
MEMORANDUM

Date: August 17th, 2020
To: STPCO LGA Board
From: Rafael Villarreal
Subject: STPCO transition

Established formally in 2013, the Sustainable Transportation Partnership of the Central Okanagan (STPCO) was formed as the result of the evolution of decades of regional cooperation. As directed by the LGA Board, it is time to evolve the STPCO to a different model. In the new model some basic functions will be transferred to the Regional District with the possibility to expand its reach in the future.

The resulting proposal comes from the governance workshops held in November, 2019 and February, 2020 with the LGA Board and subsequent workshops with the Executive Committee. In summary, the outcomes of those meetings were:

- There was general agreement amongst LGA Board members that as currently structured STPCO is not sustainable, and a new, more effective and simplified governance structure is required.
- Alternatively, STPCO could be disbanded or structured as an informal committee which would meet periodically to discuss regional transportation issues.
- At the February, 2020 Governance Workshop, the Committee's discussion moved towards dissolution of the STPCO, and aligning or merging some the STPCO functions within the RDCO governance model. As well, there was general discussion regarding a number of the challenges of aligning with the RDCO. Specifically, issues regarding staff capacity, mandate, membership, voting structure and cost sharing were noted. Particular attention was placed in securing Westbank First Nation the ability to vote.

Proposal:

As described in the draft enclosed letter from the LGA Board, STPCO staff is directed to transfer some of the regional functions formerly carried out under the STPCO to the RDCO. The functions that will continue to be delivered under the RDCO include:

- Support for the School District #23 Traffic Safety Officer position
- Regional cycling promotion



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- Support for the smartTRIPS website and brand

These functions are recommended to be administered by the Regional District of the Central Okanagan (RDCO) on an initial 2-year contract basis to the City of Kelowna for ease of continuity. The cost of these functions will be borne by all the local governments and Westbank First Nation on a shared basis, as described in the next sections of this memo. All the members that are part and contribute to funding these functions shall have voting rights.

Additionally, to follow up on the progress of the Regional Transportation Plan we recommend the creation of a regional technical committee administered by the RDCO and initially facilitated by the City of Kelowna staff. Additionally, it is recommended that the RDCO administration will place regional transportation on the agenda at two Regional Board meetings each year to promote discussion and cooperation on regional transportation issues.

The enclosed documents explain the transition and estimated costs in more detail.

Submitted by,

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STPCO evolution

The flow chart below summarizes the steps and timelines to transition the STPCO.

TIMELINE/ RESPONSIBLE	ACTION	EFFECTIVE
SUMMER 2020, LGA BOARD	Draft letter from LGA Board:	In letter, November 2020
STPCO STAFF	<ul style="list-style-type: none"> STPCO members agree to dissolve STPCO partnership through consensus STPCO members provide support in principle to the establishment of a Regional Transportation Service STPCO Board directs the liquidation of all reserves back to the members STPCO members agree to a two-year transition plan that transfers the authority and responsibility for administering the service to the RDCO 	December 2020
FALL 2020 AND WINTER 2021	<ul style="list-style-type: none"> SPTCO Staff to update all Councils on transition steps and plan Three key services that will be transferred to the RDCO at the start will include: <ul style="list-style-type: none"> School Traffic Safety Officer SD#23 Regional Cycling Promotion, Smarttrips website and brand Follow-up and coordination of the Regional Transportation Plan priorities The City of Kelowna will be contracted to provide certain services during the transition period 	January, 2020 Fall, 2020 January, 2021
STPCO STAFF		January, 2020
DECEMBER 31ST, 2020	<p><i>As per the letter the STPCO is formally dissolved: At this point, the formal partnership will cease to exist and any and all terms of the partnership agreement will be null and void.</i></p> <ul style="list-style-type: none"> <i>STPCO Reserves to be returned to partners</i> <i>Each partner will need to rescind their respective Bylaw</i> 	December 31st, 2020
DECEMBER 31 ST , 2020 RDCO STAFF	Temporary transition invoicing from RDCO	December 31st, 2020
2021-2022 (RDCO)	<ul style="list-style-type: none"> A Regional Transportation Governing Body is created (comprised of Board members) will convene to: <ul style="list-style-type: none"> Establish a Technical Transportation Planning Lab, Approve a terms-of-reference for the Technical Transportation Planning Lab, and Approve an initial operating budget and work plan. 	2021
2022 RDCO	<ul style="list-style-type: none"> A Technical Transportation Planning Lab will convene to: <ul style="list-style-type: none"> Take concrete actions within approved budget limits to make the Regional Transportation Plan vision a reality. 	2021

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STPCO phase by phase transition and estimated costs

Phase 1

Draft letter from the Mayors, Chief and Chair directing staff to dissolve the STPCO (draft letter enclosed)

- Intent to withdraw from the STPCO by consensus
- Proposal to evolve the SPTCO
- Specific functions proposed to be moved to the RDCO:
 - o School Traffic Safety Officer SD#23 Partnership
 - o Regional Cycling Promotion,
 - o SmartTrips website and brand
- Proposed City of Kelowna to deliver these services for 2 years as a contract for ease of transition.
- Follow up on the progress of the Regional Transportation Plan, through a RDCO technical forum, initially facilitated by City of Kelowna staff.
- Direct staff to liquidate the STPCO reserves by the end of the 2020 and redistribute their share of the reserves to each partner
- Existing yearly costs from the STPCO will go back to each partner.

Phase 2: Services transferred to RDCO

Objective and purpose of the service: To deliver regionally significant transportation education and demand management programs¹.

1. School Traffic Safety Officer SD#23 Partnership

- School Traffic Safety Officer – in partnership with SD#23, this includes a School Traffic Safety Officer position enhancing student safety at all regional schools, easing traffic congestion, improving safety and providing community connections. This encompasses school traffic planning, safe bus and vehicle drop-off and pick-up zone creation and management, crossing guard coordination, and education around safe pedestrian routes to school. This also includes coordination with school administrations and through PACs as a liaison between schools and municipal/local governments.
- Safe Routes to School programming - in collaboration with local governments and the regional Air Quality function, this includes implementation of the Clean Air & Safe Routes to Schools program at elementary schools to increase youth participation in active transportation, reduce the number of motorized vehicles used for travel to and from school and reduce unhealthy emissions in school zones.

¹ Estimated costs are based on 2019-2020 budgets and might need to be further refined by the time the functions are transferred.

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- Youth Transit Training Program - in partnership with School District #23, this is a program to offer youth Transit Travel Training to regional middle and high schools, empowering youth to become comfortable and confident in using public transit regularly. Youth Transit Travel Training is expected to play a large role in increasing transit mode-share in the long-term and contributing to local communities' effort to address climate change through transportation related greenhouse gas (GHG) reduction.
- Cycling Safety Education – this includes cycling education programming (bike rodeos) which are delivered annually, reaching up to up to 2,200 students at 10 -13 elementary schools.
- Crossing Guard Training – this includes BCAA student crossing guard training, delivered region-wide by the Traffic Safety Officer.

Additionally, other health, safety and environmentally oriented transportation initiatives could be included as opportunities arise.

Estimated costs:

Description	Cost
Uniforms Expense	650
Vehicle lease - Internal Equipment	7,650
Contract Services	40,000
Administration & Contract management	7,245
	55,545

2. Cycling Promotion and SmartTrips website and Brand

This includes cycling promotions, such as Bike to Work/School programming, Student Commuter Challenge, educational programs, cycling infrastructure support (bike lane priorities, bike rack program, bikes on buses, etc.) and support to the School Traffic Safety Officer.

The Smarttrips website and brand includes taking ownership of and maintaining support for the regional Smarttrips brand and portal, smarttrips.ca.

Estimated costs:

Description	Cost
Grant - Provincial - Conditional	(4,500)
Purchase Services	19,900
Materials & Supplies	8,500
Advertising	1,350
Smarttrips website fees	1,000
Administration & Contract management	4,000
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Phase 3 Reabsorption of current budget and reserves and interim invoice:

1. Direct staff to liquidate the STPCO reserves by the end of 2020 and redistribute their share of the reserves to each partner.

Total STPCO reserves to December 31st, 2019: **\$107,417.58**

2. Existing yearly funds from the STPCO will go back to each partner.

Estimated cost share from STPCO that won't be billed, starting in 2021

Approximate allocation based on 2019 assessments:

Kelowna	68.64%	256,885
Peachland	2.57%	9,618
Lake Country	6.51%	24,364
West Kelowna	15.06%	56,362
CORD Electoral Area West	1.82%	6,811
CORD Electoral Area East	1.65%	6,175
Westbank First Nations	3.75%	14,034
		374,250

3. Temporary transition invoicing from RDCO

Service invoice from RDCO to temporarily deliver the services in 2021. Cost share estimated as per table below:

Estimated total cost of the programs to be transferred to the RDCO

Total cost of programs	\$85,795	
Approximate allocation based on 2019 assessments:		
Kelowna	68.64%	\$58,890
Peachland	2.57%	\$2,205
Lake Country	6.51%	\$5,585
West Kelowna	15.06%	\$12,921
CORD Electoral Area West	1.82%	\$1,561
CORD Electoral Area East	1.65%	\$1,416
Westbank First Nations	3.75%	\$3,217

Phase 4: Evolution at RDCO (as provided by RDCO)

1. Voting structure and new Regional Transportation model:
 - a. Embedded within the partnership model is a requirement for a transportation service authority. The service authority respects local and provincial autonomy and ownership of infrastructure. Under this model, partners come together through an ongoing Technical

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- Advisory Committee (TAC) with membership from the RDCO, all member municipalities, MoTI and BC Transit. Through its mandate, the TAC would set priorities, guide, facilitate and in some cases undertake recommended actions on the Regional Transportation Plan based on Board approved work plans.
- b. The Regional District would establish a new regional transportation service and approve a new delegation bylaw that, in accordance with the Local Government Act, would empower the regional transportation authority (RTA) to vote on matters pertaining to the service. This would include Westbank First Nation. The delegation bylaw would define the scope of matters that would be decided by the RTA.
 - c. In accordance with provisions of the Local Government Act and through a clearly defined delegation bylaw, all participants in the RTA would have a bona fide vote on all matters pertaining to the operation and administration of the service. To be clear, the actual operation and administration of the service will be performed by staff however the service levels, policies and budget approvals that support the regional transportation work plan are voted on and decided by the RTA. These matters would not be ratified by the Board.
2. The potential future of regional services under the RDCO:
- a. Using the RGS model, the RDCO could coordinate regional transportation priorities identified in the Regional Transportation Plan through a Technical Transportation Planning Lab. Regional (macro) transportation issues would be discussed while Municipal (micro) transportation issues would remain solely with the local jurisdiction;
 - b. Using the Economic Development Commission model, the RDCO could coordinate associated regional transportation matters such as:
 - i. Integrating regional transportation planning that supports the Regional Growth Strategy objectives
 - ii. Enhancing roles for various forms of public transit
 - iii. Consolidating efforts to develop a Regional Trails Network
 - iv. Exploring multi-modal transportation options on a regional scale
 - v. Warehousing greenhouse gas (GHG) emission information from the transportation sector
 - vi. Incorporating the Regional Air Quality Service into the scope of responsibilities, when appropriate
 - vii. Prioritizing strategic investments that serve demonstrated regional mobility needs
 - viii. Advocate for regional and intra-regional (Okanagan Valley) transportation projects that are supported by the Board
 - c. The plan will come to fruition through the delivery of actions and outcomes which have been organized under the following five overarching themes, all of which require revised governance and funding arrangements.
 - i. Integration of land use and transportation
 - ii. Creating exceptional environments for walking and bicycling

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- iii. Taking transit to the next level
- iv. Getting the most out of our roads and trails
- v. Influencing travel behaviour

The plan includes concrete actions to make the Regional Transportation Plan vision a reality. The list of actions, developed through an extensive stakeholder engagement process, includes planning initiatives and a major focus on a partnership model to implement tangible projects and infrastructure. Implementing the actions will require significant regional cooperation and strong partnerships. This cooperation and partnership is fundamental to the success of achieving the outcomes.