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FILE: 0540-20/IRTSC

TO: Chair and Members
Integrated Regional Transportation Select
Committee

Supported by James Warren
Acting Chief Administrative
Officer

FROM: Russell Dyson
Chief Administrative Officer

J. Warren

**RE: Regional Transportation Service Delivery and Governance Models –
Committee Feedback**

Purpose

The purpose of this report is to follow up on the recent feedback provided by the committee regarding the exploration of the concept of a single point of contact for transportation-related initiatives in the Comox Valley.

Recommendation from the Chief Administrative Officer:

None. This report is provided for information.

Executive Summary

- At their June 6, 2019 meeting, the Integrated Regional Transportation Select Committee (IRTSC) engaged in further consideration of possible activities and associated governance models concerning regional transportation. Discussion was focussed on the transportation gaps (perceived or real) that currently exist and may be best addressed through regional collaboration.
- Staff have summarized the feedback of the committee (Appendix A) and identified two potential activity areas:
 - regional transportation planning and advocacy; and
 - active transportation planning and advocacy.
- In addition to seeking confirmation on these desired activity areas, staff have provided some potential options regarding service delivery and governance models for the committee's consideration of advancing through a recommendation to the Comox Valley Regional District (CVRD) Board.
- Building upon the previous staff report, dated April 24, 2019 concerning this topic, additional information regarding the potential for a regional transportation service to be provided under the existing CVRD Regional Growth Strategy Service, Function 512, is provided.
- If the IRTSC feels a particular activity and service delivery model is viable, it is suggested that a recommendation be advanced to the CVRD Board to authorize further investigation that incorporates engagement with the participating jurisdictions.

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Stakeholder Distribution (Upon Agenda Publication)

None.	
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Background/Current Situation

At the June 6, 2019 meeting, the Integrated Regional Transportation Select Committee (IRTSC) engaged in further dialogue regarding the consideration of possible activities and associated governance models concerning regional transportation. This consideration directly aligns with the committee’s mandate of exploring different approaches to address integrated transportation.

At the June 6, 2019 meeting, discussion was focussed on the perceived current integrated transportation gaps that could be best addressed through regional collaboration. The feedback from the committee is summarized in Table 1 of Appendix A. Table 2 of Appendix A provides a proposed grouping of the identified gaps into a potential service structure with options for governance and service delivery.

As outlined in Table 2, staff have identified two potential service activity areas:

1. Regional transportation planning and advocacy; and
2. Active transportation planning and advocacy.

The first area is considered to be a broad activity set focussed on identifying and supporting a regional multi-modal transportation network through planning, advocacy and program administration. This would include active transportation and all other modes as part of the scope. The second area is more narrowly focussed on a regional active transportation network and promotion of this mode within the Comox Valley. Like the first option, planning, advocacy and program administration would be provided but targeted only on active transportation.

In order to fully consider these two models, a clear description of the activities under each is important for the committee to understand and agree on. A proposed description of the two potential models is provided in Appendix B with the activities largely mirroring each other but differentiated by their focus.

In order to deliver such activities, the identification of a governance model and service delivery method is required. The IRTSC had previously considered three broad options in respect of this, that being:

1. Independent Organizations – Existing jurisdictions largely operate independently from each other with very little sharing of staff and resources for transportation matters outside of their boundaries. The committee has learned about and considered the present level of cooperation amongst Comox Valley jurisdictions and identified the regular staff-level

collaboration and the opportunities to formalize and increased these connections.

2. Informal Coordination – An informal partnership is formed through the voluntary sharing of resources, staff, and funding without the legal requirements or commitment of a formal service being established. The committee has considered the model established in the Okanagan with the Sustainable Transportation Partnership of the Central Okanagan (STPCO), a partnership of local communities with the mandate of improving transportation coordination and planning region-wide.
3. Formal Coordination – A formal partnership amongst regional agencies through the defined legislative process with specific authority for regional transportation activities. The committee has learned about TransLink in Metro Vancouver and the experience of the Capital Regional District in their attempt to establish a regional transportation service.

At the June 6, 2019 IRTSC meeting, members expressed some concern regarding the likelihood of a formal service being established for transportation and enquired about the ability for such activities to be provided under the existing CVRD Regional Growth Strategy (RGS) Service. This was identified as the RGS serves as a strategic plan that has been enacted by the regional district, with the support of its member municipalities, provincial agencies and others with specific goals and objectives respecting transportation.

The RGS provides the following respecting Goal 4: Transportation:

“Develop an accessible, efficient and affordable multi-modal transportation network that connects Core Settlement Areas and designated Town Centres, and links the Comox Valley to neighbouring communities and regions.

Objective 4-A: Increase public transit use.

Objective 4-B: Improve bicycle and pedestrian infrastructure to increase the use of active transportation options.

Objective 4-C: Develop and maintain an inter-regional transportation system that efficiently and safely facilitates the movement of people and goods.”

Regional planning and advocacy for regional transportation and active transportation are further supported within the RGS by, amongst others, the following supporting policies:

4B-1 Promote and encourage cycling plans and programs through ongoing local and regional initiatives and actions.

4B-5 Local governments should develop consistent, region-wide street, sidewalk and intersection standards to manage automobile traffic speeds, improve pedestrian and cyclist safety, accessibility, and support healthier, and more active transportation choices.

4C-6 Collaborate with BC Transit, BC Ferries, the province and the federal government to improve inter-regional transportation, including improved rail service and expanded marine transportation opportunities.

Section 451 of the *Local Government Act* provides that local governments may enter into implementation agreements between a regional district and other levels of government, their agencies or other bodies to identify how certain aspects of a regional growth strategy will be carried out. Such inter-jurisdictional or intergovernmental/agency partnership agreements are an important tool for collaboration in supporting Regional Growth Strategy commitments. If the RGS were to be

identified to 'house' such activities, staff have identified the development and ratification of an implementation agreement as a necessary step to confirm the support of the participating jurisdictions/agencies and spell out the specific actions of the parties respecting regional transportation activities.

With the above considerations in mind, the RGS model could be considered a blend of both the informal coordination and formal coordination service delivery models that have been considered by the IRTSC. If the committee wishes to advance regional transportation activities under the RGS service, it is suggested that a recommendation be forwarded to the Board to direct staff to determine and report back to the Board on the interest of member municipalities, the Ministry of Transportation, and other agencies, in proceeding with the development of a regional transportation implementation agreement.

Given the number of considerations before the IRTSC pertaining to the overall governance and service delivery options, staff have prepared a decision process chart (Appendix C) to assist the committee with their deliberations.

Policy Analysis

The 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 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.

Options

Options available to the IRTSC are to:

1. Receive this staff report and formulate a recommendation to the CVRD Board to seek the advancement of a particular framework for regional cooperation regarding regional transportation.
2. Not support an integrated regional transportation model at this time, and focus efforts on the other mandate of the committee; or
3. Refer the concept of an integrated regional transportation model to staff for further consideration, research or models development. This option would need clear instruction from the committee to focus the additional research.

Financial Factors

There are no direct financial impacts associated with this report. If the committee seeks the advancement of a particular approach under an independent service model, it is suggested that approximately \$20,000 be recommended for a formal feasibility study to be conducted under the Regional Feasibilities Studies – Function 150. If the committee seeks the advancement of a particular approach under the Regional Growth Strategy function, it is suggested that the recommendation to the Board include direction to staff to explore the creation of an implementation agreement.

Should an integrated regional transportation service be supported by the potential participants, a financial plan for this service would be developed based on the resources required under the chosen governance and service delivery model.

Legal Factors

None.

Regional Growth Strategy Implications

The CVRD Regional Growth Strategy (RGS) provides for a specific policy area associated with transportation:

Goal 4: Develop an accessible, efficient and affordable multi-modal transportation network that connects Core Settlement Areas and designated Town Centres, and links the Comox Valley to neighbouring communities and regions.

The RGS acknowledges the challenges of the current governance and service arrangement within the Comox Valley and provides the following objectives to achieve the above-noted goal: increase public transit use; improve bicycle and pedestrian infrastructure to increase the use of active transportation options; and develop and maintain an inter-regional transportation system that efficiently and safely facilitates the movement of people and goods.

The establishment of a regional multi-modal transportation framework directly supports the RGS goals and objectives.

Intergovernmental Factors

If pursued, engagement with all potential service participants regarding a regional transportation service is required to ensure support. The committee may wish to consider the approach for such engagement with options including staff consultation in combination with the IRTSC presenting to the elected bodies of the local agencies to help inform and elicit support.

Interdepartmental Involvement

Corporate Services and Planning and Development Services have collaborated in support of this report.

Citizen/Public Relations

None.

Attachments: Appendix A – “IRTSC Regional Transportation Gaps – Feedback”
 Appendix B – “Regional Transportation Activity Descriptions”
 Appendix C – “IRTSC Decision Process Chart”

**Integrated Regional Transportation Select Committee
Feedback Group Exercise – June 6, 2019**

Table 1: Regional Transportation Gaps - Committee Feedback

- Commuter routes – bike lanes, shoulders, safety
- Bike share programs
- Identification of active transportation barriers
- Public education
- Advocacy to regulators
- Accountability for individual plans/performance
- Funding
- Active Transportation
- Links between communities/destinations
- Research on current initiatives/best practices
- Integrating SD71 bussing with BC Transit
- Interjurisdictional planning (local govt's and SD71)
- Regional transportation plan incorporating existing strategies to identify gaps and projects and recommend projects
- Traffic demand management
- Greenhouse gas emissions reduction

Appendix A - Regional Transportation Service Delivery and Governance Models – Committee Feedback

Table 2: Regional Transportation Gaps – Options

Regional Transportation Gaps – Committee Feedback	Potential Service Grouping	Potential Governance and Service Delivery Models
<ul style="list-style-type: none"> • Commuter routes – bike lanes, shoulders, safety • Bike share programs • Identification of active transportation barriers • Public education • Advocacy to regulators • Accountability for individual plans/performance 	<p>Active Transportation Planning and Advocacy Service</p>	<ul style="list-style-type: none"> • Formal independent service establishment: <ul style="list-style-type: none"> - Deliver via contract with 3rd party (non-profit organization) or within local government - Governed by standing committee with technical advisory committee (staff) • Informal Coordination (e.g. STPCO model) <ul style="list-style-type: none"> - Deliver via contract with 3rd party (non-profit organization) - Local government delivery - Governed by a standing committee of CVRD with technical advisory committee (staff) • CVRD Regional Growth Strategy Implementation Agreement <ul style="list-style-type: none"> - Governed by a standing committee of CVRD with technical advisory committee (staff)
<ul style="list-style-type: none"> • Links between communities/destinations • Research on current initiatives/best practices • Integrating SD71 bussing with BC Transit • Interjurisdictional planning (local govt’s and SD71) • Regional transportation plan incorporating existing strategies to identify gaps and projects and recommend projects • Traffic demand management • Greenhouse gas emissions reduction • Funding 	<p>Regional Transportation Planning and Advocacy Service</p>	<ul style="list-style-type: none"> • Formal independent service establishment <ul style="list-style-type: none"> - Deliver via contract with 3rd party (non-profit organization) or within local government - Governed by standing committee with technical advisory committee (staff) • Informal Coordination (e.g. STPCO model) <ul style="list-style-type: none"> - Local government delivery - Governed by a standing committee of CVRD with technical advisory committee (staff) • CVRD Regional Growth Strategy Implementation Agreement <ul style="list-style-type: none"> - Governed by a standing committee of CVRD with technical advisory committee (staff)

Appendix B: Regional Transportation Activity Descriptions

Service Activities Option #1

Regional Transportation Planning and Advocacy

Under this service model, the Comox Valley Regional District could:

- Prepare, approve and pursue implementation of a regional transportation plan within the overall context set by the Comox Valley Regional District's Regional Growth Strategy.
- Establish and coordinate committees consisting of representatives of local governments, provincial agencies and other interested parties for the purpose of the development and implementation of a regional transportation plan;
- Undertake studies, data collection and modeling activities pursuant to the development and maintenance of the regional transportation plan;
- Promote education and awareness about regional transportation issues and opportunities;
- Listen to, understand and communicate the public's wishes in respect of regional transportation priorities and then work with transportation infrastructure providers to find ways to implement these interests.
- Apply for grant funding opportunities for one or more participating jurisdictions to advance regional transportation projects.

Service Activities Option #2

Active Transportation Planning and Advocacy

Under this service model, the Comox Valley Regional District could:

- Prepare, approve and pursue implementation of a regional active transportation plan.
- Establish and coordinate one or more committees consisting of representatives of local governments, provincial agencies and other interested parties for the purpose of the development and implementation of a regional active transportation plan;
- Develop, promote and implement programs and initiatives that support regional active transportation.
- Undertake studies, data collection and modeling activities pursuant to the development and maintenance of the regional transportation plan;
- Promote education and awareness about regional active transportation issues and opportunities;
- Listen to, understand and communicate the public's wishes in respect of regional active transportation priorities and then work with transportation infrastructure providers to find ways to implement these interests.
- Provide recommendations to local jurisdictions in response to active transportation issues and initiatives.

Appendix C

Integrated Regional Transportation Select Committee Regional Transportation Service Delivery and Governance Decision Process Chart

