



Making a difference...together

TRANSPORTATION SELECT COMMITTEE

Notice of Meeting on **Wednesday, February 25, 2015, at 11:30 a.m.**
Board Room, 6th floor, 625 Fisgard Street, Victoria, BC

B. Desjardins (Chair)	L. Seaton (Vice Chair)	M. Alto	J. Brownoff
V. Derman	A. Finall	C. Hamilton	B. Isitt
W. McIntyre	D. Screech	G. Young	N. Jensen (Board Chair, ex officio)

AGENDA

1. Approval of Agenda
2. Adoption of Minutes of June 25, 2014
3. Chair's Remarks
4. Presentations/Delegations
 - 1) Presentation: Island Corridor Foundation – Graham Bruce
5. Transportation Select Committee Terms of Reference
6. Capital Regional District Transportation Service Update
7. Victoria Regional Transit Commission – Capital Regional District Working Relationship Update
8. New Business
9. Adjournment

Next Meeting: at the call of the chair

To ensure quorum, please advise Nancy More at 250-360-3024 if you or your alternate cannot attend.



Making a difference...together

**Minutes of a Meeting of the Transportation Select Committee
Held Wednesday, June 25, 2014, in the Board Room, 625 Fisgard St., Victoria, BC**

Present: **Directors:** D. Fortin (Chair), J. Brownoff, J. Cullington (for C. Hamilton), B. Desjardins, F. Leonard, M. Loveless (for L. Cross), W. McIntyre, G. Young, A. Bryson (Board Chair, ex officio)
Staff: K. Lorette, General Manager, Planning and Transportation Services; S. Bagh, Senior Manager, Regional and Strategic Planning; J. Hicks, Senior Transportation Planner; N. More, Committee Clerk (recorder)

Absent: Directors D. Blackwell and W. Milne (V. Chair)

The meeting was called to order at 11:40 am

1. Approval of Agenda

MOVED by Alternate Director Loveless, **SECONDED** by Alternate Director Cullington,
That the agenda be approved as circulated.

CARRIED

2. Adoption of Minutes

MOVED by Director Desjardins, **SECONDED** by Alternate Director Cullington,
That the minutes of the April 23, 2014, meeting be adopted as previously circulated.

CARRIED

3. Chair's Remarks: There were none.

4. Presentations/Delegations: There were none.

5. Transportation Service Feasibility Update

J. Hicks gave an overview of the report and spoke to the PowerPoint presentation.
K. Lorette summarized the next steps.

The Committee discussed the governance model, implications of consolidating CRD transportation-related planning functions into a transportation service, retaining local input, the future growth of the West Shore communities and the needs of Salt Spring Island.

Alternate Director Cullington left the meeting at 11:59 am.

The Committee discussed the following points:

- retaining municipal systems
- cost sharing
- focus on multi-modal framework as a whole
- feasibility of step one compared to uncertainties related to steps two and three

The Committee directed staff to compose a letter to Metro Vancouver from Chair Fortin requesting an update on their experiences with funding transportation and a possible

meeting during the Union of British Columbia Municipalities conference for a briefing on their funding options.

The Committee discussed the following points:

- legislative and consensus issues surrounding step three
- if step two were triggered it would be a negotiation

MOVED by Director Brownoff, **SECONDED** by Board Chair Bryson,
That the report PPS/RSP-2014-14 titled Transportation Service Feasibility Update be received for information and appended to the major report being made to the Capital Regional District Board in August.

CARRIED

The Committee requested that staff meet with staff from the Ministry of Transportation prior to the August Board meeting.

6. New Business: There was no new business.

7. Adjournment

MOVED by Director Leonard, **SECONDED** by Director Desjardins,
That the meeting be adjourned at 12:08 pm.

CARRIED

CHAIR

RECORDER

**REPORT TO TRANSPORTATION SELECT COMMITTEE
MEETING OF WEDNESDAY, FEBRUARY 25, 2015**

SUBJECT TRANSPORTATION SELECT COMMITTEE TERMS OF REFERENCE

ISSUE

To establish the terms of reference for the Transportation Select Committee.

BACKGROUND

At its June 15, 2011 meeting, the Board requested changes to provincial legislation which would constitute Board members as a regional transit commission to replace the current Victoria Regional Transit Commission, to grant the Capital Regional District (CRD) additional transit-related powers, and to direct staff to prepare a feasibility study on implementing and funding a CRD regional transportation service. There was consensus at the meeting on the need for a regional approach to transit and transportation planning, and having broader regional representation for transit decisions.

In his inaugural speech on January 11, 2012, the Board Chair referenced the need to begin discussion with the provincial government and public regarding transportation and transit governance and funding. The Board established a Transportation Select Committee to review current transportation governance and funding arrangements in the region, and recommend changes to these that will give the Board and Region enhanced authority to define and implement regional transportation planning and investment priorities.

The terms of reference for the Transportation Select Committee were approved by the Board on April 11, 2012 and are attached as Appendix A.

ALTERNATIVES

1. That the terms of reference for the Transportation Select Committee as attached in Appendix A be approved.
2. That the terms of reference be referred back to staff for further review.

IMPLICATIONS

The terms of reference identify the mandate/purpose of the committee, its establishment and authority, the composition, procedures and staff resources. The transportation projects identified in the terms of reference established in 2012, namely the feasibility study, the Light Rail Transit Local Funding Task Force and Regional Transportation Plan, have been completed. The remaining work of the committee will be to make recommendations to the Board on a regional transportation service, including transit as well as continuing to encourage a strong regional voice on regional transportation matters.

CONCLUSION

The terms of reference for the Transportation Select Committee are attached for consideration and serve to clarify the mandate, responsibilities and procedures governing the Committee.

RECOMMENDATION

That the terms of reference for the Transportation Select Committee as attached in Appendix A be approved.



Sonia Santarossa, MA
Senior Manager,
Legislative & Information Services



Robert Lapham, MCIP, RPP
Chief Administrative Officer
Concurrence

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Attachment: Appendix A – Transportation Select Committee Terms of Reference



TRANSPORTATION SELECT COMMITTEE

PREAMBLE:

The Capital Regional District (CRD) Select Committee on Regional Transportation will examine current transportation and public transit governance and funding arrangements in the region to determine how these should be changed to facilitate a greater role for the region in transportation planning and investment decisions. The Select Committee will report to the Board at the end of its term with its recommendations.

The Committee's official name is to be:

The Transportation Select Committee

1.0 PURPOSE

- To review and provide input into the work of the feasibility study for a CRD public transit and transportation service which the Board directed staff to prepare at the June 15, 2011 meeting.
- To review the findings of the CRD/BC Transit Joint Task Force on Local Funding Options for Light Rail Transit (LRT), and recommend how these may be applied to support transit infrastructure priorities.
- To review and provide input into the Governance Options and Funding Strategy phases of the CRD Regional Transportation Plan.
- To make recommendations to the Board on a regional transportation service, including transit.
- To make recommendations to the Board relative to encouraging a strong regional voice on regional transportation matters.

2.0 ESTABLISHMENT AND AUTHORITY

- The committee's role is to act in an advisory capacity to the work of the Transportation Feasibility Study and LRT Task Force on Local Funding Options, and to forward its recommendations to the Board for review, comment and decision.
- The Board Chair will recommend the appointment of the Committee Chair and Committee members.

- The committee will cease to exist once it has reported its findings and recommendations to the Board.

3.0 COMPOSITION

- The committee shall represent all areas of the CRD.
- At least one member of the committee will be a liaison member of the Planning, Transportation and Protective Services Committee.

4.0 PROCEDURES

- The committee shall meet at the call of the chair with the number and frequency of meetings varying according to the work plan undertaken.
- The agenda and minutes of the committee meetings will be provided to the Board for consideration of receipt.

5.0 RESOURCES AND SUPPORT

The General Manager, Planning and Protective Services will provide strategic support and act as a liaison on ongoing major transportation projects. The CRD Regional and Strategic Planning Division will provide administrative, technical and human resources to support the work of the committee.



**REPORT TO TRANSPORTATION SELECT COMMITTEE
MEETING OF WEDNESDAY, FEBRUARY 25, 2015**

SUBJECT CAPITAL REGIONAL DISTRICT TRANSPORTATION SERVICE UPDATE

ISSUE

To provide the Committee with an update on the current status of transportation in the region and report back on the work done towards meeting the Capital Regional District (CRD) Board's direction of August 2014:

“That staff be directed to determine the operational details associated with implementing a new transportation service and consolidating existing transportation functions under a new service authority and report back with recommendations.”

BACKGROUND

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 towards regional sustainability goals. Transportation planning, governance and funding in the CRD are divided amongst different divisions, governments and agencies with little or no formal coordination across jurisdictional boundaries. Such fragmentation does not align well with the regional vision of an integrated multi-modal transportation system.

Since 1999, the subject of a regional transportation service has surfaced many times in Board delegations and has been recognized as critical to realizing the goals of the Regional Growth Strategy and more recently, the Regional Transportation Plan (RTP). Adoption of the RTP and work on other initiatives such as the regional transportation model, origin and destination surveys, traffic and cycling count programs, the Pedestrian and Cycling Master Plan (PCMP) and Travel Demand Strategy has provided information and data to inform decision making by local government and agency partners while also conveying regional priorities. However, there is still limited coordination of decision making and funding across jurisdictional lines. In 2011, the CRD Board directed staff to prepare terms of reference for a feasibility study on the creation of a transportation service along with replacing the Victoria Regional Transit Commission (VRTC) with the CRD Board. The feasibility study was completed in 2014, allowing for information from the Independent Review of BC Transit and the RTP to be incorporated.

Approval of the RTP in August 2014 was an important incremental step towards achieving a greater CRD role in the future of transportation. A copy of the Executive Summary of the Regional Transportation Plan can be found in Attachment 1. A full copy of the RTP is available via the following link: <https://www.crd.bc.ca/docs/default-source/regional-planning-pdf/transportation/rtp-july2014.pdf?sfvrsn=8>.

The RTP was created in collaboration with the CRD, local governments, Ministry of Transportation and Infrastructure (MoTI) and BC Transit. Stakeholder engagement across the region also provided substantial input to the RTP. A detailed overview of RTP related consultation and engagement activities can be found in Attachment 2. The RTP identifies actions that would help the region meet its transportation goals over the next 25 years. The RTP has a strong focus on a multi-modal approach whereby all modes of transportation are examined together as opposed to individually as has traditionally been the case. The strong

foundation provided by existing individual transportation plans such as the Transit Future Plan, the PCMP and the numerous road corridor studies have been built upon to form an integrated transportation plan. Among the priority recommendations of the RTP is the creation of a regional transportation service that includes the consolidation of existing CRD transportation functions.

The 2014 independent examination into the feasibility of establishing a transportation service was undertaken by Acuere Consulting. The feasibility study indicated that the creation of a transportation service was viable and offered the region the best means of achieving the outcomes identified in the RTP. The feasibility study further recommended creating the service in a three-phased approach with the first phase being the consolidation of existing regional transportation functions.

The Transportation Service Feasibility Study identified that consolidating the existing CRD transportation functions would provide value through:

- consolidation of planning under an integrated multi-modal transportation network – all modes given consideration
- reduced duplication of efforts
- reduced complexity in reporting and decision making
- clarity and simplification of transportation services within the CRD for external stakeholders and the general public
- initiation of a more formalized governance model to achieve the RTP outcomes

A copy of the Transportation Service Feasibility Study is available via the following link: <https://www.crd.bc.ca/docs/default-source/regional-planning-pdf/transportation/transportation-service-feasibility-study.pdf?sfvrsn=14>.

As a first step towards implementing the RTP and the recommendations of the Transportation Service Feasibility Study, the Board directed staff to determine the operational details associated with implementing a new transportation service and consolidating existing transportation functions. The transportation functions being investigated for consolidation include transportation policy and programs, transportation modelling and data collection, transit and transportation services in electoral areas, regional trails and regional docks.

In keeping with the Board's direction, staff commenced the information gathering component required to provide the relevant information for the potential establishment of a transportation service including the consolidation of existing transportation functions. Relevant information on the scope of existing functions, preliminary financial status and bylaw requirements has been gathered. Additional work is still to be completed specifically in relation to the potential establishment of a dedicated service on the Southern Gulf Islands (SGI) and the inclusion of Regional Trails into a regional transportation service.

Staff has confirmed through the process to date that separating the three regional trails: E&N – Humpback Connector; Galloping Goose; and Lochside Trails from the regional parks function will require substantial analysis. Work to date has focussed on the identified objective of consolidating the planning functions of these trails into a transportation service.

Staff has confirmed that Salt Spring Island and the SGI have the potential to expand upon and/or establish unique transportation services reflecting their electoral area status. Consolidating docks, transit and transportation in each of these two electoral areas would allow for a simplified administrative and reporting structure and ensure greater focus on multi-modal

integration at a local level. There is potential for these two proposed electoral area services to align closely with a new regional transportation service operating under a broader regional mandate.

A number of changes occurred that may potentially impact the establishment of a new transportation service:

1. The local government elections resulted in a significant change to the CRD Board. The Board's Strategic Plan is in the process of being updated to reflect the priorities of the new Board membership. The planning process behind the update of the Board's Strategic Plan will identify whether transportation remains a key regional priority.
2. Changes to the federal gas tax funding distribution system have resulted in the loss of Regionally Significant Project Funds (RSPF) that previously provided the ability for the region through collaboration with local government partners to allocate regional gas tax funding to regionally significant transportation projects. As a result of these funding changes, there is no dedicated money available for new projects, infrastructure or programs at the regional level. \$18.55 million of RSPF was allocated towards regional projects between 2010 and 2015. Examples of projects funded in full or part by RSPF are:
 - Craigflower Bridge replacement
 - Bike Lanes in North Saanich, Victoria and Central Saanich on identified gaps of the regional cycling network
 - New Leigh Road connector and bike lanes in Langford
 - E&N Rail Trail/Humpback Connector
 - The PCMP implementation program - funded programs such as the CRD Bike Map, wayfinding initiatives, educational workshops and small scale innovative infrastructure projects
3. The draft Regional Sustainability Strategy (RSS) confirms that transportation remains one of the key planning priorities and will play a crucial role in meeting the identified sustainability targets that come from this plan including the proposed target of achieving a regional mode share of 42% for active transportation and transit by 2038.
4. An Independent Review of BC Transit was commissioned and the Review Panel determined that there was not consensus among local governments for a legislative amendment to replace the VRTC with the CRD Board. Until consensus is reached and an amendment made the existing VRTC framework will remain in place.

Demand for transportation services continues to evolve. For example the CRD Board has received a request from a number of municipalities for the introduction of a School Travel Program Coordinator. This request aligns with actions identified in the RTP and has been forwarded to the Transportation Safety Commission which has been requested to examine the merits of such a program from a safety perspective and then report back to the Board with its findings. Any new programs would need to be fully funded.

The Transportation Service Feasibility Study identified expansion of services as outlined in the RTP as Phase 2 of a transportation service.

ALTERNATIVES

That the Transportation Select Committee:

1. Receive this report PPS/RSP/2015-03 titled *CRD Transportation Service Update* for information.
2. Send this report PPS/RSP/2015-03 titled *CRD Transportation Service Update* back to staff for further information.

IMPLICATIONS

Significant work remains to fully determine the operational details associated with implementing a new transportation service and consolidating existing functions under a new service authority. Particularly significant is the work associated with the trails function. A working group consisting of staff from Regional Planning and Regional Parks has been formed and meets regularly to advance this work. In parallel to the trails consolidation work, staff from Regional Planning has been working with staff from Regional Parks on drafting the Regional Trails Management Plan. Preliminary discussions have also begun to identify the best means of aligning trails and transportation data that are currently collected and maintained under two distinct programs. The work undertaken to date has led to a better understanding of the extent of the existing transportation function and how tightly embedded it is within other functions.

CRD staff is also working cooperatively with staff from BC Transit to identify potential ways to implement the priority RTP action of embedding formal consultation and engagement processes with the region in the VRTC model. This ongoing work with BC Transit is described in more detail in the report PPS/RSP/2015-04 titled VRTC – CRD Working Relationship Update.

Parallel planning projects currently underway such as the RSS and the update to the Board Strategic Plan will confirm whether transportation remains a priority for the region.

CONCLUSION

Improved transportation was identified as a regional priority in the last Board Strategic Plan. In recognition of this priority status, a regional transportation plan was created. A priority action of the RTP was the establishment of a transportation service. A feasibility study undertaken by Acure Consulting recommended the establishment of a new transportation service via a three-phased approach. The first phase identified was the consolidation of existing transportation functions within the CRD which are currently spread across numerous divisions. The CRD Board directed staff to further investigate the establishment of the transportation service.

In order to deliver on the Board's direction and as the first step towards achieving the regional transportation goals and objectives of the RTP, staff has begun assessing the operational details required to consolidate existing CRD transportation functions under a new transportation service. A number of parallel planning studies are underway that will determine whether transportation continues to be seen as a regional priority. Staff has completed much of the initial information gathering required to fulfill the Board's direction, however, there is still outstanding work to be completed particularly in terms of regional trails and the SGI. Staff anticipates that they will be in a position to provide a more detailed update at the next Transportation Select Committee meeting.

RECOMMENDATION

That the Transportation Select Committee:

Receive this report PPS/RSP/2015-03 titled *CRD Transportation Service Update* for information.



John Hicks, MCIP, RPP
Senior Transportation Planner
Regional and Strategic Planning



Signe Bagh, MCIP, RPP
Senior Manager
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Concurrence



Kevin Lorette, P.Eng., MBA
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Attachments: 2

Attachment 1 – Regional Transportation Plan Executive Summary

Attachment 2 - Overview of RTP related consultation, reporting and engagement activities

Executive Summary

The Capital Regional District (CRD) developed a Regional Transportation Plan (RTP) in response to Planning, Transportation and Protective Services Committee and CRD Board direction to investigate the establishment of a Regional Transportation Service. Regional transportation was given priority status in the CRD Corporate Strategic Plan 2012-2014.

The RTP will guide transportation planning and development in the Capital Region over the next 25 years. The RTP identifies a desired Regional Multi-modal Network (RMN), outlines actions that will facilitate its ongoing development and details the required governance and funding mechanisms. Once implemented, the plan will help to create a transportation network that provides travel choices and supports smart growth and livable communities.

The RTP was created through a cooperative process with local government staff and representatives, Ministry of Transportation and Infrastructure (MoTI), and BC Transit. Key stakeholders were also involved, including major employers, major educational institutions, advocacy groups and private transportation service providers.

Planning and integrating transportation on a regional level creates efficiency. Infrastructure development is coordinated among all Capital Region local governments, MoTI, BC Transit and other key stakeholders. Collaborative transportation planning across organizations helps to fulfill our sustainability commitments and serve the needs of a growing population.

Process

Vision ➤ Principals ➤ Themes ➤ Outcomes ➤ Actions

Stakeholders and partners envision a regional transportation system based on a Regional Multi-modal Network (RMN), where walking, cycling and using transit are viable alternatives to driving alone in and between our population and service centres. The RMN identifies regionally significant transportation corridors including major roads and trails that provide connectivity with local and provincial networks and centres. Regional investment will be targeted towards infrastructure that supports multi-modal travel along these corridors. The RTP recognizes the diverse geography and settlement patterns in the Capital Region and provides actions that cater to both urban environments and the comparatively remote areas of the region.

The plan will come to fruition through the delivery of actions and outcomes which have been organized under the following five overarching themes, all of which require revised governance and funding arrangements.

1. Integration of land use and transportation
2. Creating exceptional environments for walking and cycling
3. Taking transit to the next level
4. Getting the most out of our roads and trails
5. Influencing travel behaviour

The plan includes concrete actions to make the RTP vision a reality. The list of actions, developed through an extensive stakeholder engagement process, includes planning initiatives and a major focus on a partnership model to implement tangible projects and infrastructure. Implementing the actions will require significant regional cooperation and strong partnerships. This cooperation and partnership is fundamental to the success of achieving the outcomes.

Governance

Embedded within the partnership model is a requirement for a transportation service authority. The service authority respects local and provincial autonomy and ownership of infrastructure. Under this model, partners come together through an ongoing Technical Advisory Committee (TAC) with membership from the CRD, all local municipalities and electoral areas, MoTI and BC Transit. Through its mandate, the TAC would set priorities, guide, facilitate and in some cases undertake recommended actions on the Regional Multi-modal Network based off predetermined performance metrics. Sub-regional working groups representing the West Shore, Peninsula, the Core and electoral areas would also be established to work on localized priorities and initiatives. The TAC and Sub-regional working groups would report to a new Transportation Standing Committee of the CRD Board.

With respect to BC Transit, formal consultation and engagement processes with the region would be embedded in the existing Victoria Regional Transit Commission model, in line with recommendations from the 2012 BC Transit Independent Review. Transit would not fall under the service mandate except as it relates to the consideration of multi-modal transportation issues.

Existing and proposed CRD transportation assets, facilities and services, such as Regional Trails, Electoral Area Transit Service agreements and local docks, would be consolidated into one service area under the service authority.

Implementation

The transportation service authority model would draw from existing and re-purposed funding sources to provide funding to capital projects and transportation programs on the established regional multi-modal network. A revised gas tax allocation agreement would be sought, allowing for 100% of the Strategic Priorities Fund (SPF) gas tax to be allocated to regionally significant projects. In addition, it is expected that by coordinating funding requests which have consensus backing, the success rate of attracting senior government funding will be greater.

Without the establishment of a regional transportation authority it can be assumed that MoTI, BC Transit, and local governments will continue to own, operate, and maintain the majority of infrastructure comprising the Regional Multi-modal Network. Under this status quo, the CRD work with these partners to advance the actions in the RTP would be limited to a planning and policy support role as per its existing Regional Information Service mandate as well as a management role for regional trails under the CRD Parks and Environmental Services mandate. Without a secure funding source and service authority, the ability to achieve the RTP actions would be limited and it is unlikely that the full vision for regional transportation would be achieved.

Summary

The Capital Region has an opportunity to make significant improvements to transportation over the next 25 years which will greatly assist in maintaining the high quality of life that residents currently experience. Technical data and transportation projections show that we need to effectively address transportation issues as our region grows in the coming years. Not doing so will result in increased congestion, reduced economic activity, increased greenhouse gas emissions and a reduced quality of life. The RTP focuses on improving transportation for residents and visitors by offering real choices about how they travel and providing them the information and skills to take advantage of these choices.

The RTP requires strong partnerships, the sharing of a common vision and implementation of common goals.

Overview of Regional Transportation Plan related consultation, reporting and engagement activities

February 2012	Staff report and presentation to Planning, Transportation and Protective Services Committee on project initiation
March 2012	Initial meeting of Regional Transportation Plan (RTP) Technical Advisory Committee (TAC)
	Stakeholder meetings <ul style="list-style-type: none"> • Core sub-region • Saanich Peninsula sub-region • Westshore sub-region • BC Transit
June 2012	Combined RTP-TAC and Development Planning Advisory Committee (DPAC) meeting
July 2012	Update to Planning, Transportation and Protective Services Committee
July and August 2012	Meetings with stakeholder agencies and organizations <ul style="list-style-type: none"> • Tourism Victoria • BC Ferries • Greater Victoria Harbour Authority • Greater Victoria Cycling Coalition • Camosun College • Camosun College Student Society • University of Victoria • University of Victoria Student Society • BC Cycling Coalition • Bike To Work Victoria • Capital Bike and Walk Society • Downtown Victoria Business Association • Royal Roads University • Victoria Airport Authority • Victoria Car-Share • Victoria Transport Policy Institute
September 2012	Combined RTP-TAC, DPAC and stakeholder meeting to discuss draft Multi-modal Network and Mobility Hubs
	Meetings with Chambers of Commerce <ul style="list-style-type: none"> • Greater Victoria • Saanich Peninsula • West Shore
	Submission to the BC Transit Accessible Transportation Advisory Committee meeting
	Workshop with CRD Planning, Transportation and Protective Services Committee
December 2012	RTP-TAC meeting for update to members
February 2013	Combined RTP-TAC and DPAC meeting on Draft Strategies and Actions
	Presentation of Transportation Governance Review to Transportation Select Committee

April 2013	Sub-regional meetings with RTP-TAC and DPAC members, and representatives of stakeholder organizations: <ul style="list-style-type: none"> • Core • Saanich Peninsula • Westshore
	Regional Multi-modal Network and Mobility Hubs as part of Regional Sustainability Strategy presentations to local government councils
	Presentation and update to Planning, Transportation and Protective Services Committee
May 2013	Forum of Councils on Regional Transportation
June 2013	Presentation and workshop with Salt Spring Island Transportation Commission
July 2013	Presentation and workshop with Southern Gulf Islands Economic Development Commission
September 2013	RTP-TAC meeting with update and Outcome Statements and Actions
	One to one meetings with RTP-TAC members not at the regularly scheduled meeting
October 2013	Presentation and update to Electoral Area Services Committee
	Presentation to the CRD Board
December 2013 – April 2014	Referral process to receive final comment on RTP from municipalities, electoral areas, Victoria Regional Transit Commission, BC Transit Board and the Ministry of Transportation and Infrastructure
April 2014	Referral feedback provided to Transportation Select Committee
June 2014	Recommendations from Transportation Service Feasibility Study provided to Transportation Select Committee
August 2014	Board adoption of the CRD and Board receipt of the Transportation Service Feasibility Study <ul style="list-style-type: none"> • Board provided direction to staff to determine the operational details associated with implementing a new transportation service and consolidating existing transportation functions under a new service authority.
September 2014 – January 2015	<ul style="list-style-type: none"> • Discussions with staff from Legislative Services, Finance, Salt Spring Island, Integrated Water Services, Regional Planning and Regional Parks re: August Board direction • Preliminary information gathering work on Board direction completed
February 2015	Transportation Service Update Report to the Transportation Select Committee

**REPORT TO TRANSPORTATION SELECT COMMITTEE
MEETING OF WEDNESDAY, FEBRUARY 25, 2015**

SUBJECT **VICTORIA REGIONAL TRANSIT COMMISSION – CAPITAL REGIONAL DISTRICT
WORKING RELATIONSHIP UPDATE**

ISSUE

To provide the Committee with an update on the current status of implementing Regional Transportation Plan (RTP) Priority Action 6.1:

“Embed formal consultation and engagement processes with the region in the Victoria Regional Transit Commission model.”

BACKGROUND

In response to the Capital Regional District (CRD) Board’s desire to see a greater role for the Region in transit, CRD staff and BC Transit staff have been working together to improve information flows between the organizations. CRD staff initiated this collaboration with BC Transit in response to earlier direction from the Transportation Select Committee (TSC). This report identifies what is already taking place and specifies additional improvements within the existing legislated Victoria Regional Transit Commission (VRTC) structure.

The RTP, draft Regional Sustainability Strategy, BC Transit’s Strategic Plan and the Victoria Regional Transit Future Plan (TFP) all cite that the strength of future transportation networks is dependent on integration and collaboration. Each of these plans advocates for the creation of an integrated suite of viable transportation choices for citizens (walking, cycling, transit, etc.) and the integration of transportation planning with local and regional land use decision making. Extensive engagement with local governments and stakeholders was undertaken in the drafting of these plans.

Under the enabling provincial legislation for transit in the Greater Victoria area (the *BC Transit Act*), the VRTC is the local government entity responsible for approving service levels, routes, fares and taxation levels for the Victoria Regional Transit System (VRTS). As outlined in the *BC Transit Act*, the VRTC is comprised of seven appointed elected officials from municipalities in the Core, Westshore and Peninsula. The VRTC has no formal governance linkage to the CRD nor is there any mechanism to shift representation based on changing population or in accordance with regional preferences. Attachment 1 identifies the rationale for the CRD Board seeking an increased role in transit decision making.

BC Transit Independent Review

The CRD Board identified that it would like to see a greater role for the Region in transit and in 2011 made a request to the province to amend legislation to replace the VRTC with the CRD Board. The province subsequently commissioned an Independent Review of BC Transit that considered this request along with a requirement to undertake a general review of BC Transit.

The Independent Review Panel determined that there was not “consensus” among local governments for transit governance change. Until consensus is reached in the region as to the preferred governance model of transit and required legislative changes are made, the VRTC structure will remain in place.

A series of recommendations stemmed from the BC Transit Independent review and a provincial working group was established to examine the recommendations. This working group was chaired by staff from the Union of British Columbia Municipalities (UBCM). CRD staff has been active members of the BC Transit Independent Review Working Group. Attachment 2 *BC Transit Independent Review Working Group - Final Status Report* of December 2014 provides a summary on the status of each of the recommendations. BC Transit and UBCM have indicated that they feel the response is largely completed with the exception of those actions requiring legislative changes. The working group has now been disbanded.

Recommendations relating specifically to transit governance in the VRTS did not fall under the scope of the BC Transit Independent Review Working Group and as such some questions remain unanswered particularly in terms of how the region can continue the dialogue with the province around the region's desire for an increased role in transit decision making. Staff has requested a formal response from the Ministry of Transportation and Infrastructure (MoTI) to Recommendation 4 which relates to local government nomination of Commission Members and Governance of the Victoria Transit System. In particular, staff has requested clarity over the definition of "consensus" on a number of occasions. To date, no feedback has been provided.

Recent Collaboration

In the absence of regional consensus to shift away from the VRTC model, incremental steps to strengthen the regional role in transit within the existing VRTC framework were identified in the RTP. A priority action of the RTP is to:

"Embed formal consultation and engagement processes with the region in the Victoria Regional Transit Commission model."

Staff from the CRD and BC Transit have been working collaboratively towards implementing this action. Efforts to date have resulted largely in better information sharing practices. There has been less progress on actions that would enable the CRD to have greater influence in transit decision making. Examples of recent collaboration and information sharing between BC Transit and the CRD are identified below while Attachment 3 provides a timeline of CRD – VRTC/BC Transit Governance discussions.

- In 2013, BC Transit staff presented the Transit System's proposed three year service and financial strategy and request for a two cent fuel tax increase to the CRD Board for comment and endorsement.
- In August 2014, the RTP was adopted by the CRD Board. BC Transit staff were part of the RTP – Technical Advisory Committee which collaboratively shaped the RTP along with members from each of the local governments and MoTI.
- The Victoria Region TFP was enveloped within the RTP and as such there is a requirement for CRD staff to report back on the TFP's progress as part of the RTP reporting structure.
- From 2013 to present, CRD and BC Transit staff have collaborated on a number of other initiatives, including the draft Regional Sustainability Strategy, the VRTS Service Review and the Victoria Transit Priority project.
- In 2014, the practice of providing reports detailing proposed transit system service changes to CRD staff for comment prior to inclusion in VRTC agenda packages was introduced.

Initiatives to Strengthen the Working Relationship Between the VRTC and CRD

The following additional incremental steps have been identified as having the potential to strengthen the regional role in transit within the existing VRTC framework. These incremental steps are largely based on enhanced information sharing and integrated planning and reporting. Implementing these steps would not preclude a potentially more significant regional role in transit governance in the future.

1. Enhanced information sharing
 - a) CRD staff attendance at VRTC meetings. Staff will in turn relay pertinent information back through relevant CRD committees.
 - b) BC Transit staff has offered to provide VRTC minutes back to the relevant CRD committees and attend committee meetings in person to answer questions as requested.
 - c) CRD staff has offered to provide the VRTC with minutes from the TSC meetings.
 - d) BC Transit staff has offered to provide all new and other interested Board members with an overview of the VRTS and VRTC through either a presentation and/or information package. This presentation and/or information package would include information on existing capital assets and future capital requirements.
 - e) The VRTC meeting calendar will be shared with relevant committees along with agendas where available.

2. More integrated planning and reporting
 - a) CRD staff will report back to the TSC or other relevant committee on progress towards implementing the RTP including outcomes and targets identified in the TFP.
 - b) CRD, local government, MoTI and BC Transit staff will work together with the aim of ensuring that new infrastructure, services and projects are well integrated and consider all modes. Any inter-modal conflicts or net loss of network for particular modes are to be highlighted and potential mitigating strategies identified.
 - c) BC Transit and CRD to build upon the work undertaken in the Regional Transit Funding Options study and continue examining mechanisms that provide for potential capital funding options for transit that do not compromise existing funding streams available to local and regional governments.
 - d) BC Transit staff will discuss with and seek clarity from the VRTC on how it wishes to formally and regularly engage with other area local governments including the CRD. Proposed items for discussion include:
 - i. The opportunity to designate elected officials serving on both the VRTC and CRD transportation-related committees as the formal liaisons between the two.
 - ii. The opportunity and process for sharing and inviting input from area local governments on the transit system's draft Three Year Service and Financial Strategy prior to its approval by the VRTC. (The three year service strategy includes base operating and capital cost projections as well as potential expansion initiatives. In turn, this document informs the annual service plan and tax requisition for the subsequent year.)
 - iii. The process for continuing to work with and engage local government elected officials and staff on transit initiatives, development decisions and local transportation and land use planning.
 - e) Agreement to invite staff participation from both agencies in regionally significant planning efforts, transportation forums and workshops organized by either party – providing the ability for input from relevant committees and commissions on topics at hand.

Each spring, BC Transit organizes a three day transit workshop and invites partner local governments and operating companies from around the province. The series of workshops is an opportunity for local government staff, elected officials and transit managers to share ideas and consult on major transit initiatives. The workshop allows the Region to provide input to BC Transit provincial level initiatives which in turn have significant flow on effects at the local VRTS level. CRD will have a staff presence at the April 2015 workshop as was the case for the spring 2014 workshop. Each of the VRTC members is invited to attend. Other interested members of the CRD Board are also welcome to attend. The next workshop will take place from April 27 – 29, 2015 in Harrison Hot Springs. CRD staff has requested that the workshop agenda items be brought forward several months prior to the workshop so that it can be communicated with the various committees, allowing input to be sought from committee members on the various topics and a coordinated response drafted and presented at the workshop.

ALTERNATIVES

That the Transportation Select Committee:

1. Receive this report PPS/RSP/2015-04 titled *Victoria Regional Transit Commission – CRD Working Relationship Update* for information.
2. Send this report PPS/RSP/2015-04 titled *Victoria Regional Transit Commission – CRD Working Relationship Update* back to staff for further information

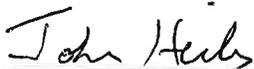
CONCLUSION

Better integration of mode specific and jurisdictional planning functions has been identified as vital to the future of an integrated multi-modal transportation system that provides transportation choice and equity in the capital region. A number of initiatives that have the potential to provide for more engagement of the CRD have been identified. All of these initiatives can be undertaken under the current VRTC structure without requiring legislative or organizational structure change. Implementing these steps would not preclude a potentially more significant future regional role in transit governance. The identified initiatives offer the potential to enhance the opportunity for CRD Board members to provide feedback to the VRTC on key transit related issues. CRD staff will continue collaborating with BC Transit to implement the initiatives discussed in this report and to identify additional initiatives that have the potential to provide the CRD with greater influence in regional transit decision making.

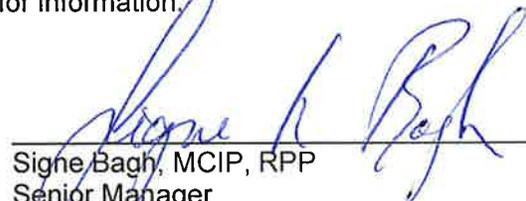
RECOMMENDATION

That the Transportation Select Committee:

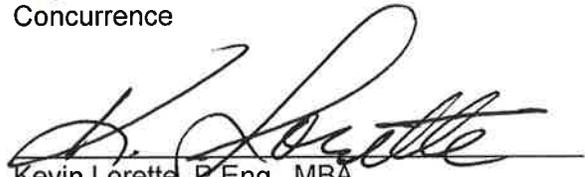
1. Receive this report PPS/RSP/2015-04 titled *Victoria Regional Transit Commission – Capital Regional District Working Relationship Update* for information.



John Hicks, MCIP, RPP
Senior Transportation Planner
Regional and Strategic Planning



Signe Bagh, MCIP, RPP
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Concurrence



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Concurrence

Attachments: 3

- Attachment 1: Rationale for VRTC Governance Change
- Attachment 2: BC Transit Independent Review Working Group - Final Status Report
- Attachment 3: CRD – VRTC/BC Transit Governance Discussion Timeline

Rationale for Capital Regional District (CRD) Board to seek an increased role in transit decision making (as per 15 June 2011 CRD Board Report)

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

- Ministry of Transportation and Infrastructure, 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

BC Transit Independent Review Working Group Final Status Report

Independent Review Recommendations	Progress to Date	Current Status
Governance – Boards and Commissions		
2 –Increase BCT Board Size	Review file/documentation, BCT support to increase size confirmed MOTI – Incorporate into legislative strategy draft.	TBA Pending Legislative Calendar
3i -Board Skills Matrix	BCT–skills matrix prepared & approved. BCT - Communicated action to LG through working group and available on website.	COMPLETED
3ii -LG Appoints (Nominates) Board Members	MOTI – met with Board Resourcing and Development Office to refine appointment / nomination process guidelines. LG - when determined by working group as a priority, secure LG/UBCM feedback and finalize nomination guidelines package	TBD
3iii -Non-elected Board Members	Official response confirmed status quo	COMPLETED
3iv -Staggered Board Terms	MOTI - Non-legislative options discussed with BRDO/AG–options determined.	TBA Pending Legislative Calendar
3v -Board Appointment Guidelines	MOTI – met with BRDO to refine appointment / nomination process guidelines. LG – when determined by working group as a priority, secure LG/UBCM feedback and finalize nomination guidelines package.	TBD
4 -LG Appoints (Nominates) Commission Members	MOTI -Incorporated into legislative strategy, analyzing pros and cons. Work plan approach discussed with UBCM. LG - to provide a response (Greater Victoria region).	TBD
VRTC -Governance of Victoria Transit System	LG - to determine its response for potential changes to transit governance in the CRD.	TBD
Strengthening the Partnership		
1 -Government Letter of Expectation	LG –letter submitted to Minister for consideration – June 2013. MOTI – reviewed and incorporated input as appropriate into 2014/15 GLE.	COMPLETED
5i –BCT decision making to consider input of LG and to inform LG on issues that affect them	BCT–EII Advisory Panel program ongoing and BCT policy requires consultation with LG and endorsement by LG on major initiatives and service expansions	COMPLETED

	within each system.	
5ii -LG to provide input to BCT on system wide capital decisions	<p>Consultations with LG at 2013 & 2014 BCT Annual Workshops and 2013 UBCM Elected Officials Workshop.</p> <p>BCT capital spending decision policy requires LG consultation as part of the business case approval process for expansions or new initiatives. In addition to the EII Advisory Panel, the BCT Annual Workshop provides a venue for consultations to take place with all LGs. Depending on the complexity of the decision being considered, other forms of advisory consultation may be necessary.</p>	COMPLETED
5iii -LG Notice to BC Transit of Service Change	<p>Consultations with LG at 2013 & 2014 BCT Annual Workshops and 2013 UBCM Elected Officials Workshop.</p> <p>BCT has enhanced contractual forms it can use where necessary to secure LG commitments reflecting the financial implications of an initiative.</p>	COMPLETED
5iv -Province Consults with LG on Policy	TBD	TBD
5v -BCT Engages Local Government and Operators in route planning and scheduling	Implementation of the MOU process includes sign off by LG as well as operating company regarding service changes.	COMPLETED
6 -LG Involves BC Transit in Planning	<p>Consultations with LG at 2013 BCT Annual Workshop and 2013 UBCM Elected Officials Workshop.</p> <p>Renewals of Master Operating Agreements with LG include a provision for LG to consider impacts on public transit when making future land use decisions. BCT is also preparing a guidelines document recommending when LG should seek BCT input on development approvals and land use decisions.</p>	COMPLETED
7 -BCT Strategic Communications Plan	Consultations with LG prior to and during the 2013 BCT workshop confirmed the Strategic Communications Plan and Annual Communications Calendar with key deliverables, dates and timelines. Calendar is available on BCT website.	COMPLETED
9 -Improve Operating Agreements	Consultations with LG at 2013 & 2014 BCT Annual Workshops and 2013 UBCM Elected Officials Workshop.	COMPLETED

	<p>Improvements to clarifying roles and responsibilities and information sharing requirements are incorporated in to the new form of the Master Operating Agreements and also reflected in the Strategic Communications Plan.</p> <p>Provincial share of capital funding now reflected in 3 year budgets.</p> <p>3 year budgets are now provided in both fiscal year format and calendar year format.</p> <p>Refer to responses to 5 (iii), 7, 12 and 13</p>	
12 -Set Appropriate Service Standards	Consultations with LG at 2013 BCT workshop and 2013 UBCM Elected Officials Workshop. Service standards form part of all transit system planning efforts e.g. Transit Future Plan.	COMPLETED
13 -BCT Individual System Performance Reports to LG	Consultations with LG prior to and during the 2013 BCT workshop. BCT has developed and implemented an Annual Communication Calendar. Annual calendar available on BCT website.	COMPLETED
14 -Performance Reporting Templates	Refer to response 13	COMPLETED
15 -Annual BCT Reports to LG	BCT–confirmed enhanced reporting has been undertaken, information required is being provided to LG through BCT Annual Report.	COMPLETED
18 -Intercity Transit Policy	MOTI – prepared materials for senior leadership, pending decision.	TBD
Modernizing BC Transit's Business		
8 - Clear Direction to BCT on Provincial Transit Plan	Improved clarity on PTP incorporated into 2013/14 and 2014/15 GLE. February workshop held between MOTI/BCT on future transit planning. MOTI – update to Provincial Transit Plan (Fall 2014) as part of MOTI's Transportation 2025 Strategy.	IN PROCESS FOR COMPLETION
10 -Enable Multi-Year Operating Agreements	BCT Act/Regulations reviewed MOTI - Incorporated into legislative strategy, analyzing pros and cons.	TBA Pending Legislative Calendar
11 -Single Agreement Between BCT & LG	BCT Act/Regulations reviewed by MOTI. MOTI - Incorporated into legislative strategy, analyzing pros and cons.	TBA Pending Legislative Calendar

	Initial consultations started with LG at 2014 BCT Annual Workshop. Additional consultations to be undertaken through joint working group.	
16 -Commercial Ventures	Minister approval of guidelines posted on MOTI website.	COMPLETED
17 -Capital Funding Approval with Output Targets – enhanced Service Plan process	BCT/MOTI enhanced Service Plan process for 2013/14 and beyond.	COMPLETED

CRD – Victoria Regional Transit Commission (VRTC)/BC Transit Governance Discussion Timeline

- May 2011 - BC Transit Victoria Region Transit Future Plan completed – meets requirement of Provincial Transit Plan and involved engagement with the Capital Regional District (CRD) and each of its member municipalities, including presentation to each for endorsement.
- June 2011 - CRD Board made motion to have the responsibilities of the VRTC be transferred to the CRD Board.
- November 2011 - Province responds to this request and other concerns related to governance, funding and communications raised by provincial partners by instigating an Independent Review of BC Transit.
- August 2012 - The BC Transit Independent Review Panel released their report which outlined a series of recommendations.
- August 2012 - Regional Transit Local Funding Options Report completed.
- September 2012 - Province announces formation of BC Transit Independent Review Working Group - consisting of members from local government, Union of British Columbia Municipalities (UBCM), Ministry of Transportation and Infrastructure and BC Transit.
- October 2013 - CRD staff attend Victoria Regional Transit Service Review Stakeholder Workshop – determined short term operational priorities.
- November 2013 - CRD Board endorses VRTC request for a two cent per litre increase in fuel tax to fund to support transit system development.
- 2013/14 - BC Transit sits on Regional Transportation Plan (RTP) – Technical Advisory Committee.
- 2013/14 - BC Transit provides input to Regional Sustainability Strategy.
- March 2014 - VRTC and BC Transit Board provide input to draft RTP - some adjustments made to reflect input.
- April 2014 - CRD staff attendance at BC Transit workshop.
- June 2014 - reports detailing proposed transit system service changes provided to CRD staff for comment prior to inclusion in VRTC agenda packages.
- August 2014 - CRD Board approves RTP - encompasses the Transit Future Plan – Transit Future Plan mode share targets carried through to the RTP.
- September 2014 - Senior Management and staff from BC Transit and CRD meet to discuss potential ways of implementing the transit specific actions identified in the RTP - focus on Action 6.1 *Embed formal consultation and engagement processes with the region in the Victoria Regional Transit Commission model.*
- January 2015 - BC Transit Independent Review Working Group receives final status report from UBCM.
- January 2015 - CRD and BC Transit meet again to elaborate upon potential incremental steps in implementing RTP action.