



## Notice of Meeting and Meeting Agenda Transportation Select Committee

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Wednesday, June 22, 2016

3:30 PM

6th Floor Boardroom

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S. Brice (Chair), R. Kasper (Vice Chair), C. Hamilton, B. Isitt, W. McIntyre, S. Price, D. Screech, L. Seaton, G. Young, B. Desjardins (Board Chair, ex officio)

### 1. Approval of Agenda

### 2. Adoption of Minutes

2.1. [16-740](#) Approval of the March 2, 2016, Minutes of the Transportation Select Committee

**Recommendation:** That the minutes of the March 2, 2016, meeting of the Transportation Select Committee be adopted.

**Attachments:** [2016-03-02 Minutes, Transportation Select Committee](#)

### 3. Chair's Remarks

### 4. Presentations/Delegations

### 5. Committee Business

5.1. [16-554](#) Regional Trails - CRD Jurisdiction

**Recommendation:** [The Regional Parks Committee has referred this staff report to the Transportation Select Committee for information.]  
That the report "Regional Trails - CRD Jurisdiction" be received for information.

**Attachments:** [SR: Regional Trails - CRD Jurisdiction](#)  
[Regional Trails - CRD Jurisdiction - Attachment 1](#)

5.2. [16-747](#) Bylaw No. 4093 Regional Transportation Service Establishment Bylaw 2016

**Recommendation:** That the Transportation Select Committee recommend to the Capital Regional District Board:

- a) That Bylaw No. 4093 "Regional Transportation Service Establishment Bylaw 2016" be introduced and read a first and second time, and read a third time; and
- b) That the Capital Regional District Transportation Service Funding Requisition Policy be approved for implementation upon adoption of Bylaw No. 4093; and
- c) That the Board direct staff to forward Bylaw No. 4093 "Regional Transportation Service Establishment Bylaw 2016" to the Inspector of Municipalities for approval.

**Attachments:** [Report: Bylaw #4093 Reg'l Transport Sve Est Bylaw 2016](#)  
[Attach 1: CRD Transport Sve Est Bylaw 2016](#)  
[Attach 2: CRD Transport Sve Funding Requisition Policy](#)  
[Attach 3: Governance Cmtte May'16–Sum Disc “Governing Gr Vic”](#)  
[Attach 4: Colwood City Council Letter](#)

5.3. [16-748](#) Transportation Service Committee Options

**Recommendation:** That the Transportation Select Committee recommends to the Capital Regional District Board:

That it be recommended to the CRD Board Chair that the Regional Transportation Service report to a Transportation Standing Committee formed from the Transportation Select Committee with a terms of reference requirement for representation from all areas (sub-regions) of the CRD and even representation from members of the Regional Parks Committee, the Planning, Transportation and Protective Services Committee and a representative from the Electoral Area Services Committee.

**Attachments:** [Staff Report: Transportation Service Committee Options](#)

## 6. New Business

## 7. Adjournment

Next Meeting: TBA

To ensure quorum, please advise Nancy More (250-360-3024) if you or your alternate CANNOT attend.

**Meeting Minutes**  
**Transportation Select Committee**

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Wednesday, March 2, 2016

11:30 AM

6th Floor Boardroom

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PRESENT

DIRECTORS: S. Brice (Chair), R. Kasper (Vice Chair), B. Isitt, W. McIntyre, S. Price, D. Screech, G. Young

STAFF: K. Lorette, General Manager, Planning and Protective Services; S. Bagh, Senior Manager, Regional and Strategic Planning; J. Hicks, Senior Transportation Planner, Regional and Strategic Planning; M. Walton, Senior Manager, Regional Parks; B. Reems, Corporate Officer; N. More, Committee Clerk (Recorder)

ABSENT: C. Hamilton, L. Seaton, B. Desjardins (Board Chair, ex-officio)

The meeting was called to order at 11:33 a.m.

**1. Approval of Agenda**

**MOVED** by Director Kasper, **SECONDED** by Director Price,  
That the agenda be approved.  
**CARRIED**

**2. Adoption of Minutes**

2.1. [16-288](#) Adoption of Transportation Select Committee Minutes of July 22, 2015

**MOVED** by Director McIntyre, **SECONDED** by Director Screech,  
That the Transportation Select Committee Minutes of July 22, 2015, be adopted.  
**CARRIED**

**3. Chair's Remarks**

Chair Brice remarked on the mandate of the Committee. She remarked that the Board has recognized that transportation is a regional issue with implications for coordination. The main part of the agenda is to advance the action to establish the new service. The challenges ahead include jurisdiction and authority, for the infrastructure is held outside the CRD Board.

**4. Presentations/Delegations**

**5. Committee Business**

5.1. [16-299](#) 2016 CRD Board Select Committee Terms of Reference and Work Program

K. Lorette provided a synopsis of the staff report, work plan and terms of reference.

**MOVED** by Director Isitt, **SECONDED** by Director Screech,  
 1. That the terms of reference for the 2016 Transportation Select Committee as attached in Appendix A be received; and  
 2. That the Transportation Select Committee recommend to the Capital Regional District Board:  
 That the Committee priorities and work program as outlined in the Priorities Dashboard, be confirmed.  
**CARRIED**

**5.2.**     [16-294](#)     Capital Regional District Transportation Service Establishment

K. Lorette introduced the matter and S. Bagh provided highlights of the report with the aid of a PowerPoint presentation.

The Committee discussed inter-island transport, regional cooperation, authority, governance, and the use of regional trails.

**MOVED** by Director Isitt, **SECONDED** by Director Kasper,  
 That the Transportation Select Committee recommend to the Capital Regional District (CRD) Board:  
 That staff be directed to prepare a draft Transportation Service Bylaw that would seek the participation of all municipalities and electoral areas and provide the CRD with the potential to take on a broad range of additional transportation services including funding and partnering in infrastructure projects and grant applications, programing and Electoral Area transportation assistance; and prepare a Board policy that would tie requisition increases to expansion of transportation functions and identify triggers for increased requisitions.  
**CARRIED**

**6. New Business**

**7. Adjournment**

**MOVED** by Director Price, **SECONDED** by Director Kasper,  
 That the meeting be adjourned at 12:31 p.m.  
**CARRIED**

\_\_\_\_\_  
**CHAIR**

\_\_\_\_\_  
**RECORDER**



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**REPORT TO REGIONAL PARKS COMMITTEE  
MEETING OF WEDNESDAY, APRIL 20, 2016**

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**SUBJECT**     **Regional Trails – CRD Jurisdiction**

**ISSUE**

The Transportation Select Committee has requested information outlining the Capital Regional District's (CRD) jurisdiction and transportation-related obligations arising from agreements between the CRD and other governments relating to Regional Trails.

**BACKGROUND**

Background is provided on the three existing regional trails and the tenure agreements that provide the CRD with authorization to develop and operate them. A map illustrating the three trails is attached (Attachment 1).

**Galloping Goose Regional Trail**

In 1987, the Province leased a 43 km portion of the former Canadian National Railway (CNR) corridor to the CRD for the purpose of a regional trail within a linear park. The lease provides the authority for the CRD to establish, manage and maintain the trail and park corridor from Atkins Avenue in View Royal to Leechtown, in the Juan de Fuca Electoral Area. The CRD Board approved a Galloping Goose Regional Park Corridor Management Plan in 1989. There were no transportation-related obligations for the CRD in the 1987 lease or 1989 Management Plan.

In 1993, the Province of BC leased two additional sections of the former CNR corridor to the CRD to extend the Galloping Goose trail and park corridor from Atkins Avenue in View Royal to the Switch Bridge in Saanich and from the Switch Bridge to the south side of the Selkirk Trestle in the City of Victoria. Each section was authorized under a Lease for Recreational Use and required that the CRD to use the premises only for the purpose of an interim regional trail within a recreational park corridor. The "Saanich spur", located between the Switch Bridge and McKenzie Avenue in Saanich was also included in the 1993 lease. The spur makes up part of the Lochside Regional Trail.

In 2015, the CRD and the Province of BC signed an updated and consolidated Galloping Goose lease. The lease is for 30 years (to April 2045). Given the recognition that regional trails are used for both active recreation and active transportation, the current lease wording was updated to reflect that. In the 2015 lease, permitted uses are defined in the lease as "construction, operation, maintenance, repair, removal and replacement of a regional public trail within a linear corridor, including use for active transportation and recreation, but excluding use by motor vehicles except for construction, and maintenance, of the Trail." The management plan is being updated through the on-going Regional Trails Management Plan project. The draft plan recognizes the transportation and recreation focus for the trail.

The lease indicates that the BC Transportation Financing Authority (BCTFA) may, on 180 days written notice, terminate or temporarily suspend the lease for all, or any portion, of the Land, if the BCTFA or the Province of BC requires such portion of the Land or improvements for transportation purposes.

### **Lochside Regional Trail**

When the former rail lines between Victoria, Patricia Bay, and Sidney were abandoned, they were turned over to the various municipalities along the route as a road allowance, known as Lochside Drive. In some municipalities a road has been developed along the route while in others it remains closed to motor vehicles.

In 1988, the CRD Official Regional Parks Plan included a proposal for a 225 km regional trail route from Swartz Bay (North Saanich) to Point-No-Point (Juan de Fuca Electoral Area), part of which included the 29 km that became the Lochside Regional Trail. At that time, the municipalities were asked to include the regional trail route in their official community plans and partnerships were envisioned for the purpose of developing and maintaining the trail. One of the strategic directions in the 2000 CRD Parks Master Plan was to complete the Lochside Regional Trail and provide opportunities for outdoor recreation use from Swartz Bay to the Galloping Goose Regional Trail.

Saanich, Central Saanich, North Saanich and the Town of Sidney developed their respective sections of the trail and a Trail Management Plan was approved by the CRD Board in 2001. The trail Management Plan is being updated through the on-going Regional Trail Management Plan process. The draft plan recognizes the transportation and recreation focus for the trail.

In 2004, a Licence to Use was set up with each of the municipalities that own the Lochside trail corridor. The Licences define permitted uses as “non-motorized multiple uses that are appropriate for a Regional Trail, including walking and bicycling, and horseback riding where expressly permitted, electric wheelchairs and scooters designed for persons with disabilities and motorized trail maintenance service vehicle use.” The Licences establish that the CRD is responsible for off-road sections of the trail and the municipalities are responsible for on-road sections of the trail. There are no transportation-related obligations in the Licences, though they do note that the Licences do not limit or restrict the use of the corridor as public highway (e.g., existing or future use by motorized vehicles on public roads).

The CRD is currently working with the municipalities and the Ministry of Transportation and Infrastructure to update the Licences and the recognition of both active recreation and active transportation can be included through this process.

### **E&N Rail Trail – Humpback Connector**

A proposal for a recreational trail along the E&N rail line was first made in 2000. The Township of Esquimalt proposed that a new 3 m wide, 8 km ‘West Side Rail Trail’ be built along the E&N rail line in Victoria, Esquimalt and View Royal to create a 17 km loop route with the Galloping Goose.

In 2006, the CRD became involved with the West Side Trail proposal and took it on as a larger regional trail project, extending the proposed route through Langford to Humpback Road. The project was renamed the E&N Rail Trail – Humpback Connector.

In 2007, the Island Corridor Foundation (ICF), as the owner of the E&N railway corridor, provided the CRD with a Licence of Occupation allowing the CRD to develop and operate a multi-purpose regional park trail for public use adjacent to the rail line. Multi-purpose is defined in the Licence as allowing the public on foot, horseback, bicycle or other non-motorized vehicle or Motor Assisted

Cycle. The Licence of Occupation is in effect until August 2032, with a right to renew for an additional 25 year term. The Licence does not include any transportation obligations, but the CRD is required to construct the trail a minimum of 3.25 metres off the centreline of the railway tracks and erect a barrier between the trail and the tracks for safety purposes. The ICF is planning to re-activate rail transportation along the line in the future. A Management Plan for the E&N Rail Trail is being developed through the on-going Regional Trails Management Plan. The draft plan recognizes the transportation and recreation focus for the trail.

### **Regional Parks Strategic Plan (2012-2021)**

The Regional Parks Strategic Plan, approved by the CRD Board in 2012, sets out that regional trails are managed, in part, to provide a non-motorized transportation and recreation cycling and pedestrian route connecting the communities within the capital region and to provide trails for long-distance horseback riding. The Strategic Plan establishes three trail classifications:

*Bike and Pedestrian Trails*, which are designed primarily to accommodate a high volume of users for recreational and commuting cycling and for walking and running. These trails have major infrastructure and a paved surface.

*Multiple Use Trails*, which are designed for biking, hiking, and horseback riding. The surface will be improved with gravel.

*Hiking & Walking Pathways*, which are modelled on the pathway system in Great Britain and are single track links between regional and other parks. They are used for walking, running, hiking and where possible, horseback riding.

The Strategic Plan classifies the existing regional trails as follows:

Galloping Goose (from Luxton to Leechtown) – Multiple Use Trail (approximately 35 km)  
Galloping Goose (from Victoria to Luxton) – Bike and Pedestrian Trail (approximately 20 km)  
Lochside – Bike and Pedestrian Trail  
E&N Rail Trail – Bike and Pedestrian Trail

### **CONCLUSION**

The existing Galloping Goose lease, Lochside Licences, and E&N Rail Trail Licence provide the CRD the authority to develop, operate and maintain the three existing regional trails. Over the years, with a broadening of the use on the trails, the CRD has worked to update these tenures to enable the CRD to develop and use these trails for active transportation. The tenures do not oblige the CRD to do so, but allow for it. Each tenure does include reserved rights for the grantors to use their respective corridors for transportation purposes.

### **RECOMMENDATION**

That the Regional Parks Committee refer this staff report to the Transportation Select Committee for information.

Submitted by:	Mike MacIntyre, Acting Senior Manager, Regional Parks
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services

Concurrence:	Larisa Hutcheson, P.Eng., Acting Chief Administrative Officer
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MW:km

Attachments: Attachment 1: Regional Trails Map

Attachment 1

Regional Trails

Regional Parks Committee Staff Report  
 April 20, 2016



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- |  |  |  |  |
|--|--|--|--|
|  | Lochside Regional Trail                                |  | Regional Park                                    |
|  | Galloping Goose Regional Trail                         |  | Other Park                                       |
|  | E&N Rail Trail - Humpback Connector<br>Regional Trail* |  | Drinking Water Supply Area<br>(No Public Access) |
|  | Major Road   |  | First Nation Reserve                             |
|  | Local Road   |  | Department of National Defence                   |
|  | Municipal / Electoral Area Boundary                    |  | Lake / Reservoir                                 |
|  | River / Stream   |  |  |

\*being developed in phases; not yet complete

*Important!* This map is for general information purposes only. The Capital Regional District (CRD) makes no representations or warranties regarding the accuracy or completeness of this map or the suitability of the map for any purpose. This map is not for navigation. The CRD will not be liable for any damage, loss or injury resulting from the use of the map or information on the map and the map may be changed by the CRD at any time.

2016-04-20-SR-RPC-RegionalTrails-CRDJurisdiction-Att1.mxd | Parks and Environmental Services | March 2016





**REPORT TO THE TRANSPORTATION SELECT COMMITTEE  
MEETING OF WEDNESDAY, JUNE 22, 2016**

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**SUBJECT**     **Bylaw No. 4093 Regional Transportation Service Establishment Bylaw 2016**

**ISSUE**

To advance adoption of the Regional Transportation Service Establishment Bylaw.

**BACKGROUND**

The Capital Regional District (CRD) Board identified establishment of a transportation service as among its 2015-2018 strategic priorities.

At its March 9, 2016 meeting, the CRD Board directed staff to draft a Transportation Service Bylaw that would seek the participation of all municipalities and electoral areas and provide the CRD with the potential to take on a broad range of additional transportation services including funding and partnering in infrastructure projects and grant applications, programing and electoral area transportation assistance; and to prepare a Board policy that would tie requisition increases to expansion of transportation functions and identify triggers for increased requisitions.

In early May at a Governance Committee meeting, CRD Board members had the opportunity to discuss the "Governing Greater Victoria" report with its author, Dr. Robert Bish. Professor Bish advocated very strongly for examining the role that the CRD could have in an integrated system of public transit and arterial highways. He identified that provision of arterial highways and transit are, along with water and sewer extensions, related to regional growth management and that these functions should be organized regionally. Integrating these key functions under one governing body would provide the potential to proactively influence future regional development patterns.

In response to Board direction, staff has drafted the service establishment bylaw (Attachment 1) and the Transportation Service Requisition Policy (Attachment 2) for the Committee's consideration. Attachment 3 provides a summary of the Governance Committee discussion with Professor Bish.

**ALTERNATIVES**

That the Transportation Select Committee recommend to the Capital Regional District Board:

1. a. That Bylaw No. 4093 "Regional Transportation Service Establishment Bylaw 2016" be introduced and read a first and second time, and read a third time; and
  - b. The Capital Regional District Transportation Service Funding Requisition Policy be approved for implementation upon adoption of Bylaw No. 4093; and
  - c. The Board direct staff to forward Bylaw No. 4093 "Regional Transportation Service Establishment Bylaw 2016" to the Inspector of Municipalities for approval.
2. That Bylaw No. 4093 "Regional Transportation Service Establishment Bylaw 2016" and the Capital Regional District Transportation Service Funding Requisition Policy be referred back to staff for further information.

## **IMPLICATIONS**

### **Scope of Service Implications**

The question as to whether water based passenger transportation would be within the scope of the bylaw was raised at the March 2, 2016 Transportation Select Committee meeting. Transportation planning for a proposed ferry service could be undertaken under the drafted Transportation Service Bylaw (Attachment 1). A separate ferry service Contribution Bylaw would be needed to provide the mechanism to raise dedicated funding for a ferry service. Such a bylaw would authorize the CRD to make a contribution to a public authority or a not for profit entity to provide a ferry service. The service could not be operated on behalf of the CRD. If the only potential operator were a for profit corporation, the CRD would need to enter in to a partnering agreement with the service provider to provide a ferry service on behalf of the CRD. Prior to entering in to such an agreement legal issues such as liability exposure would need to be clarified.

### **Financial Implications**

The Transportation Service Establishment Bylaw will provide the legal ability for the CRD to requisition funds to, upon Board approval, provide additional transportation services, as per the terms of the bylaw (Attachment 1). The bylaw identifies the maximum that may be requisitioned for the cost of the Transportation Service as the greater of: (a) ten million (10,000,000) dollars; or (b) an amount equal to the amount that could be raised by a property value tax rate of \$0.119 per one thousand (\$1,000) dollars applied to the net taxable value of land and improvements in the Service Area.

The maximum is set high so as to accommodate potential regional infrastructure partnerships with other levels of government. Approval of a Board policy (Attachment 2) is recommended to identify triggers for increasing requisitions from current levels. Triggers include availability of matching senior government funding.

Borrowing funds for transportation purposes would require adoption of a separate borrowing bylaw. A borrowing bylaw would need to identify the project that the borrowed money would fund.

### **Staffing Implications**

Adoption of the Transportation Service Establishment Bylaw would not increase staff requirements as long as the functions being delivered remain unchanged. Expansion of roles could only occur with Board support. Associated staffing needs would be identified in Service Plans and budget submissions and would therefore be considered concurrently with Board decisions to expand.

### **Intergovernmental Implications**

The Transportation Service would allow the CRD to take on a formal coordination role with local government and agency partners including the establishment of an inter-municipal and agency staff transportation committee.

Participation of all municipalities and electoral areas is key to realizing the full potential of the service.

Colwood City Council has indicated that it objects to creation of a transportation service (Attachment 4).

### Procedural Implications

Adoption of the Service Establishment Bylaw will require approval of the Inspector of Municipalities. Following Inspector approval, the bylaw will either need to be approved by all participating municipal councils and by Electoral Area Alternate Approval process or alternatively be approved by 2/3 of the Board and a region-wide Alternate Approval process. The decision as to which approval process to follow does not need to be made until after the Inspector of Municipalities approves the Bylaw.

### Governance Implications

The governance/reporting structure of the new service can be determined in parallel with advancement of the Transportation Service Bylaw such that the structure would be in place upon final adoption.

### CONCLUSION

Establishment of a transportation service will provide the CRD Board with the potential to direct resources towards priority regional transportation functions. The bylaw and policy have been drafted in such a way as to allow for incremental increases to the transportation service at the discretion of the CRD Board in response to evolving regional needs and CRD Board strategic priorities.

### RECOMMENDATIONS

That the Transportation Select Committee recommend to the Capital Regional District Board:

- a) That Bylaw No. 4093 “Regional Transportation Service Establishment Bylaw 2016” be introduced and read a first and second time, and read a third time; and
- b) That the Capital Regional District Transportation Service Funding Requisition Policy be approved for implementation upon adoption of Bylaw No. 4093; and
- c) That the Board direct staff to forward Bylaw No. 4093 “Regional Transportation Service Establishment Bylaw 2016” to the Inspector of Municipalities for approval.

Submitted by:	John Hicks, MCIP, RPP, Senior Transportation Planner, Regional and Strategic Planning
Concurrence:	Signe Bagh, MCIP, RPP, Senior Manager, Regional and Strategic Planning
Concurrence:	Kevin Lorette, P.Eng., MBA, General Manager, Planning and Protective Services
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks and Environmental Services
Concurrence:	Rajat Sharma, B.Eng., MBA, CPA, CMA, Acting Chief Financial Officer
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

JH:lc

- Attachment 1 - Capital Regional District Transportation Service Establishment Bylaw 2016
- Attachment 2 - Capital Regional District Transportation Service Funding Requisition Policy
- Attachment 3 - Governance Committee Meeting May 2016 – Summary of Discussion re: “Governing Greater Victoria” with Professor Bish re: Transportation
- Attachment 4 - Colwood City Council Letter

**CAPITAL REGIONAL DISTRICT  
BYLAW NO. 4093**

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**A BYLAW TO ESTABLISH A SERVICE AREA WITHIN THE CAPITAL REGIONAL DISTRICT  
FOR THE PURPOSE OF A REGIONAL TRANSPORTATION SERVICE**

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**WHEREAS** under section 332 of the *Local Government Act* a regional district may, by bylaw, establish and operate any service the Board considers necessary or desirable for all or part of the regional district;

**AND WHEREAS** the Board of the Capital Regional District wishes to establish a service for the purpose of providing a service to address transportation needs within the Region;

**AND WHEREAS** the approval of the electors in the Participating Areas has been obtained under section 345(1) of the *Local Government Act*;

**AND WHEREAS** the approval of the Inspector of Municipalities has been obtained under section 342(1)(a) of the *Local Government Act*;

**NOW THEREFORE** the Board of the Capital Regional District, in open meeting assembled, enacts as follows:

**1. Service**

(1) The service being established and operated is the Capital Regional District Transportation Service (the “**Transportation Service**”) for the purpose of providing services in relation to transportation as follows:

(a) Policy, planning, administration and information related services including, without limitation:

- i. Transportation policy, plans, surveys and studies;
- ii. Regional trails planning, operations and maintenance, capital planning and management of land tenure;
- iii. Transportation data collection, monitoring, analysis and reporting;
- iv. Transportation modelling;
- v. Transportation web based and multi-media platforms;
- vi. Active transportation programming, planning and promotion;
- vii. Transportation demand management programming, planning and promotion;
- viii. Transit partnerships for data, analysis, planning and policy;
- ix. Transportation infrastructure funding applications and partnerships; and

(b) Management of those regional trails listed in Schedule A (“designated regional trails”)—

(2) Subsection (1) is not intended to alter or affect the dedication as regional trail of any designated regional trail nor to impair the use of the designated regional trails for the purpose of public recreation and enjoyment and ancillary nature conservation.

**2. Boundaries**

The boundaries of the “Transportation Service” are the boundaries of the Capital Regional District.

**3. Participating Areas**

All of the municipalities and electoral areas within the CRD are the participating area of the “Transportation Service” as follows:

District of Central Saanich, City of Colwood, Township of Esquimalt, District of Highlands, Juan de Fuca Electoral Area, City of Langford, District of Metchosin, District of North Saanich, District of Oak Bay, District of Saanich, Salt Spring Island Electoral Area, Town of Sidney, District of Sooke, Southern Gulf Islands Electoral Area, City of Victoria and Town of View Royal.

#### 4. Cost Recovery

As provided in section 378 of the *Local Government Act*, the annual cost of providing the Transportation Service shall be recovered by one or more of the following:

- (a) property value taxes imposed in accordance with Division 3 of Part 11 of the *Local Government Act*,
- (b) fees and charges imposed under section 397 of the *Local Government Act*,
- (c) revenues raised by other means authorized by the *Local Government Act* or another *Act*,
- (d) revenues received by way of agreement, enterprise, gift, grant or otherwise.

#### 5. Maximum Requisition

In accordance with section 339(1)(e) of the *Local Government Act*, the maximum amount that may be requisitioned for the cost of the Transportation Service is the greater of:

- (a) ten million (\$10,000,000) dollars; or
- (b) an amount equal to the amount that could be raised by a property value tax rate of \$0.119 per one thousand (\$1,000) dollars applied to the net taxable value of land and improvements in the Service Area.

#### 6. Citation

This Bylaw may be cited as the "Capital Regional District Transportation Service Establishment Bylaw No. 1, 2016".

READ A FIRST TIME this	day of	2016
READ A SECOND TIME this	day of	2016
READ A THIRD TIME this	day of	2016
APPROVED BY THE INSPECTOR OF MUNICIPALITIES THIS	day of	2016
RECEIVED PARTICIPATING AREA APPROVAL THIS	day of	2016
ADOPTED this	day of	2016

\_\_\_\_\_  
Chair

\_\_\_\_\_  
Corporate Officer

FILED WITH THE INSPECTOR OF MUNICIPALITIES THIS

day of

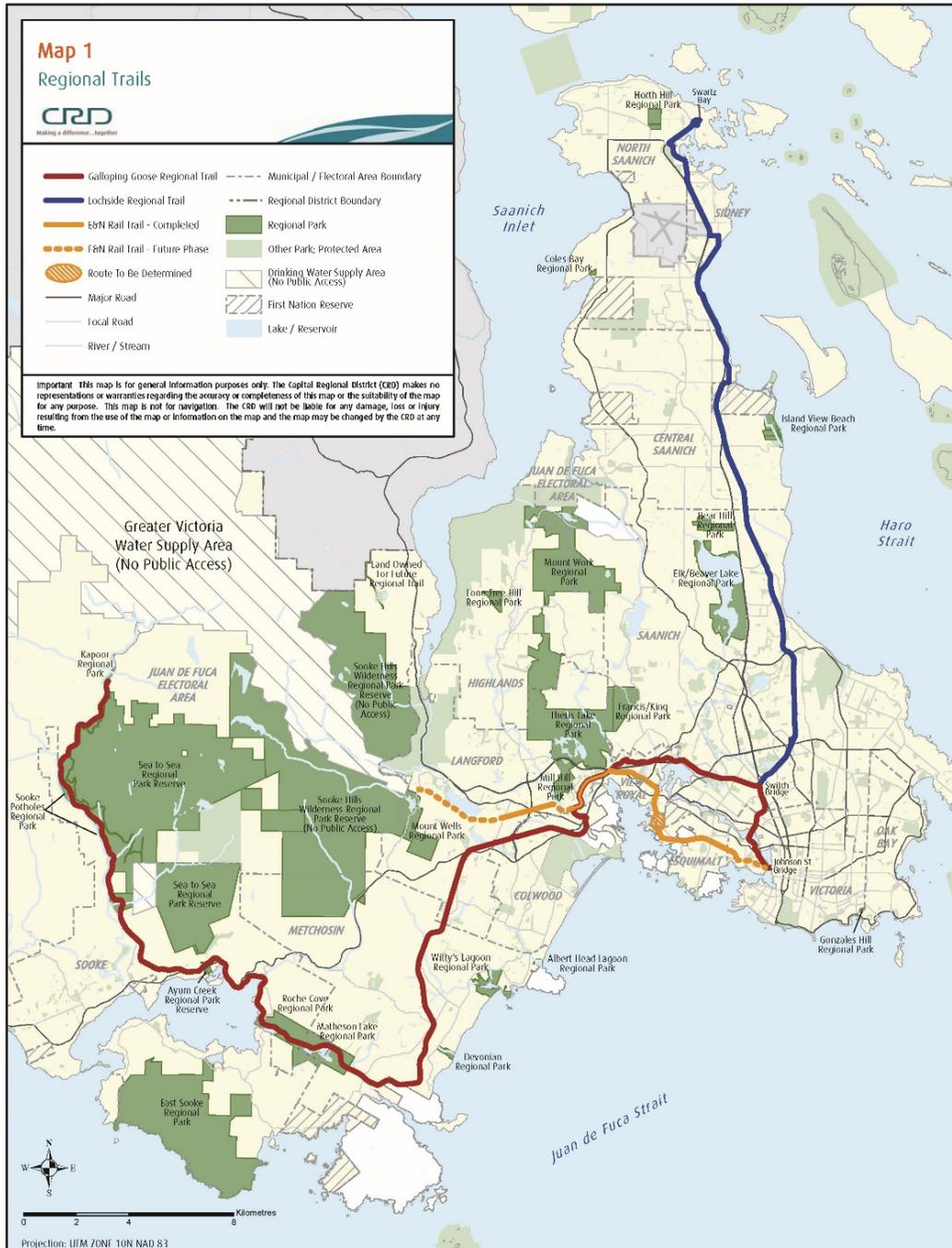
2016

Schedule "A"

Designated Regional Trails

E & N Rail Trail – Humpback Connector  
 Galloping Goose Regional Trail  
 Lochside Regional Trail

See Map1 for general trail locations



**CAPITAL REGIONAL DISTRICT  
CORPORATE POLICY AND PROCEDURES**



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Section	<i>Regional and Strategic Planning</i>	
Subsection	Policies, Procedures, Manuals	(policy #)
Title	TRANSPORTATION SERVICE REQUISITION TRIGGERS	

**POLICY:**

The CRD has authority under Service Establishment Bylaw 4093 to requisition funding for transportation services. This policy outlines the triggers and process to be satisfied prior to the CRD Board requisitioning above the base level, yet within the maximum requisition level, to fund priority transportation projects. This policy should be used to identify the circumstances under which funding above the requisition base level may be considered and to clarify the possible maximum requisition levels for the various phases of service development.

**PURPOSE:**

The purpose of this policy is to describe the requisitioning process, including the identification of triggers for requisitioning above the amount needed to fund existing CRD transportation functions, also referred to as the base level of the transportation service. The policy places parameters around funding requests for new and expanded transportation functions.

**RESPONSIBILITIES:**

This policy will be administered by the Regional and Strategic Planning Division.

**SCOPE:**

The policy applies to funding associated with *expansion* of the transportation service as outlined in Service Establishment Bylaw No. 4093. The policy will be used by staff to inform future planning and recommendations to the CRD Board and by CRD Board members to inform future decision making related to transportation funding.

**PROCEDURE:**

The transportation service is reflected in three phases of service development:

1. Existing functions
- 2a. New non-infrastructure functions
- 2b. New and/or expanded infrastructure functions and
3. Regional transit governance and administration

The following table identifies triggers for transportation service requisition increases along with the maximum requisitions for each of the service development phases.

Phase	Trigger(s)	Maximum Requisition
<b>Phase 1</b>		
Existing Functions	Service Bylaw Adoption	As per existing service budgets
i. Transportation, policy, plans, surveys and studies	“	“
ii. Regional trails planning, operations and maintenance, capital planning and tenure	“	“
iii. Transportation data collection, monitoring, analysis and reporting	“	“
iv. Transportation modelling	“	“
<b>Phase 2a.*</b>		
Additional functions – non infrastructure	New function identified in Board-adopted Service Plan, post Service Bylaw Adoption	A property value tax rate of \$0.036 per one thousand (\$1,000) dollars applied to the net taxable value of land and improvements in the Service Area. (approximately 3 million in 2016 dollars)
i. Transportation web based and multi-media platforms	“	“
ii. Active transportation programming, planning and promotion	“	“
iii. Transit partnerships, data gathering, analysis and policy	“	“
<b>Phase 2b.*</b>		
i. Additional functions - transportation infrastructure, funding applications and partnerships ii. Regional Trails Expansion	New function identified in Board-adopted Service Plan, post Service Bylaw Adoption  At minimum matching funds from other levels of government and/or agencies <u>or</u> Board motion to fund	A property value tax rate of \$0.119 per one thousand (\$1,000) dollars applied to the net taxable value of land and improvements in the Service Area. (\$10 million in 2016 dollars)
<b>Phase 3**</b>		
Regional Transit Governance and Administration	i. Provincial legislation change – <i>BC Transit Act</i> ii. Amendment to Service Establishment Bylaw No. 4093 iii. Provincial funding assurances	

\* The sequencing and timing of phases 2a. and 2b are at the will of the CRD Board.

\*\* Dependent on provincial legislation, the sequencing and timing of Phase 3 is at the will of the CRD Board.

Approval Date:	Approved By:
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**Governance Committee Meeting May 2016  
Summary of Discussion re: “Governing Greater Victoria”  
with Professor Bish re: Transportation**

Professor Bish and a number of his colleagues and coauthors were asked to speak to the governance committee regarding their recently published report “Governing Greater Victoria”. The report did not focus on amalgamation but rather provided a descriptor of the current governance structure within greater Victoria, offering comparisons to other regions where possible and appropriate. The report identifies four important outstanding issues that arose during the study that should be addressed in the current and future discussions of governance options for Greater Victoria including the governance of arterial highways and public transit.

**Transportation Related Discussion Summary**

- The CRD is anomalous for a region its size in that it does not have a mandate for arterial highways and transit. Professor Bish feels strongly that this needs to change.
- Professor Bish states that arterial highways, transit, sewer and water are the key components of managing future development patterns. The region could use infrastructure development as a means to proactively direct development.
- In response to a question as to whether applying for grants on regional transportation infrastructure would be beneficial, Professor Bish answered yes. Dr. Bish noted that, in the US, federal funding will only be directed to large metro areas that have regional planning policies in place. Speaking as a united voice on regional transportation priorities is important.
- An example of the Old Island Highway being transferred from the Ministry of Transportation and Infrastructure to a number of municipalities on completion of the New Island Highway was cited as an area of concern. It was suggested that municipalities have reconfigured this arterial road to meet their local needs and aspirations which have caused greater congestion along this regional connector.
- The Province’s jurisdictional responsibilities for the highway network was also discussed. While provincial funding was welcomed, it was indicated that the highway network in the CRD largely serves local needs yet these local needs are not necessarily prioritized.



Chair  
 GAO  
 GM PPS, PES, F+T  
 For action / resp. by  
 Corresp. for Board / Committee  
 For Information Only  
 Copies to S. Howat  
0400-50 Colwood

## CRD EXECUTIVE OFFICE

Received

MAR 21 2016

File: 0400-50-CAP-18727

Date: March 15, 2016

Mr. Robert Lapham  
 Chief Administrative Officer  
 Capital Regional District  
 625 Fisgard Street  
 Victoria, BC V8W 1R7

Dear Mr. Lapham:

At the Regular Meeting of Council held March 14, 2016, Colwood City Council considered a CRD Report presented to its Transportation Select Committee Meeting on March 2, 2016 regarding a Transportation Service Bylaw. This CRD bylaw is intended to provide for the establishment of a regional transportation service that would seek the participation of all municipalities and electoral areas and provide the CRD with the potential to take on a broad range of additional transportation services.

City Council carefully reviewed the CRD proposal outlined in the report and the following was resolved at the March 14, 2016 regular meeting:

*"That the Capital Regional District be advised that the Council of the City of Colwood strongly objects to the Capital Regional District creating a regional transportation authority or service."*

I would appreciate it if you would ensure that the above Colwood Council resolution is communicated to the CRD Board and provided to any other committee involved with or responsible for this proposed initiative.

Yours truly,

Ian Howat  
 Chief Administrative Officer

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**REPORT TO THE TRANSPORTATION SELECT COMMITTEE  
MEETING OF WEDNESDAY, JUNE 22, 2016**

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**SUBJECT**     **Transportation Service Committee Options**

**ISSUE**

The governance model for a Transportation Service needs to be determined so that the appropriate Committee structure can be put in place should a Transportation Service be approved.

**BACKGROUND**

At its March 9, 2016 meeting, the Capital Regional District (CRD) Board directed staff to draft a Transportation Service Bylaw providing for the establishment of a regional transportation service. Much of the focus to date surrounding the regional transportation service has been on the scope of functions to be included within the service with less attention being paid to the corresponding governance and reporting requirements.

The Transportation Select Committee (TSC) has earlier directed staff to report back on potential reporting and governance options for the transportation service. Confirmation of the committee structure for the new regional transportation service does not need to be included in the Transportation Service Bylaw itself.

The 2014 Acure CRD Transportation Service Feasibility Study recommended that regional transportation decisions and oversight come from a single Committee.

**ALTERNATIVES**

That the Transportation Select Committee recommends to the Capital Regional District Board:

1. That it be recommended to the CRD Board Chair that the Regional Transportation Service report to a Transportation Standing Committee formed from the Transportation Select Committee with a terms of reference requirement for representation from all areas (sub-regions) of the CRD and representation from members of the Regional Parks Committee, the Planning, Transportation and Protective Services Committee and the Electoral Area Services Committee.
2. That it be recommended to the CRD Board Chair that the Regional Transportation Service report to the Planning, Transportation and Protective Services Committee.

**IMPLICATIONS**

**Committee Implications**

**Alternative 1** would create a standing committee from the existing TSC. Upon implementation of the transportation service, the TSC will have fulfilled its mandate to establish a transportation service and as such will be disbanded. The existing TSC members have a good understanding

of the scope of the transportation service and the intent behind it. With existing membership this knowledge base could be maintained under this alternative.

Alternative 1 would, as does the TSC, provide for member representation from all areas of the CRD and representation from members of the Regional Parks Committee, the Planning, Transportation and Protective Services Committee (PTPSC) and the Electoral Area Services Committee. This alternative provides for the linear parks function of the trail system to be considered in decision making.

Under Alternative 1, the Committee terms of reference would need to be drafted to reflect the scope identified in the transportation service establishment bylaw. Terms of Reference would be put in place once the Transportation Service is in place.

Alternative 1 would lessen the load on both the Regional Parks Committee and the PTPSC.

Under Alternative 1 the terms of reference for the PTPSC would need to be redrafted to reflect the transfer of transportation authority to the new transportation service. A new Terms of Reference for the Transportation Committee would be drafted by staff and brought forward for Committee review at the first meeting and then forwarded for Board approval.

**Alternative 2** would most strongly connect land use and transportation discussions and decision making. The symbiotic relationship between land use and transportation would be reinforced by having the same Committee provide oversight of both functions.

While initially the demand for reporting on transportation matters may require a relatively small amount of committee time, it is possible that over time there will be an increased demand. The PTPSC typically already has full agendas and may not in the future have the capacity to take on oversight of a transportation service.

There is currently no requirement for the PTPSC to include representation from the Regional Parks Committee. That absence could challenge holistic, comprehensive and balanced management of regional trails which provide both recreational and transportation functions. The PTPSC terms of reference could, however, be amended to require Parks Committee representation.

### **Financial Implications**

Given that the TSC would, under both the alternatives, be disbanded or reconstituted, there would be no net gain in committees under either alternative and as such no additional financial impact related to governance. Under Alternative 2, there would be a net loss of one committee and as such associated costs would be eliminated.

### **CONCLUSION**

Establishment of a transportation service will require confirmation of a governance and reporting structure. Existing CRD transportation functions report through three committees: the TSC, the Regional Parks Committee and the PTPSC. A Transportation Service would unite transportation functions within one service and provide the opportunity to also consolidate Committee oversight.

**RECOMMENDATION**

That the Transportation Select Committee recommends to the Capital Regional District Board:

That it be recommended to the CRD Board Chair that the Regional Transportation Service report to a Transportation Standing Committee formed from the Transportation Select Committee with a terms of reference requirement for representation from all areas (sub-regions) of the CRD and even representation from members of the Regional Parks Committee, the Planning, Transportation and Protective Services Committee and a representative from the Electoral Area Services Committee.

Submitted by:	John Hicks, MCIP, RPP, Senior Transportation Planner, Regional and Strategic Planning
Concurrence:	Signe Bagh, MCIP, RPP, Senior Manager, Regional and Strategic Planning
Concurrence:	Kevin Lorette, P.Eng., MBA, General Manager Planning and Protective Services
Concurrence:	Larisa Hutcheson, P.Eng., General Manager, Parks and Environmental Services
Concurrence:	Ted Robbins, B.Sc., C. Tech., Acting Chief Administrative Officer

JH:lc