



Technical Paper

Regional Transportation Plan Issues and Opportunities

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1. Synopsis

Through an evaluation of existing land use and transportation conditions as well as continually evolving regional policies, this report is the first step towards framing the key transportation issues for the CRD in its endeavour to develop a Regional Transportation Plan (RTP).

From a transportation perspective, the CRD's urban structure is currently favourable, which appears to have resulted in short travel distances, high levels of active transportation and transit use, and historically declining fuel consumption and CO₂ emissions.

However, in contrast to these trends, population growth in the CRD is increasingly shifting to more distant urban fringes where the travel distances, transportation network, and typical urban form work together to further entrench auto-dependent travel patterns. As with most Canadian municipalities, this pattern of growth that we see in the CRD is not sustainable in the long term. As it stands, for example, the CRD's travel demand model predicts the 2038 business-as-usual scenario will see the vehicle hours travelled in the CRD increasing by 65%. Efforts by the CRD and its local municipalities must persist to encourage a continued shift toward more sustainable travel habits and development patterns.

Through the analysis detailed in this report, the following key CRD needs and opportunities are identified:

1. Shaping Growth and Transportation

Between now and 2038, the CRD population is expected to grow by 115,000 and if existing patterns continue, much of this growth will likely occur outside of the built-up area where it is easier to develop. However, the CRD's moderate growth rate provides the opportunity to coordinate growth and the delivery of transportation solutions. This includes targeting growth around future rapid transit corridors and mobility hubs. It also includes the opportunity to promote more mixed-use communities, which in turn can help reduce commuting and promote shorter trips. There are significant opportunities to plan and design communities and infrastructure to promote walking and cycling for short trips – in the spirit of the many existing CRD communities which already exhibit these characteristics.

2. Coordinated Approaches and Common Objectives

The intent is to use the RTP process to help establish a common set of strategies that respond to mutual goals for the Region, its government partners, and stakeholders. The CRD must demonstrate that there are benefits to being part of the RTP process and the subsequent implementation activities. Examples include common approaches to setting parking standards, accepted processes for making decisions on changes to the strategic transportation corridors, or coordinated approaches for delivering TDM initiatives.

3. Integration of Networks

There is much work still to be done building off the work started in the 2010 Transportation Corridor Plan to determine what the Region's strategic corridors should include and look like on the 10-, 20-, and 30-year horizons. As always, there are many competing demands for scarce road space in several corridors. Trade-offs must be carefully negotiated in order to adequately accommodate auto commuters, commercial vehicles, transit, and active transportation modes. While the scope of the RTP is not to design every corridor, the process of reviewing key corridors will help to highlight challenges, identify stakeholders, and identify common design strategies which balance competing objectives. Developing multi-modal functional standards by incorporating the design guidelines developed through the Pedestrian and Cycling Master Plan represents a potential approach to ensure policy directions for the strategic network are achieved. In addition, policies for the strategic network could be built into the land use policies that will be developed as part of the RSS.

4. Increasing Walking and Cycling Modes Shares

The CRD currently has by far the highest cycling mode share for trips to work in Canada and also enjoys high rates of walking. However, continuing to make greater strides in active transportation will be challenging. Expanding the active transportation network will involve making trade-offs between space for vehicles and space for pedestrians and cycling; in many cases, these will be tough choices. Fortunately, there are many areas where the RTP can ensure that walking and cycling increases as a utilitarian mode, such as through mobility hubs which can "extend the reach" of these active modes.

5. New Technologies

The impact of new technologies is one area not extensively addressed in previous transportation studies. Examples include real-time bus information linked to smart phones, apps that facilitate programs such as peer to peer car-sharing or bike sharing, and technologies that could change the way we pay to use our transportation networks. A key challenge for the RTP will be to forecast how such technologies might continue to change transportation and how this translates into infrastructure needs and growth patterns in general.

6. Short- and Long-term Priorities

A final goal for the RTP is to ensure that transportation planning strategies are relevant for both the short and long term. This can be a challenge when developing a plan that must address growth over a 20 to 30 year period. One way to ensure the RTP continues to remain relevant is to identify short-term actions or pilot projects designed to test longer-term strategies. For example, recommending an area to test a Transportation Management Association. Thus, the more stakeholders involved and contributing ideas to the RTP, the more it becomes a living document that will continue to be relevant over time.

2. Developing a Regional Transportation Plan

The Capital Regional District (CRD) is developing a comprehensive and multimodal transportation strategy for the region through a Regional Transportation Plan (RTP). The RTP will build on recent transportation studies carried out by the CRD, the Ministry of Transportation and Infrastructure (MoTI), and BC Transit, by providing an integrated approach to regional transportation focused on five key components:

1. Regional Multimodal Network (RMN)
2. Public Transit
3. Active Transportation
4. Mobility Hubs
5. Transportation Demand Management (TDM)

Under this overall structure, the RTP aims to produce concrete sustainable outcomes to meet the following objectives:

- a) Identification of persistent transportation **issues** in the region and **opportunities** to address these.
- b) Development of a **vision and principles** statement focusing on the central theme of sustainability and an emphasis on **integrating land use and transportation, enhancing alternatives** to automobile dependency, and managing the **regional transportation system** and **investments** in an effective manner.
- c) Preparation of a foundation document to define policies regarding the five key functional components of the regional transportation system – the **regional multimodal network, mobility hubs, public transit, active transportation and transportation demand management**.
- d) Identification of **governance options** available to the region to optimally achieve the Vision, goals, objectives and policies of a sustainable regional transportation system.
- e) A **funding strategy** to recommend how current transportation funding sources can be consolidated to more effectively direct them toward identified regional transportation priorities.
- f) The development of 3-year and 10-year investment and implementation plans that will identify **key actions, roles** and **responsibilities** regarding regional transportation priorities.
- g) The development of performance **indicators**, monitoring and tracking systems, and **regular reporting** procedures to measure plan progress and achievement of vision, goals, objectives and policies.

2.1 Purpose and Report Outline

The purpose of this report is to evaluate existing land use and transportation conditions as well as discuss past and emerging issues, opportunities and potential strategies identified in recently completed strategic studies related to transportation at the regional level.

The results of these evaluations will help refine the RTP vision statement and principles, and serve as inputs into the RTP Foundation Document.

Chapter 2 – Discusses the policy context for sustainable growth and development in the CRD.

Chapter 3 – Provides a brief overview of key approaches and best practices in sustainability and transportation planning through the review of other regional transportation plans in Canada.

Chapter 4 – Discusses past trends in demographics, land use development, and travel patterns across the region.

Chapter 5 – Explores existing transportation networks and summarizes various key issues and recommendations from previous transportation studies.

Chapter 6 – Summarizes commonly expressed input from stakeholder consultations held as part of the Regional Sustainability Strategy (RSS) engagement process.

Chapter 7 – Highlights various needs and opportunities resulting from the review and evaluation of transportation issues, policies and emerging themes that would guide further development of the RTP.

3. CRD Policy Context

3.1 Regional Growth Strategy (RGS)

Through partnerships with member municipalities, the Regional Growth Strategy (RGS) was adopted in 2003 after 6 years in development, to help support the Region's vision for economic vitality, livable communities, protection of natural and environmental resources, and healthy, high-quality of life. The RGS is "an agreement developed and approved by the Regional Board and member municipalities" and its goals, objectives and policies "provide guidance to the regional district and the member municipalities in the development of their Official community Plans and other bylaws".¹

Eight integrated strategic initiatives were identified in the RGS:

1. Keep urban settlement compact
2. Protect the integrity of rural communities

¹ CRD State of the Region Report: 2008 Regional Growth Strategy Five-Year Monitoring Review

3. Protect regional green and blue space
4. Manage natural resources and environmental sustainability
5. Build complete communities
6. Improve housing affordability
- 7. Increase transportation choice**
8. Strengthen regional economy

Within these initiatives, the RGS laid out various actions and policies related to land-use and transportation planning.

- Focus new growth in the Metropolitan Core, Major Centres and transit corridors to promote high-density, walkable, transit-focused complete communities. Targets for 2026 included that 15% of new dwellings be accommodated in the City of Victoria (to reinforce the Metropolitan Core) at least 90% within the Regional Urban Containment and Servicing Policy Area (RUCSPA).
- Develop an integrated system of parks and trails linking urban areas to rural and green space areas, proposing to complete the entire Regional Trail Network by 2016.
- Build complete communities and support developments that are in Metropolitan Core or Major Centre, mixed-use or provide residential uses near existing employment centres, and located within 400m (7 minute walk) of a public transit route.
- Coordinate land use and transportation to provide residents with reasonable and affordable alternative modes of travel to the automobile.
- Support development of a Regional Transportation Strategy (see Section 3.2) that enhances mobility and opportunities for walking, cycling and public transit. Targets for 2026 included:
 - Minimum PM peak period transit mode share of 10%;
 - Minimum PM peak period non-auto mode share of 40% for trips to, from, and within the Metropolitan Core;
 - Minimum journey-to-work transit mode share of 15%; and
 - Minimum journey-to-work cycling mode share of 10% within the Victoria Census Metropolitan Area (CMA), and 15% for residents of Victoria, Oak Bay, Esquimalt and urban Saanich.
- Ensure employment lands needs are well-balanced and consistent with transportation, complete community and urban containment goals. Targets for 2026 include accommodating a minimum of 20% of employment growth in the City of Victoria, and a minimum 0.35 jobs-to-population ratio in the urban West Shore.

Municipalities were required under the *Local Government Act* to develop a regional context statement to indicate how their official community plan (OCP) is or will be consistent with the regional growth strategy. These statements were developed by municipalities and accepted by the CRD Board within two years of the adoption of the RGS.

Furthermore, the RGS outlined an implementation and monitoring plan, which called for the development of annual staff reports, periodic monitoring reports and a 5-year “State of the Region” to focused on indicators and benchmarks to illustrate how the Region is doing in terms of the objectives, actions and targets laid out in the RGS. These are further discussed in Section 3.3.

3.2 Travel Choices

Travel Choices is the regional transportation strategy in support of the RGS principle and initiative to increase transportation choice. Planning and development of the strategy began in 2002, while the RGS was being finalized, and several consulting reports and technical working papers were produced in support of this effort.

Ultimately, the vision component of Travel Choices was adopted by the CRD Board in April 2005, which includes a broad outline of strategies to be followed in pursuit of the Region’s transportation goals. The vision adopted is to “increase the proportion of people walking, cycling, using transit, ride-sharing or using other alternatives to driving alone”. To achieve this vision, Travel Choices address 4 central themes:

1. **Integrating land use and transportation** policies within the Region’s urban containment area
2. **Enhancing alternatives** to driving alone through attractive and safe facilities, and demand management
 - **Increase walking to more than 15% of daily trips (240,000 trips per day)**
 - **Increase cycling to more than 5% of daily trips (80,000 trips per day)**
 - **Increase transit use to more than 10% of daily trips (160,000 trips per day)**
3. Effectively **managing transportation systems** to maximize mobility and safety of priority modes
4. **Managing transportation investments** in a strategic and fiscally-responsible manner

In 2005, BC municipalities were granted access to Federal gas tax funds to help fund sustainable infrastructure. In response, the CRD prepared the Travel Choices Implementation and Investment Plan (TIIP) to help prioritize transportation proposals in the Region based on criteria related to congestion

reduction, current trip volumes, provision for multi-modal travel and strengthening connections to regional destinations. The TIIP was approved in 2006.

3.3 State of the Region

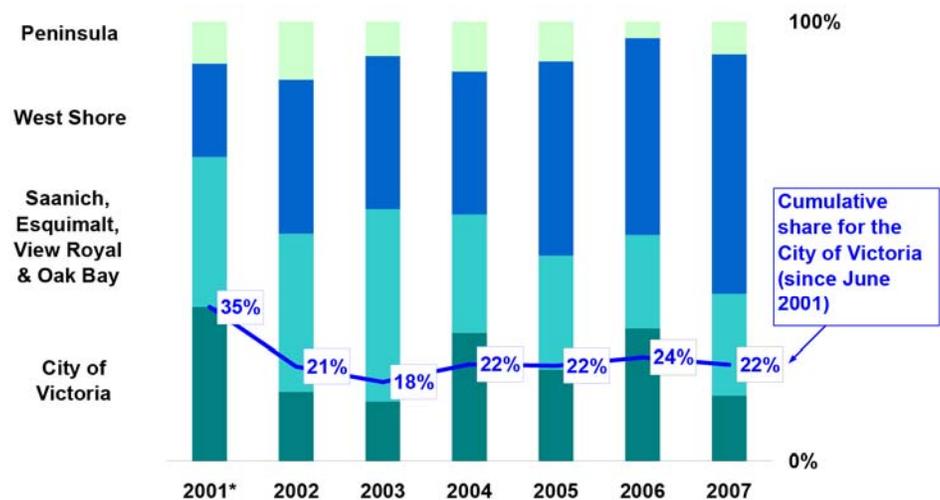
As noted earlier, the RGS implementation and monitoring plan called for a five-year “State of the Region” report containing indicators, comparative data and other benchmarks of the strategies and policies outlined in the RGS. The monitoring program included over 50 different indicators that address the macro context, such as population and employment growth rates, and measure specific policy or strategic initiatives. The State of the Region: 2008 Regional Growth Strategy Five-Year Monitoring Review report was published in November, 2008.

A brief summary of the status of targets discussed in Section 3.1 and other relevant transportation-related indicators are discussed below.

Compact Development

Exhibit 3.1 shows the share of new dwellings units in the City of Victoria has remained above the 15% minimum target since 2001. However, the exhibit also shows new development is shifting towards the West Shore communities, and potentially outside of the RUCSPA boundary.² This trend is a challenge to creating more compact urban areas that can be efficiently served by transit and that encourage cycling and walking as alternatives to the private automobile. As well, this trend suggests increased travel demand east-west where transit options are limited and roadways are constrained.

Exhibit 3.1: Annual and Cumulative Share of New Dwelling Units by Sub-Region (State of the Region, 2008)



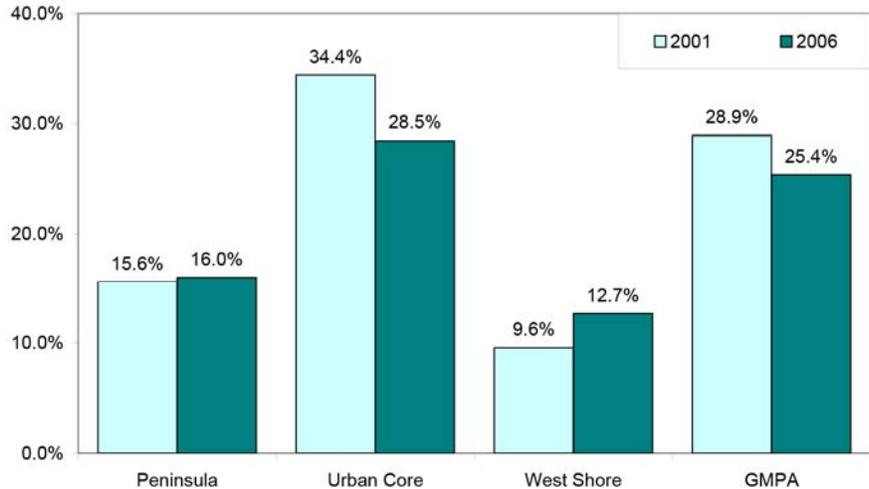
Source: CRD Regional Planning; CMHC

In terms of compact communities, the proportion of dwellings near commercial centres has decreased on average in the Growth Management Planning Area

² The State of the Region report notes the RUCSPA boundaries for Sooke have not yet been defined.

(GMPA), with only West Shore residents experiencing improved access to commercial land uses (Exhibit 3.2).

Exhibit 3.2: Dwellings within 500 m of Commercial Centres (State of the Region, 2008)



Source: Statistics Canada,
Census of Canada,
CRD Regional Planning

The State of the Region also discusses the proportion of dwellings within 400 metres of a transit stop, which changed little between 2001 and 2006 (less than 1%). The Peninsula and West Shore areas did see an increase of 6.7% and 3.2%, respectively. However, this indicator does not account for the frequency of transit service. Thus, through the RSS the CRD is considering monitoring the number of dwellings within a 400m walking distance of transit with at least 15 minute headways.

Mode Shares

The State of the Region report indicates auto trips continue to have the highest mode share, which has increased between 2006 and 2011. Transit remains essentially unchanged at 6% and, thus, below the 12% minimum target for transit mode share by 2038. Walking trips have seen a decline from 12% to 10% and, thus, move further away from the 15% minimum target for pedestrian mode shares by 2038. Although the number of bike trips has increased slightly from 2% to 3%, the mode share remains well below the 15% minimum target for cycling mode shares by 2038.

Exhibit 3.3: 24 hour Mode Share 2001-2006 CRD (State of the Region, 2008)

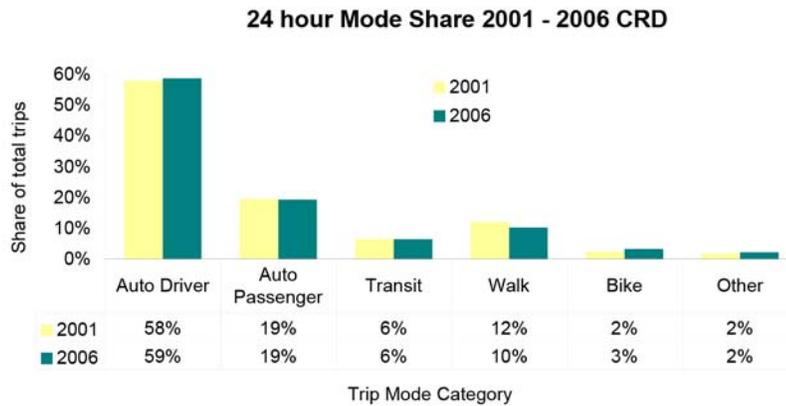
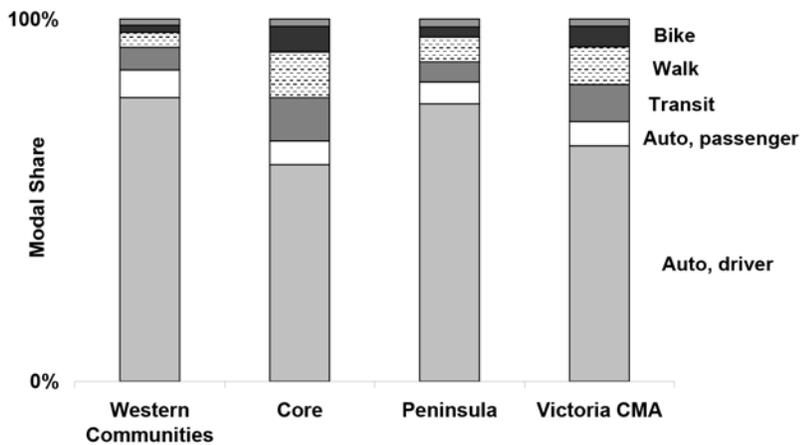


Exhibit 3.4: Journey-to-Work Mode Share by Sub-Region, 2006 (State of the Region, 2008)



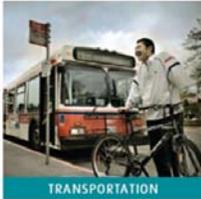
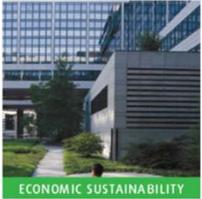
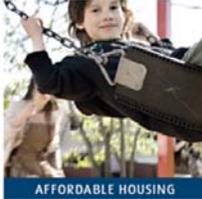
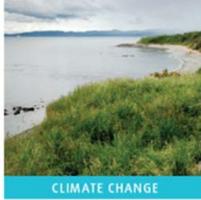
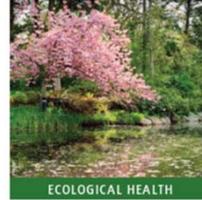
The RGS proposed targets to achieve a minimum journey-to-work transit mode share of 15% region-wide, and 10% cycling mode shares within the Victoria CMA and 15% for residents of Victoria, Oak Bay, Esquimalt and urban Saanich. The RSS is in the process of adjusting these targets, and the current recommendation sits at 12% for public transit, 15% for cycling, 15% for walking, and 58% for driver and passenger travel. Exhibit 3.4 shows mode shares remain below the minimum targets, with the Victoria CMA having a 10.2% transit mode share and 5.7% cycling mode share in 2006.

Other regional trends in demographics and transportation modes, particularly compared to other Census Metropolitan Areas, are discussed in Section 5 of this report.

3.4 Regional Sustainability Strategy (RSS)

In 2008, the CRD opted to conduct a five-year review and update of the RGS, and to broaden its focus to a sustainability strategy. The scope has thus expanded to include climate action, social well-being and food security in

addition to the strategic initiatives of the RGS. The eight strategic initiatives of the RGS will thus transition to cover the nine proposed policy areas of the RSS:

<ul style="list-style-type: none"> • Create conditions for ongoing prosperity 	 <p>TRANSPORTATION</p>	 <p>ECONOMIC SUSTAINABILITY</p>	 <p>AFFORDABLE HOUSING</p>	<p>Built Environment</p>
<ul style="list-style-type: none"> • Steward & protect the natural environment 	 <p>CLIMATE CHANGE</p>	 <p>RESOURCE MANAGEMENT</p>	 <p>ECOLOGICAL HEALTH</p>	<p>Natural Systems</p>
<ul style="list-style-type: none"> • Build community capacity & social harmony 	 <p>SOCIAL WELLBEING</p>	 <p>SUSTAINABLE DEVELOPMENT</p>	 <p>FOOD SECURITY</p>	<p>Social Resilience</p>

The RSS process is currently underway and includes an initial review of RGS policies and implementation reports, updates to maps and demographic projections, updates to RGS strategies, and extensive consultation. The RSS will be developed concurrently with the RTP and it is expected that provisions will be made for RTP visibility and consultation during the RSS engagement process, scheduled for the fall of 2012.

To date, the CRD has conducted the first phase of public consultation (see Section 7) and has developed Policy Options papers covering each of the nine policy areas. The Transportation Policy Option paper reiterates the importance of increasing transportation choices for regional travel, as current travel behaviour will continue to result in increased vehicle-kilometres travelled (VKT) and greenhouse gas (GHG) emissions, and reduced vehicle speeds. The paper summarizes Travel Choices strategies and implementation, the status quo approach and potential changes to policies and the implementation approach. Among the potential moderate and significant changes that can be implemented are:

- Agree and implement regional corridors network, standards and management framework;
- Adopt policies to require medium and high density developments within 400 m of rapid transit stations;
- Implement TDM measures, and work with BC Transit and municipalities to expand policies and programs to promote mode shift; and,

- Update the TravelChoices Implementation Plan to identify and implement new priorities and investments identified in supporting plans (e.g. Pedestrian and Cycling Master Plan, Transportation Corridor Plan), and to leverage funding from all levels of government.

4. Best Practices in Regional Transportation Planning

In 2005, Transport Canada reviewed a number of Canadian and international transportation plans to understand the best practices for effective transportation plans to promote sustainability and to develop guidelines and strategies to help in the development of such plans. This report highlighted 12 principles for sustainable transportation planning, which are further presented by the Transportation Association of Canada (TAC) to help agencies develop transportation plans that effectively and efficiently promote and contribute to sustainable transportation.³

Exhibit 4.1 summarizes a review of past regional transportation plans using the 12 sustainable transportation principles as an evaluation framework. This review is not intended to be a critic of each regional plan, but rather provide a broad, high-level overview of elements and areas addressed in each plan.

Exhibit 4.1: Summary of Regional Transportation Plans and Principles Considered

Principles	CRD (Travel Choices)	Montreal	Halifax	Region of Waterloo	Greater Vancouver	York Region	Greater Toronto	Halton	Durham	Peel	Edmonton
#1 - Integration with land use planning	●		●	●	●	●	●		●	●	●
#2 - Environmental health			●	●	●	●	●	●	●	●	●
#3 - Social objectives		●	●	●	●	●	●			●	
#4 – Economic development		●	●	●	●	●	●	●	●	●	
#5 - Strategic approach	●		●		●	●	●	●	●		
#6 - Modal sustainability	●	●		●	●	●	●		●	●	●
#7 - Transportation demand management	●			●		●	●	●	●	●	●
#8 - Transportation supply management	●				●	●	●	●	●	●	●
#9 - Implementation guidance		●		●	●	●	●		●	●	●

³ Transportation Association of Canada (TAC) Briefing. Strategies for Sustainable Transportation Planning. May 2007.

Principles	CRD (Travel Choices)	Montreal	Halifax	Region of Waterloo	Greater Vancouver	York Region	Greater Toronto	Halton	Durham	Peel	Edmonton
#10 - Financial guidance				●	●	●	●		●		
#11 - Performance measurement	●		●			●	●		●		
#12 - Public involvement and plan maintenance				●	●	●	●		●		
<p>Regional Plans: Capital regional District (BC) – TravelChoices (2005) City of Montréal (QC) – Greater Montréal Area Transportation Management Plan (2000) Halifax Regional Municipality (NS) – Draft Regional Plan (2005) Region of Waterloo (ON) – Moving Forward 2031, Transportation Master Plan (2010) Greater Vancouver (BC) – Transport 2040: A Transportation Strategy for Metro Vancouver, Now and in the Future (2008) York Region (ON) – Moving on Sustainability, Transportation Master Plan Update (2009) Greater Toronto (ON) – Metrolinx’s The Big Move: Transforming Transportation in the Greater Toronto and Hamilton Area (2008) Halton (ON) – The Road to Change: Halton Region Transportation Master Plan 2031 (2011) Peel (ON) – Peel Region Long Range Transportation Planning (2005) Durham (ON) – Durham Transportation Master Plan (2003) Edmonton (AB) – Capital Region Board Integrated Regional Transportation Master Plan (2011)</p>											

Potential considerations and application of these 12 sustainable transportation principles into the CRD RTP are discussed in Exhibit 4.2. The strategies and directions in this exhibit will need to be further discussed and refined in the next phases of the RTP development.

Exhibit 4.2: Sustainable Transportation Principles in the CRD RTP

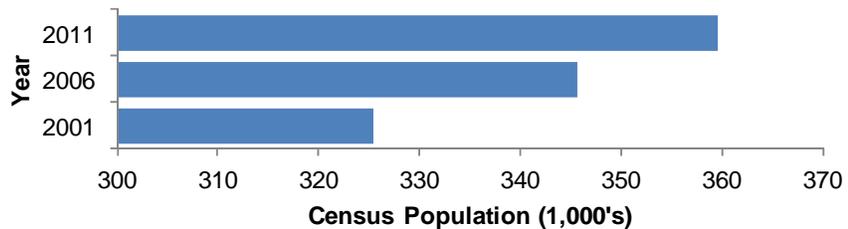
Principles	Applicability and Potential Considerations for CRD
#1 - Integration with land use planning	<ul style="list-style-type: none"> • Concepts of complete communities and mobility hubs • Integrated with RSS objectives
#2 - Environmental health	<ul style="list-style-type: none"> • Targets: increase non-motorized trips, no increase in VKT • Conform with provincial and CRD board directives on climate change and GHGs
#3 - Social objectives	<ul style="list-style-type: none"> • Strategies to support social sustainability – access to opportunities by youth, elderly, disabled, and others • Involve community services in development of plan • Integrate with RSS objectives for social wellbeing and access to affordable housing
#4 – Economic development	<ul style="list-style-type: none"> • Integrate with RSS objectives for economic sustainability and sustainable development objectives • Identify key corridors for goods and people
#5 - Strategic approach	<ul style="list-style-type: none"> • RTP will establish a comprehensive strategic transportation framework • Clear vision and goals, linked to local municipalities’ goals
#6 - Modal sustainability	<ul style="list-style-type: none"> • Focus on regional multi-modal network (RMN) • Incorporate recommendations of Pedestrian and Cycling Master Plan, Transit Future
#7 - Transportation demand management	<ul style="list-style-type: none"> • Incorporate TDM strategy • TDM as key component of RTP
#8 - Transportation supply management	<ul style="list-style-type: none"> • Finalize recommendation of functional standards, design guidelines and priorities of roadway, pedestrian, cycling and transit corridors • Strategies to maximize capacity and efficiency of all multi-modal facilities
#9 - Implementation guidance	<ul style="list-style-type: none"> • Governance options will be explored • Development of RTP implementation plan • Anticipated evolution of CRD Advisory Committee
#10 - Financial guidance	<ul style="list-style-type: none"> • Discuss financial targets and constraints, sources of funding • Development of funding strategy
#11 - Performance measurement	<ul style="list-style-type: none"> • Include performance indicators, monitoring and tracking systems, and regular reporting • Consider ongoing oversight by CRD Technical Advisory Committee
#12 - Public involvement and plan maintenance	<ul style="list-style-type: none"> • RTP process will include public involvement to: stakeholder meetings, public presentations and ongoing public outreach. • Joint consultation with RSS engagement process • Hold council workshop before and after plan is approved to build momentum

5. CRD Background and Context

5.1 Population and Employment Growth

The CRD has enjoyed steady yet manageable growth and, as of 2011, had reached approximately 360,000 residents, compared to just over 325,000 in 2001. The CRD’s 2006-2011 population growth of 4.1% suggests a slight slow down compared to the previous five years, when it reached 6.2%. In absolute terms, the CMA is currently absorbing approximately 2,800 new residents per year. This growth rate is somewhat lower than both Canada’s average (5.9%) and British Columbia’s (7.0%) and a recent forecast suggests that the CRD’s population growth will continue to slow, averaging 0.9% annually over the next 26 years to reach a total population of 475,000 by 2038. The region also continues to be home to a large proportion of seniors, which had reached 19% by 2011.

Exhibit 5.1: CRD Historical Population Growth



Although growth in the Victoria CMA is moderate, Exhibit 5.2 shows that much of it is increasingly shifting to the West Shore communities, both in absolute and relative terms, such as Colwood, Sooke, and especially Langford. Data from 2006, suggests that the CRD’s central area has seen significantly more infill than in other similarly sized Canadian cities. However, this trend may have slowed as 2011 Census data shows that, relative to the West Shore communities, the core area does not appear to have realized significant infill development.

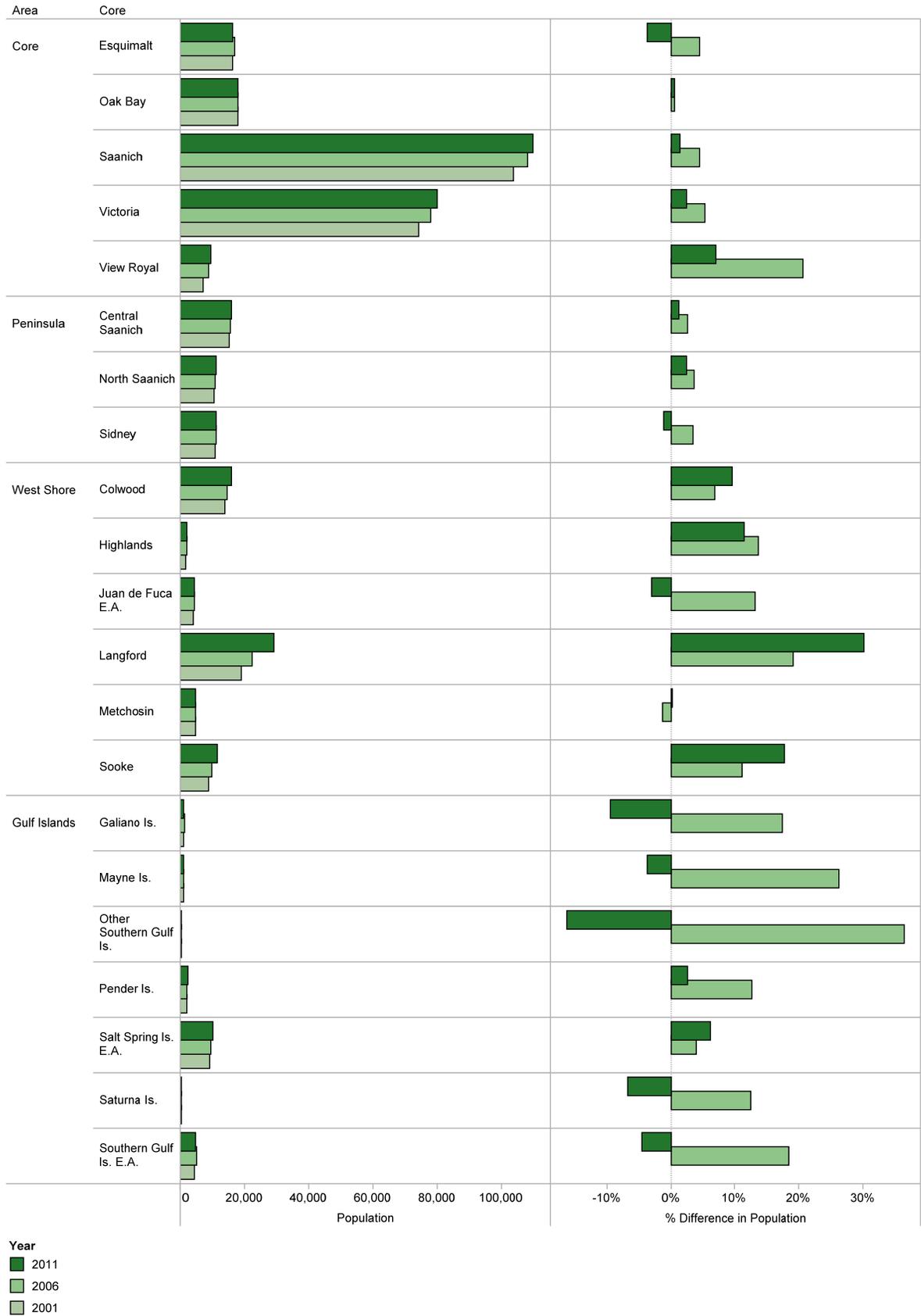
As a thought experiment, based on the CRD’s definition of built-up area, there are only 30.4km² of undeveloped land remaining within the RUCSPA boundaries. If we assume this land were developed at a similar density to that seen in nearby Colwood, then this remaining land within the RUCSPA would support approximately 53,000 residents. We should keep in mind that by 2038 the CRD population is forecast to have grown by approximately 115,000. If the CRD population continues to grow by 0.81% annually, then, in the absence of any infill development, the RUCSPA would be completely built up in 17 years.

Although population growth is concentrated in certain areas of the CRD, employment distribution is projected to change little, with public administration jobs remaining concentrated in Victoria and Esquimalt and manufacturing / warehousing employment generally remaining dispersed, with some concentration on the Saanich Peninsula⁵. It is also expected that there will continue to be a concentration of health care jobs in View Royal due to VGH.

⁴ Source: CRD Geographical Information System (GIS) data.

⁵ Primarily on Keating Cross Road in Central Saanich and McDonald Park Road in West Sidney.

Exhibit 5.2: CRD Growth by Municipality

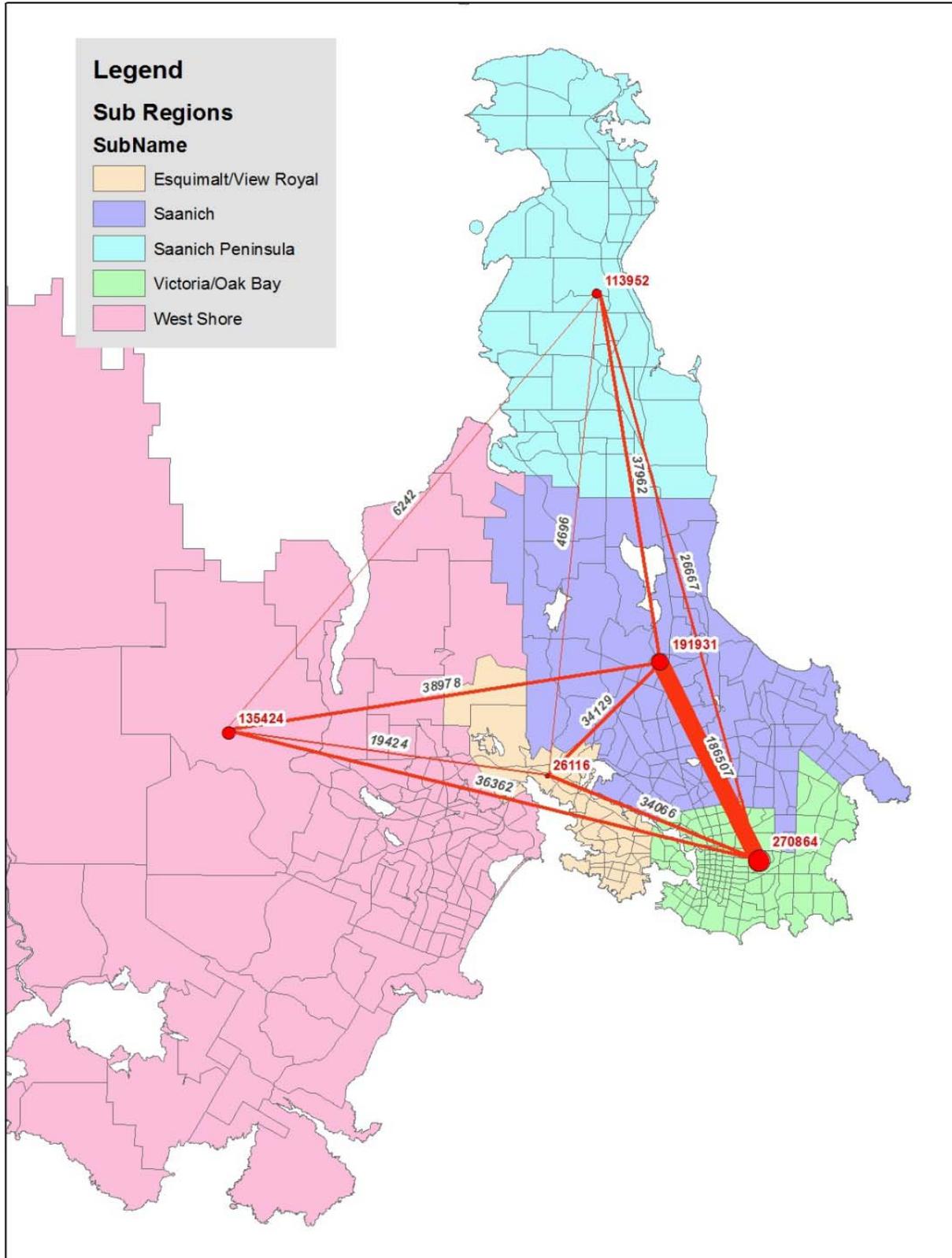


5.2 Travel Patterns in the CRD

In 2006, the vast majority of weekday travel occurred between and within Saanich and Victoria (55.8%). Of all the travel in the region, those to/from the West Shore communities comprised 8.1% of daily trips. Possible recent changes in these travel patterns based on the 2011 O/D survey remain to be seen. However, based on the concentration of population growth in the West Shore, it is likely that travel between Langford and View Royal will exhibit the highest growth in weekday trips. Furthermore, essentially all of these trips are automobile, which, therefore, funnel through either the TransCanada Highway or the Island Highway. This can cause frequent vehicle bottlenecks on some of the arterials that feed them, such as Admirals Rd, underscoring the importance of addressing connections between the West Shore and Victoria's core communities.

Note, these travel patterns are largely based on data from 2006 or older. Once data from the Region's recent 2011 O/D survey as well as the 2011 Census are ready, each will be analyzed to update the following observations and inform the RSS.

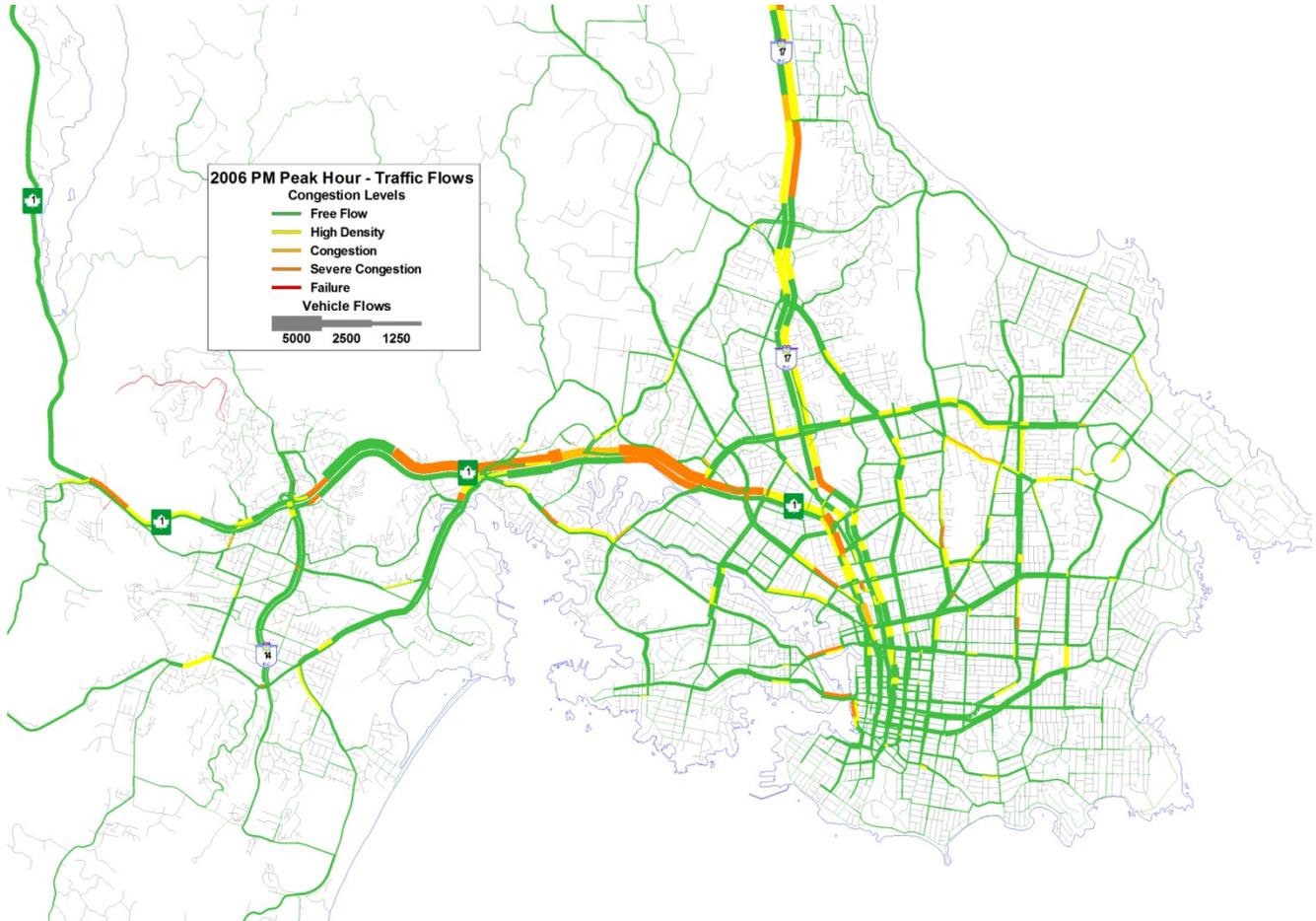
Exhibit 5.3: CRD Daily Weekday Person Trips, 2006 ⁶



⁶ CRD 2006 Origin-Destination Survey

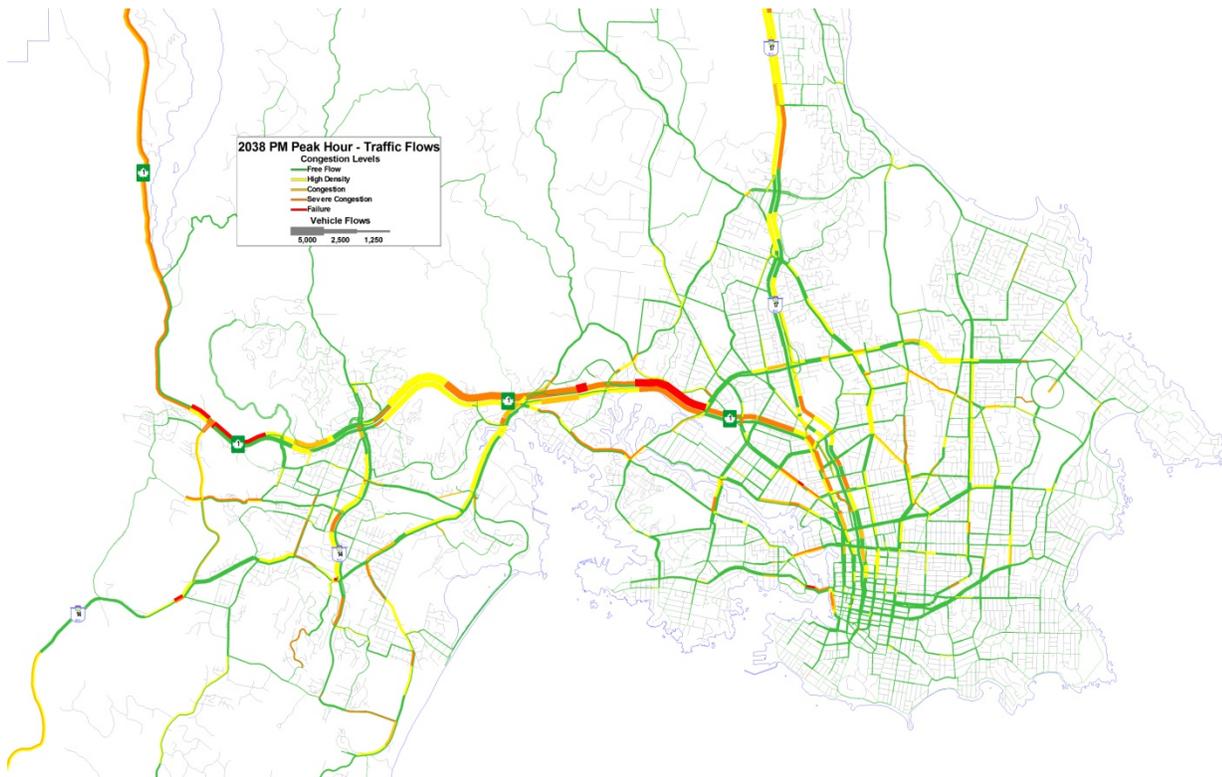
In terms of vehicle traffic, the CRD's 2006 transportation demand model suggests the most congested roadway is Highway 1 through View Royal and the western edge of Saanich. Indeed, as mentioned, there are few alternative routes and modes of transportation for those travelling to/from the West Shore. The model also suggests some possible issues along the Pat Bay Highway, just north of Royal Oak Dr. As expected, the B-A-U forecast to 2038, based on current travel and development trends, essentially implies the challenges in these stretches will deepen and congestion levels will become unsustainable.

Exhibit 5.4: CRD Traffic Flows and Level of Service, PM Peak 2006 ⁷



⁷ CRD Regional Transportation Model

Exhibit 5.5: CRD Traffic Flows and Level of Service, PM Peak 2038⁸



5.3 Regional Transportation Trends

Overall, Exhibit 5.6 shows that automobile ownership in the CRD is on par with many other Canadian municipalities. Interestingly, however, the Victoria urban area⁹ shows a remarkably low auto mode share for commuter trips. In other words, residents own as many vehicles as those in other municipalities, but they tend to use them less frequently. Residents are therefore frequently taking alternative modes of travel and, not surprisingly, the mode shares exhibited for transit, walking and cycling are all relatively high (see Exhibit 5.7). This is particularly true for cycling (see Exhibit 5.8), whose mode share is more than twice that of any other Canadian CMA.

⁸ CRD Regional Transportation Model

⁹ Defined as the Existing Urban Area (EUA), as per the Transportation Association of Canada (2009) Urban Transportation Indicators (UTI) – Fourth Survey. The UTI Fourth Survey notes the EUA includes census tracts in which more than 33% of the land area falls within Statistic Canada’s urbanized area definition.

Exhibit 5.6: Trend in Light-Duty Vehicles per Capita and Journey-to-Work Auto Mode Shares, 2006¹⁰

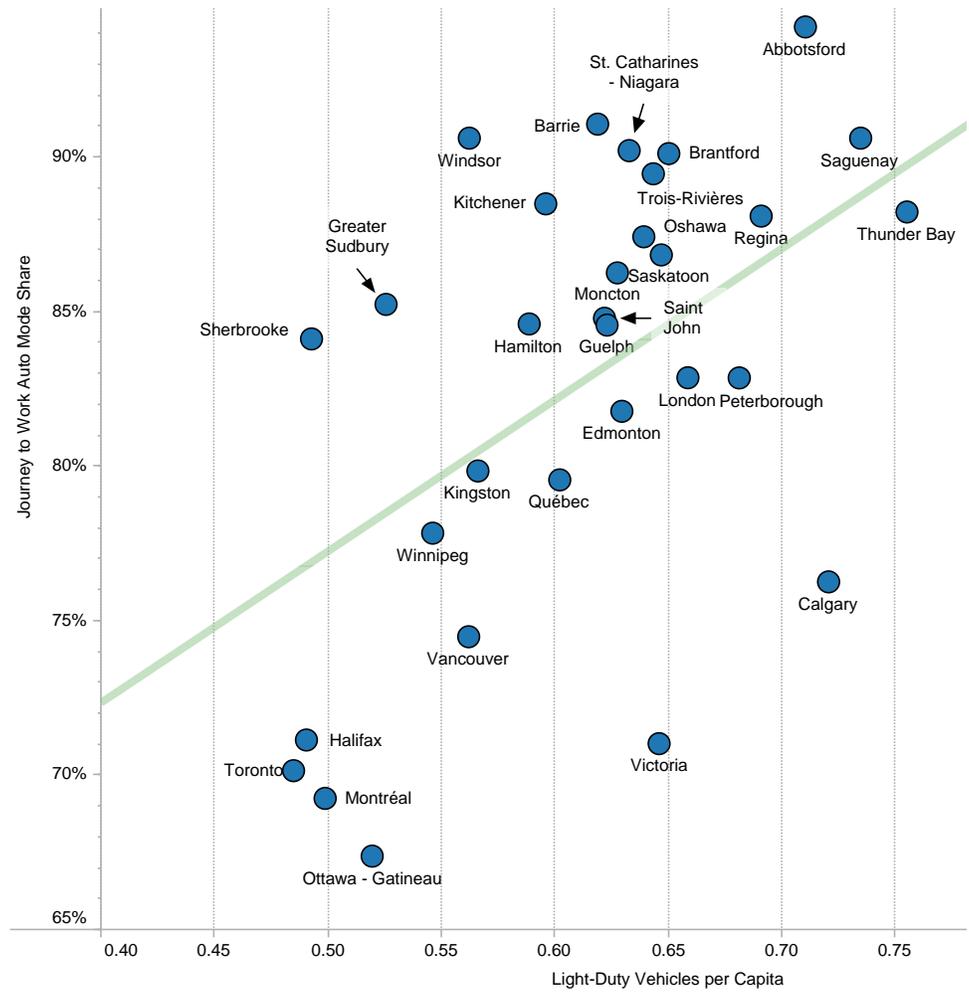
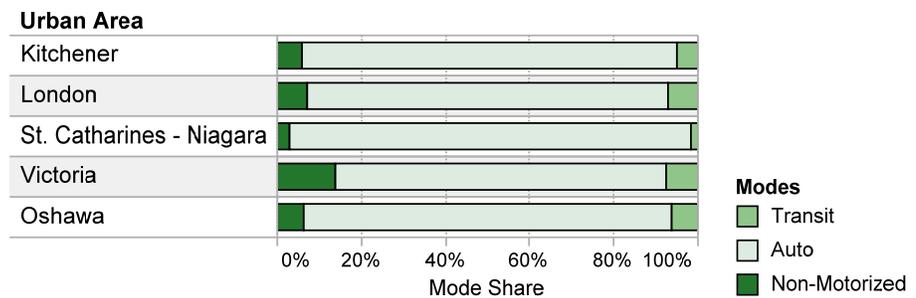


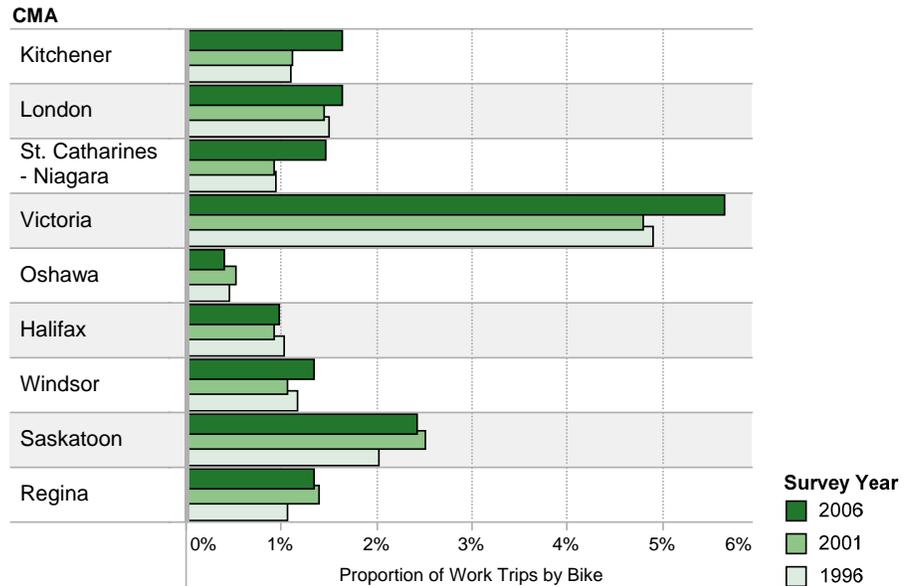
Exhibit 5.7: Existing Urban Area (EUA) Mode Shares for Daily Trips (24-h), 2006¹¹



¹⁰ Transportation Association of Canada (2009) Urban Transportation Indicators – Fourth Survey. Data are missing or incomplete for municipalities not shown.

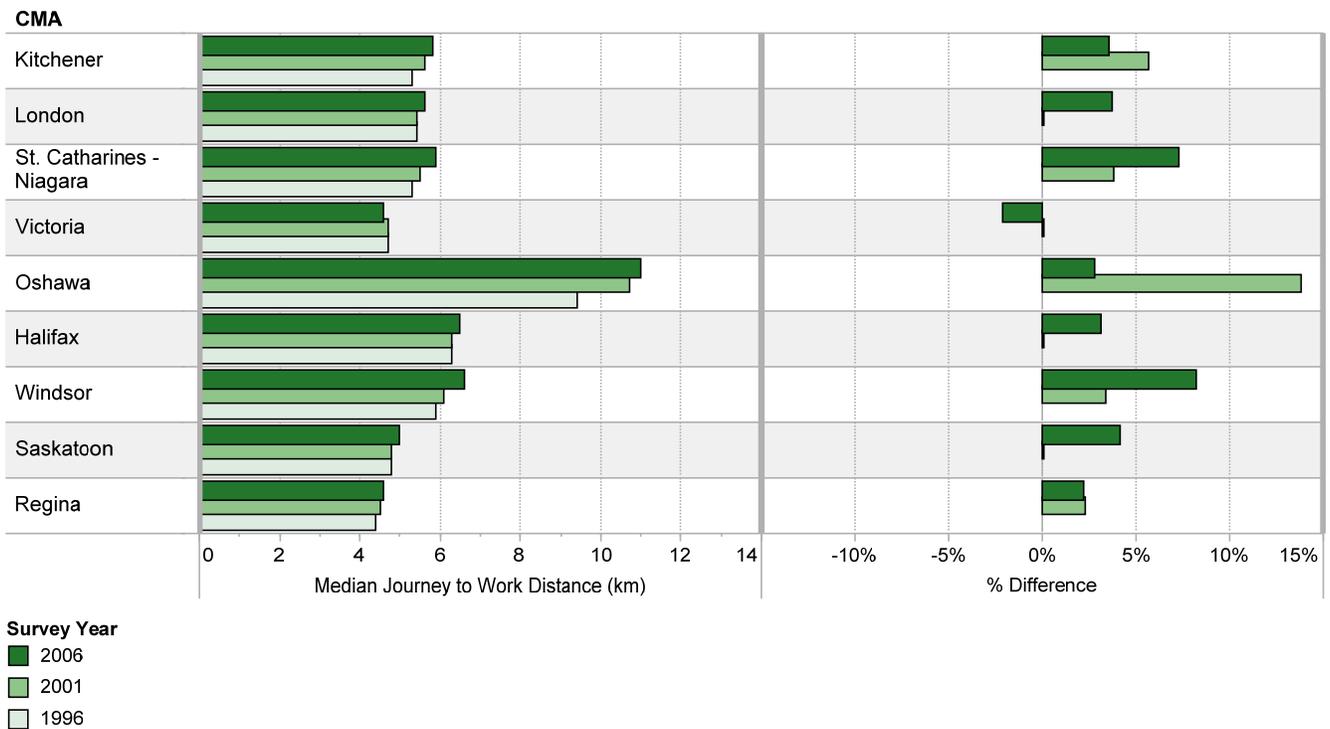
¹¹ Transportation Association of Canada (2009) Urban Transportation Indicators – Fourth Survey. Data are missing or incomplete for the omitted EUAs.

Exhibit 5.8: CMA Journey-to-Work Cycling Mode Shares, 1996-2006



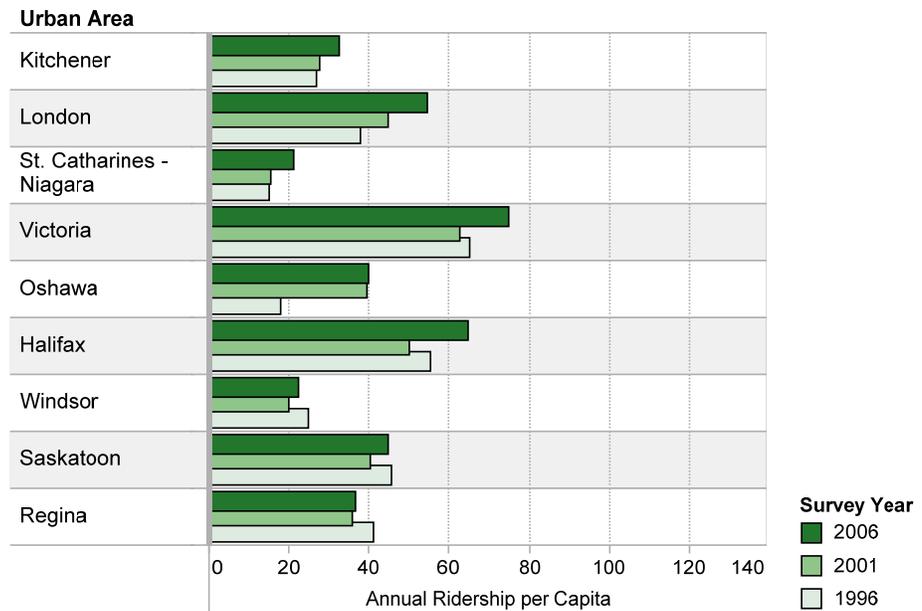
Complimenting the high alternative transportation mode shares, commuting distances in Victoria CMA remain low, and even decreased in 2006. As shown in Exhibit 5.9, Victoria was the only CMA of its size to realize this positive accomplishment.

Exhibit 5.9: Median CMA Journey-to-Work Trip Distances, 1996-2006



As is the trend in most Canadian municipalities, transit ridership in the Victoria Regional Transit service area has also been steadily increasing. Significant gains were made between 2001 and 2006, which outpaced population growth as shown by the jump in rides per capita (see Exhibit 5.9), which is just shy of Vancouver's and even surpasses that of several larger urban areas, such as Edmonton, Québec, Winnipeg and Hamilton.

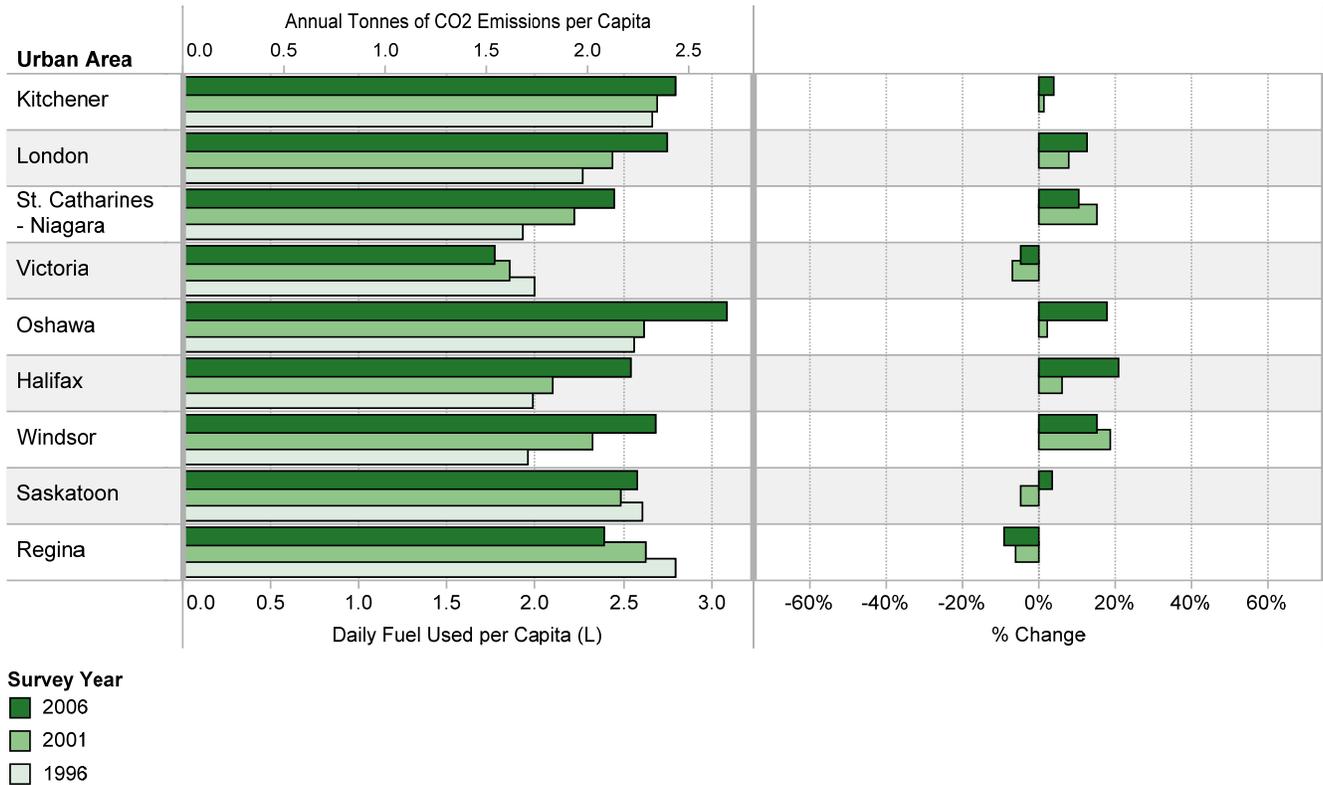
Exhibit 5.10: Annual Transit Rides per Capita, 1996-2006¹²



With the relatively positive track record in the use of alternative modes of transportation, fuel consumption data suggests that CO₂ emissions also appear to be decreasing in the CRD. Per capita, residents of the Victoria urban area consume the least amount of fuel relative to other urban areas of a similar size.

¹² Transportation Association of Canada (2009) Urban Transportation Indicators – Fourth Survey. Annual transit ridership data in UTI report from annual statistics compiled by the Canadian Urban Transit Association (CUTA).

Exhibit 5.11: Daily Fuel Use and Annual CO₂ Emissions per Capita, 1996-2006¹³



Overall, from a transportation perspective, the CRD's urban structure is currently favourable, which appears to have resulted in short travel distances, high levels of active transportation and transit use, and historically declining fuel consumption and CO₂ emissions.

However, in contrast to these trends, results from the CRD's O-D surveys, which cover a wider range of trip purposes than the Census data and a slightly different geography, suggest that in fact the share of automobile trips may have increased slightly between 2001 and 2006 (an increase of 0.8%). It remains to be seen whether this trend continued into 2011. Regardless of whether automobile use increased or decreased slightly, as with most Canadian municipalities, the CRD's current automobile dependence is not sustainable in the long term, particularly if future growth patterns continue to be lower density and primarily located on the fringes of the CRD's built-up areas. If that is the case and the core areas continue to maintain their high share of the region's employment, transportation problems are likely to grow. As it stands, the CRD's travel demand model predicts the 2038 business-as-usual scenario will see the vehicle hours travelled in the CRD increasing by 65%. Efforts by the CRD and its municipalities must persist to encourage a continued shift toward more sustainable travel habits.

¹³ Barrie, Brantford, Guelph, Kelowna, Moncton and Peterborough were not CMAs in 1996 and 2001.

6. Functional Areas

The following sections present an overview of key components of the region's transportation system. Each section includes a description of existing facilities or programs, and a review of previous guiding documents or studies.

6.1 Active Transportation

Municipalities throughout the CRD have made considerable progress towards supporting active transportation. Victoria's Bike to Work week is a well documented success and the number of kilometres of bikeways continues to grow. The CRD recently completed its Pedestrian and Cycling Master Plan and is now in the process of developing its Implementation Action Plan.

The vision for the plan focuses on addressing cyclists of all ages and abilities, with 3 primary goals:

1. more walking/cycling
2. safer walking/cycling
3. more places to walk/cycle

Three mode share targets are associated with these goals: 25% bike in urban areas, 15% bike across the entire region, and an average of 15% walk across the entire CRD.

Overall, the plan describes a series of 18 objectives and categorizes them under "the 5 E's" (Engineering, Encouragement, Education, Evaluation, and Enforcement).

Engineering

The engineering section comprises 5 main components:

1. Cycling & Walking Design Guidelines

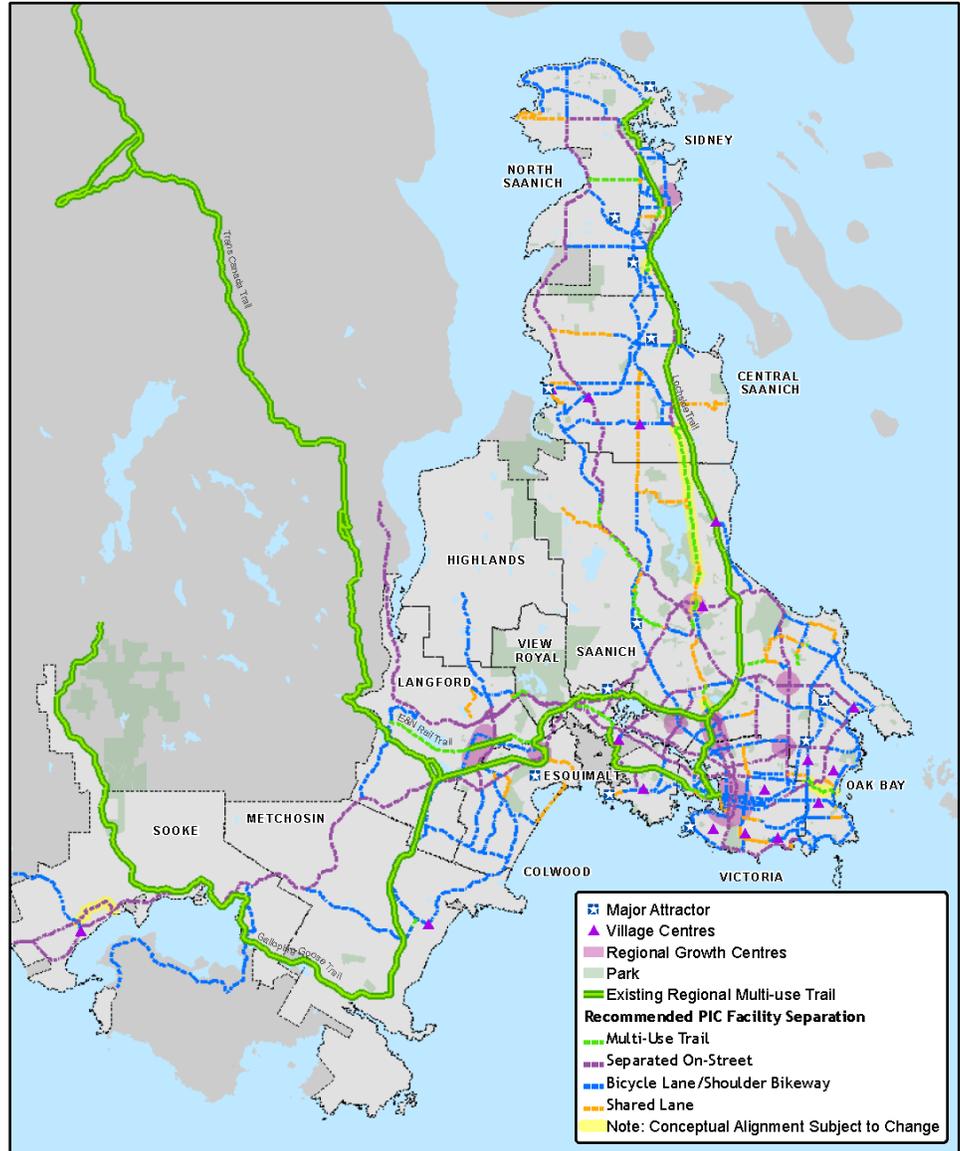
The guidelines document covers many contemporary active transportation design issues and is considered "evolving". These issues include intersection design, pedestrian accessibility, multi-use trail design, trail roadway crossings, and bicycle parking. Currently, three issues are acknowledged as outstanding: accommodating pedestrians and cyclists in construction, maintenance, and conducting design workshops.

2. Primary Intercommunity Cycling Network

Based around a framework of major regional attractors, the cycling network of the PCMP is considered "conceptual" and does not define precise alignments. That said, it does recommend bikeway types for each segment based on the Region's roadway classification system. The focus of the network is on segregated facilities (Class I), with 361km of the network being new segregated bikeways. The network also includes 123km of new bike lanes and 30km of new shared lanes. Of these, approximately 200km (\$100M worth) are identified as priorities for accelerated implementation.

Although the CRD has jurisdiction over some multi-use trails (e.g. Galloping Goose, Lochside, and the E&N rail trail), implementation of the network rests primarily with the municipalities.

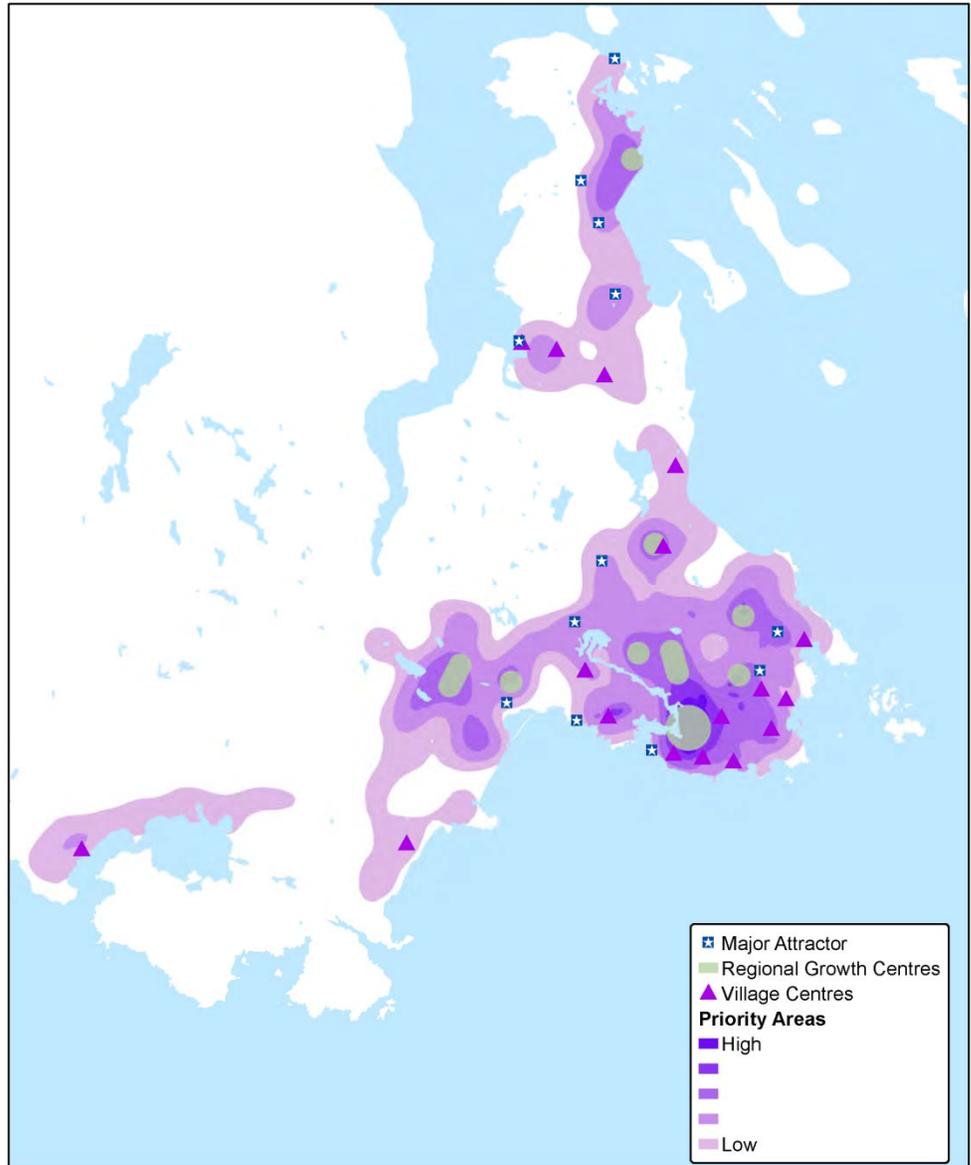
Exhibit 6.1: Recommended PCMP bikeway network



3. Pedestrian Priority Areas

Rather than define a network for pedestrians, the PCMP pedestrian policy primarily focuses on specific areas due to a lack of jurisdiction and data. Recommendations for these Pedestrian Priority Areas are tied to the plan's design guidelines (e.g. universal design is to be applied in these areas).

Exhibit 6.2: Regionally Significant Pedestrian Priority Areas



4. Wayfinding signage

The PCMP does not present detailed recommendations related to wayfinding, but rather proposes the development of Sign Guidelines, to act as regional standards, which would be developed via a committee.

5. Transit integration

Essentially the PCMP aims to have its design guidelines applied to facilities surrounding transit stops and stations, while also setting minimum requirement standards for the provision of bicycle parking.

Education and Encouragement

There is a strong focus on children through recommendations for school initiatives (e.g. the creation of a Safe Routes to School program or expanding upon KidsCAN). More broadly, this section of the PCMP calls for the CRD to develop a webportal and a marketing/branding strategy, particularly targeting

seniors using transit. The primary event recommended is the coordination of a Sunday Parkway event, similar to Portland. Other recommended events related to professional development.

Although the CRD has little direct control over driver testing, the plan recommends that the CRD advocate for further incorporation of issues related to cyclist rights into existing testing and awareness programs by ICBC.

Bike sharing does not figure prominently in the plan, likely since it is unclear whether such a system would work for a smaller urban area such as the CRD, but a recommendation is made for the CRD to conduct a bike share feasibility study on the topic.

Enforcement

Although brief, this component outlines some especially challenging but key initiatives such as changes to bylaws and provincial legislation related to cycling as well as a coordinated bike theft reporting program.

Evaluation and Planning

The concise component sets the stage for future efforts. The key theme is to conduct manual counts with help from civil society partnerships. It is also recommended that the CRD establish regular reporting and an oversight committee.

Costs

As mentioned, the CRD is still in the process of developing its Implementation Action Plan. However, the PCMP does loosely declare 3 implementation scenarios (moderate, strong, aggressive effort). The estimated costs are in the neighbourhood of \$220M, generally born by municipalities or MoTI. However, the E&N rail trail is funded through the Federal Gas Tax Fund.

Priority Actions

Among these plan's many strategies, 11 "Priority Actions" are highlighted, which essentially speak to the following:

- Collaborating:
 - a. with municipalities for funding, to provide universal pedestrian design, and to implement priority projects
 - b. with BC Transit to install bike lockers
 - c. with partners to develop a manual count strategy
- Distributing and updating the Design Guidelines
- Establishing committees and a task force:
 - a. A signage committee to develop regional signage standards
 - b. A walking/cycling advisory committee
 - c. A task force to advocate amendments to provincial laws
- Completing & upgrading the regional trail network

6.2 Public Transit

The Capital Regional District is served by the Victoria Regional Transit System (VRTS), providing conventional transit and community bus service as far as Jordan River to the west and excluding the Gulf Islands. The transit system operates 54 fixed routes, 7 days a week, from approximately 6:00 a.m. to about midnight, with a fleet of 285 fully accessible conventional buses and community buses.

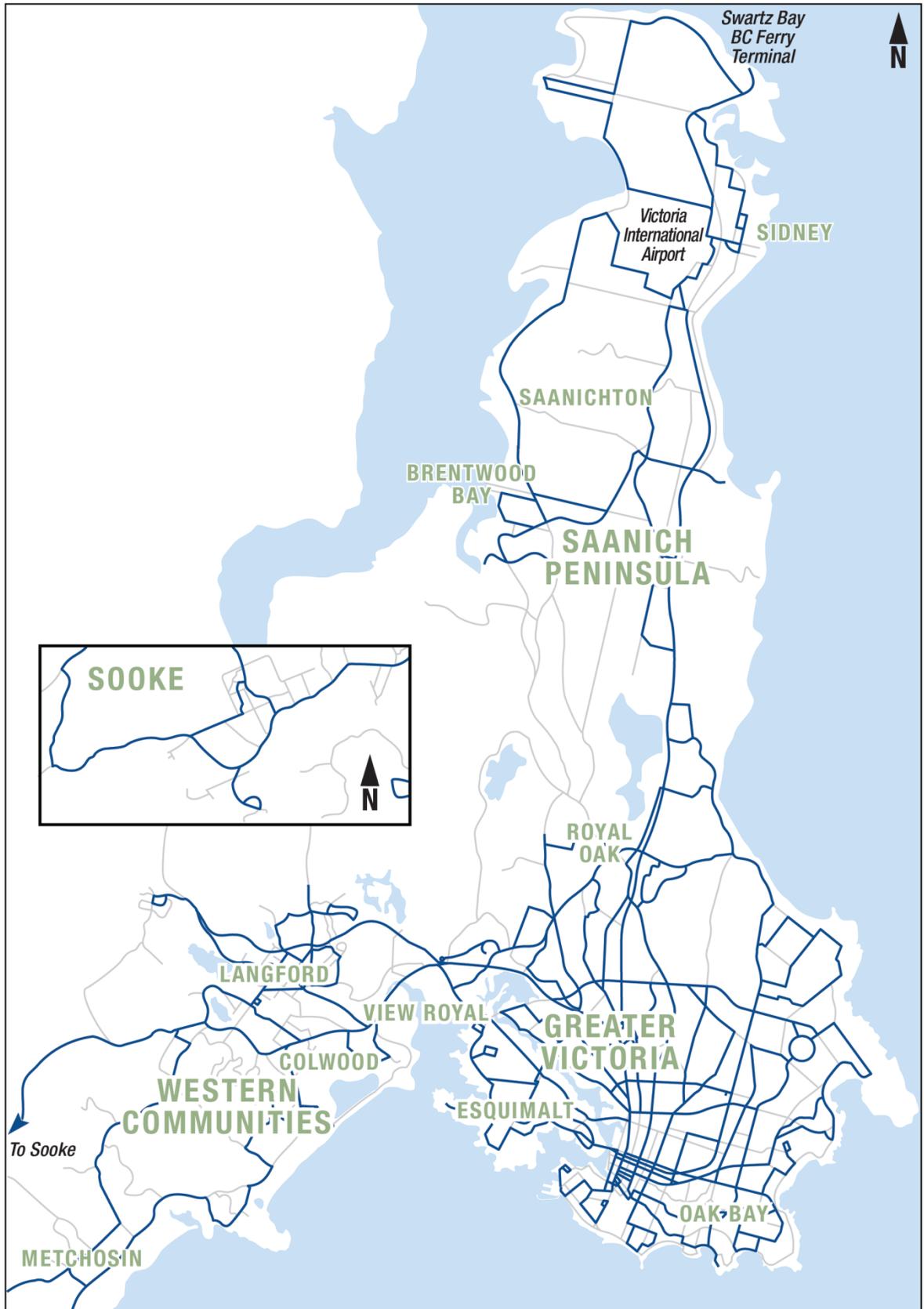
Ridership has increased from 21.85 million passenger trips in 2006, to 24.85 million passenger trips in 2010, as service has expanded from 623,000 revenue service hours in 2006 to over 800,000 in 2010.¹⁴

Today, there are five park-and-ride lots, located in suburban and rural areas and served by multiple transit routes. Most park-and-ride facilities offer both automobile and bicycle parking; the exception is Helmcken where there are no bicycle lockers available. The McTavish Rd. and the Western park-and-ride facilities are adjacent to 2 of the 7 transit exchanges operated by the Victoria Regional Transit System. The University of Victoria (UVic) Transit Exchange is the largest and at operational capacity.¹⁵

¹⁴ Canadian Urban Transit Association (CUTA) Canadian Transit Fact Book, 2006 Operating Data and 2010 Operating Data

¹⁵ Transit Future Plan, Victoria Region, May 2011

Exhibit 6.3: Existing Regional Transit System Service



Express Services

Various previous studies have identified high-capacity, high-quality transit services along key corridors as important elements of the transit network.

The Travel Choices Transit Strategy (working paper #4, August 2003) identified several corridors for potential express transit service:

- Langford / Downtown Victoria
- Sooke / Langford
- Royal Oak transit exchange / Downtown Victoria
- Swartz Bay ferry terminal / Royal Oak transit exchange
- UVic / Downtown Victoria
- Esquimalt dockyards / Downtown Victoria
- Esquimalt dockyards / UVic (via Uptown)

The Transit Strategy further identified the Downtown Victoria and Langford corridor as the first for implementation of express service and most economically viable rapid transit corridor because of existing high transit ridership. The 19-kilometre light-rail rapid transit line, via Uptown, could initially be implemented as bus rapid transit, would operate in an exclusive right-of-way through most of the alignment, and would have an estimated cost (identified in 1996) of \$280 million.

A 2005 study by BC Transit, Rapid Transit Network Development for the Victoria Region, also identified the Downtown Victoria and Langford and the Saanich Peninsula corridor (between downtown Victoria, the airport and Swartz Bay ferry terminal) as key corridors for high-capacity, high-quality transit service. The study also identified express bus service to UVic as a key corridor, although it did not include detailed analyses for this route. The study detailed incremental improvements and evolution of the western and Saanich corridors over the next 5-10 years from existing bus service, to express bus and rapid bus service (bus rapid transit, BRT). However, it does not include details for implementation eventually of light rail transit. The study also estimated increased service cost for implementation of full (all time periods) express bus service within the first five years – \$7 million for the West Shore corridor and \$9 million for the Saanich corridor – and additional costs for rapid bus service beyond the 5- and 10-year time periods. However, the study did not include costs for new and upgraded infrastructure such as transit priority, transit exchanges and stations.

Transit Future Plan

The Transit Future Plan, prepared by BC Transit in 2011, sets out a long-term (25-year) vision and plan for transit in the region. The Plan reviewed existing transit service, travel and land-use plans, demographic projections and travel forecasts to evaluate what is needed to achieve this vision.

The Plan identifies four major components of transit service in the region:

- **Rapid Transit Network (RTN)** – high-capacity, high-frequency service on key corridors along exclusive or semi-exclusive right-of-way.
- **Frequent Transit Network (FTN)** – frequent service (15 minute or better between 7:00 a.m. and 10:00 p.m.) along medium to high-density,

mixed-use corridors, and improved operations and infrastructure such as transit priority, right-of-way improvements and high-quality transit amenities.

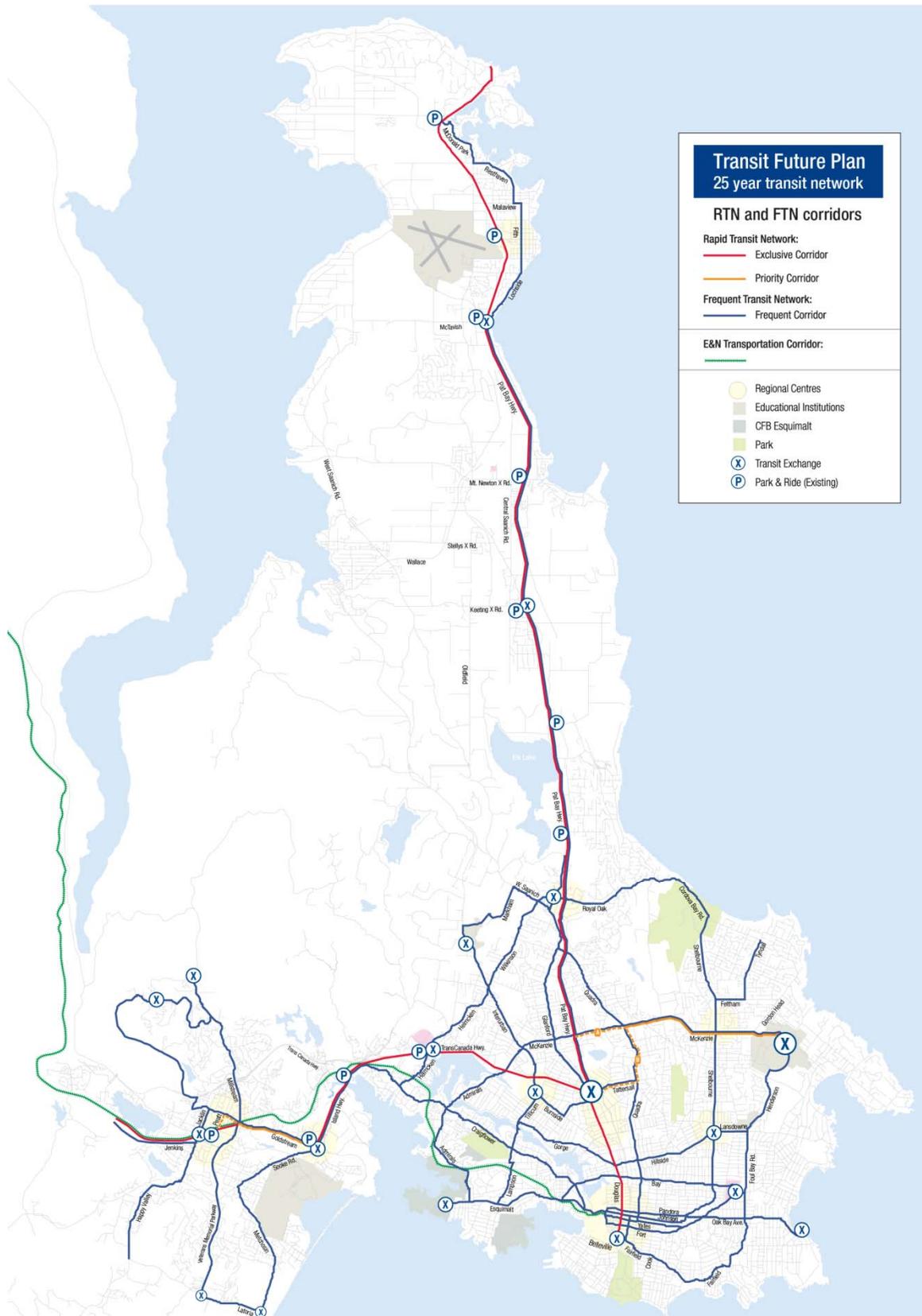
- **Local Transit Network (LTN)** – service to connect neighbourhoods and meet local needs (e.g. school, local shopping, etc.).
- **Targeted Services** – collection of other services to meet specific customer needs, such as door-to-door handyDART, interregional, express services and rural para-transit.

Over the next 25 years, the transit network will be enhanced to make it more efficient, reduce environmental impacts, and make it an attractive alternative to the automobile. The first priority is to continue support of existing initiatives and opportunities, including: completion of the Victoria Regional Rapid Transit Project Study (which recently recommended Light-Rail Transit as the preferred technology and will define the final alignment); implementation of service improvements, limited-stop service along RTN corridors, transit priority and on-street amenities, as well as expansion opportunities to the West Shore park-and-ride. The next priority of the plan is to establish critical transit facilities to support the future RTN and FTN network. This includes new/upgraded facilities at UVic, Uptown and a third operations and maintenance facility. The third priority is the implementation of the RTN and FTN. Other opportunities identified by the Transit Future Plan are ongoing initiatives throughout the next 25 years. These include:

- Implement changes to service to meet demand and support the RTN and FTN as it is developed and implemented. These changes should also include matching vehicle type to local demand, increasing frequency when and where demand warrants, and maintain reliability;
- Improve customer service and amenities to help users better navigate the system;
- Make transit more accessible to all; and,
- Develop partnerships to increase transit ridership and improve transit facilities. Opportunities identified include Swartz Bay transit facility, airport service, and corridor/transportation studies for Shelbourne, Admirals Rd. and Douglas Rd.

The Transit Future Plan does not provide an estimate range of costs for the improvements and initiatives outlined in the Plan. However, it notes significant capital and operating investments are required to fully implement the proposed network, and revenue sources beyond the existing funding mechanisms need to be reviewed. The Plan calls for coordinated efforts between BC Transit and CRD to identify and achieve more stable and predictable sources of funding for transit and work in direct partnership with local municipalities and other stakeholders in the region. This process has already commenced through the establishment of a BC Transit and CRD task force to review current funding sources for the VRTS and to identify potential local funding options for the first phase of the RTN – the light-rail transit line from downtown to the west shore – which is further discussed in the following section.

Exhibit 6.4: Transit Future Plan Proposed Network



Rapid Transit

As noted earlier, Travel Choices Transit Strategy (working paper #4, August 2003) identified light-rail rapid transit for the Downtown Victoria and Langford along a 19km alignment.

Further progress has been made on the development of rapid transit between Victoria and the West Shore, as part of the BC Transit's Victoria Regional Rapid Transit (VRRT) Project, which is currently in its Planning Stage. The report, Linking Victoria to the West Shore Recommendations (May 2011), details work completed to date, including:

- Identification of alignment (see Exhibit 6.5);
- Evaluation of vehicle technology options and identification of light-rail transit (LRT) as the preferred technology (May 2011);
- Evaluation of preliminary costs, which are estimated at \$950 million inclusive of infrastructure, stations, track and electrical systems, land purchase, maintenance facility, hazardous materials management, vehicles and stations, as well as contingency and other indirect costs.

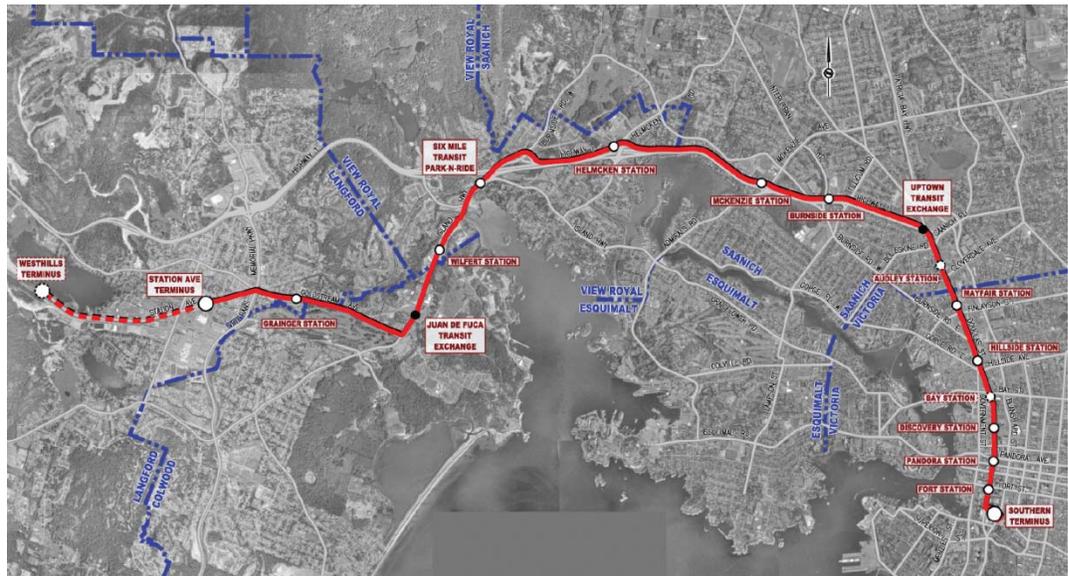
The study identifies three implementation options for LRT, all of which include the Downtown segment along Douglas Street as the first priority. The options present a phased or staged approach toward different points on the West Shore: Six Mile transit park-and-ride, Juan de Fuca transit exchange, and Station Ave. Unlike the 2005 study, the VRRT report does not discuss a phased implementation from express bus service to light rail rapid transit.

The next steps in the VRRT project are the identification of funding sources, development of agreements between federal, provincial and local governments for funding and implementing the LRT project, and the evaluation of existing and potential local funding mechanisms. To this end, CRD and BC Transit have established a joint task force to "investigate alternative funding and transit incentive options for the local share."¹⁶ The terms of reference for this task force have been developed, and tasks include evaluating potential funding options, consulting with technical experts, and conducting stakeholder and public consultation. The final report from the task force is expected in mid 2012.

Rapid transit is needed to enhance the region's transit system, and to provide future transportation capacity and meet future mobility demands. This is particularly important in the West Shore area, where transit ridership levels are high and as growth continues to provide opportunities for higher density, mixed-use development to support the LRT investment. In addition, the region must continue to support measures to increase transit's competitiveness with the car, and encourage municipalities to adopt aggressive transit supportive land use policies to concentrate growth into these corridors and areas.

¹⁶ Motion approved at BC Transit Board of Directors meeting on May 26, 2011.

Exhibit 6.5: VRRT Approved Alignment



6.3 Roadways

The roadway network serving the core area has somewhat of a north-south bias, punctuated by several north-south arterials, such as Government, Douglas, Blanshard, Quadra, Cook, Richmond, Shelbourne, and Foul Bay Road. Of particular relevance to the CRD’s core area is the lack of extensive east-west options that extend from the core area to the fast growing West Shore. There are several of the east-west arterials, such as McKenzie, Finlayson, Hillside, Bay, Pandora, Johnson, and Fort, but their reach is relatively short, partly due to the region’s geography. The only major roadway linking the core area to the West Shore is Highway 1. Similarly, the only major roadway between Saanich and the core area is Highway 17. The three highways serving the region are:

- Highway 17 (Patricia Bay Highway) serves as the primary north-south corridor supporting inter-municipal travel between the core area and the Peninsula. Thus, it serves downtown Victoria, Royal Oak, Sidney, the airport and the Swartz Bay ferry terminal. The only other north-south connector is the rural arterial road, Highway 17A / West Saanich Road, along the western edge of the peninsula, but it serves rather low vehicular volumes.
- Highway 1 (TransCanada Highway) serves as the primary east-west corridor, supporting inter-municipal travel between the Core and West Shore communities.
- Highway 14 serves as the primary corridor to and from the western areas of the region (Juan de Fuca and Sooke), with connections to Langford and Colwood.

Other major roadways in the network include:

- Douglas St. and Blanshard St, which merge into Highway 1 and Highway 17, respectively, are the primary north-south streets within the City of Victoria and Saanich.
- Craigflower Rd. and Admirals Rd. in Esquimalt connect downtown Victoria to Island Highway and the West Shore area, serving as a local alternative to Highway 1 and resulting in high traffic volumes at peak periods.
- McKenzie Ave in Saanich provides a connection between Highway 1 and Highway 17, resulting in heavy volumes of traffic and traffic congestion at these intersections. McKenzie Ave. and Cedar Hill Cross Rd. serve the UVic campus in the eastern part of the core area.
- Island Highway provides an east-west connection between Esquimalt, Colwood, and Sooke.

The roadway network in the downtown Core follows somewhat of a traditional grid pattern that is more transit and pedestrian-friendly. This grid pattern is not widely observed in other areas of the region, which reduces connectivity and increases travel times for transit users, cyclists and pedestrians. Such development patterns thus likely encourage higher automobile use, particularly for short distance trips.

As noted earlier in this report, population growth is increasingly shifting to West Shore communities. This has increased east-west travel patterns and put significant pressure on Highway 1 and the Island Highway. High volume and congestion points have been identified at the intersections of Highway 1 and McKenzie Ave., and along Admirals Rd., particularly at the intersections with Highway 1 and Craigflower Rd. and Island Highway.

Roadway Classification

The Roadway Network Strategy of Travel Choices (working paper #5) notes that while the roadway classification system used by each of the region’s municipalities are different, the function and design characteristics are generally consistent and can be grouped into three main categories: Highways / Arterial Highways, Arterial / Major Roads, and Collectors.

Exhibit 6.6: Summary of Primary Roadway Classes

Municipality	Highway	Arterial	Collector
Central Saanich	Highway	Arterial Highway Major Municipal	Major & Minor Collector
Colwood	Provincial Arterial	Major Road	Collector
Esquimalt	Arterial Highway	Major Road	Residential Collector
Highlands	-	-	Collector
Langford	Highway	Arterial	Major & Minor Collectors
Metchosin	Arterial & Secondary Highways	Major Roads	Collector Roads

Municipality	Highway	Arterial	Collector
North Saanich	Highway	Arterial	Collector
Oak Bay	-	Arterial	Collector
Saanich	Arterial Highway	Major Road	Collector
Sidney	Arterial Highway	-	Collector
Sooke	Highway	-	Urban & Rural Collectors
Victoria	-	Primary Arterial & Secondary Arterial	Primary Collector & Secondary Collector
View Royal	Arterial	Major	Collector

Source: Updated from Travel Choices, Roadway Network Strategy

Key Corridor Studies

MoTI studies

The Ministry of Transportation and Infrastructure (MoTI) recently completed several corridor studies for potential long-term improvements. All of the corridor studies are evaluations of improvement options to address current and future needs, and do not include detailed planning and design work (although preferred concept drawings are included in the Highway 14 study). The studies highlight the importance of these corridors for inter-regional travel patterns, existing and forecast traffic conditions, and the need for strategies and improvements to address future demands.

Highway 1 Corridor Long-Term Strategic Options (Millstream Road and Tillicum Road)

Completed in July 2007, this study recognizes current and future travel demands on Highway 1 due to growth occurring in the region and the lack of east-west travel alternatives in the roadway network. The study notes that MoTI is not currently planning on implementing specific capital improvements along the Highway 1 corridor, and therefore discusses strategic directions to guide current and future planning work in this corridor, including the inclusion of exclusive transit service. Strategies included a do-nothing scenario, bus only lanes to connect to the Douglas St. transit corridor (at the time of this study, work on BRT along Douglas St. was being conducted by BC Transit in partnership with the City of Victoria, District of Saanich and MoTI), and high priority lane for buses and large commercial vehicles. In addition, continuing to examine potential at-grade and grade-separated improvements at intersection of Highway 1 and McKenzie, and coordinated efforts for improvements along local roads and TDM initiatives were recommended strategies for MoTI.

Highway 14 Corridor Study (Loledo Place to Jacklin Road)

Highway 14 is a two-lane rural arterial and an important corridor in the West Shore area of the region. As a corridor providing regional connection between Juan de Fuca, Sooke, Langford and Colwood, and access to Highway 1, as well as serving as a local commercial hub and a connection among discontinuous north/south arterials (Happy Valley Rd. and Jacklin Rd.), the corridor carries significant traffic volumes and turning movements along this segment of Sooke Rd. The study, completed in April 2009, examined potential improvements to

address current safety and traffic conditions, and to accommodate future forecasted growth and demand along this corridor and in the West Shore communities. Improvement concepts recommended include widening the corridor to a 4-lane, divided roadway with bike lanes and pedestrian facilities, as well as reconfiguring intersections and cross streets.

Highway 17 Long-Term Corridor Planning Strategy

The January 2007 Highway 17 corridor strategy study built on previous studies and planning work to develop a set of guiding principles and a long-term direction for this corridor. The study also evaluated existing and forecast conditions, examined feasible improvement concepts to address issues and needs (raised by previous studies and through stakeholder consultations) and identified key initiatives for implementation of long-term strategies.

Guiding principles for this corridor identified in the study are summarized below.

Corridor Form and Function	<ul style="list-style-type: none"> • Four-lane highway, with posted speed of 90 km/h (except on approach to ferry terminal); • Crossing and intersections of major roadways should be grade-separated interchanges; • Current connections of other roadways should be closed, with provisions for support roadways to provide alternative access; and, • No local access onto Highway (instead link to support roadways).
Safety and reliability	<ul style="list-style-type: none"> • Remain safe and reliable for all; • Efficient goods movement corridor; • Effective connections to airport and ferry terminal; • Efficient movement for emergency vehicles; and, • Access to adjacent lands should serve through traffic movements.
Travel choices	<ul style="list-style-type: none"> • Promote regional goals for direct, express bus service and support infrastructure needs; • Ensure travel choice and reduce single-occupant vehicle mode shares; • Focus on moving people (more than just vehicles); • Minimize emissions; • Minimize impacts on Blanshard St.; and • Improve visual appeal.

The study defined a recommended corridor strategy which features cross-street closures, preferred grade-separated interchanges (Beacon Ave., McTavish Rd., Mount Newton Cross Rd., and Sayward Rd.) and interchanges (Lands End Rd. and Wain Rd.), and various interchange concepts at Claremont Rd., Haliburton Ave., Keating Cross Rd., and Island View Rd. Each interchange is evaluated with regards to traffic, network factors, community, and construction and property costs, although the study notes significant planning and design work is still required to implement these projects, including further consultation with stakeholders on the interchange concepts.

The Ministry initiated a study in early 2012 to update the 2007 Highway 17 Corridor Strategy.

Future Conditions

Forecast 2026 traffic conditions along the Highway 1 corridor (from Millstream Rd. and Tillicum Rd.) show the corridor will be over capacity and the widening from four to six lanes would result in significant increases, with over 5,000 westbound vehicles in the PM peak hour. The forecasts show 70% of the PM peak hour westbound traffic is towards the Western communities (the other 30% through the Malahat). Average travel speeds will be reduced from 52 km/h to less than 16 km/h. Traffic volumes on McKenzie Ave. are expected to increase 10% over the next 20 years, and intersection level of service at McKenzie Ave and Highway 1, and Tillicum Ave. and Highway 1 would have failing levels of service ("F").

Future traffic volumes and intersection delay analyses along Highway 17, done as part of the Vision for Highway 17 study from which the 2007 study builds on, estimated an annual 1% increase in vehicular movements through 2026 and intersections operating at a level of service "E" and "F". These did not account for traffic surges from the ferry service, which would increase delays even more.

Forecast volumes estimated for Highway 14 include an additional 1,000 vehicles along the corridor between Happy Valley Rd. and Jacklin Rd., as well as 600-800 more vehicles travelling east and west of this section and 1,000 on Veterans Memorial Parkway by 2026 in the PM peak period. Many of the intersections in this specific corridor will experience significant delays and operate at failing level of service "F".

Local Roadway Priorities

As a regional plan, the RTP process will need to ensure the proposed strategies for the roadway network reflect local priorities and strategies.

Goods Movement

At the regional level, there is no designated network of truck routes although Highways 1 and 17 as well as West Saanich Road and Sooke Road are part of the provincial highway system and support goods movement. At the local level, a few municipalities in the region have adopted truck route bylaws or have truck movement restrictions within their traffic bylaws. Exhibit 6.7 summarizes the municipalities with bylaws regulating truck traffic along specific roadways. Some municipalities have regulations in their traffic bylaws that provide for truck restrictions through signage, however these are listed as not having designated truck routes as such roadways are not specifically included in the bylaws.

The Commercial Vehicle Strategy study (Travel Choices working paper #3) identified the different definitions of truck as a significant issue for inter-municipal travel that needs to be addressed. The strategy addressed this consistency issue and identified a network to support goods movement across the region, and therefore recommended the designation of an inter-municipal truck network to serve larger vehicles greater than 20,000 kg. These corridors would be incorporated into the Travel Choices' primary inter-municipal network. Most corridors in the proposed truck network are part of the provincial highway system or are already designated as a municipal truck route, and only a few

roadways, particularly in the Core area, would require changes to municipal regulations.

Exhibit 6.7: Municipal Truck Route Regulations

Municipality	Designated Truck Route	Truck Definition
Central Saanich	Yes	> 5,500 kg
Colwood	Yes	> 5,500 kg
Esquimalt	Yes	> 10,000 kg
Highlands	No	-
Langford	Yes	Three or more axles.
Metchosin	No	-
North Saanich	No	-
Oak Bay	No	-
Saanich	Yes	> 5,500 kg
Sidney	No	-
Sooke	Yes	> 5,500 kg
Victoria	Yes	> 22,680 kg
View Royal	No	-

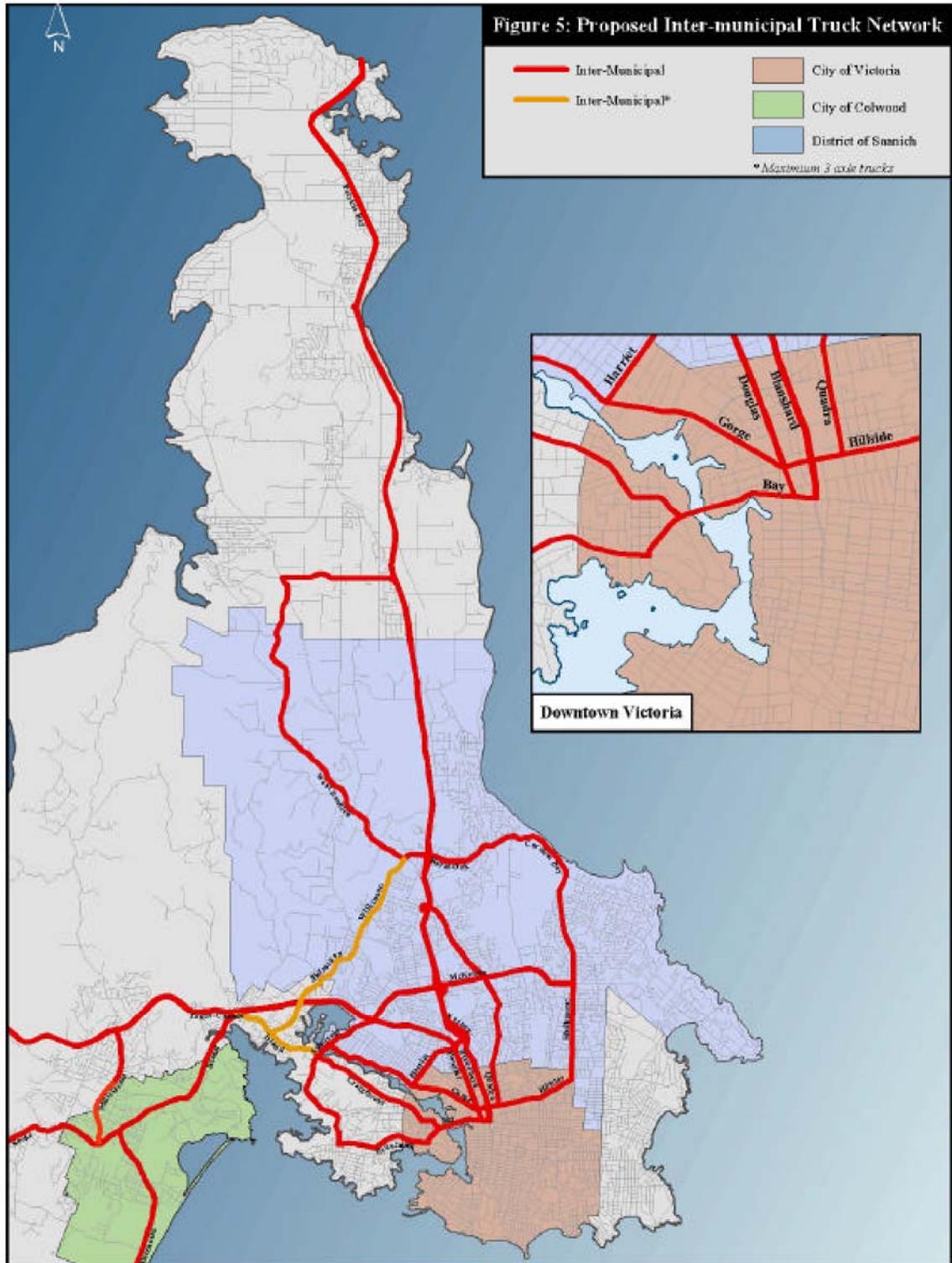
In addition, the Commercial Vehicle Strategy identified other actions needed to implement the 25-year vision for goods movement in the region. These include policy changes (update or development of truck route bylaws by local municipalities); implementation of signage and roadway improvements; and support of communication and data systems to increase efficiency of network and truck travel. The strategy estimates implementation costs of approximately \$65,000, of which about a third is for signage and another third for 24-hour data collection. The strategy does not include costs for other infrastructure and roadway improvements, nor does it discuss ongoing capital and operating costs over the next 25-year implementation period.

Since 2005, a few municipalities – Central Saanich, Esquimalt, and Langford – have introduced truck regulations in their bylaws, as observed by comparing Exhibit 6.7 to only three indicated in the Commercial Vehicle Strategy as having designated truck routes (Colwood, Victoria and Saanich). However, consistency of truck definition remains an issue.

As the previously identified truck network includes the provincial highway system and key inter-municipal corridors, the RTP development can build from this earlier work and be updated to reflect recent and future demand for efficient goods movement, particularly from new commercial and industrial development areas. Needs for the RTP shall also focus on integration to ensure these priority goods movement corridors are prioritized as part of the RMN and are not in conflict with other modal priorities such as transit and active transportation corridors.

Based on discussions with CRD, one of the key issues identified for the RTP is to enhance and maintain the integrity of key corridors in the region. This is important providing people with sustainable transportation options, and supporting the economic vitality of the region through an effective transportation system that efficiently moves people and goods.

Exhibit 6.8: Inter-municipal Truck Network (Travel Choices Working Paper #3)



6.4 Transportation Demand Management (TDM)

Transportation demand management (TDM) refers to a wide range of policies, programs, services and initiatives to influence how, why, when and where people travel to induce more sustainable travel behavior. TDM is essential to reducing the automobile dependence of this region. It can also assist in reducing traffic congestion while improving access and quality of life. TDM measures can also make a significant contribution to greenhouse gas reduction efforts. Motor vehicles contribute a sizeable proportion of greenhouse gases; as a result, any attempt to mitigate emissions must address the travel demand reduction and auto dependence.

TDM initiatives encourage individuals to reduce the number of trips they make, to travel more often by non-driving alternatives, to travel outside peak periods, and to reduce the length of their trips. The intent of the initiatives is to make alternatives to single-occupant vehicle (SOV) use more attractive, build supportive public attitudes towards those alternatives, and provide information and incentives that encourage sustainable travel behaviours.¹⁷

The following is a listing of some of the most significant TDM programs in place in the region.

- Transit service improvements, see Section 5.2
- U-Pass - A discounted transit pass program for all university and college students. Currently in-place at the University of Victoria and Camosun College.
- Employer pass program – A transit pass program where employers offer their employees the opportunity to purchase a discounted annual transit pass through payroll deduction.
- YouthPASS – A transit pass program for youth aged 12 to 18 that offers an annual pass at a discounted rate of \$35 a month.
- Developer pass program – A transit program where a land developer can offer discounted or free transit passes through a contract with BC Transit for residents or employees of their development for a specified period. This program has been implemented in a select few developments in the region, most notably at a mixed use development on Short Street and the redevelopment of the former Royal Middle School site, both in Saanich.
- Carsharing – Victoria Car Share Cooperative offers opportunities for vehicle sharing among members of the co-op. The fleet includes 21 vehicles stationed in 15 different locations in Victoria, Saanich and at UVic. Carshare vehicles have been negotiated as part of a development agreement in certain locations, most notably at Dockside Green in Victoria and Tuscany Village in Saanich.

¹⁷ TDM definition from Recommendations for a Regional TDM Strategy, TravelChoices Select TDM Sub-Committee, April 2008

- Ridematching - A service that “matches” commuters for potential to share rides. Ridematching occurs informally at major employers and formally through online rideshare databases such as Jack Bell.
- Vanpool - Service in the CRD is organized through the Jack Bell Foundation, who manage the service by identifying drivers, pairing passengers and offering the administrative support for the vanpool program.
- Special Events – Several annual events are hosted to encourage travel by alternative modes, most notably Bike to Work Week.
- Parking charges – Parking charges are in place throughout downtown Victoria, as well as at major employment areas such as Royal Jubilee and Victoria General Hospitals, and the University of Victoria, Camosun College and Royal Roads University.
- Incentives are offered through Zoning in several municipalities. Typically incentives are reduced off-street parking requirements in exchange for proximity to transit, provision of on-site transit facilities, proximity to cycling routes, or provision of end-point bicycle facilities.

Beyond the formal TDM programs mentioned, local governments, institutions and employers throughout the region undertake a variety of TDM initiatives, either programs in support of alternative travel modes, marketing/promotion to encourage modal shift, or policy and regulatory mechanisms for improved provisions of alternative transportation infrastructure.

Travel Choices Strategy Working Paper No.6, TDM Strategy, 2003

The TDM Strategy Working Paper #6 was completed as part of the CRD’s Travel Choices project. The paper includes a summary of the wide range of programs, policies, services and infrastructure options available to the Capital Regional District for implementation of TDM programming. It also outlines the current initiatives underway within the CRD, many of which are outlined above. The Strategy provides three goals for TDM:

- Coordinate land use and transportation
- Encourage alternative transportation
- Maintain an affordable transportation system

A Regional TDM Strategy for the CRD, 2008

The Regional TDM Strategy “recommends that greater commitment be made to the implementation of travel options in this region.” The strategy determines that the CRD, transportation providers in the region and member municipalities should “be much more aggressive in transportation planning – and the integration of smart growth and climate change policy.” The report clearly draws the connection that TDM measures are significant for the reduction in GHG emissions, improving sustainability and the reduction of congestion. The document provides a plan for how the CRD should undertake increasing its commitment to TDM including new staff roles, policies, programs and services. This report particularly offers a list of potential partnerships within the region to assist or implement TDM programming. The report outlines four key mechanisms under which TDM programming should fall:

- Demand-focused land use planning
- Demand-focused transportation planning
- Modifying the incentives and disincentives
- Social marketing strategies

The report recommends a direction for the CRD to undertake a TDM strategy and the components the program should include when this is done.

Towards a TDM Strategy for the CRD, 2011

Included in the Towards a TDM Strategy document is a background report called Setting the Scene (March 2010) which provides extensive details on the current status of trips made within the region and the potential to impact the types of trips made within the CRD.

The primary Towards a TDM Strategy for the CRD document was completed in draft, but never finalized. The report concludes that a comprehensive package of TDM measures and aggressive land use policies might hold total vehicle kilometres travelled at existing levels. Such a package must include area-wide road pricing if any level of traffic reduction is to be realized, otherwise current traffic levels are likely to rise by approximately 10-percent in the next 30 years.

The draft document also contains a comprehensive toolbox of TDM options, which will form the basis for consideration of TDM in this strategy.

6.5 Inter-Regional Services

As the CRD is an island community and plays an important role in terms of tourism, the regional economy, and Provincial and Federal politics, the region is a part of an extensive inter-regional transportation network. Plans developed through the RTP should be careful to provide adequate connections to such inter-regional terminals. Exhibit 6.9 below outlines the various inter-regional services that influence travel patterns in the CRD.

Exhibit 6.9: Inter-Regional Services with Terminals in the CRD¹⁸

	Terminal Location(s)	Destination(s)	Operator
Ferry: US Border Crossing	Sidney U.S. customs zone	Anacortes, San Juan Islands	Washington State Ferries
	Inner Harbour	Seattle, Port Angeles	BlackBall/COHO, Clipper, misc. water taxis, misc. cruises
Ferry: British Columbia	Swartz Bay, Fulford Harbour, Sturdies Bay, Village Bay, Otter Bay, Vesuvius Bay, Long Harbour, Lyall Harbour, Bedwell Harbour, Montague Harbour	Vancouver/Tswassen, Salt Spring, Southern Gulf Islands	BC Ferries
	Brentwood Bay	Mill Bay	
Air	Victoria International Airport	Various	Various
	Inner Harbour	Various locations across southern B.C. as well as Seattle	Harbour Air, Kenmore Air, Pat Bay Air, Helijet
Bus	Victoria Bus Depot	All other major Vancouver Island municipalities outside the CRD and Vancouver (includes ferry)	Greyhound, Tofino Bus, Pacific Coach (PCL), IslandLinkBus
Highway	Highway 1	Most larger municipalities outside the CRD	MoTI
	Highway 14 / Sooke Rd. / Island Highway	Port Renfrew	
Rail	Victoria (Johnson St. Bridge)	Courtenay (service suspended)	Via Rail, Freight Operations

Although precise passenger volumes are difficult to find, the busiest among these services is by far the ferry service, which handles several million passengers annually. It is expected that most international travel is done by air, with roughly 17% of the 1.5M passengers who access the international airport annually coming from or travelling to destinations outside of Canada.

E&N Railway

The Esquimalt and Nanaimo (E&N) Railway, now officially called the Southern Railway of Vancouver Island (SRVI), is one of two railway corridors in Vancouver Island and connects Victoria to Courtenay, with a branch line from

¹⁸ Note, although rail service is included, Via Rail service is currently suspended pending significant track upgrades, which are owned by Island Corridor Foundation. Via Rail's replacement bus service is also presently suspended.

Parksville to Port Alberni. The 234-kilometres long railway was donated to the Island Corridor Foundation (ICF) by Canadian Pacific (CP) and RailAmerica.

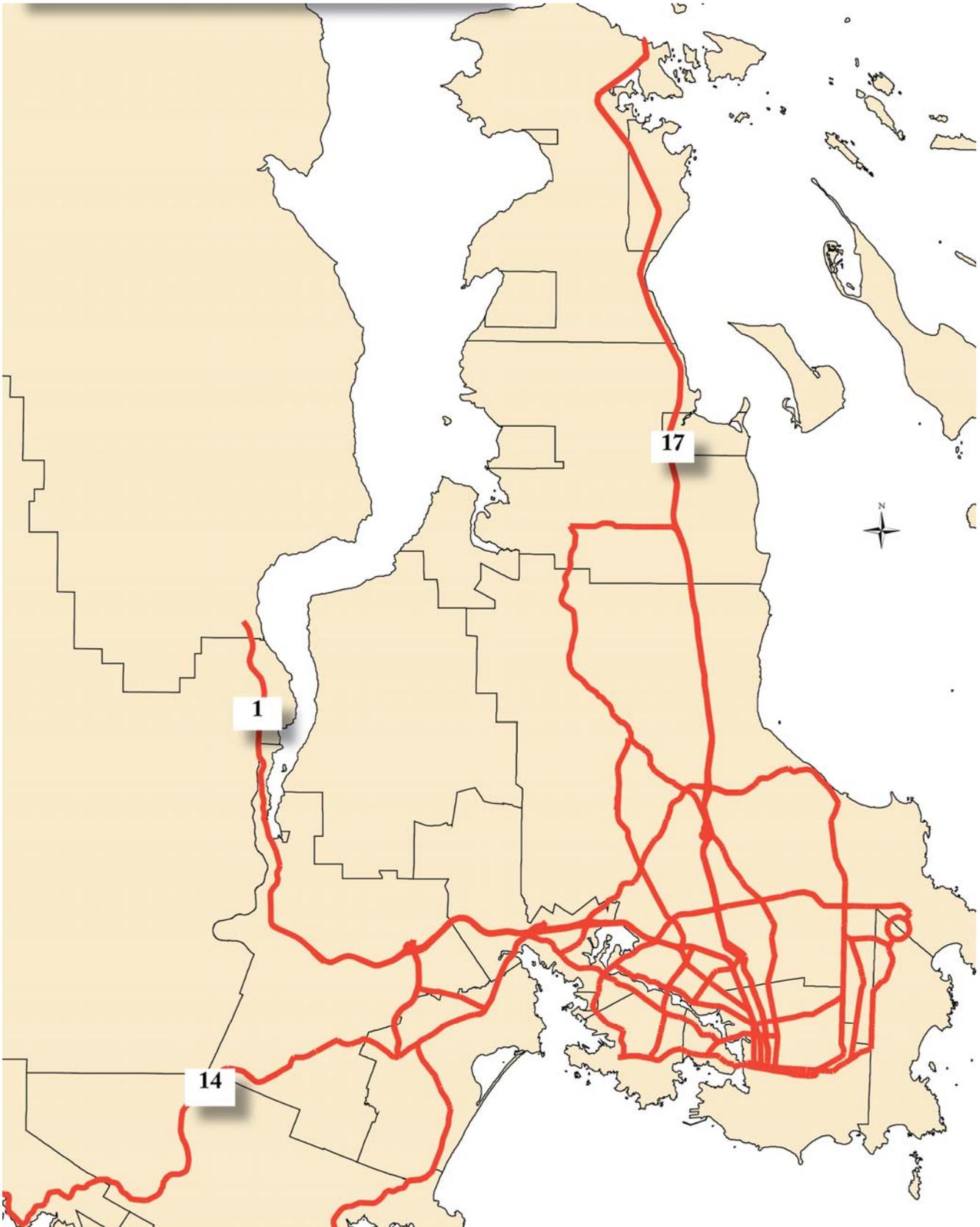
Both freight and passenger service operated along the railway until 2011. Deteriorating conditions of the track resulted in the suspension of VIA Rail passenger and speed restrictions of freight operations. Passenger service ran once a day north in the morning and south in the afternoon (and carried tourists/recreation) traffic. The VIA Rail Malahat service used old dayliner trains (diesel trains with the control cab/motor and passenger compartment in one train unit). Freight activity was light (about 900 rail cars a year), based out of Nanaimo, and strictly between Duncan and Courtenay.

Recently, however, the federal government announced it will match the \$7.5 million committed by the province to restore the E&N Railway. The restoration of the E&N Railway will re-establish this corridor as an important link for inter-regional passenger service to the region.

6.6 Regional Multimodal Network

The Roadway Network Strategy (Travel Choices, working paper #5) identifies primary inter-municipal corridors (Exhibit 6.10) that serve critical roles in serving transit and cyclists, and commercial vehicles as priority modes. Key initiatives recommended in the strategy for these primary corridors include: manage and preserve facilities for priority modes; enhance mobility and efficiency of existing facilities; and, focus on network improvements to serve priority modes in the long-term.

Exhibit 6.10: Travel Choices Primary Inter-municipal Corridors



As most of the primary corridors identified are already well-established and new roadways are not proposed, challenges to achieve the proposed roadway network strategy are focused around constrained spaces (mainly in the downtown Core), increase in traffic and delays due to growth in particular areas, and limited east-west and north-south routes.

One of the strategies identified is the development of corridor management plans to guide planning and implementation decisions on transportation infrastructure and land uses, particularly to address intensification and priority of modes. Nine corridors are identified as candidates for corridor management plans to support inter-municipal and multimodal travel (Exhibit 6.11), of which five should be considered priorities in the short-term (with asterisk).

Exhibit 6.11: Proposed Inter-Municipal with Corridor Management Plans

Highway 17 – south of Keating Cross Road	Shelbourne – McKenzie to Bay	*Highway 14 – Highway 1 to Humpback
*Quadra – Highway 17 to Bay	Blanshard – Highway 17 to Bay	*Goldstream – Millstream to Highway 14
*McKenzie – Quadra to Cordon Head	*Douglas – Tillicum to Bay	Metchosin – Highway 14 to Latoria

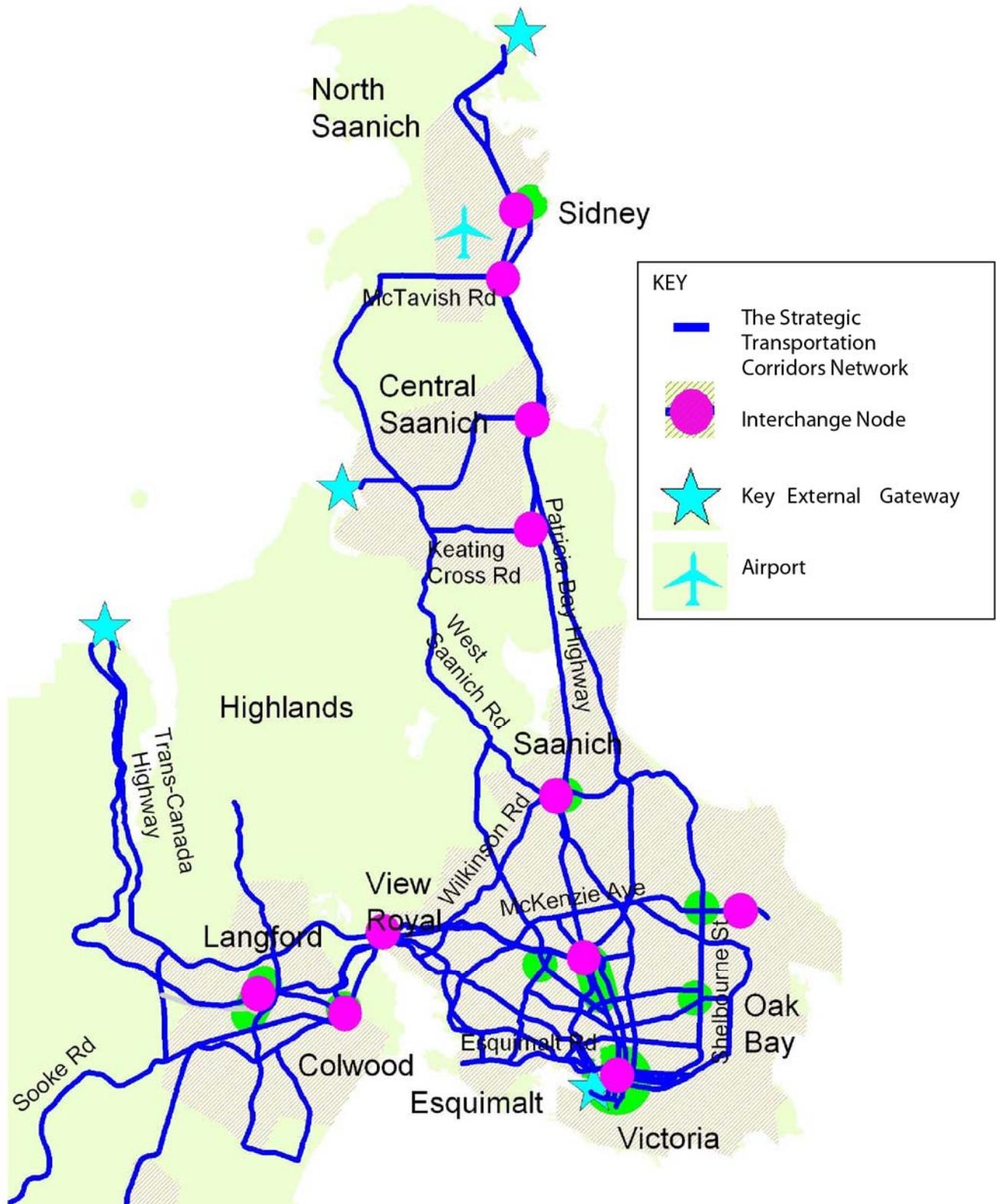
Initiatives to achieve the proposed roadway network strategy, and to be identified as part of corridor management plans, are focused around efficiency and enhancements of existing facilities to support priority modes; integration of land use and transportation; access, congestion and traffic management; on-street parking management; and, emphasis of support network in providing access and mobility choices to/from primary corridors.

Transportation Corridor Plan

The CRD followed-up on the corridor management plan initiatives of Travel Choices and commissioned the development of a Transportation Corridor Plan (TCP) in 2010. Key objectives of the TCP were to identify CRD’s principal transportation corridors and characteristics of each to be maintained and enhanced, and to recommend strategies that support an integrated, balanced and multimodal transportation network in line with regional and provincial goals.

The TCP process to identify the corridors network included a review of existing key attractors and generators such as housing development, employment densities, and inter-regional gateways (e.g. airport, ferry terminals), and of future regional growth centres. A preliminary list of potential corridors was developed based on this initial review of current and future key areas, previous studies, feedback from regional committee and local council members, and local knowledge. Site surveys and modal analyses were conducted to evaluate how well each corridor accommodated each transportation mode, which resulted in individual modal networks. Corridors that served multiple transportation modes were designated as part of the final corridor network. Each corridor in the TCP network was assigned a modal priority level to identify the relative importance of each mode (goods movement, auto use, transit, cycling, pedestrian) and the multimodal function of each corridor. Primary interchange locations are also identified as part of the network based on the corridor network identification process and previous studies. The TCP strategic network is shown in Exhibit X.

Exhibit 6.12: Transportation Corridor Plan Strategic Network and Interchange Nodes



The TCP went further and defined functionality standards for each of the corridors in the strategic network in order to introduce uniformity to a certain degree while recognizing that individual corridors have differing functions and context, and standards are not 'one size fits all'. Minimum functional standards are identified for:

- Number of 'free running' traffic lanes;
- Provisions for pedestrians (width of sidewalks, pedestrian crossings) and cyclists (type of cycling infrastructure);
- Parking regulations;
- Intersection control;
- Transit priority; and,
- Control of future development (e.g. vehicular access, transit-oriented development).

The TCP also discusses the framework and institutional management structure for implementation and maintenance of the proposed strategic network. This is further discussed in Section 6.7.

Overall, the TCP provides a good overview of primary corridors for each mode and those that serve a multimodal function in the region. However, there are a number of issues that are not discussed in the TCP and need to be addressed:

- Strategies to encourage growth and travel demand along these primary transportation corridors and to encourage more sustainable modes of travel.
- Estimated costs of enhancements and implementation of proposed standards.
- Integration with other concurrent and recently completed studies such as the PCMP.
- Public and stakeholder consultation, specifically discussions with local municipalities of the primary network and functionality standards.

Mobility Hubs

As previously noted, the TCP identified interchange nodes where opportunities for travellers to transfer between modes should be enhanced. These are described in Exhibit 6.13 and also shown in Exhibit 6.12. The TCP only notes the modes that should be integrated at these locations. However, specific modal facilities or directions in terms of potential land uses at and around these nodes are not included in the TCP.

Exhibit 6.13: Transportation Corridor Plan Interchange Nodes

Transit / Transit / Cycling / Auto Park and Ride	Transit / Transit / Cycling
<ul style="list-style-type: none"> • Beacon Avenue - Patricia Bay Highway (Sidney Exchange) • Keating Cross Road - Patricia Bay Highway (Central Saanich Exchange) • Langford • McTavish Road - Patricia Bay Highway (Airport Exchange) • Mount Newton Cross Road - Patricia Bay Highway (Mount Newton Exchange) • Royal Oak Exchange 	<ul style="list-style-type: none"> • Colwood • Downtown • Helmcken (Victoria General) • Uptown • University Heights

Mobility hubs are a relatively new topic for CRD and have not been addressed in previous studies, with the exception of the TCP interchange nodes. The identification of these TCP interchange nodes as part of the Strategic Network has laid some foundation with regards to locations where multimodal transfers should be prioritized and protected. However, a key component of mobility hubs is the integration of transportation elements with land use planning. As described in the RTP Terms of Reference, mobility hubs are to be major nodes in the RMN and key spatial components of the RTP, and consist of mixed-use centres, with facilities supporting the use of walking and cycling, and connected to each other with frequent and rapid transit services.

Overall, mobility hubs provide opportunities for integrating transportation and land use and should focus on transit, seamless multi-modal transfers, and be targeted for compact mixed-use development. Mobility hubs also represent opportunities to pilot new strategies and/or test new technologies such as complete streets, electric vehicle infrastructure and facilities, and transit technologies (e.g. real-time information).

6.7 Governance

Responsibilities for various aspects of transportation in the region are shared among several provincial, regional and local governing bodies:

- The CRD is responsible for strategic transportation planning, although limited to transportation as a key element of the regional growth strategy and strategic plan for the region, including transportation planning and modelling aspects.

- The Victoria Regional Transit Commission is responsible for transit service planning, fare policies, recommendations and review of annual capital and operating transit budgets, and raising the local share of the annual cost of transit service in the region. The Commission consists of at least seven members, appointed by the Lieutenant Governor in Council, who are elected officials.
- Transit service is delivered by BC Transit.
- The Province, through the Ministry of Transportation and Infrastructure (MoTI), has authority over the three major provincial highways in the region: Highway 1, Highway 17, and Highway 14 (see Section 0). This includes responsibilities for design standards, speed limits, signal timings and construction priorities, and also plays a cooperative role in planning for intersections of highways with municipal arterial roads. In addition, the Province has authority over roads in unincorporated areas of the region.
- Local municipalities are responsible and have authority over road operations, maintenance and regulation of roadways in their jurisdiction. Municipalities also have authority over land use types, density and amenities adjacent to regional roadway corridors and network nodes (identified in regional strategic plans).

Both the RGS and Travel Choices recommended the evaluation of opportunities and options for regional transportation governance, funding and implementation of short, medium and long-term planning strategies. This process should be done in consultation and partnership with the province, municipal governments and other regional agencies.

Work was conducted in 2005 on the establishment a regional transportation commission and investment fund in response to RGS and Travel Choices recommendations. However, the staff report was deferred by the Board in early and mid 2005, and instead the Board approved a 5-year partnership agreement between CRD and BC Transit to implement the Travel Choices actions and strategies and for joint funding proposals for Gas Tax funds¹⁹.

Recent reports continue to identify the need for an evaluation of governance with regards to regional transportation and implementation of strategies. The Transportation Corridor Plan (TCP) reviewed management framework options for management, funding, implementation and compliance with the proposed TCP network. The TCP recommended an approach that established region-wide coordination of provincial and federal funding allocations and monitoring of local funding allocations. Local funding decision-making would be retained at the local level. This approach provided for greater coordination and shared decision-making of policies to ensure compliance with the implementation of the TCP, although opportunities for prioritization and strategic investment remained limited.

A June 15, 2011 staff report to the CRD Board discusses a range of information with regards to proposed CRD regional transportation service, inclusive of transit. It summarizes the history of transportation service governance in the

¹⁹ June 15, 2011 staff report to the CRD Board on Proposed CRD Regional Transportation Service

region and in Metro Vancouver as a comparison, and provides insights as to the needs and benefits of changes from the current governance framework. Overall, the report notes a regional transportation service would better align responsibilities for planning, design, funding, operations and maintenance, and monitoring of transportation systems with proposed regional transportation strategies. Three alternatives were developed and evaluated, all of which included a change in the region's role and authority for transit through transfer of VRTC responsibilities to CRD. The recommended option calls for the development of a transportation service feasibility report, including analysis and costing of revenue collection and funding streams, to be prepared concurrent with the RTP development.

In addition, the formation of a CRD Transportation Select Committee has been announced and the terms of reference adopted. Following the formation of the Select Committee and direction from its members, CRD will contract out the preparation of a Regional Transportation Governance Feasibility Study. The study will *"define the required changes to provincial legislation, and new regional bylaws, needed to bring about a CRD service that will have specific authorities for regional transportation. The recommendations for the Feasibility Study will provide input into the RTP component on governance to outline a regional structure that will have responsibilities to define, fund and implement regional transportation priorities."*²⁰ A timeframe for this study has not been established.

In March 2012, MoTI selected the members of a panel that will be independently reviewing BC Transit's operations and performance. Among various aspects the independent review will focus on are the existing governance structure, processes and policies of BC Transit, and the request by CRD to transfer the VRTC's responsibilities to the regional district. The final report by the panel is currently scheduled for the end of August 2012.

The results of these two studies will have significant impacts on the implementation and funding strategies to be outlined in the RTP. A clear direction with regards to future transportation and transit governance is needed to ensure the RTP policies and programs reflect the appropriate mandates at the local, regional and provincial levels, and can be effectively implemented. In addition, the region has an opportunity to take advantage of this momentum for changes to transportation governance and build upon the benefits of change for regional transportation to encourage changes in public awareness and travel behaviours.

7. Stakeholder Feedback

Various public and stakeholder consultations have been held as part of the Regional Sustainability Strategy (RSS) process, including opportunities for residents to identify future scenarios for the region, open houses, feedback booths and online portals. Although these engagement events covered a wide range of services and policies, transportation is one of the key themes discussed as one of the nine RSS policy options.

²⁰ Report to the Planning, Transportation and Protective Services Committee Meeting, February 22, 2012. Subject: Regional Transportation Planning Initiatives.

In addition, CRD conducted interviews with CRD Board members, municipal staff, elected representatives, and external stakeholders²¹ to inform the development of the 2012-2014 Corporate Strategic Plan.

The following is a summary of transportation-related feedback commonly observed during these public and stakeholder consultations.

CRD Governance:

- Need strong leadership from CRD – single voice for sustainable transportation among 13 municipalities and 3 districts;
- CRD mandate is sometimes not well defined and/or understood by public;
- Potential role creep – CRD involved in initiatives over which it has no direct control or mandate (e.g. land use); and
- Need to focus on fewer, but highly strategic goals/priorities.

Transit

- Focus needs to be on rail-based transportation system (e.g. E&N improvement for commuter rail, and LRT);
- More convenient and affordable transit fares to encourage transit use, including discounts for seniors, fare cards, and annual passes; and,
- Expand service hours and introduce more frequent transit service

Active Transportation

- Increase safety for cyclists and pedestrians:
 - Prioritize pedestrians and cyclists in road design
 - Create pedestrian-only streets
- Implement more facilities for cyclists

General Transportation

- More travel options between downtown and West Shore, such as bridges or a Seabus;
- Improvements to E&N rail corridor (e.g. commuter rail);
- More effort to reduce single-occupant vehicles; and,
- Advocate for a mandate and body to oversee regional transportation.

²¹ External stakeholders included various Chambers of Commerce, the Victoria Airport Authority, Greater Victoria Harbour Authority, BC Transit and university administration.

8. Needs and Opportunities

8.1 Shaping Growth and Transportation

Between now and 2038, the CRD is expected to grow by 115,000 persons, corresponding to a 31% increase in population. This represents both a challenge and an opportunity. The challenge being that much of the growth will likely occur outside of built-up areas where it is easier to develop, which has largely been the pattern to date. In turn, this development pattern encourages more automobile travel which increases pressures on already congested corridors.

However, the CRD is growing at a predictable and moderate rate which provides the opportunity to coordinate growth and the delivery of transportation solutions. This includes targeting growth around future rapid transit corridors and mobility hubs. It also includes the opportunity to promote more mixed-use communities, where appropriate, which in turn can help reduce commuting and promote shorter trips. There are significant opportunities to plan and design communities and infrastructure to promote walking and cycling for short trips – in the spirit of the many existing CRD communities which already exhibit these characteristics.

8.2 Coordinated Approaches and Common Objectives

Regardless of what governance model the CRD maintains or adopts, there is significant potential to use the RTP process to help establish common transportation goals, objectives, policies and strategies. These do not need to be “standardized” policies across each municipality. Rather they can be a set of strategies that respond to mutually agreed goals for the region. Examples include common approaches to setting parking standards, accepted processes for making decisions on changes to the strategic transportation corridors, coordinated approaches for delivering TDM initiatives, etc.

One of the most significant observations based on this initial review of issues and opportunities is that there have been many excellent reports already prepared on transportation issues. Engaging stakeholders in a discussion on how to implement and augment transportation strategies will be key to the success of the RTP. It will be important to demonstrate to stakeholders and government partners that there are benefits to being part of the RTP process and the subsequent implementation activities.

8.3 Integration of Networks

The 2010 Transportation Corridor Plan served to identify a Strategic Transportation Corridors Network. Yet, there is still much work to be done to determine what these corridors should include and look like on the 10, 20, and 30 year horizons. As always, there are many competing demands for scarce road space in several corridors. Tradeoffs must be made carefully in order to adequately accommodate auto commuters, commercial vehicles, transit, and active transportation modes.

One of the roles of the RTP will be to examine the strategic corridors in conjunction with local and provincial plans to identify constraints, conflicts and potential design strategies. While the scope of the RTP is not to design every corridor, the process of reviewing key corridors will help to highlight challenges, identify stakeholders that need to be involved, and identify common design strategies which balance competing objectives.

Developing multi-modal functional standards, incorporating the design guidelines developed through the Pedestrian and Cycling Master Plan, is a potential approach to ensure policy directions for the strategic network are achieved. In addition, policies for the strategic network could be built into the land use policies that will be developed as part of the RSS.

8.4 Increasing Walking and Cycling Modes Shares

The CRD currently has by far the highest cycling mode share for trips to work in Canada and also enjoys high rates of walking. There are many interrelated factors behind this, which include urban form, demographics and the fact that some exceptional cycling facilities have been built over the past two decades. However, making greater strides in active transportation will be challenging. Expanding the active transportation network will involve making trade-offs between space for vehicles and space for pedestrians and cycling; in many cases, these will be tough choices.

Fortunately, there are many areas where the RTP can ensure that walking and cycling as a utilitarian mode is increased. One such area the concept of mobility hubs, which can help integrate walking, cycling, transit and development, with the objective of “extending the reach” of walking and cycling trips.

8.5 New Technologies

The impact of new technologies is one area not extensively addressed in previous transportation studies. Since the development of Travel Choices in 2005 the potential for technologies to address transportation needs and challenges has increased dramatically. Examples include real-time bus information linked to smart phones, apps that facilitate programs such as peer to peer car-sharing or bike sharing, and technologies that could change the way we pay to use of our transportation systems.

A key challenge for the RTP will be to forecast how such technologies might continue to change transportation and how this translates into infrastructure needs and growth patterns in general.

8.6 Short- and Long-term Priorities

A final goal for the RTP is to ensure that transportation planning strategies are relevant for both the short and long term. This can be a challenge when developing a plan that must address growth over a 20 to 30 year period. One way to ensure the RTP continues to be relevant over time is to identify short-term actions or pilot projects designed to test longer-term strategies. This could include, for example, recommending an area to test a Transportation Management Association. This also suggests that the process of developing the

RTP foundation document is critically importance. The more stakeholders that are involved and contribute ideas to the RTP, the more it becomes a living document that will be relevant over time.