

DATE: August 30, 2017

FILE: 0540-20/IRTSC

TO: Chair and Members
Integrated Regional Transportation Select Committee

FROM: Russell Dyson
Chief Administrative Officer

RE: Regional Transportation Service Delivery and Governance Models

Purpose

To provide options for a single point of contact for transportation-related initiatives in the Comox Valley and to recommend an approach that solicits further interest and support from potential participants for a regional transportation framework.

Policy Analysis

The Integrated Regional Transportation Select Committee (IRTSC) has two primary functions:

- Collaboration on regional transportation projects, priorities and infrastructure including the specific promotion of a bike commuter path or multi-use corridor along Comox Road and the development of an application to the Ministry of Transportation and Infrastructure's (MOTT) BikeBC funding program for roadside greenway improvements; and
- Consideration of the concept of a single point of contact for transportation-related initiatives in the Comox Valley.

Executive Summary

Following receipt of the IRTSC's survey (see August 2017 staff report) to key stakeholders on regional transportation, staff have drafted a series of options (Appendix A) for governance that could be applied in the Comox Valley.

- This report describes the positive and negative aspects of each model as well as clarifies the role that the Comox Valley Regional District (CVRD) could take on, should a regional transportation framework be pursued.
- The recommendation below proposes that the CVRD Board support an approach whereby a delegation comprised of current IRTSC members present the concept to each municipal council and School District No. 71.
- If sufficient interest and support for the selected governance model is achieved from each municipality and the school district, the legislative process noted in Appendix B could be followed by the Board to establish the service.

Recommendation from the Chief Administrative Officer:

THAT the Integrated Regional Transportation Select Committee recommend the Comox Valley Regional District board endorse consideration of an advocacy and planning service for regional transportation initiatives in the Comox Valley, as described in Appendix A of the staff report dated August 30, 2017, by having select committee members attend municipal council, Electoral Areas Services Committee and School District No. 71 board meetings to discuss the concept, seeking participant support;

AND FURTHER THAT the proposed regional transportation advocacy and planning service could

- coordinate meetings of those parties in the Comox Valley responsible for transportation infrastructure and maintenance to identify areas of common interest and collaborate on projects that integrate across jurisdictions;
- develop a Comox Valley transportation plan that illustrates future infrastructure requirements and opportunities for infrastructure partnerships;
- develop a transportation demand management model for the Comox Valley;
- promote education and awareness about transportation issues and opportunities; and
- apply for grant funding opportunities for one or more jurisdictions to promote regional projects;

AND FURTHER THAT a follow-up report be presented to the Integrated Regional Transportation Select Committee on the results of engaging with the municipal councils, Electoral Areas Services Committee and School District No. 71.

Respectfully:

R. Dyson

Russell Dyson
Chief Administrative Officer

Background/Current Situation

The IRTSC was formally established in July 2016 and has worked on its dual-mandate since that time, working towards a multi-use path along Comox Road as well as service delivery models and learning about the approaches that various jurisdictions take to address integrated transportation. In spring 2017 key stakeholders responded to an IRTSC survey, providing some perspective on the range of activities integrated regional transportation could undertake.

Of particular importance is the legislative limitations put on regional districts, and the subsequent range of duties that an integrated regional transportation service could be expected to achieve. Fundamentally, municipal governments are responsible for roads within their boundaries whereas roads within electoral areas are the Ministry of Transportation and Infrastructure (MOTT)'s responsibility. It is true that regional districts provide trails and greenways, many of which could link directly with municipal trails and greenways including some which are within road allowances. With that, the IRTSC's experience and survey responses suggest that an advocacy and planning role, housed within a CVRD service, could achieve collaboration and joint priority setting. Both of these concepts were alluded to in the IRTSC survey responses as goals that should be sought. Specifically, the deliverables associated with an advocacy and planning service are noted in Appendix A.

Appendix A also lists a variety of governance models that could deliver the advocacy and planning service. The preferred model is noted in the appendix as a traditional service that is delivered through the CVRD. The appendix also describes the activities that could be undertaken by an advocacy service.

Further, Appendix C describes the range of service delivery functions that could be available under a CVRD service. This range begins with the current framework and extends to embed road infrastructure responsibilities with the CVRD. Given the survey responses and current interests that appear evident in the Comox Valley, the advocacy and planning service is being suggested as the most feasible approach to address regional transportation interests.

Options

Options available to the IRTSC are to:

1. Support the recommendation and propose that the CVRD Board introduce the integrated regional transportation advocacy and planning service to its member municipalities and School District No. 71;
2. Not support an integrated regional transportation service, at this time, while maintaining its focus on the Comox Road multi-use path project. This option would mean the IRTSC would continue to seek a Comox Road multi-use path and, following the conclusion of that project, successful or not, the term for the IRTSC would end; or
3. Refer the concept of an integrated regional transportation service to staff for further consideration, research or models development. This option would need clear instruction from the committee to focus the additional research.

This report is recommending option 1 above.

Financial Factors

There are no direct financial impacts associated with supporting the recommendation in this report. Should an integrated regional transportation service be supported by the potential participants, a financial plan for this service would be developed. Given that the primary focus for this service would be in an advocacy and planning role, encouraging collaboration and joint planning exercises for transportation projects, costs would be limited to staff time and administration. A proposed financial plan would clearly show that additional staff resources would be required to support the goals of the new advocacy and planning service.

Legal Factors

The legislative process for establishing an integrated regional transportation service is described in Appendix B. As noted in the recommendation, should the proposed participants support the service, the legislative process would be initiated and include drafting a bylaw, developing financial plans and seeking electoral area director, municipal council, voter and Inspector of Municipalities approval.

Regional Growth Strategy Implications

A regional transportation service, which focusses on collaboration and identifying joint priorities to coordinate the variety of jurisdictions' responsibilities, would move towards achieving numerous goals named in the Comox Valley Regional Growth Strategy (RGS). Specifically, within the RGS' eight policy areas, three areas directly relate to the benefits from a regional transportation advocacy and planning service:

- Goal 4: Transportation
- Goal 7: Public Health and Safety
- Goal 8: Climate Change

In addition to the goals noted through the RGS, a regional transportation service could bring together the municipalities, CVRD and Ministry of Transportation and Infrastructure to align priorities and infrastructure projects. The CVRD already has an agreement between itself and the ministry that encourages collaboration on major projects and concepts. A service would formalize that relationship, including municipal priorities.

Intergovernmental Factors

The IRTSC is a board-approved select committee including representatives from the City of Courtenay, Town of Comox and electoral areas. As noted in the recommendation, presenting this concept to each jurisdiction to solicit additional interest and support for a new service is paramount to advancing the concept. Municipal and CVRD staff have participated in the survey, which acts as a foundation for the collaborative approach under consideration. Continued support from each jurisdiction is required for this concept to prove successful.

Interdepartmental Involvement

The Corporate Services and Community Services Branches have supported the IRTSC throughout its tenure. Community Services remains focussed on the Comox Road multi-use path concept, whereas Corporate Services has developed the governance framework and legislative options.

Citizen/Public Relations

The IRTSC includes members from the general public, some of whom also participate on other planning groups throughout the Comox Valley. Currently there is no specific communications plan developed in support of this report's recommendations. Should the recommendation in this report be approved and the proposed service participants express interest to proceeding with a service, a plan to engage with the public will be developed in order that public assent for the new service is sought.

Prepared by:

J. Warren

James Warren
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Corporate Services

Attachments: Appendix A – Governance Options for Integrated Regional Transportation
Appendix B – Legislative Process to Establish an Integrated Regional Transportation
Service
Appendix C – Service Delivery Activities under the CVRD

Prior to considering the models, a clear description of the activities under an advocacy and planning service are important to understand:

Activities and Purpose: the role of a regional transportation advocacy and planning service includes

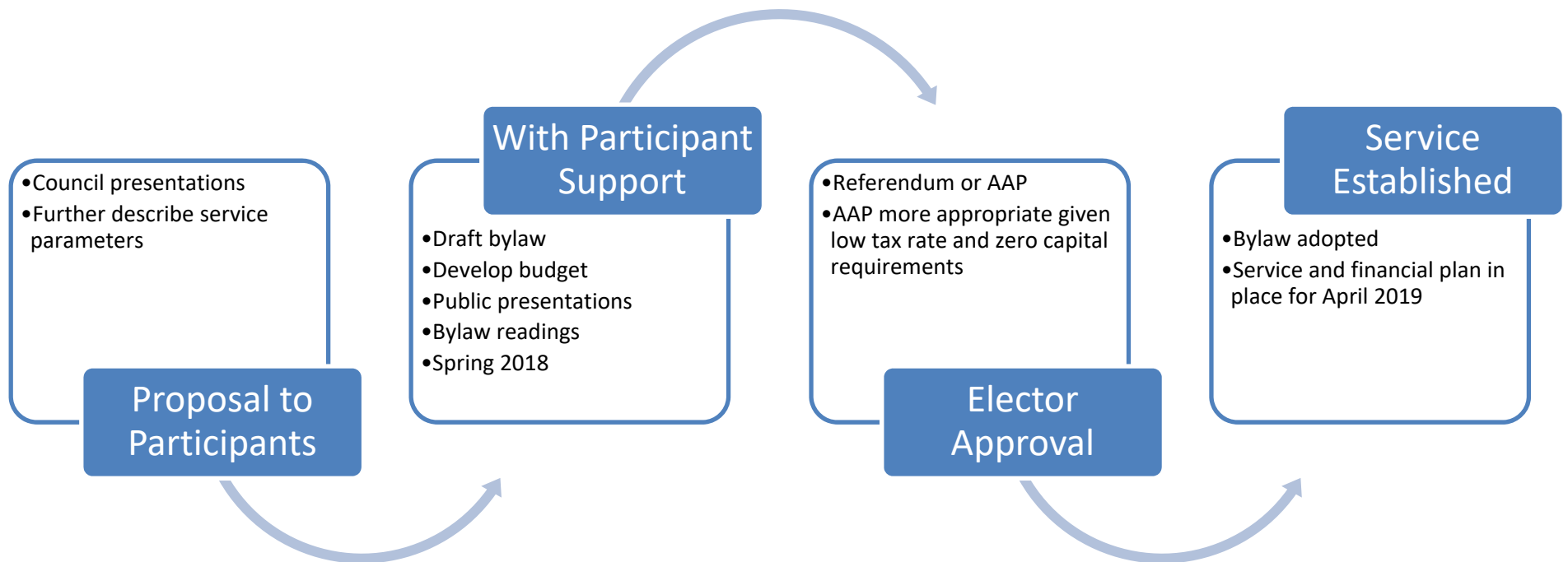
- coordinating meetings of those parties in the Comox Valley responsible for transportation infrastructure and maintenance to identify areas of common interest and collaborate on projects that integrate across jurisdictions;
- developing a Comox Valley transportation plan that illustrates future infrastructure requirements and opportunities for infrastructure partnerships;
- developing a transportation demand management model for the Comox Valley;
- promoting education and awareness about transportation issues and opportunities;
- applying for grant funding opportunities for one or more jurisdictions to promote regional projects;
- supporting one or more jurisdictions in developing transportation infrastructure that enhances travel patterns and options for residents, businesses and visitors; and
- listening to, understanding and communicating the public’s wishes in respect of regional transportation priorities and then working with transportation infrastructure providers to find ways to implement these interests.

Specific to an advocacy service, Table 1 illustrates the positive and negative elements for each governance model and service delivery method.

Table 1

Method	Description	Example of Services	Decisions	Positive	Negative
Internal	Resources used to hire staff, develop programs in-house, deliver services directly to residents, ratepayers, client groups	Planning and land-use development, portions of solid waste management, water supply system, parks service and recreation services	Board to set annual budget for service and determine workplan and priorities; staff to implement workplan	Control rests with Board and staff; staff maintains flexibility to respond to Board interests and priorities; reporting relationship to Board is direct and clear	Requirement of staff resources to implement workplan can be seen as a negative;

Method	Description	Example of Services	Decisions	Positive	Negative
External	CVRD under contract with third party combined with some internal resources to provide some or all accounting, human resources, legislative services	Comox Valley transit, Comox Valley economic development	Board to set annual budget based on contracted relationship; staff to recommend service levels	Very specific set of tasks can be achieved through contracted services; accountability to contractor is clear	Contract must be defined in clear and absolute terms, which can be challenging to achieve, especially at outset of new service; ‘advocacy’ can be challenging to determine return on investment – i.e. how is success defined?
Contribution Services	Funds directed to third-party with limited parameters and guidance	Black Creek Community Centre, homelessness support	Board to set annual budget based third-party requests; staff to recommend service levels	Can achieve specific tasks; service delivery is arms-length to CVRD, enabling non-profit creativity and flexibility	Must identify a service provider (non-profit or NGO) to take on advocacy role; must clearly specify goals and expectations



Name	Degree of influence and control	Infrastructure ownership	CVRD service costs
Current / status quo (no CVRD service for regional transportation)	Minimal; requires jurisdictions to independently reach out to other organizations to coordinate plans, arrange funding, set priorities	CVRD does not own infrastructure beyond its parks and greenways; municipalities own roads; Province owns rural and Provincial roads	Nil; no CVRD service
Advocacy and planning service *	Greater; CVRD acts as coordinating body for regional transportation interests, encouraging joint planning, Valley-wide awareness; MoTI and all jurisdictions will need to participate and support the process for success	Same as current / status quo	Minimal; costs required for coordination and administration including additional staff resources to deliver the advocacy and planning service
Off-road greenways transportation service	Greater; CVRD acts as coordinating body (as above) and also plans, constructs, maintains and owns infrastructure across jurisdiction, off-road greenways and trails	CVRD owns off-road greenways and trails in municipalities and electoral areas; other ownership remains as above	Greater; includes costs for land purchase, infrastructure development and maintenance; also costs required for coordination and administration
Regional transportation service	Highest; CVRD assumes responsibility for municipal and rural roads and infrastructure; CVRD administers planning and development; requires high degree of integration with municipalities to assess impacts and coordinate efforts	CVRD owns roads, parks and greenways in municipalities and electoral areas; Province retains ownership for Provincial highways	Highest; budgets to include road maintenance and construction

* This staff report recommends pursuing an advocacy and planning service