

**DATE:** August 15, 2017

**FILE:** 0540-20

**TO:** Chair and Members  
Integrated Regional Transportation Select Committee

**FROM:** Russell Dyson  
Chief Administrative Officer

**RE:** Results of IRTSC regional transportation planning collaboration survey

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### **Purpose**

The purpose of this report is to provide the results of the regional transportation planning collaboration survey issued to select stakeholders in May 2017.

### **Policy Analysis**

Part of the Integrated Regional Transportation Select Committee's (IRTSC) mandate is to consider matters relating to collaboration on regional transportation projects and the concept of a single point of contact for transportation-related initiatives in the Comox Valley.

### **Executive Summary**

At its April 6, 2017 meeting, the IRTSC passed a resolution to survey selected stakeholders to obtain information "regarding current regional transportation planning processes and challenges and the potential for future collaboration on regional transportation initiatives."

Accordingly a survey was prepared (Attachment A) and distributed to the following stakeholders with a June 15 response deadline: K'ómoks First Nation, City of Courtenay, Town of Comox, Village of Cumberland, Electoral Areas A, B and C, Ministry of Transportation and Infrastructure School District No. 71, Comox Valley Regional District Board, Islands Trust and Comox Valley Regional District. The survey responses are included in appendix B. No surveys were received from K'ómoks First Nation, Electoral Areas B or C or the Ministry of Transportation and Infrastructure.

In general, the surveys consistently demonstrate support for regional transportation, which is commonly described as a collective approach to providing solutions to the traveling public, whether for work or pleasure, to access the services offered throughout the Comox Valley. Joint planning is used to support the idea that bike paths continue across jurisdictional boundaries and large-scale infrastructure is coordinated, and funded if possible, by multiple jurisdictions. It is clear from the survey responses, and general knowledge of Provincial legislation, that the Provincial and Municipal governments have responsibility for roads, whereas all levels of government are responsible for promoting healthy communities and safe environment. The survey responses also show that all jurisdictions support a collaborative partnership to regional transportation though recognition is given to the challenges (financial, political, geographical) that may arise.

These survey results will be incorporated into a separate staff report that describes the governance models available for the IRTSC to consider.

**Recommendation from the Chief Administrative Officer:**

None. This report is presented for information only.

Respectfully:

*R. Dyson*

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Russell Dyson  
Chief Administrative Officer

Prepared by:

*J. Warren*

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James Warren  
General Manager of Corporate Services

Attachments: Appendix A – IRTSC survey  
Appendix B – Survey responses from School District No. 71, Village of Cumberland,  
Islands Trust, Electoral Area A Director, City of Courtenay, and  
Comox Valley Regional District

600 Comox Road, Courtenay, BC V9N 3P6  
Tel: 250-334-6000 Fax: 250-334-4358  
Toll free: 1-800-331-6007  
www.comoxvalleyrd.ca



File: 0540-20/IRTSC

May 8, 2017

«AddressBlock»

Sent email only: «Email\_Address»

Dear «GreetingLine»

**Re: Integrated Regional Transportation Survey**

The Comox Valley Regional District is conducting a survey in support of the Integrated Regional Transportation Select Committee. Please take a moment to review the survey and return to [administration@comoxvalleyrd.ca](mailto:administration@comoxvalleyrd.ca) by June 15, 2017

Sincerely,

James Warren  
General Manager of Corporate Services  
Comox Valley Regional District

Enclosure

\bk

- Survey sent to:
- Courtenay
  - Comox
  - Cumberland
  - School District No. 71
  - Ministry of Transportation and Infrastructure
  - Islands Trust
  - Director Jolliffe
  - Director Grieve
  - Director Nichol
  - K'omoks First Nation
  - Comox Valley Regional District

600 Comox Road, Courtenay, BC V9N 3P6  
 Tel: 250-334-6000 Fax: 250-334-4358  
 Toll free: 1-800-331-6007  
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File: 0540-20/IRTSC

May 8, 2017

**Re: Integrated Regional Transportation Select Committee – Survey**

This survey is being conducted by the Comox Valley Regional District (CVRD) in support of the Integrated Regional Transportation Select Committee (IRTSC). The IRTSC has a mandate to provide advice to the CVRD board on its mission, which reads:

Established by the Comox Valley Regional District (CVRD) board of directors and comprising elected officials, agency or partner representatives and members of the public, this committee considers matters relating to 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 BikeBC funding program for roadside greenway improvements. The mission includes consideration of the concept of a single point of contact for transportation-related initiatives in the Comox Valley.

The IRTSC's purpose is two-fold:

- Developing a bike commuter path or multi-use corridor along Comox Road and applying for a BikeBC grant towards the Comox Road project and
- Developing the concept of a single point of contact for transportation-related initiatives in the Comox Valley including the structure to facilitate the concept.

This survey seeks to obtain information from stakeholders regarding current regional transportation planning processes and challenges and the potential for future collaboration on regional transportation initiatives. The stakeholders to whom the survey is provided are: K'ómoks First Nation, City of Courtenay, Town of Comox, Village of Cumberland, Electoral Areas A, B and C directors, Ministry of Transportation and Infrastructure, School District No. 71, Comox Valley Regional District Board and Islands Trust. The survey seeks input that should relate to current operational activities and current policy direction.

For background purposes:

- the March 30, 2017 staff report introducing this survey is located online at: [http://agendaminutes.comoxvalleyrd.ca/Agenda\\_minutes/CVRDCommittees/IRTSC/06-Apr-17/20170330\\_Oakman\\_SR\\_proposed\\_survey.pdf](http://agendaminutes.comoxvalleyrd.ca/Agenda_minutes/CVRDCommittees/IRTSC/06-Apr-17/20170330_Oakman_SR_proposed_survey.pdf).
- The Integrated Regional Transportation Select Committee terms of reference are online at: [http://www.comoxvalleyrd.ca/assets/Governance/Documents/ToR\\_IRTSC.pdf](http://www.comoxvalleyrd.ca/assets/Governance/Documents/ToR_IRTSC.pdf)

Questions:

1. Describe what the term “regional transportation” means to your organization.

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2. List your organization’s roles and responsibilities, including reference to policy documents and / or legislation you follow, relating to transportation.

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3. List the challenges your organization experiences or anticipates in relation to “regional transportation”.

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4. List the opportunities your organization anticipates from a collaborative approach to address “regional transportation” needs.

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5. Indicate your organization’s level of support for the following statement:  
My organization would be willing to expend some financial and staff resources to participate in a process that facilitates collaboration with other stakeholders on regional transportation initiatives in the Comox Valley.

Strongly disagree	Disagree	Neutral / neither agree nor disagree	Agree	Strongly agree
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Please briefly describe the reason(s) for your answer.

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Please return this survey to [administration@comoxvalleyrd.ca](mailto:administration@comoxvalleyrd.ca) by June 15, 2017.

Submitted by School District  
No. 71

**From:** Ian Heselgrave  
**To:** [administration](#); [Kelly Kenney](#)  
**Cc:** [James Warren](#); [Sheldon Lee](#); [Dean Lindquist](#)  
**Subject:** SD 71 response to ITRSC survey  
**Date:** Thursday, July 06, 2017 3:05:14 PM

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Hello Kelly,

I have typed out the responses to the survey in the body of this email:

1. To SD 71 Regional Transportation means a collective approach to planning transportation between the three municipalities and the CVRD, or in other words looking at the regional transportation network as one system rather than four separate systems. The hope is that one would have the ability to seamlessly travel between the three municipalities and the CVRD. At present there are bike lanes in Comox that end at the Comox/Courtenay boundary. This is neither sensible nor conducive to smooth traffic flows of vehicles, buses and bikes.
2. The SD 71 roles, responsibilities and policies towards transportation are generally focused on student bus travel.
3. Challenges. Comox Valley roads are primarily geared to vehicle travel. Staff and students need safe routes to travel to school actively so that they are not driven short distances to school. Health outcomes and the readiness to learn are improved with active travel to school. This necessitates the inclusion of local politicians, planners and engineering staff to improve infrastructure that will allow for safe alternative travel means to schools. It will take significant time, effort, and resources to develop proper biking and walking routes.
4. Opportunities. Dialogue with key partners. Improved student outcomes and general health of population if a truly integrated transportation system is developed.
5. Agree, but it will be a low level of staff resource. School districts cannot levy taxes and education funds received from government will not be diverted to this initiative.

Ian

Ian Heselgrave  
Director of Operations  
School District 71 (Comox Valley)  
Phone: 250 334-5516  
Fax: 250 334-5552  
Cell: 250 218-8674

E-mail: [ian.heselgrave@sd71.bc.ca](mailto:ian.heselgrave@sd71.bc.ca)  
[www.sd71.bc.ca](http://www.sd71.bc.ca)

Submitted by Village of  
Cumberland

## Regional Transportation Planning Collaboration - Survey

### Questions:

- 1. Describe what the term “regional transportation” means to your organization.**

*Regional transportation from Cumberland’s perspective means a variety of forms of transportation modes that enable the residents of our community and the Comox Valley to navigate the region for work, recreation and day to day travel.*

- 2. List your organization’s roles and responsibilities, including reference to policy documents and/or legislation you follow, relating to transportation.**

The Village through our OCP supports ‘Smart Growth Principles’ and promotes collaboration with regional and provincial partners.

- 3. List the challenges your organization experiences or anticipates in relation to “regional transportation”.**

*The Village is a small player in the region with limited staff and financial resources. Politics is another challenge here in the valley, understanding that politicians have the best interest of their own communities in mind, which sometimes overshadow regional approaches or solutions.*

- 4. List the opportunities your organization anticipates from a collaborative approach to address “regional transportation” needs.**

*The key opportunities from the Village’s perspective would be to continue to improve transit bus service, and look at sustainable, effective, and efficient approaches to transportation.*

- 5. Village of Cumberland staff are neutral on this question, as staff do not have the ability to make decisions on committing resources to a process that facilitates collaboration with other stakeholders on regional transportation initiatives in the Comox Valley, without first obtaining direction from our municipal Council.**



**From:** [Michael Zbarsky](#)  
**To:** [Teresa Warnes](#)  
**Cc:** [James Warren](#); [Kelly Kenney](#)  
**Subject:** RE: CVRD Regional Transportation Planning Collaboration Survey  
**Date:** Monday, June 19, 2017 12:20:44 PM

Submitted by Islands Trust

These should be going to James and Kelly also.

Thanks, Mike

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**From:** Teresa Warnes  
**Sent:** Wednesday, June 14, 2017 2:47 PM  
**To:** Michael Zbarsky <mzbarsky@comoxvalleyrd.ca>  
**Cc:** Kristy Morro <kmorro@comoxvalleyrd.ca>  
**Subject:** FW: CVRD Regional Transportation Planning Collaboration Survey

Michael, fyi  
 Kristy for filing.

**Teresa Warnes**  
 Executive Assistant  
 Comox Valley Regional District  
 Phone: 250-334-6008

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**From:** Ann Kjerulf [<mailto:akjerulf@islandstrust.bc.ca>]  
**Sent:** Wednesday, June 14, 2017 2:45 PM  
**To:** administration <[administration@comoxvalleyrd.ca](mailto:administration@comoxvalleyrd.ca)>  
**Cc:** Russ Hotsenpiller <[rhotsenpiller@islandstrust.bc.ca](mailto:rhotsenpiller@islandstrust.bc.ca)>; Rob Milne <[rmilne@islandstrust.bc.ca](mailto:rmilne@islandstrust.bc.ca)>  
**Subject:** CVRD Regional Transportation Planning Collaboration Survey

On behalf of the Islands Trust, please accept the following in response to the CVRD Regional Transportation Planning Collaboration Survey:

Questions:

1. Describe what the term “regional transportation” means to your organization.

With respect to Denman and Hornby Islands “regional transportation” means public transportation options for the residents of the islands to access population centres within and beyond the Comox Valley to the North and south to Nanaimo and beyond. Regional transportation facilitates Island residents’ access to employment, schools, health care and other facilities and services not available on the Islands. Regional transportation is also a mechanism to support visitor access to the islands.

2. List your organization’s roles and responsibilities, including reference to policy documents and /or legislation you follow, relating to transportation.

The Islands Trust, by virtue of its enabling legislation, *The Islands Trust Act*, is mandated to “preserve and protect” the unique amenities of the islands for the benefit of both island residents and

residents of the Province of BC generally. Local Trust Committees for major islands, such as Denman and Hornby, are authorized as local governments to provide land use planning services under Part 14 of the *Local Government Act*. Local Trust Committees are limited in their ability to address transportation issues (such as road and trail construction and provision of transit and ferry service); options include negotiation with developers through rezoning or establishment of development guidelines (not likely to be effective due to the islands having low or no growth), and through advocacy and cooperation with other agencies (MOTI, CVRD, BC Transit and BC Ferries).

Cooperation is guided by policies with the [Islands Trust Policy Statement](#), [Denman Island Official Community Plan](#), and [Hornby Island Official Community Plan](#), in addition to [interagency agreements](#). Key policies include the following:

### **The Islands Trust Policy Statement**

- **Goal:** To sustain island character and healthy communities
- **Policy 5.3.1:** Trust Council holds that local trust committees and island municipalities should be consulted and involved in the decision-making process regarding provision of utilities, transportation services or facilities that might affect land use in their local planning areas.

### **The Denman Island Official Community Plan**

- **Guiding Objective for Transportation and Utilities:** “To maintain safe, tranquil, scenic roads, to maintain adequate ferry service to Vancouver Island, and to encourage walking and cycling on Island roads and ferries”.
- **Policy 17** The Local Trust Committee should support cooperation among local groups, landowners, Comox Valley Regional District and the Ministry of Transportation and Infrastructure to establish trail policies to be considered as an amendment to this Plan. Such policies should consider:
  - multiple uses such as walking and bicycling;
  - linkages between residential areas, commercial areas, parks, schools, beaches and ferry terminals;
  - access to destinations not serviced by roads; and
  - negative impacts on land owners and level of usage.
- **Advocacy Policy 8** BC Transit, British Columbia Ferry Services Inc. and the Comox Valley Regional District are encouraged to provide an integrated public transit link from Courtenay to Buckley Bay, to Denman Island and across Denman Island.
- **Advocacy Policy 9** British Columbia Ferry Services Inc., the Ministry of Transportation and Infrastructure and the Comox Valley Regional District are encouraged to examine means to provide overnight secured parking at Buckley Bay as a means of reducing automobile use on Denman Island.

### **The Hornby Island Official Community Plan**

- **Policy 5.8.13:** “The Comox Valley Regional District is requested to maintain regular transit service to Buckley Bay from the Comox Valley and to expand the transit service across Denman to Hornby Island.”

3. List the challenges your organization experiences or anticipates in relation to “regional transportation”.

- The Islands Trust and Local Trust Committees lack the regulatory authority and budget to deliver or enhance regional transportation. We rely on cooperation with and among BC Ferries, MOTI, the CVRD and BC Transit to provide this service. All agencies face competing priorities and financial challenges.
- Another challenge is finding cost effective and efficient mechanisms to service relatively small island populations.

4. List the opportunities your organization anticipates from a collaborative approach to address “regional transportation” needs.

- Shared understanding of regional transportation needs for various population segments (e.g. families, seniors, business owners, individuals working on- or off-island, visitors);
- Social/affordability benefits to community members;
- Economic benefits to business owners;
- Shared and equitable costs of providing regional transportation services;
- Support for the Islands Trust “preserve and protect” mandate, with positive environmental impacts of reduced private vehicle use.

5. Indicate your organization’s level of support for the following statement:

My organization would be willing to expend some financial and staff resources to participate in a process that facilitates collaboration with other stakeholders on regional transportation initiatives in the Comox Valley.

- Strongly Agree (in principle)

Please briefly describe the reason(s) for your answer.

- Provision of regional transportation aligns with the Islands Trust mandate.

Ann Kjerulf, MCIP, RPP  
Regional Planning Manager, Northern Team  
Islands Trust  
700 North Road  
Gabriola Island, BC V0R 1X3  
Phone: 250-247-2209 (office) 250-668-8597 (cell)  
Enquiry BC Toll-free call 1-800-663-7867 or from the lower mainland 604-660-2421

Websites: [www.islandstrust.bc.ca](http://www.islandstrust.bc.ca) | [www.islandstrustfund.bc.ca](http://www.islandstrustfund.bc.ca)

*Preserving Island communities, culture and environment since 1974*

Submitted by Electoral Area A  
Director

**From:** [James Warren](#)  
**To:** [bjolliffe](#)  
**Cc:** [Russell Dyson](#); [Kelly Kenney](#)  
**Subject:** RE: IRTSC Survey  
**Date:** Wednesday, June 21, 2017 1:18:35 PM

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Thanks for the comments Director Jolliffe,

I appreciate your input and thoughts on the survey. If it is alright with you, we'll bring your comments along with the rest of the survey responses to an upcoming IRTSC meeting to then discuss some governance framework concepts with that committee. Your insight will be valuable in defining the process for the IRTSC to work through.

Thanks.

James Warren  
General Manager of Corporate Services  
Comox Valley Regional District  
Tel: 250-334-6007

-----Original Message-----

From: Bruce Jolliffe [<mailto:bruce@brucejolliffe.ca>]  
Sent: Wednesday, June 21, 2017 10:37 AM  
To: James Warren <[jwarren@comoxvalleyrd.ca](mailto:jwarren@comoxvalleyrd.ca)>  
Subject: IRTSC Survey

James,

I have not replied to the IRTSC survey. I am quite unclear about a number of aspects of the survey. The covering letter appears to be directed to individual CVRD Directors within the CVRD but the survey is asking for a response on behalf of the organization. To me that implies we would need to go through our normal process of bringing this to a committee for consideration so that a response could be crafted for the Board's consideration. Questions 2, 3, & 4 imply staff research for that consideration. Is this planned for the EASC? We also appear to have a self-referential loop given this is an advisory committee of our Board?

Regards,

Bruce Jolliffe  
Director  
Baynes Sound - Denman/Hornby Islands (Electoral Area 'A') Comox Valley Regional District  
[bjolliffe@comoxvalleyrd.ca](mailto:bjolliffe@comoxvalleyrd.ca)  
250-335-1275

Questions:

1. Describe what the term “regional transportation” means to your organization.

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2. List your organization’s roles and responsibilities, including reference to policy documents and / or legislation you follow, relating to transportation.

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3. List the challenges your organization experiences or anticipates in relation to “regional transportation”.

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4. List the opportunities your organization anticipates from a collaborative approach to address “regional transportation” needs.

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5. Indicate your organization’s level of support for the following statement:  
My organization would be willing to expend some financial and staff resources to participate in a process that facilitates collaboration with other stakeholders on regional transportation initiatives in the Comox Valley.

Strongly disagree	Disagree	Neutral / neither agree nor disagree	Agree	Strongly agree

Submitted by City of  
Courtenay

Questions:

1. Describe what the term “regional transportation” means to your organization

- Movement of goods and people across the Comox Valley. Traffic going crossing the river to access the Inland Island Highway, Comox Valley Airport, or Little River Ferry Terminal. Traffic travelling through the City via HWY 19A
- Traffic that does travel from a point in Courtenay to another point in Courtenay.
- Large scale vehicle movements across the river that are not directly attributable to City of Courtenay residents

2. List your organization’s roles and responsibilities, including reference to policy documents and / or legislation you follow, relating to transportation.

- The City builds, maintains and renews transportation infrastructure including roads, bridges, bike lanes, sidewalks, trails.
- Currently design to TAC standards or City specifications
- OCP identifies transportation mode shift toward alternative transportation

3. List the challenges your organization experiences or anticipates in relation to “regional transportation”.

- Continued growth and increasing vehicle travel
- Lack of planning of regionally significant transportation routes
- Majority of traffic from Comox travels through Courtenay to leave valley
- Traffic to airport or ferry terminal likely to travel through Courtenay
- Traffic growth continues to grow and is straining existing infrastructure

4. List the opportunities your organization anticipates from a collaborative approach to address “regional transportation” needs.

- Investigate alternative solutions to upgrading existing infrastructure to allow for better movement of traffic in the Valley
- Allow for planning for upgrades on regionally significant roads

5. Indicate your organization's level of support for the following statement:

My organization would be willing to expend some financial and staff resources to participate in a process that facilitates collaboration with other stakeholders on regional transportation initiatives in the Comox Valley.

				X
Strongly disagree	Disagree	Neutral / neither agree nor disagree	Agree	Strongly agree

Please briefly describe the reason(s) for your answer.

- To ensure that significant transportation routes are planned and built in a timely manner
- Ensure that separate municipality transportation plans are built to connect into significant transportation routes (roads, cycle routes, pedestrian routes)
- Attempt to access grant funding as a region, rather than as individual municipalities
- Share significant project costs across a larger tax base
- Investigate solutions to transportation issues in a collaborative manner

## Questions:

1. Describe what the term “regional transportation” means to your organization.

To consider how to best move people and goods within the community to key destinations as well out or into the region using infrastructure to major transportation nodes such as highways and ferries. Collaboration across all boundaries is needed to promote connectivity and efficiency within a reasonable budget. Regional transportation extends beyond singular vehicle traffic management to promote use of alternative methods to avoid congestion and reduce greenhouse gases while promoting healthy lifestyles. Such uses include cycling networks.

2. List your organization’s roles and responsibilities, including reference to policy documents and / or legislation you follow, relating to transportation.

- MOTI has primary jurisdiction for the road networks in the CVRD.
- Comox Road is one of 17 rural Comox Valley Regional District (CVRD) routes identified as a priority for roadside improvements for cyclists and pedestrians in the 2014 transportation road network plan.
- Guidelines we consider are current National and Provincial bikeway and trail design guidelines, including the Transportation Association of Canada’s (TAC) Geometric Design Guide for Canadian Roads, Bikeway Traffic Control Guidelines for Canada, and Guidelines for the Design and Application of Bicycle Pavement Markings, as well as MOTT’s Manual of Standard Traffic Signs & Pavement Markings.
- The rural Comox Valley official community plan, Bylaw No. 337, 2014 includes the following policy statements related to cycling and pedestrian infrastructure:
  - Policy 23(7): Work with MOTI and neighboring municipalities of Courtenay, Cumberland and Comox to achieve network improvements including greenways, separated bikeways and off road greenway improvements to provide for active transportation options.
  - Policy 23(8): In cooperation with MOTI, encourage installation of cycling facilities in the order of priority noted in the transportation road network plan.
- The CVRD parks and Greenway Strategic Plan has a recreational trail parallel to Dyke Road as a priority.

3. List the challenges your organization experiences or anticipates in relation to “regional transportation”.

Jurisdiction – The CVRD has no jurisdiction for roadways.

Financial –we currently do not have a service for roads but instead rely on the sustainability/transit service and parks and greenways service staff for planning. For capital projects and operations only the Parks service is responsible for roadside greenways. While successful to date with a few projects in the rural areas it would be difficult to implement a plan throughout the rural regional district due to limited funding and impossible to implement a plan in the municipalities under the current structure.



Collaboration – The further in proximity to highly desired destination a governing agency is away from they may not recognize their combined impact on traffic management issues in other areas. For example Cumberland declined participation on the IRTSC even though governance model was one of the two goals for the standing committee.

4. List the opportunities your organization anticipates from a collaborative approach to address “regional transportation” needs.

Meeting with stakeholder groups and participating in planning documents that plan for all forms of transportation. This is similar to the model that currently exists with the transit system. As a regional district the CVRD is often in the position to offer services to serve the valley in it’s entirety.

5. Indicate your organization’s level of support for the following statement:

My organization would be willing to expend some financial and staff resources to participate in a process that facilitates collaboration with other stakeholders on regional transportation initiatives in the Comox Valley.

Strongly disagree	Disagree	Neutral / neither agree nor disagree	Agree	Strongly agree

Please briefly describe the reason(s) for your answer.

Recent direction from the board has already initiated this process with the IRTSC and furthermore the CVRD has numerous policies embedded in many planning documents that support the goals of regional transportation and multi-modal use of roadways.

Please return this survey to [administration@comoxvalleyrd.ca](mailto:administration@comoxvalleyrd.ca) by June 15, 2017.

