional and village centres.

APPENDIX 6

**TRANSIT RESPONSIBILITIES TO BE TRANSFERRED FROM THE VICTORIA REGIONAL TRANSIT
COMMISSION TO THE CRD BOARD**

Authorities Requiring Legislative Change to the BC Transit Act:

- **Develop and recommend to BC Transit annual and capital budgets for the Victoria Regional Transit System.**
 - BC Transit Act Section 25(1.2) – *If the authority has not established a transit commission under subsection (2) for a particular transit service area, a municipality or regional district, as the case may be, in that transit service area must review and make recommendations to the authority respecting the annual operating and capital budgets for each public passenger transportation system in that transit service area.*
- **Approve strategic plans, approve service plans, set fares, service levels and performance standards for the Victoria Regional Transit System.**
 - BC Transit Act (Section 25(12)) – *A regional transit commission must*
 - a) *Prepare plans and, consistent with the operating and capital budgets set by the authority, set fares and determine service and performance standards for each public passenger transportation system in the regional transit service area for which it is designated in consultation with municipal officials and the public in the regional transit service area*
 - b) *Review and make recommendations to the authority respecting the budget of the commission and the annual operating and capital budgets for each public passenger transportation in the designated regional transit service area, and*
 - c) *Exercise its powers and perform its duties under section 15*
- **Negotiate with the province regarding provincial and local contributions for the Victoria Regional Transit System's annual operating and capital budgets**
- **Establish transit property tax rates for the Victoria Regional Transit System service area.**
- **Endorse, recommend and negotiate with the province changes to the transit fuel tax levy for the Victoria Regional Transit System service area.**
 - BC Transit Act (Section 15(2)) *If a regional transit commission is required under section 12 and 13 to contribute a portion of the annual cost of a public passenger transportation system, the commission must do one of the following:*
 - a) *Prescribe by regulation, a tax on the net taxable value of land and improvements in the regional transit service area, other than land and improvements that are*

taxable for school purposes only by special Act, which tax is sufficient to generate the commission contribution amount:

- b) Prescribe, by regulation, a lesser tax than that required under paragraph (a) of this subsection and raise the balance of the commission contribution amount in accordance with section 12.1 of the Motor Fuel Tax Act:*
- c) Dispense with tax under paragraph (a) of this subsection and raise the commission contribution amount in accordance with section 12.1 of the Motor Fuel Tax Act.*

- **Develop investment plans for major regional transit projects, priorities and initiatives and negotiate with the province regarding the provincial share.**

- BC Transit Act Section 12 – (1) *If a public passenger transportation system is operated in a regional transit service area, the authority and the regional transit commission must, if required by the Lieutenant Governor in Council, contribute, as prescribed, a portion of the annual cost of providing the transit services in the area.*

(2) for the purposes of this section, the Lieutenant in Council may prescribe

- a) Classes of expenses, including the annual operating costs of the authority and including the amounts required to amortize capital expenditures, that must be taken into account in determining the annual cost of the public passenger transportation system referred to in subsection (1), and*
- b) The portions of the annual cost to be contributed by the regional transit commission under subsection (1) and, for that purpose, may prescribe that the authority or commission must pay none or all or different portions of the prescribed classes of expenses.*

Other Authorities Requiring Legislative Change Outside the BC Transit Act:

- **Allocate resources from provincial and federal government transportation infrastructure grant programs and Gas Tax funds to regional transit priorities, projects and programs.**
- **Approve RCS of Municipal Official Community Plans and endorse, Local Area Plans and Transportation Master Plans to ensure consistency with Board approved strategic directions for the regional transit system.**
- **Approve and apply development cost charges and amenity provisions in negotiations with developers, the province and municipalities, for developments within 400 metres from the frequent and rapid transit networks, and within 400 metres from transit exchanges and rapid transit stations, to support transit network and service development.**

CRD ADMINISTRATIVE DUTIES

- Evaluate BC Transit strategic transit plans, for consistency with direction provided by the RGS/RSS, TravelChoices and the CRD Transportation Corridor Plan.
- Develop 10 year transit capital plans and budgets with recommended sources of funding which will include provincial and federal government transportation infrastructure grant programs, Gas Tax allocations and regular sources of revenue (fares, property tax and fuel tax).
- Evaluate BC Transit annual service plans and operating budgets to ensure consistency with strategic transit plans and the TravelChoices transit sub-strategy.
- Evaluate, and negotiate BC Transit requests for changes to transit fares and local taxes.
- Negotiate with developers, provincial and municipal staff, and BC Transit for setting appropriate regional development cost charges and amenity provisions for developments 400 metres from frequent and rapid transit networks and 400 metres from transit exchanges and rapid transit stations.
- Review and evaluate municipal Official Community Plans, Local Area Plans and Transportation Master Plans in terms of consistency with strategic directions for transit as stated in the RGS/RSS, TravelChoices, Transportation Corridor Plan and CRD strategic transit plans.
- Apply the regional transportation model and other simulation techniques to evaluate major transit projects and the impacts on public transit of major regional transportation and development projects.
- Establish and chair a Regional Transportation and Transit Technical Advisory Committee consisting of staff from member municipalities, BC Transit and the Ministry of Transportation and Infrastructure that will meet regularly and of which one of the purposes will be to review the regional transit system and

APPENDIX 7

GENERAL REGIONAL TRANSPORTATION RESPONSIBILITIES TO BE ASSUMED BY THE CRD BOARD

- Implement CRD Transportation Corridor Plan, regulate and oversee municipal and BC Transit compliance to binding corridor standards and priorities. Establish and apply consistent engineering design and functional standards compatible with those defined in the CRD Transportation Corridor Plan, Pedestrian and Cycling Master Plan and Transit Future.

- Examples of authorities established in Metro Vancouver include the following:

- South Coast BC Transportation Authority Act – all of Part 2 especially section 17
The authority must establish guidelines, consistent with the authority's purpose, for identifying highways in the transportation service region as major roads.

Section 19 - Subject to this Part, the authority may, by bylaw, establish standards for the management, operation, construction and maintenance of all or any part of the major road network.

Section 21 (1) - Despite the Community Charter, the Vancouver Charter or any other enactment, a municipality must not, without the approval of the authority, take, authorize or permit any action that would reduce the capacity of all or any part of the major road network to move people.

Section 21 (1.1) - For the purpose of subsection (1), an action that would reduce the capacity of all or any part of the major road network to move people if the action would result in the alteration of a roadway, as that term is defined in section 119 of the Motor Vehicle Act, of a major road, or of the traffic control conditions on a major road, in such a way that fewer persons would be able to travel on the major road network in given time period than were able to travel on the major road network in comparable time period before the taking of the action.

Section 21 (2) – Despite the Community Charter, the Vancouver Charter or any other enactment but subject to subsection (3) of this section, a municipality must not, without the approval of the authority, take, authorize or permit any action that would prohibit the movement of trucks on all or any part of a highway in the transportation service region.

- Develop and manage a process to identify priority transportation projects and funding requirements.
- Oversee, monitor and evaluate priority transportation corridor projects and expenditures.

- Implement transportation and land-use policies of the Regional Sustainability Strategy, oversee compliance of municipal Official Community Plans, Local Area Plans and Transportation Master Plans to these policies.
- Implement the Pedestrian and Cycling Master Plan, regulate and oversee municipal compliance to binding standards and priorities in the Plan. These standards and priorities also follow from the Transportation Corridor Plan. Oversee the Primary Inter-Community Cycling Network.
- Implement other approved CRD strategic transportation initiatives such as the Transportation Demand Management Strategy.
- Endorse Municipal Official Community Plans, Local Area Plans and Transportation Master Plans in terms of consistency with the Transportation Corridor Plan and other approved CRD transportation strategies.
- Review and endorse Ministry of Transportation and Infrastructure Corridor Strategies for provincial highways in the CRD
- Oversee planning, regulations and capital and maintenance plans for the Galloping Goose, Lochside and E&N multi-use trails.
- Review and respond to development and re-zoning 400 metres from the defined regional corridor network and 400 metres from rapid transit stations, and regional and village centres.
- Implementation in partnership with municipalities of development cost charges and amenity provision for pedestrians and cyclists 400 metres from the defined transportation corridor network, and 400 metres from rapid transit stations and regional and village centres.
- Raise revenues through setting user fees, taxes, tolls, vehicle charges, profits from sales of rental of land and other assets. For an example:
 - See *South Coast BC Transportation Authority Act* Part 1, Division 1, Section 6
- Collect and allocate funds from provincial and federal government transportation infrastructure grant programs to regional transportation priorities.
- Collect and allocate 100% allocation of CRD Gas Tax funds to regional transportation priorities.
- Negotiate cost-sharing and revenue transfer agreements with the province.
- Borrow and incur debt

CRD ADMINISTRATIVE DUITES

- Evaluate municipal transportation plans and capital project proposals on the regional transportation corridor network in terms of consistency with Board approved RGS/RSS, Travel Choices, Transportation Corridor Plan, Pedestrian and Cycling Master Plan and Transit Future.
- Evaluate Ministry of Transportation and Infrastructure corridor strategies for provincial highways in the CRD in terms of consistency with Transportation Corridor Plan, Pedestrian and Cycling Master Plan and Transit Future.
- Recommend CRD Parks service, maintenance and capital plans for the Galloping Goose, Lochside and E&N multi-use trails.
- Apply Transportation Corridor Plan, Pedestrian and Cycling Master Plan and Transit Future service, design and functional standards, and monitor consistency of Municipal transportation plans and project proposals for defined principle regional transportation corridors.
- Evaluate municipal Official Community Plans, Local Area Plans and Transportation Master Plans in terms of consistency with Transportation Corridor Plan, Pedestrian and Cycling Master Plan and Transit Future.
- Evaluate municipal development and re-zoning applications 400 metres from the network of principle transportation corridors and 400 metres from rapid transit stations and regional and village centres. Develop appropriate development cost charges and amenity provisions to support the greater use of walking, cycling and public transit.
- Develop 10 year capital plans for transportation corridor priorities with recommended sources of funding.
- Develop transportation funding strategies for provincial and federal transportation infrastructure grant programs and for Gas Tax allocations.
- Commission and manage consultant studies to help advance regional transportation priorities.
- Manage a regional transportation data collection program in partnership with member municipalities, BC Transit and the Ministry of Transportation and Infrastructure. The program will integrate data for all modes – walking, cycling, public transit, goods movement and automobiles.
- Maintain and update the regional transportation model. Apply the model to evaluate the impacts of major transportation and development initiatives. Develop capabilities for corridor and sub-area analyses.
- Establish, convene and chair a regional Transportation Technical Advisory Committee consisting of senior transportation planning staff from the CRD, member municipalities, BC Transit and the Ministry of Transportation and Infrastructure. The TAC will regularly to review major regional transportation initiatives and address issues related to transportation corridor design guidelines, functional standards and priorities.

