

City of Kelowna

Regular Council Meeting

AGENDA



Monday, March 19, 2018

9:00 am

Knox Mountain Meeting Room (#4A)

City Hall, 1435 Water Street

Pages

1. **Call to Order**

2. **Confirmation of Minutes**

3 - 7

Regular AM Meeting - March 12, 2018

3. **Reports**

3.1 **2040 OCP Facts in Focus – Building Complete Communities & Transportation**

45 m

8 - 47

To proceed with Part 2 of the Facts in Focus series as it relates to topic-based background papers on the 2040 OCP update. The second installment of the Facts in Focus topics being introduced are Building Complete Communities and Transportation.

3.2 **Draft Vision and Goals for the Transportation Master Plan (Our Kelowna as we Move)**

45 m

48 - 63

To provide Council with information on the draft vision and goals for the Transportation Master Plan (Our Kelowna as we Move) in advance of public consultation.

3.3 **Draft Resolution, re: Okanagan Basin Water Board's Water Stewardship Council**

5 m

64 - 68

To appoint City of Kelowna representatives to the Okanagan Basin Water Board's Stewardship Council.

4. Resolution Closing the Meeting to the Public

THAT this meeting be closed to the public pursuant to Section 90(1) (e), (f) of the Community Charter for Council to deal with matters relating to the following:

- Acquisition, Disposition or Expropriation of Land or Improvements
- Law Enforcement

5. Adjourn to Closed Session

6. Reconvene to Open Session

7. Issues Arising from Correspondence & Community Concerns

7.1 Mayor Basran, re: Issues Arising from Correspondence 30 m

8. Termination



**City of Kelowna
Regular Council Meeting
Minutes**

Date:	Monday, March 12, 2018
Location:	Knox Mountain Meeting Room (#4A) City Hall, 1435 Water Street
Members Present	Mayor Colin Basran, Councillors Maxine DeHart, Ryan Donn, Tracy Gray, Gail Given, Brad Sieben, Mohini Singh and Luke Stack
Members Absent	Councillor Hodge
Staff Present	City Manager, Ron Mattiussi*; City Clerk, Stephen Fleming, Deputy City Manager, Joe Creron*, Divisional Director, Infrastructure, Alan Newcombe*; Divisional Director, Corporate Strategic Services, Carla Weaden*; Divisional Director, Community Planning & Strategic Investments, Doug Gilchrist*; Divisional Director, Financial Services, Genelle Davidson*; Divisional Director, Corporate & Protective Services, Rob Mayne*; Divisional Director, Human Resources, Stu Leatherdale*, Sustainability Coordinator, Michelle Kam*; Long Range Policy Planning Manager, James Moore*; Policy & Planning Department Manager Danielle Noble-Brandt*; Integrated Transportation Department Manager, Rafael Villarreal*; Corporate Strategy & Performance Department Manager, Mike McGreer*; Community Engagement Manager, Kari O'Rourke*; Community Engagement, Adrian Nieoczym*; Legislative Coordinator (Confidential), Arlene McClelland*
Guest	Martin Bell, CEO Urban Systems

(* Denotes partial attendance)

1. Call to Order

Mayor Basran called the meeting to order at 9:05 a.m.

2. Confirmation of Minutes

Moved By Councillor Dehart/Seconded By Councillor Gray

R244/18/03/12 THAT the Minutes of the Regular AM Meeting of March 5, 2018 be confirmed as circulated.

Carried

3. Reports

3.1 Council Focus for 2018

Martin Bell, CEO Urban Systems

- Displayed a PowerPoint Presentation summarizing the key initiatives of the five Council focused areas for 2018.
- Spoke to the last Community Strategy for Kelowna in the 1990's.
- Made comments on the various Council focus and priority projects.
- Identified initiatives and projects undertaken for each Council focus.
- Responded to questions from Council.

Staff:

- Responded to questions from Council.

Moved By Councillor Stack/Seconded By Councillor Gray

R245/18/03/12 THAT Council receives, for information, the report from the Divisional Director Corporate Strategic Services dated March 12, 2018 with respect to Council Focus for 2018;

AND THAT Council confirms the initiatives for the five Council focus areas for 2018 as identified in the Council Focus and Priority Projects Workshop document attached to the report of the Divisional Director Corporate Strategic Services dated March 12, 2018;

AND FURTHER THAT Council approve in principle the timelines to develop Council priorities.

Carried

Guest, Martin Bell left the meeting at 9:50 a.m.

The City Manager joined the meeting at 9:50 a.m.

The meeting reconvened at 9:56 a.m.

3.2 Imagine Kelowna Draft Content and Affirm Phase

City Manager:

- Made introductory comments regarding the 1992 Community Plan and how to position the corporation for a post baby boomer work force that can adapt to an ever-changing environment that the City and community operates within.
- Imagine Kelowna is not a plan but rather a vision on ways to respond.
- Will have staff review the document based on comments heard today.

Staff:

- Displayed a PowerPoint Presentation summarizing Imagine Kelowna draft content.
- Spoke to the Vision and Community Values section in the Draft Content document.
- Provided comments on each of the principles.
- Introduced Imagine Next.
- Responded to questions from Council.

Council:

- Provided their individual comments.

Moved By Councillor Sieben/Seconded By Councillor Singh

R246/18/03/12 THAT Council receives, for information, the report from the Integrated Transportation Department Manager (Manager, Strategic Visioning Project) dated March 12, 2018, with respect to Imagine Kelowna Draft Content and Affirm Phase;

AND THAT Council direct staff to review the draft document and bring a second draft back to Council.

Carried

The meeting recessed at 11:18 a.m.

The meeting reconvened at 11:22 a.m.

3.3 2040 OCP Facts in Focus – Introduction to OCP and Population and Housing

Staff:

- Displayed an introductory video of Our Kelowna as we connect the Official Community Plan (OCP) and Transportation Master Plan.
- Displayed a PowerPoint Presentation introducing Facts in Focus series as it relates to the purpose of the OCP.
- Displayed a PowerPoint Presentation introducing Facts in Focus as it relates to Population and Housing.
- Responded to questions from Council.

City Manager:

- Provided comments on the Official Community Plan process.

Council:

- Provided their individual comments.

Moved By Councillor Gray/Seconded By Councillor Singh

R247/18/03/12 THAT Council receives, for information, the report from the Policy & Planning Department Manager dated March 12, 2018, with respect to the 2040 OCP Facts in Focus – Introduction to OCP and Population and Housing.

Carried

The meeting adjourned at 12:26 p.m.

The meeting reconvened at 3:30 p.m. with all of Council present.

4. Issues Arising from Correspondence & Community Concerns

Divisional Director, Community Planning & Strategic Investments, re: BC Provincial Budget 2018

Staff:

- Made reference to materials circulated to Council previously and provided comments on the three taxes proposed by the Provincial Government
- Displayed draft recommendations on the ELMO.
- Responded to questions from Council.

Mayor Basran:

- Staff available for questions and clarification.
- Staff report with recommendations will be brought forward to an afternoon meeting.

Moved By Councillor Hodge/Seconded By Councillor Donn

R248/18/03/12 THAT Council direct staff to bring forward a report to an afternoon meeting with background information and recommendations regarding the BC Speculation Tax Draft Resolution.

Carried

5. Resolution Closing the Meeting to the Public

Moved By Councillor Donn/Seconded By Councillor Hodge

R249/18/03/12 THAT this meeting be closed to the public pursuant to Section 90(1)(f) and 90 (2) (e) of the Community Charter for Council to deal with matters relating to the following:

- Law Enforcement
- Auditor General for Local Government proposed final performance audit report review.

Carried

6. Adjourn to Closed Session

The meeting adjourned to a closed session at 4:04 p.m.

7. Reconvene to Open Session

The meeting reconvened to an open session at 4:22 p.m.

8. Issues Arising from Correspondence & Community Concerns

8.1 Councillor Stack, re: Margaret's Landing Development

Councillor Stack:

- Requirement that lands be dedicated to the City for this type of application.
- Raised some issues with the First Nations applicant.
- Advised that the Mayor is now involved.
- Brought forward for Council's information.

City Manager

- Confirmed land is owned is fee simple.
- Staff will look at options that would still meet City objectives and balance any First Nations concerns.

8.2 Councillor Stack, re: Rutland Centennial Park

Councillor Stack:

- Asked staff to confirm what commitments were made to the Rutland community regarding timing for development of Rutland Centennial Park.

City Manager:

- Will circulate information to Council.

City Clerk, re: Area Structure Plan for Diamond Mountain

- The Council Procedure Bylaw provides an Applicant up to five (5) minutes for an applicant to address Council when staff bring forward a negative recommendation on a development application
- Council could consider increasing the amount of time permitted due to the complexity of the Area Structure Plan under consideration.

Moved By Councillor Donn/Seconded By Councillor Hodge

R250/18/03/12 THAT Council allow the Diamond Mountain Area Structure Plan applicant or their Consultants only up to 15 minutes to address Council in response to the negative recommendation from staff.

Carried

9. Termination

The meeting was declared terminated at 4:42 p.m.

Mayor Basran

/sf/acm

City Clerk

Report to Council



Date: March 19, 2018
File: 1200-31
To: City Manager
From: Danielle Noble-Brandt, Policy & Planning Department Manager
Subject: 2040 OCP Facts in Focus – Building Complete Communities & Transportation

Recommendation:

THAT Council receives, for information, the report from the Policy & Planning Department Manager dated March 19, 2018, with respect to the 2040 OCP Facts in Focus – Building Complete Communities and Transportation.

Purpose:

To proceed with Part 2 of the Facts in Focus series as it relates to topic-based background papers on the 2040 OCP update. The second installment of the Facts in Focus topics being introduced are Building Complete Communities and Transportation.

Background:

The public launch of the 2040 OCP Update commenced in February 2018 and this OCP update is an opportunity to harness the community's vision and shape the growth of Kelowna over a 20-year time horizon. In preparation for the first phase of public engagement on growth scenarios, Policy and Planning have developed eight Facts in Focus papers to promote a broad understanding of the key issues and opportunities of the core OCP topic areas. On March 12th, 2018 Policy and Planning launched the Facts in Focus papers through a Council presentation on the Purpose of the OCP as well as Population and Housing.

This Council Report highlights two Facts in Focus papers:

- 1) *Building Complete Communities* – focusing Kelowna's growth in the Urban Core, including the five Urban Centres, will help build a compact, complete community. The benefits of a complete community will include expanding the variety of more compact housing forms, increasing active transportation and transit opportunities, as well as enhancing social interaction, cultural vibrancy and innovation (refer to Attachment 1: Facts in Focus – Building Complete Communities).

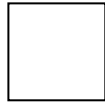
- 2) *Transportation* – building a complete community means aligning land use and sustainable transportation options. The benefits of aligning those critical planning opportunities will include accommodating future growth, reducing costly roadway expansions while simultaneously protecting quality of life and promoting a healthy and low-carbon future (refer to Attachment 2: Facts in Focus – Transportation).

Over the next month, Policy and Planning will present the remaining Facts in Focus papers including: Agriculture and Rural Lands, the Environment, Climate Change and Servicing the Plan. The complete Facts in Focus series aims to create a baseline knowledge of; current policy direction, areas of challenge and opportunities.

Submitted by:

Danielle Noble-Brandt, Policy & Planning Department Manager

Approved for inclusion:



Doug Gilchrist, CP and SI Divisional Director

Attachments:

- 1) Facts in Focus - Building Complete Communities
- 2) Facts in Focus – Transportation

cc:

Divisional Director, Community Planning & Strategic Investments
Divisional Director, Infrastructure
Divisional Director, Human Resources
Divisional Director, Financial Services
Divisional Director, Corporate Strategic Services
Divisional Director, Corporate and Protective Services
Divisional Director, Active Living and Culture
Director, Strategic Investments
Department Manager, Integrated Transportation
Infrastructure Engineering Manager
Community Planning Department Manager
Communications Advisor



Facts in Focus



2018

FACTS IN FOCUS

DID YOU KNOW?

Transportation

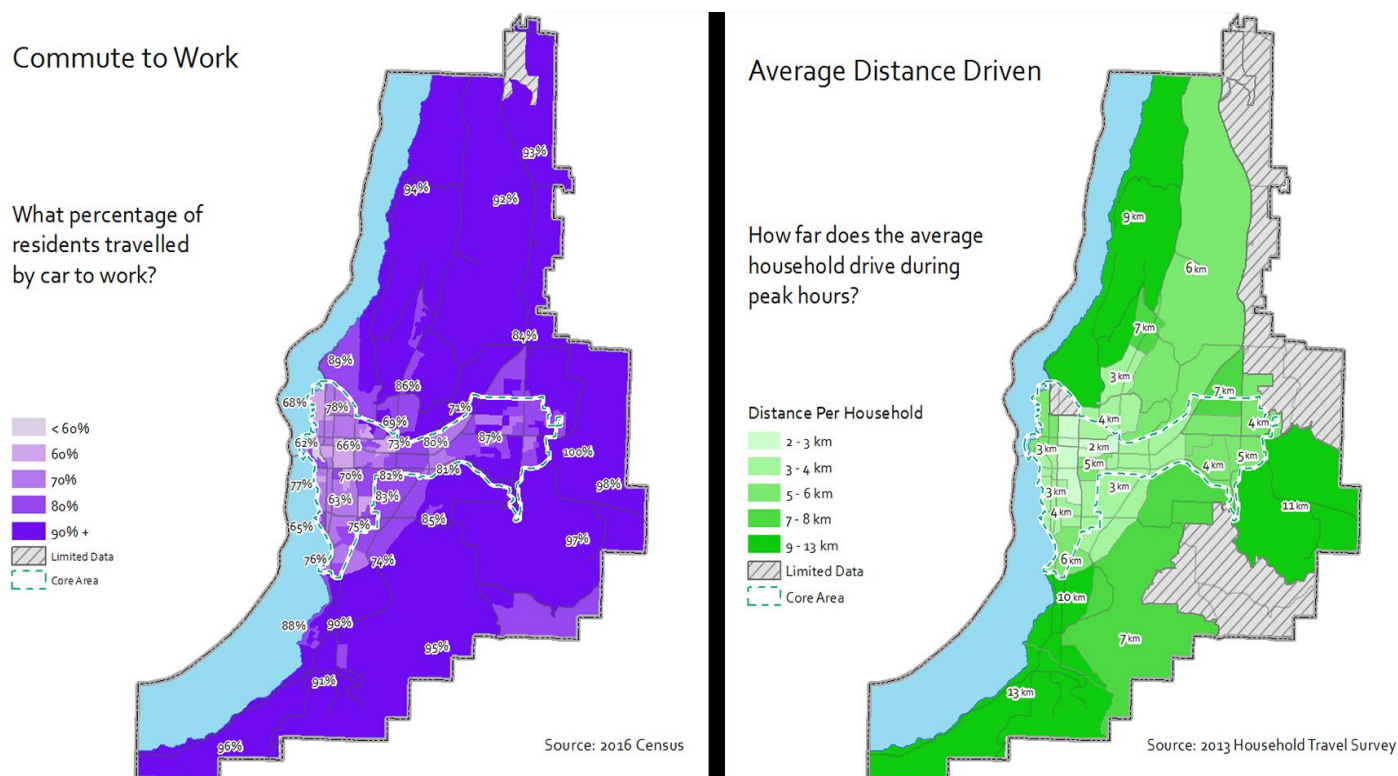
Kelowna's traffic patterns are largely the result of the daily travel decisions made by the City's 130,000 citizens. Where people live, and how far they need to travel to get to work, school, or other services is a key factor that influences how people choose to get around. Today, 79 per cent of residents commute by driving, while only 19 per cent commute by sustainable transportation modes such as walking, cycling, carpooling or taking transit.ⁱ Why aren't more residents choosing to walk, cycle, ride the bus or share their commute? Is Kelowna's attachment to driving exceptionally strong?

The reality is many residents are living in areas where their only practical option for getting to work, school or services is to use a car. These neighbourhoods, described as "car-dependent," lack sufficient population density to support effective transit service and are too far away from destinations or too hilly to make walking or cycling convenient options. Since households in these areas must drive to meet their daily travel needs, often from the edges of the City, the data show that over 90 per cent of residents travel by car to workⁱ and also drive 2-6 times farther,^{iv} compared to households in Kelowna's core neighbourhoods. Consequently, these car-dependent areas contribute disproportionately to the traffic congestion experienced on our City's roadways, especially during the morning and afternoon rush hour periods.



Every weekday, the residents of Kelowna collectively drive 1.7 million kilometers (that's equivalent to four times the distance to the moon!)

Figure 1: Car-dependent Areas



Since households in outlying areas must drive to meet their daily travel needs, often from the edges of the City, the data show that over 90 per cent of residents travel by car to workⁱ and also drive 2-6 times farther,^{iv} compared to households in Kelowna's core neighborhoods

The City is Growing

The City and the region are growing and by 2040 it is anticipated that Kelowna will need to accommodate 50,000 new residents.ⁱⁱ Over the same period, the rest of the Central Okanagan will grow by 35,000 residents, for whom many Kelowna is a center for services and employment.ⁱⁱⁱ

Land use and development patterns are often the most significant determinants of transportation behavior. Consequently, the decisions around where new growth is located will have a major impact on the travel patterns of future residents and the transportation system required to support them. If the majority of these 50,000 new residents live in car-dependent areas at the edge of the City, they will have little choice but to drive and will drive farther than the average Kelowna household. This will increase traffic congestion on Kelowna's streets detracting from our region's economic competitiveness, our natural environment, and our quality of life. Additionally, building and widening the roads needed to support these new car-dependent areas could potentially segregate communities, displace existing residents, and be prohibitively expensive, resulting in higher taxes.

By contrast, more urban, "complete communities" that are closer to employment, school, retail, and other key destinations, provide more travel choices for their residents. Trips tend to be shorter, which makes walking and cycling more attractive, and more frequent transit service becomes more feasible to provide. Concentrating growth in central urban areas, developing complete communities and investing in supportive transportation services (e.g. sidewalks, cycling, transit, car share and bike share, etc.) that make alternatives to driving alone easier and more convenient,

DID YOU KNOW?



If all of the 50,000 future residents of Kelowna own as many cars as current residents, it would be the equivalent of adding a line of cars from Kelowna to Hope to our roadway network.



In a recent survey of Kelowna residents, 94 per cent of respondents said they think building more cycling infrastructure is a good idea for Kelowna.^{vii}



helps the City to accommodate the travel needs of our growing population, without slowing down. Residents that are currently located in car-dependent areas, or who want or need to drive will also benefit, as focusing new development in the central core will help everyone move around more easily in the long term.

The City has already seen progress toward this vision with the downtown evolving as a live-work community that is well-served by transit and active transportation routes. Over the next 20 years, by encouraging future growth in urban centres and making investments that make sustainable transportation options easier and more convenient, the City will be able to accommodate the increasing demand for travel with less need for costly and unfeasible roadway expansions. By pursuing centrally located, amenity-rich, complete communities with multiple transportation options the City is also positioning itself to attract business and talent with 21st century skills. Ultimately, this coordinated approach to land use and transportation will allow Kelowna to accommodate our future growth, while simultaneously protecting the high quality of life enjoyed by Kelowna residents and promoting a healthy and low-carbon future.

Current Direction of the 2030 Official Community Plan

The 2030 Official Community Plan introduced the goal of aligning land use and transportation planning to support long-term growth management^v. However, the 2030 OCP and the Transportation Master Plan of the day were not developed concurrently, resulting in OCP policies that were lacking supporting plans or bylaws to ensure implementation. Key OCP policies around multi-modal transportation did, however, lay the groundwork for the recently adopted Pedestrian and Bicycle Master Plan and other initiatives. The below themes relate to integrating land use and transportation planning and highlight the strengths and challenges with implementation to date.

- ▶ **Encouraging compact urban form:** Directing capital investments (parks, streetscaping, bike lanes, multi-use paths, transit exchanges) toward the City's urban core and urban centres as part of a strategy to attract investment and encourage growth in the urban core.
- ▶ **Developing complete communities:** Encouraging the urban centres to become amenity-rich live-work communities with adequate densities to support frequent transit and amenities.
- ▶ **Prioritizing people-first transportation:** Leveraging new transportation projects or investments as an opportunity to make streets safer for people walking and cycling.
- ▶ **Building safe and connected routes for sustainable transportation:** Establishing connected corridors through planning and infrastructure make it easy and safe for people to walk, cycle or take transit.

FAST FACTS

69%

Since 2011, 69 per cent of transportation and parks investments were within the urban core, providing much needed amenities to attract growth.^{viii}

56%

In a recent survey of Kelowna residents, 56 per cent of respondents said they would like to travel by bicycle more than they do now.^{ix}

79%

The percentage of residents in Kelowna who commute by driving.



What's Working

The 2030 Development Cost Charge (DCC) financing program and Capital Plan funded a number of sustainable transportation projects in the Urban Core that are aligned with the City's growth management plan^{vi}. The City's capital investments in streetscaping, bike lanes, transit, public spaces and active transportation corridors have elevated the City's Downtown and helped to attract recent private sector investment. Recent projects such as Central Green in Downtown and SOPA Square in South Pandosy are evidence that the development community has embraced the City's vision of directing growth toward complete communities.

The City has also made significant progress in its ability to design and build transportation projects that make it easier for people to walk and cycle as illustrated through recent active transportation corridor projects (e.g. Ethel, Lakeshore) and increases in the number of people cycling to work in Kelowna. The recent investments in transit exchanges in Downtown, Rutland and UBC Okanagan alongside transit service improvements have enhanced the public transit experience within key growth areas. Lastly, the City has positioned the Urban Core for future growth by investing in planning processes such as the Civic Precinct, Capri-Landmark and the Urban Centres Roadmap.

Strategic Direction from Imagine Kelowna

The City and community partners recently undertook the most extensive public engagement process to date to create a new community vision for the future. Imagine Kelowna is a draft vision for building a prosperous and sustainable city in the face of an uncertain future. The City will use Imagine Kelowna to help shape its short and long-term planning priorities and provide the foundation for future strategies, plans and projects. The wording of the Imagine Kelowna draft goals may change, however, the overall direction of the goals was supported by City Council at the March 12, 2018 City Council meeting. Key draft directions from Imagine Kelowna include:

Principle: Connected

- ▶ Goal: Embrace diverse transportation options to shift away from our car-centric culture
- ▶ Goal: Create great public spaces that bring people together

Principle: Smarter

- ▶ Goal: Take action and be resilient in the face of climate change

Principles: Responsible

- ▶ Goal: Concentrate on growing vibrant urban centres and stop facilitating urban sprawl
- ▶ Goal: Strengthen the protection of our land, water and air resources
- ▶ Goal: Foster resident-driven solutions

Imagine Kelowna emphasizes the importance of shifting away from the current car culture and making walking, cycling, carpooling and transit the attractive and convenient option for shorter trips. Imagine Kelowna also calls for action in limiting future development that is auto-oriented through the City's land use planning policies and transportation investments. More specifically, Imagine Kelowna signals the need to reduce new development in greenfield areas that remove naturalized areas and create car-dependent areas. Another key direction is to reduce community-wide GHG emissions by shifting behaviours toward walking, cycling and transit. Given that transportation is the largest share of the city's GHG emissions, it will be a significant challenge to make any significant GHG reductions without major gains in the number of people using active modes of transportation.^x To realize these goals, the City must make walking, cycling and transit a convenient and desirable option by focusing growth within complete communities in the City's urban core and urban centres.

Looking Ahead: Future Trends

Due to a variety of shifting trends, we can no longer rely on the past to be a good predictor of the future. With factors such as a changing climate, demographic shifts, and rapid technology change, the way people get around in 2040 is likely to be very different from today.



- ▶ **Demographics and Changing Values:** Recent data suggests younger generations are more likely to go car-free than previous generations. Millennials and generation Z's preference to live in urban amenity-rich areas indicates a shift away from greenfield, car-oriented suburbs.^{xi}
- ▶ **Sharing Economy:** The emergence of "*mobility as a service*" and the growth of shared mobility networks (car-sharing and bike-sharing) will allow people to use smartphones (apps) to instantly access transportation options (car-sharing, taxi/uber, bike-sharing, transit etc) on a trip by trip basis, dramatically reducing the need for car ownership in the future.^{xii}
- ▶ **Technological Shifts** The roll-out of autonomous vehicles in the near future will impact travel behavior and car ownership. The degree to which cities encourage car-sharing in coordination with autonomous vehicles will affect future vehicle usage rates. The growth of autonomous vehicles and mobility as a service is also expected to reduce the demand for parking, parkades, and surface parking lots.
- ▶ **Climate Change:** The increase in major rain events will put pressure on bridges, paths and roads, reinforcing the role of green infrastructure projects such as the Mill Creek Linear Park system that can provide additional flood capacity and provide additional routes for walking and cycling in urban areas to support a low-carbon future.^{xiv}

It is next to impossible to anticipate how the next generation of Kelowna residents will travel based on the various trends that will shape our society. However, as staff and council look ahead the goal must be to provide future residents with transportation options that are resilient, sustainable and equitable.

Current Challenges of the 2030 Official Community Plan

Through this OCP update, it is known that the following transportation-related challenges will require forethought and deliberate consideration to advance the community's desires as identified through the Imagine Kelowna engagement:

- ▶ Many areas outside of the city's core are car-dependent due to their topography and distance from key employment and activity hubs (figure 1). By continuing to facilitate growth and making investments in areas outside of the urban core, the City is creating more car-dependent areas where people are likely to drive two to six times more than those in the core. A growth management strategy that focuses on complete communities and active modes of transportation will require the development community to pivot away from business as usual greenfield development practices.
- ▶ The imminent threat of climate change will put areas of Kelowna at greater risk of extreme weather events like flooding and wildfires, testing the resilience of our neighborhoods.
- ▶ The Development Cost Charge (DCC) program should be reviewed to ensure new development is paying its way in all areas of the City. At the same time, a number of areas within the City's urban core have significant deficits in basic infrastructure (discontinuous sidewalks, parks, and street trees).^{xv} This will also require the current Subdivision and Servicing Bylaw to be updated to reflect the City's OCP and Pedestrian and Bicycle Master Plan, as current roadway designs or frontage improvements do not always reflect the City's policy objectives of prioritizing walking and cycling.
- ▶ To advance the uptake of active modes transportation, concentrated infrastructure improvements in the urban core will be required to make active modes safe and convenient. As transportation options improve in the urban centres, parking management strategies can also be leveraged to encourage more people to use active modes of transportation.

The traditional approach of cities attempting to build their way out of congestion is not only ineffective but also very costly given the average cost of \$3 million / km for new suburban roads, and much more in core areas where our greatest congestion challenges exist. In order to accommodate growth in a cost-effective and efficient manner, the City will need to look at the challenge of congestion more holistically.

Attracting more people to live in 'complete communities' in the urban core will place them close to employment, daily services and amenities and active modes of transportation that are convenient and safe.

Key Directions for 2040 Official Community Plan

Using the foundation of the lessons learned through the successes and challenges in delivering previous transportation policy, and the draft goals from Imagine Kelowna, the following key directions emerge to help inform our action for the next 20 years:

Align land use and transportation planning:

Ensure the City is coordinating future land use planning goals with transportation planning policy to ensure major transportation investments are reinforcing the City's growth management strategy.

Minimize growth of car-dependent areas: The City cannot afford to continue to support future development in outlying areas that lack sufficient population density to support effective transit service and are too far away from destinations or too hilly to make walking or cycling convenient options.



Accelerate investment in urban core: To shift transportation behaviour in Kelowna will require a significant increase in the number of people living and working within the urban core as well as major infrastructure investments in the urban centres to make active modes safe and convenient.

INDUCED DEMAND

As Kelowna grows, the City will need to increase the number of people and trips we can accommodate on key corridors at peak times. At first glance, the answer may seem clear: to support future growth, build new roads, add more lanes, and make parking easier. However, building more roads has never solved traffic congestion in the long term. When roads are expanded, people quickly adjust their routines – leaving earlier, changing routes, choosing to drive more, or living further away. The end result is roads fill back up, often within just five to ten years, on average.^{xvi} The only long-term solution is to concentrate growth in a smart way to facilitate shorter trips and provide



Prioritize moving people not cars: By aligning the Subdivision and Servicing Bylaw and other key regulations with OCP and Pedestrian and Bicycle Master Plan policies, the City can ensure future roadway designs and frontage improvements are prioritizing walking and cycling.

Embrace shared mobility: The City has a major opportunity to anticipate the impact of autonomous vehicles and shared mobility (car sharing, bike sharing) to ensure new technological impacts reinforce the City's goals for reduced vehicle use and sustainable transportation.

The efforts to fully coordinate this OCP update with the Transportation Master Plan for the City of Kelowna represents a major undertaking that has not been attempted for over 20 years. This approach reflects a shift from a reactionary, incremental approach to a holistic long-range plan for the next 20-30 years. This holistic approach will require new implementation tools, so that growth, development, and transportation investments are aligned with OCP and Imagine Kelowna directions.

Beyond the logistical challenges associated with integrating land use and transportation, there are various challenges and opportunities that will need to be balanced as the City moves ahead with the key directions for 2040 associated with an integrated approach to land use and transportation planning.

Opportunities

Cities that attract 21st century jobs are those that build complete communities with amenities. The revitalization of Kelowna's urban centres offers major growth and investment opportunities for the development community. The values of younger Canadians and even some baby boomers are changing with growing preference for living in downtowns / urban centres where people can walk for most services.

By focusing investments on active modes and green infrastructure the City can reduce GHGs, promote healthy behaviours and lead the transition to a low-carbon future. Recent investment and development in and around the downtown are beginning to show the potential of this approach with roughly 25-35 per cent of commuters using active modes alongside a burgeoning live-work population.^{xvii}

By harnessing the potential of shared mobility (car sharing, bike sharing) and “mobility as a service” autonomous vehicles can be a tool to reduce vehicle use and congestion.

The shift from greenfield to urban centre revitalization will require a shift in how the private and public sector invests in cities to support growth, requiring new funding tools to support multi-modal live-work urban centres. To deliver these amenity-rich urban centres, the City will need to shift its financial policies (price signals) in outlying areas and consider new funding tools to develop the infrastructure required to support the shift to multi-modal complete communities. The City of Kelowna has a rare opportunity to accommodate future growth in a cost-effective way that will position the area for future economic success and deliver a high quality of life to future residents.

i Statistics Canada, 2016. Census Community Profile. Journey to Work for City of Kelowna.

ii City of Kelowna, 2017. Our Homes Today and Tomorrow: A Housing Needs Assessment.

iii BC Stats, 2017. Sub-Provincial Population Projections - P.E.O.P.L.E. 2017 (Aug 2017). Central Okanagan Projection for 2040.

iv Sustainable Transportation Partnership of Central Okanagan, 2013. Central Okanagan Household Travel Survey.

v City of Kelowna, 2011. 2030 Official Community Plan: Greening Our Future.

vi City of Kelowna, 2011. 20-year Servicing Plan and Financing Strategy, Development Cost Charge Rates.

vii Impacts of Bicycle Infrastructure in Mid-Sized Cities (IBIMS) Study. 2016 Findings. Simon Fraser University, Health Sciences. www.sfu.ca/ibims

viii City of Kelowna, 2017. OCP Indicators Report 2016

ix Impacts of Bicycle Infrastructure in Mid-Sized Cities (IBIMS) Study. 2016 Findings. Simon Fraser University, Health Sciences. www.sfu.ca/ibims

x City of Kelowna, 2012. Community Climate Action Plan.

xi Resonance Consultancy, 2017. Future of BC Housing: A Study of buyer and renter sentiment in British Columbia

xii Deloitte, 2017. The Rise of Mobility as a Service: Reshaping how urbanities get around. Deloitte Review, Issue 20, 2017.

xiv City of Kelowna, 2017. A Changing Climate: Special Edition Community Trends Report 2017.

xv City of Kelowna, 2016. Urban Centres Roadmap.

xvi Ewing, R. & Proffitt, D. (2016). Improving Decision Making for Transportation Capacity Expansion: Qualitative Analysis of Best Practices for Regional. Transportation Research Record, 2568, p.1

xvii Statistics Canada, 2016. Census Community Profile. Journey to Work for City of Kelowna.

Our Kelowna Facts in Focus: Transportation



Transportation is critical to the quality of life for all citizens



A vibrant scene of a multi-use trail. On the left, a family (a man, a woman, and a young child) walks a large white dog along a paved path. To their right is a grassy area with a black lamppost. Further right is a dedicated bicycle lane where a woman in a purple tank top and white helmet is riding a red and black mountain bike towards the camera. In the background, other cyclists and a car are visible on the road. The scene is framed by lush green trees and flowering bushes with pink and red blossoms. In the distance, blue mountains are visible under a clear sky.

▶ 79 % of residents commute by driving, only **19 %** commute by sustainable transportation modes

▶ *How can we increase this number?*

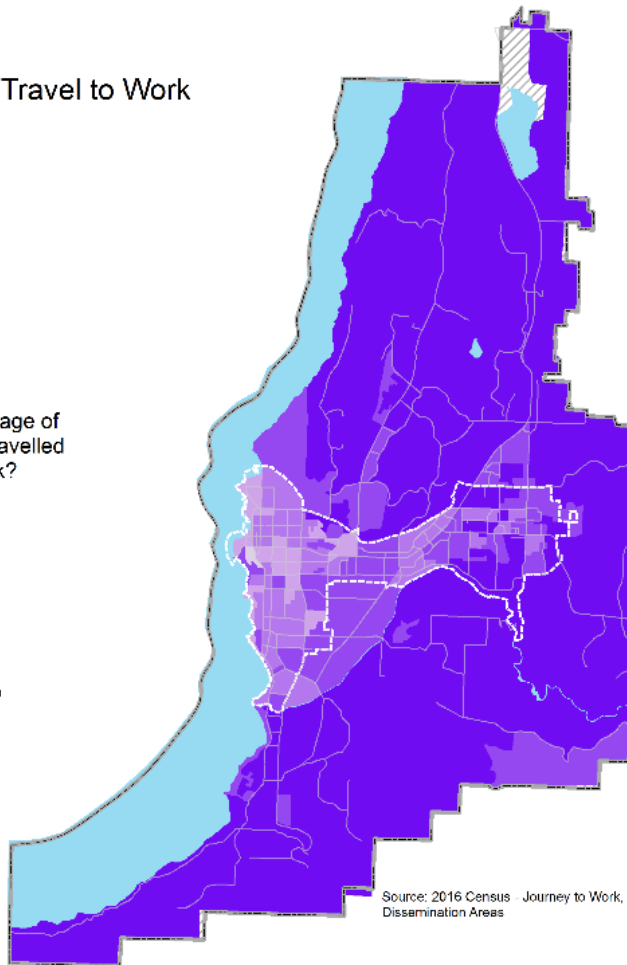
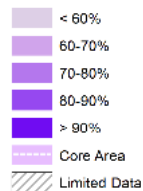
According to the Transportation Association of Canada's Urban Transportation Indicators, Kelowna Metro is one of the most car-dependent regions in Canada

Land Use is a Big Factor



Modes of Travel to Work

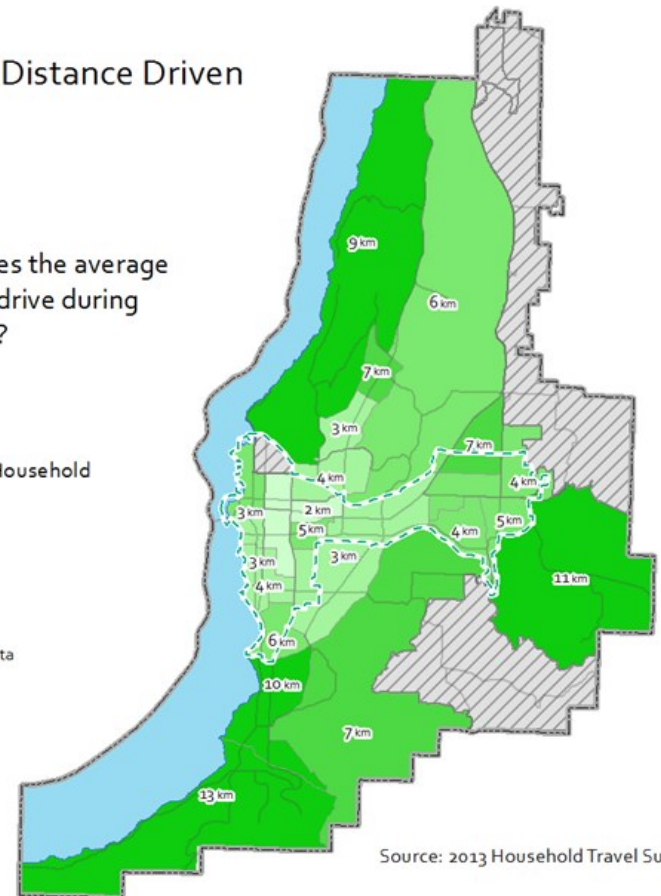
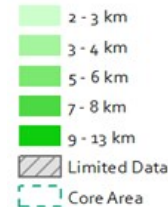
What percentage of commuters travelled by car to work?



Average Distance Driven

How far does the average household drive during peak hours?

Distance Per Household



- ▶ Over 90% of residents in suburban areas commute by car and residents drive 2 – 6 times farther, compared to households in Kelowna's core.

Kelowna's population is expected to add 50,000 new residents by 2040



Issues with Uncontrolled Growth



- ▶ Increased congestion
- ▶ More car captive areas
 - ▶ difficult to access activities without a car
 - ▶ increased pressure on infrastructure
- ▶ Environmental & health impact



Build on OCP 2030 Directions



- ▶ Compact urban form
- ▶ Complete communities
- ▶ Prioritizing people first transportation
- ▶ Building safe & connected route for sustainable transport



OCP 2030 Challenges:

- ▶ Car captive areas
- ▶ Climate change
- ▶ Alignment of bylaws with policy
- ▶ Uptake on sustainable transport

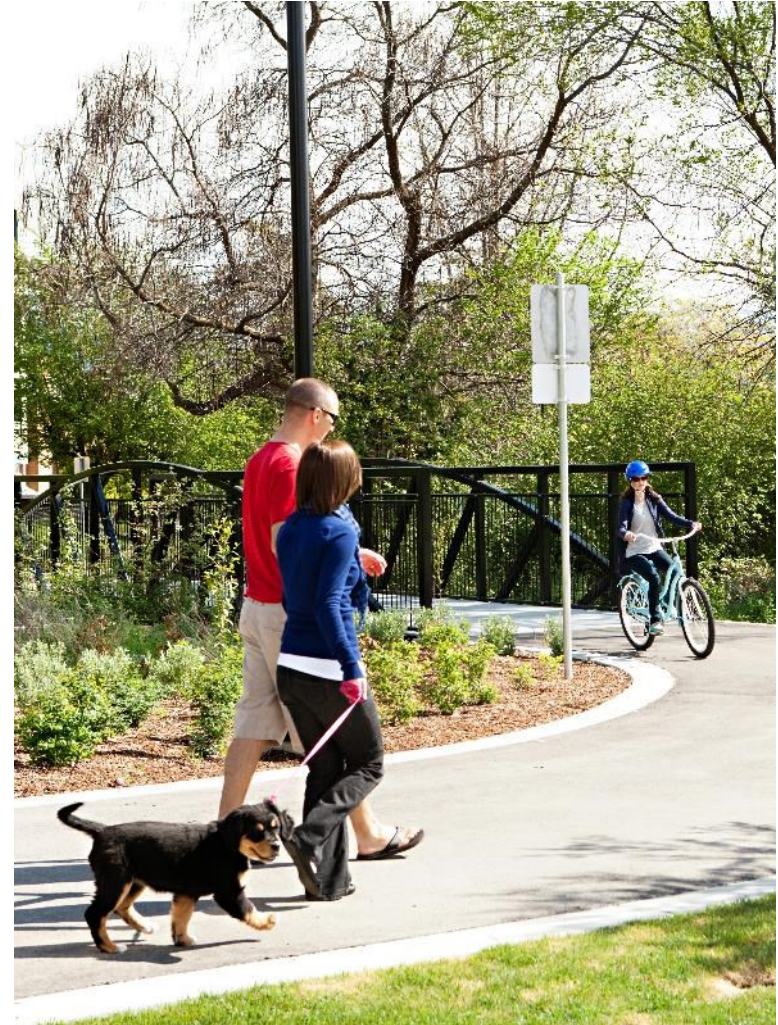
Key Imagine Kelowna Directions

- ▶ Embrace diverse transportation options to shift away from our car-centric culture
- ▶ Concentrate on growing vibrant urban centres
- ▶ Take action & be resilient in the face of climate change
- ▶ Build healthy neighbourhoods that support a variety of households, income levels and life stages
- ▶ Strengthen the protection of our land, water and air resources

Why Complete Communities?



- ▶ Range of transportation options
- ▶ Services & amenities in close proximity
- ▶ Quality of life
- ▶ Attract business & investment
- ▶ Health benefits
- ▶ Caters to all life stages (millennials, families, retirees)
- ▶ Protect natural areas
- ▶ Encourages low-carbon future



OCP 2040 Directions:

- ▶ Align land use & transportation planning
- ▶ Limit car captive development
- ▶ Accelerate investment in urban core
- ▶ Prioritize moving people
- ▶ Embrace shared mobility (bike share, car share etc)



Questions?

For more information, visit kelowna.ca/imagenext

Our Kelowna Facts in Focus: Compact, Complete Comm



How well we grow

- ▶ Growth is coming, but how that growth shapes our community matters
- ▶ Historical growth pattern
- ▶ Defining sprawl

83% Of our residential land is
zoned for low-density

How well we grow

- ▶ The effects of sprawl:
 - ▶ Cost
 - ▶ Diversity
 - ▶ Inflexibility
 - ▶ Car captive
 - ▶ Health
 - ▶ Environment
 - ▶ Climate Change



The solution: building compact, complete communities





The 2030 OCP

CORE DIRECTIONS

- Containing sprawl
- Focusing growth
- Investing in Urban Centres
- Shifting the transportation balance
- Protecting our agricultural lands
- Protecting our environment

The 2030 OCP

▶ Successes:

- ▶ Hierarchy of growth
- ▶ PGB
- ▶ Habitat Protection
- ▶ Ag Protection

Challenges

- ▶ Despite our efforts, single-family, peripheral development continues to be desired
- ▶ Do our current plans still align with our direction?

7,000-8,000

Units of suburban development
remaining or in process

Lessons from the DRAFT Imagine Kelowna

1. Minimize Sprawl
2. Support transportation options
3. Diversify our housing stock
4. Build great public spaces



Future Trends

- ▶ Steady growth
- ▶ Regional hub
- ▶ Shifting expectations
- ▶ Transportation shifts
- ▶ Housing affordability
- ▶ Financial sustainability



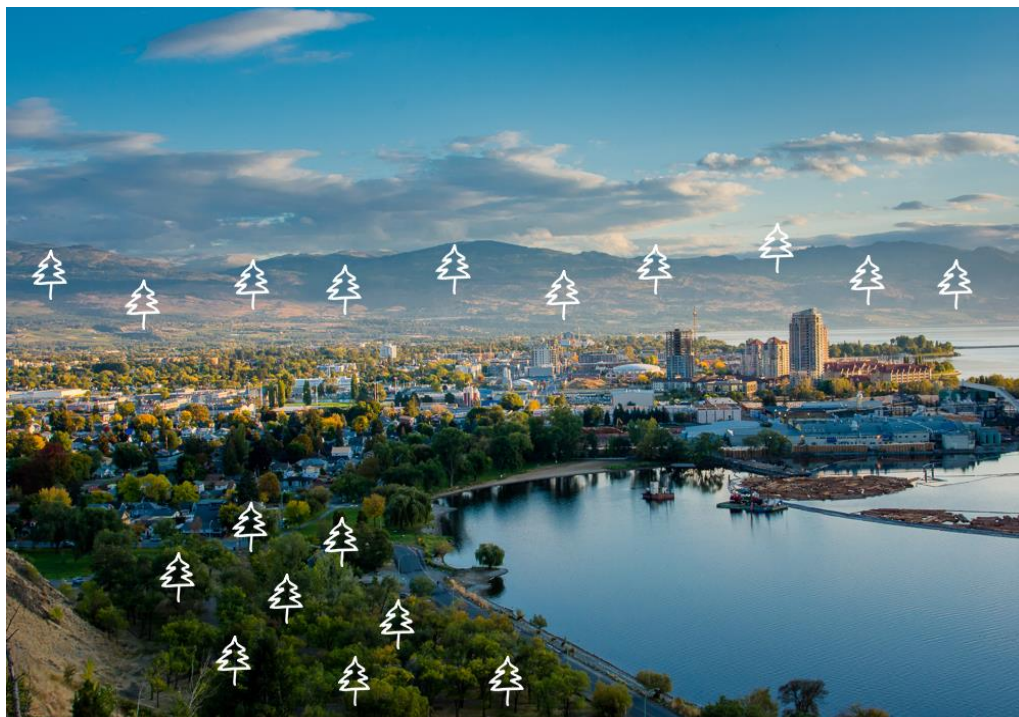
Key Directions

1. Concentrate development in the urban core
2. Create a compact, complete community
3. Align our plans



Questions?

For more information, visit kelowna.ca.



Facts in Focus



2018

FACTS IN FOCUS

DID YOU KNOW?

Compact, Complete Communities

Citizens' daily lives are profoundly impacted by the shape of their cities – their urban form. Great urban form can make residents healthier – both physically and mentally – and poor urban form can do real harm.

Over the past 60 years, most cities in North America have developed in a more or less uniform pattern: suburban sprawl. While this has given many people access to larger homes, greater privacy, and access to nature, its downsides are now broadly apparent and cannot be ignored: social isolation, obesity, economic exclusion, unsustainable infrastructure costs, environmental damage, and elevated greenhouse gas emissions.

Many alternative visions for urban growth have emerged in recent decades, with most sharing a common theme: create compact, complete communities. These communities have a wide variety of more compact housing forms, they support active transportation and transit, they encourage social interaction and cultural vibrancy, and they support innovation. Considerable progress has been made towards this end and change is happening; but, today, Kelowna is still far from this reality.

Through the OCP update, in connection with planning for Our Kelowna as We Move, the Transportation Master Plan, and the 2040 Infrastructure Plan; lasting, positive change can be made.



It is envisioned that 43 per cent of development in 2030 would be in the form of low-density, predominantly single family homes.



Our Kelowna as We Grow, the 2040 Official Community Plan update, represents the most significant opportunity to influence urban form in Kelowna over the next 20 years.

CURRENT INITIATIVES

There have been many initiatives related to compact, complete communities since the 2011 OCP. The following are either in progress or endorsed:

- Capri-Landmark Urban Centre Plan
- My Downtown Plan
- Community Climate Action Plan and Update
- Healthy Housing Strategy
- Civic Precinct Plan



The City is Growing

Where older cities may have been less impacted by sprawl, much of Kelowna's growth – similar to hundreds of Canadian cities – has been dominated by suburban development, resulting in sprawl.

The vision of the detached home with a two-car garage and a private yard is a deep-set cultural value that still reinforces many of the decisions of home buyers today. And, as suburban development grew, so did the market forces that support it. After decades of dominance, these forces are entrenched. Suburban development is easier to finance, approvals are easier with very limited opposition, and trades and construction industries have shaped themselves to support it. Social and market forces like this remain strong factors driving pressure for continued sprawl today.

It has long been known that the long-term effects of sprawl are profound and are largely negative, as illustrated below:

Lifecycle infrastructure costs: When compared to denser, more urban forms of development, suburban development carries far greater infrastructure costs (e.g. water pipes, sewer systems, roads, parks, etc.). In the case of Kelowna, it is estimated that the lifecycle infrastructure costs of sprawl are 100-150 per cent greater than those of compact development.

No diversity: Typically, suburban development consists only of single, detached dwellings occupied by owners. Often, this results in suburbs that exclude a wide range of residents.

Poor flexibility: The physical layout of suburban communities (curvilinear streets, cul-de-sacs, no laneways, no sidewalks, etc.) often makes them impractical for any other use.

Car dependent: Suburban development is typically located far away from employment centres and from daily needs. Meeting resident's daily needs is entirely reliant on vehicle use.

Health impacts: Because residents of suburban communities rely heavily on their vehicles, they are less likely to be physically active than their urban counterparts. Residents of these communities also tend to be more socially isolated.

Environmental Impacts: Suburban development largely takes place on previously undeveloped land ("greenfield"), land that may have been host to sensitive habitat, such as wetlands.

Climate Change: With inherent inflexibility, environmental impact, and elevated transportation-based greenhouse gas emissions, it appears that suburban development is not resilient to a changing climate.

DID YOU KNOW?



Social and market forces remain strong factors driving pressure for continued sprawl today.



The shift towards a more urban future was first laid out in the City's 1992 Strategic Plan.



Kelowna has begun to take on a new role as regional hub containing 80 per cent of the region's employment as well as services and amenities.

The negative effects of sprawl have been known for decades, and the City's growth management policy has been slowly shifting us towards a greater focus creating a compact, complete community. Each successive Official Community Plan (OCP) has pushed this concept one step further.

Current direction of the 2030 Official Community Plan

The existing 2030 OCP establishes clear and strong policy supporting the creation of a compact, complete community. Core directions include:

- **Containing suburban growth:** the 2030 OCP introduced the city's first Permanent Growth Boundary (PGB) beyond which no significant development should be supported.
- **Focusing growth in Urban Centres:** the OCP reinforced the city's five Urban Centres and directed the majority of new growth to support them.
- **Investing in Urban Centres:** To support a more urban form of growth, the OCP and supporting 2030 infrastructure program have invested heavily in the city's urban areas.
- **Shifting the transportation balance:** major investments in separated cycling infrastructure, trails and building centres that can support frequent transit are all supported by the OCP.
- **Protecting agricultural lands:** the OCP establishes clear policy to protect agricultural land from further urban encroachment.
- **Protecting the natural environment:** a true strength of the 2030 OCP is its impactful policy around environmental preservation and enhancement.

Over the years the current OCP has been in place, there are several core directions that have proven successful. A selection of these successful directions is listed below:

Hierarchy of Growth: the 2030 OCP identifies a hierarchy to help direct growth, defining the Urban Core, Urban Centres and Village Centres. To a large extent, this framework has been upheld.

Permanent Growth Boundary: A Permanent Growth Boundary (PGB) was established in the current OCP with the purpose of preventing further suburban expansion. The PGB has remained largely unchanged and intact and is a key pillar defining the overall policy direction. In particular, it has been instrumental in protecting agricultural lands from the pressure of suburban expansion.

Environmental Protection and Enhancement: Backed by provincial policy and regulation, the 2030 OCP contains effective policy that has helped protect and restore considerable amounts of environmentally sensitive areas (e.g. wetlands, riparian areas, and hillside areas).

FAST FACTS

178,000

By 2040, Kelowna is expected to have a population of 178,000.

84%

Kelowna has lost 84 per cent of its wetlands due to development.

83%

Approximately 83 per cent of Kelowna's residential zoned land base is occupied by housing development that could be characterized as sprawl.



Integrating the Imagine Kelowna outcomes with the OCP's growth strategy is the starting point for imagining our future city.

Strategic Direction from Imagine Kelowna

The City and community partners recently undertook the most extensive public engagement process to date to create a new community vision for the future. Imagine Kelowna is a draft vision for building a prosperous and sustainable city in the face of an uncertain future. The City will use Imagine Kelowna to help shape its short and long-term planning priorities and provide the foundation for future strategies, plans and projects. The wording of the Imagine Kelowna draft goals may change, however, the overall direction of the goals was supported by City Council at the March 12, 2018 City Council meeting. Key draft directions from Imagine Kelowna include:

Principle: Connected

- Goal: Embrace diverse transportation options to shift away from our car-centric culture
- Goal: Create great public spaces that bring people together

Principle: Smarter

- Goal: Take action and be resilient in the face of climate change
- Goal: Build healthy neighbourhoods that support a variety of households, income levels and life stages

Principles: Responsible

- Goal: Concentrate on growing vibrant urban centres and stop facilitating urban sprawl
- Goal: Strengthen the protection of our land, water and air resources
- Goal: Protect agricultural land and promote sustainable farming

While still in draft form, much of the work from Imagine Kelowna has reinforced the policy direction of the 2030 OCP.

Looking Ahead: Future Trends

Kelowna's future is not dictated purely by growth management policy. Good policy must respond to critical external and internal shifts taking place. There are several key trends that will influence Kelowna's urban form in the coming years and decades.

Steady growth: Kelowna and the Central Okanagan are expected to continue to grow steadily, principally driven by growth from elsewhere in BC and Canada. By 2040, Kelowna is expected to have a population of 178,000.

Regional Hub: As Kelowna and surrounding areas grow, the city has begun to take on a new role as regional hub, containing 80 per cent of the region's employment as well as services and amenities that only larger centres can accommodate (e.g. airport, post-secondary institutions, Kelowna General Hospital).



Shifting Expectations: Whether you are an aging local looking to downsize or a young person moving from a larger centre, the expectations of residents are shifting, placing a higher priority on urban amenities.

Transportation Shifts: As a small town, Kelowna benefited from decades of low traffic volumes. As the city matures, congestion is going to increase, particularly in dense, urban areas. This will drive a greater focus on supporting active modes of transportation and transit. Technological changes may also result in changes in transportation behavior, with a lower reliance on vehicle ownership.

Housing Affordability: A desirable place for many reasons, Kelowna home prices will continue to rise faster than incomes over the long run. This will place continued strain on our housing supply.

Financial Sustainability: Inheriting the inefficient infrastructure burden of decades of suburban development is challenging the financial sustainability of many Canadian communities, including Kelowna.

Current challenges of the 2030 Official Community Plan

Despite the laudable policy directions contained in the OCP, the plan still acknowledges and accommodates a considerable amount of suburban development. In fact, it envisioned that 43 per cent of development to 2030 would be in the form of low-density, predominantly single family homes, with much of it located on hillsides. Neighborhoods such as Kettle Valley, Wilden and others together represent thousands of units of development. These neighbourhoods still contain enough designated capacity to absorb all of the city's growth for 5-7 years.ⁱ

Key Directions for the 2040 Official Community Plan

The first and most critical step is recognition that a course correction is needed, not a minor adjustment. Small measures, while beneficial, are unlikely to create the scale of change needed. If a significant share of our new growth is planned in a suburban form, the city's ability to change course is substantially reduced, effectively tying one hand behind our back.

As described above, there has been clear policy for nearly thirty years articulating a more urban future, and yet suburban development continues. The weakness in the City's growth management efforts to date has not been in policy, but has instead been in the implementation and "follow-through" on the policy that is established. This policy is not just the work of administration; it is the community's expectation for their collective future.

Using the foundation of the lessons learned through the successes and challenges in delivering previous growth management policy, and the draft goals from Imagine Kelowna, the following key directions emerge to help inform our action for the next 20 years:

Minimize Suburban Growth

Cities have a number of ways that they can counter-act suburban development. Development policy is the most frequently cited example, with strategies like growth boundaries. Kelowna's policy structure on this front is healthy, built on the foundation of the Permanent Growth Boundary, the Urban Core, Urban Centres and Village Centres.

Also important is ensuring that suburban development pays for itself and its infrastructure through appropriate value and structure of Development Cost Charges (DCCs). Cities should also re-examine where they have currently designated future growth. If those lands identified for future growth do not align any longer with community objectives, careful consideration should be given to changing their status.

Create a Compact, Complete Community

Counteracting suburban development will not in and of itself result in a great city. The equally important part of that equation is about creating a compelling alternative: building a compact, complete community. Overall, the residents of compact, complete communities are healthier and enjoy a higher quality of life. The environmental impact of growth in these communities is lower than their suburban counterparts, and their long-term financial sustainability is more secure.

While the rewards are clear, the process of transforming urban areas requires a far greater commitment to the final vision and dedication to quality every step along the way. Redevelopment and infill development is held to a higher standard by the public. New or expanded public spaces and parks must be established, and every new building must contribute to a high-quality public realm. The right mix of uses at the right density is important. And all this must be accomplished within constrained financial means.

Align Our Plans, Policies and Bylaws

In order to deliver this scale of change, great policy with broad community support must be taken on and followed through to implementation. For this to take place, there has to be clear and consistent alignment from the highest level policy down to our most basic actions. The effort needed to create this alignment should not be underestimated, and may necessitate updates to dozens of plans, strategies and bylaws, such as:

- ▶ Zoning Bylaw
- ▶ Utility Master Plans
- ▶ Subdivision and Development Servicing Bylaw
- ▶ Financial plans and strategies
- ▶ Development Cost Charge Bylaw

Creating compact, complete communities is not without its challenges. First among these is resistance from residents. Directing growth to existing areas means that residents of existing, established neighbourhoods will need to deal with change on a regular basis.



A further challenge is financial in nature. Development typically pays for most up-front infrastructure costs for suburban development, making it easy to finance at first (not life cycle). But, financing growth in existing neighbourhoods is not so simple. It requires us to rely on different financing tools to address up-front infrastructure costs.

Finally, where the aesthetic quality of an individual detached home in the suburbs is not of great importance, the same cannot be said for higher density infill development. In developed areas, expectations for the design and integration of major new buildings are far higher and require a strong commitment to quality over quantity.

In many ways, the challenges we are facing can also be seen as opportunities. Kelowna is at a point in its evolution where its future and its identity are not yet clear. Unlike major cities, Kelowna is not too big to change, nor is it too small to change. The steady growth can also be harnessed to drive rapid change in a positive direction. Committing to strong policy direction through to implementation is vital. The key is to view every new development as an opportunity to move one step closer to a more compact, complete community.

ⁱ Calculated on the basis of approximately 7,000 units of capacity divided by the long-term average building permits per year of 1,263

Report to Council



Date: March 19, 2018

File: 1850-50

To: City Manager

From: Mariah VanZerr, Strategic Transportation Planning Manager

Subject: Draft Vision and Goals for the Transportation Master Plan (Our Kelowna as we Move)

Recommendation:

THAT Council receives, for information, the report of the Strategic Transportation Planning Manager, dated March 19, 2018, with respect to the Draft Vision and Goals for the Transportation Master Plan (Our Kelowna as we Move).

Purpose:

To provide Council with information on the draft vision and goals for the Transportation Master Plan (Our Kelowna as we Move) in advance of public consultation.

Background:

Transportation Context for the Transportation Master Plan (Our Kelowna as we Move)

Kelowna grew up during the golden age of the automobile. For decades, development happened in ways that required people to drive to meet all of their transportation needs. As a result, Kelowna is one of the most car-dependent cities in Canada¹, with over half of its carbon emissions coming from on-road transportation². With 50,000 new residents expected to move to Kelowna by 2040, our current level of car-dependency cannot be sustained. While some progress is being made to provide residents with more choices to get around through investments in transit and active transportation, increasing traffic volumes and congestion are a risk to our community's physical health, economic growth and overall quality of life.

In the City's 2017 Citizen's Survey, traffic flow management was identified as an investment priority by 66 per cent of residents, putting it in second place among the top-five priorities. However, traffic congestion is a by-product of how a city grows, so unfortunately there is not a simple solution and it cannot be solved by widening and building more roads. The land acquisition and construction costs are prohibitively expensive and would require significant tax increases or service cuts to pay for them. Additionally, building more roads has been shown to actually make traffic problems worse over the long-term. When roads are expanded, people quickly adjust their routines - leaving later, changing routes, choosing to drive more,

¹ Transportation Association of Canada, Urban Transportation Indicators, 2011 and 2016

² 2018 City of Kelowna, Draft Community Climate Action Plan Update

or living further away. Research shows that the end result is that roads fill back up, often within just five to ten years³. The only long term solution is to make sure future development can easily be serviced by mass transit, shared transportation services, and active transportation networks. These kinds of services and infrastructure have a strong business case in dense urban centres, but are less financially feasible in areas with fewer people and sprawling development styles. Thankfully, 50 per cent of Kelowna residents and 80 per cent of the city's jobs are already within a five-minute walk of frequent transit service. If the City continues to invest in making it easier and more convenient for people to get around without a car, the city will be able to grow, without slowing down.

Developing the Vision and Goals for the Transportation Master Plan (Our Kelowna as we Move)

One of the first steps in developing a long-range plan for transportation is to develop a guiding vision and set of goals that will form the foundation of the plan and clearly articulate the transportation outcomes desired by the community. The establishment of a clear vision and goals is important because the vision and goals will directly inform the strategic decision-making framework that will ultimately be used to evaluate and prioritize potential investments in the transportation system. Potential investments that best help to achieve the community's vision and goals for transportation will be prioritized and recommended for future implementation.

Imagine Kelowna Alignment

Building on the comprehensive engagement through the strategic community visioning initiative, Imagine Kelowna, the Transportation Master Plan is a key strategic plan that will be aligned with and help to achieve the community vision. As such, the draft vision and goals for the Transportation Master Plan have been informed by and align with the draft Imagine Kelowna principles of Connected, Smarter, Responsible and Collaborative. Since the draft vision and goals for the Transportation Master Plan are influenced by previous community input they align with the majority of the draft Imagine Kelowna goals.

Draft Vision for the Transportation Master Plan (TMP)

To carry the community feedback staff heard from Imagine Kelowna directly into the Transportation Master Plan, the following vision statement is proposed:

Draft TMP Vision: “A city with vibrant urban centres where people and places are conveniently connected by diverse transportation options that help us shift away from our car-centric culture.”

This vision statement will form the direct link between Imagine Kelowna and the Transportation Master Plan and will help establish Imagine Kelowna as the foundation of the plan so that it guides the plan's strategic direction.

Draft Goals for the Transportation Master Plan

³ Ewing, R. & Proffitt, D. (2016). Improving Decision Making for Transportation Capacity Expansion: Qualitative Analysis of Best Practices for Regional. *Transportation Research Record*, 2568, p.1

The goals for the Transportation Master Plan will help achieve the desired outcomes established in the vision statement. The draft goals have been identified through feedback received during the Imagine Kelowna process and best practices research in transportation system evaluation and performance. The ten draft goals for the Transportation Master Plan are listed and described below (in no particular order):

1. **Improve Travel Choices:** Increase the travel choices available to residents and visitors and improve the ease, safety and convenience of these travel choices. Support the development of new transportation modes / technologies in Kelowna that serve all ages and abilities. Ensure residents and visitors have access to multiple travel options so they can seamlessly make the travel choice for each trip that best meets their needs at a given moment. Embrace the concept of Mobility-as-a-Service in which transportation options (car share, bike share, ride share, etc.) are available for single-trip purchases as needed. Support the future growth of Kelowna so that the demand for vehicle travel does not exceed what the City can reasonably support.
2. **Improve Health and Safety:** Improve resident health by making it easier for people to be physically active (e.g. biking and walking) and reducing human exposure to air pollutants. Reduce the frequency and intensity of collisions involving people who are walking, biking and driving⁴.
3. **Enhance Travel Affordability:** Reduce the cost of travel for individuals by ensuring a wide-range of affordable transportation options are available in Kelowna. Reduce life-cycle infrastructure capital and operating costs by increasing the efficiency of our existing transportation network (by improving operational performance and shifting travel demand away from single-occupancy vehicles) before spending tax dollars on cost-intensive and expensive roadway capacity expansion projects.
4. **Optimize Travel Time and Reliability:** Evaluate travel times between key locations throughout the city for different transportation modes (driving, walking, transit etc.). Work to ensure reliable travel times that are predictable for residents. Optimize travel times by maximizing the operational efficiency of our existing transportation network, as well as by looking for ways to move more people within the same amount of road space.
5. **Foster a Growing Economy:** Support the City's rapid growth by ensuring the transportation system supports a vibrant economy and access to employment.
6. **Enhance Urban Centres:** Ensure the transportation system supports and encourages sustainable, efficient growth within urban centres, the urban core, and around major destinations.
7. **Protect the Environment and Mitigate Climate Change:** Be responsible by reducing the impact of transportation on the environment. Reduce greenhouse gas emissions, decrease water and air pollution and minimize infrastructure impacts on natural features and systems.

⁴ This goal is aligned with and compliments the safety goal set out in the 2016 Kelowna Pedestrian and Bicycle Master Plan.

8. **Promote Equitable Transportation:** Ensure that both the benefits and the costs of the transportation network are distributed equitably. Ensure the transportation network promotes an inclusive society and serves all ages and abilities.
9. **Support Livable Communities:** Ensure the transportation system helps to support overall neighborhood livability, quality of life and builds a strong sense of community. Recognize that streets are the City's largest public space, and their quality can strongly influence the success of our neighbourhoods.
10. **Adapt to Uncertainty:** Recognize that the transportation sector is likely to undergo major changes in the near future. Adapt to emerging technologies and a changing climate by being innovative and flexible to ensure a resilient and responsive transportation system.

The draft Transportation Master Plan goals demonstrate alignment with the four Imagine Kelowna draft principles, as shown in Figure 1 below.

Figure 1: Draft Goal Alignment with Imagine Kelowna Draft Principles



Next Steps

The draft vision and goals will be shared with the public in spring of this year through in-person and online opportunities. Specifically, the public will have the opportunity to provide feedback on the vision and goals to understand level of support and non-support and identify gaps.

Once input from the public is received this spring, the draft vision and goals for the Transportation Master Plan will be refined and used to develop the Strategic Decision Making Framework for the Transportation Master Plan. Specific metrics will be identified for each goal at that time and will be used to evaluate potential transportation investments. Additional opportunities for input on the Transportation Master Plan will be on-going throughout the 2-year planning process.

Existing Policy

The draft vision and goals for the Transportation Master Plan are aligned with several existing plans and policies. Some examples include the Pedestrian and Bicycle Master Plan (2016), the Sustainable Municipal Infrastructure Policy (2010) and the Community Climate Action Plan (2012). Additionally, the draft vision and goals are aligned with 2030 Official Community Plan goal of “featuring a balanced transportation network”, and the associated objectives below:

- Objective 7.6 Place increased emphasis on sustainable modes of transportation (walking, cycling, transit) while maintaining automobile, commercial goods and emergency vehicle mobility.
- Objective 7.7 Reduce peak hour trips and the percentage of trips undertaken by single occupant vehicles, particularly in Urban Centres, in order to reduce or eliminate the expansion of the transportation network and capacity.
- Objective 7.10 Ensure roadway planning supports sustainability goals.

Internal Circulation:

Active Transportation Coordinator
Communications Advisor
Community Engagement Manager
Community Planning Department Manager
Department Manager of Policy & Planning Manager
Development Engineering Manager
Divisional Director, Community Planning & Strategic Investments
Divisional Director, Infrastructure
Infrastructure Delivery Department Manager
Infrastructure Engineering Manager
Infrastructure Operations Department Manager
Integrated Transportation Department Manager
Long Range Policy Planning Manager
Parking Services Manager
Planner Specialist
Public Works Manager
Senior Engineer
Sustainability Coordinator
Traffic Operations & Technical Support Supervisor
Transit and Programs Manager
Transportation Engineer Planning & Development
Transportation Engineering Manager
Transportation Planner
Utility Services Manager

Considerations not applicable to this report:

Alternate Recommendation
Communications Comments
External Agency/Public Comments
Financial/Budgetary Considerations
Legal/Statutory Authority
Legal/Statutory Procedural Requirements
Personnel Implications

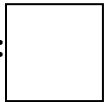
Submitted by:

Mariah VanZerr, Strategic Transportation Planning Manager

Approved by,

Rafael Villarreal, Manager, Integrated Transportation Department

Approved for inclusion:



A. Newcombe, Divisional Director, Infrastructure

Attachment 1 - Transportation Master Plan Vision and Goals Presentation

cc: Divisional Director, Community Planning & Strategic Investments
Divisional Director, Corporate Strategic Services
Divisional Director, Infrastructure

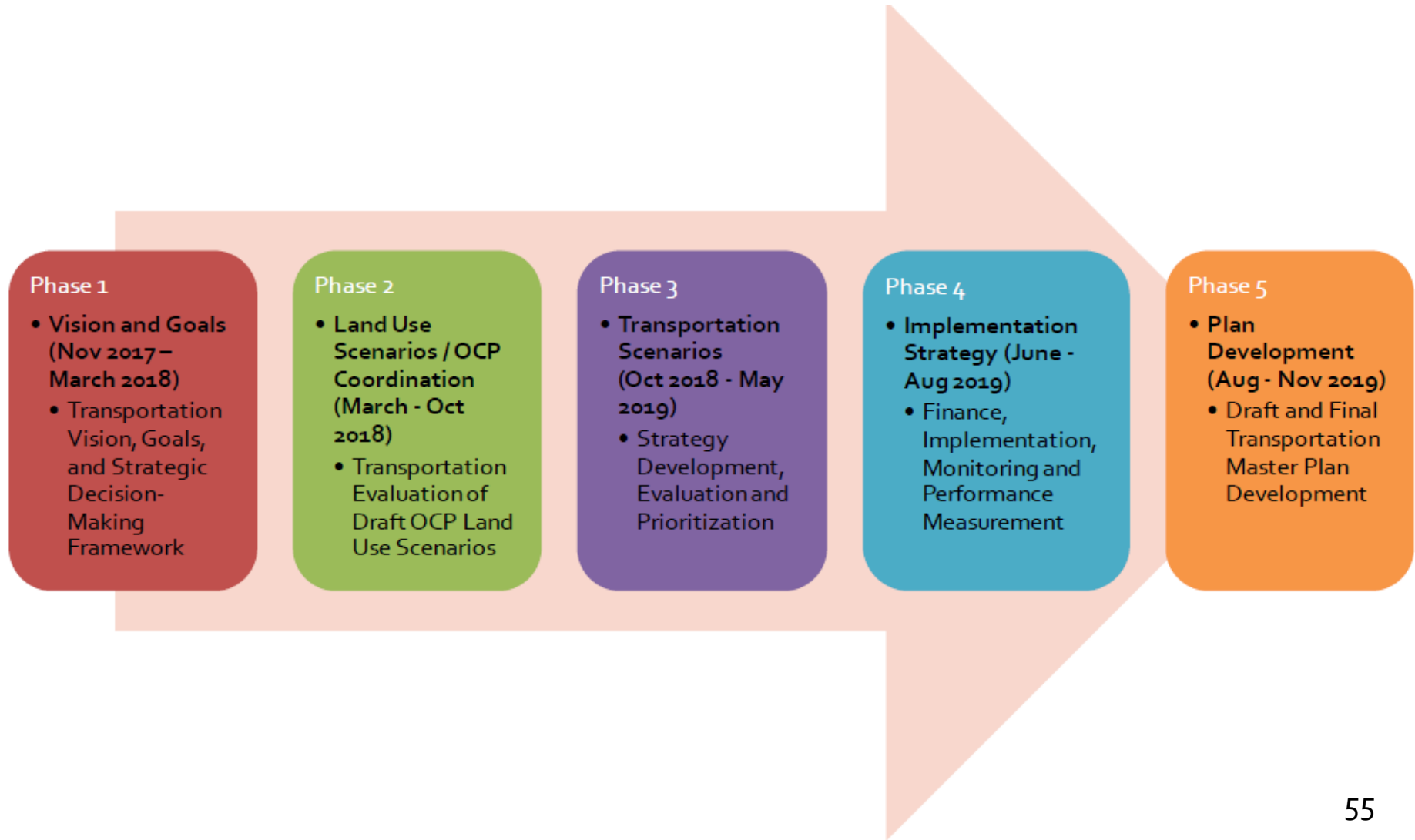


Transportation Master Plan: Draft Vision and Goals

March 19, 2018

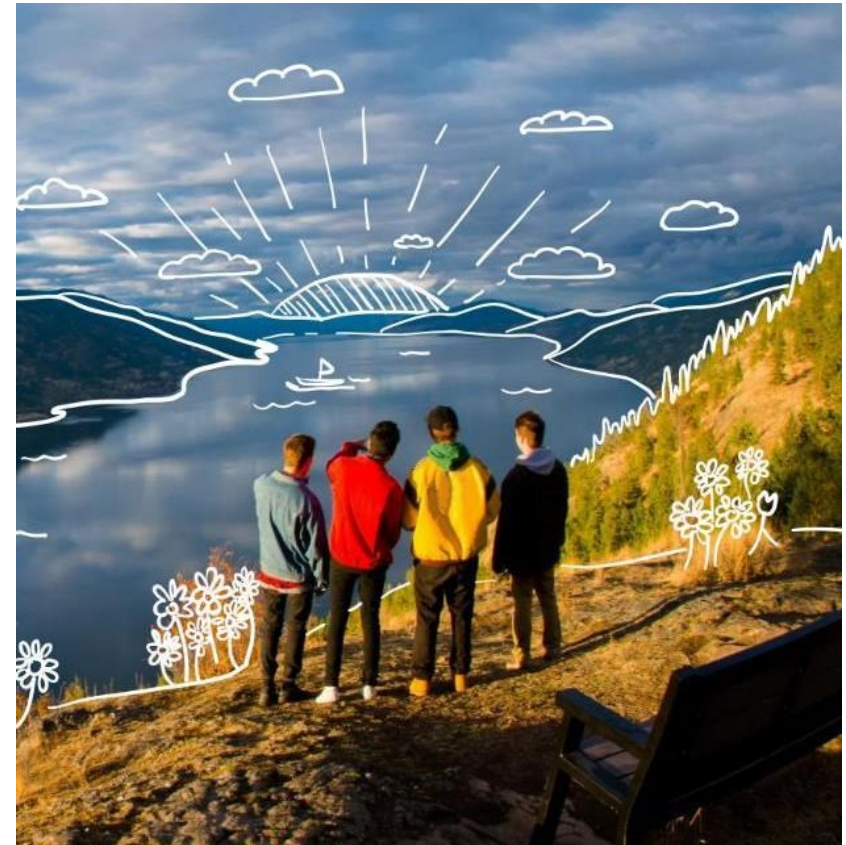


Key TMP Phases and Milestones



Vision and Goals

- ▶ Why Important?
 - ▶ Defines the outcomes we trying to achieve
 - ▶ Informs the strategic decision-making framework
 - ▶ Used to evaluate & prioritize potential investments



Imagine Kelowna Alignment

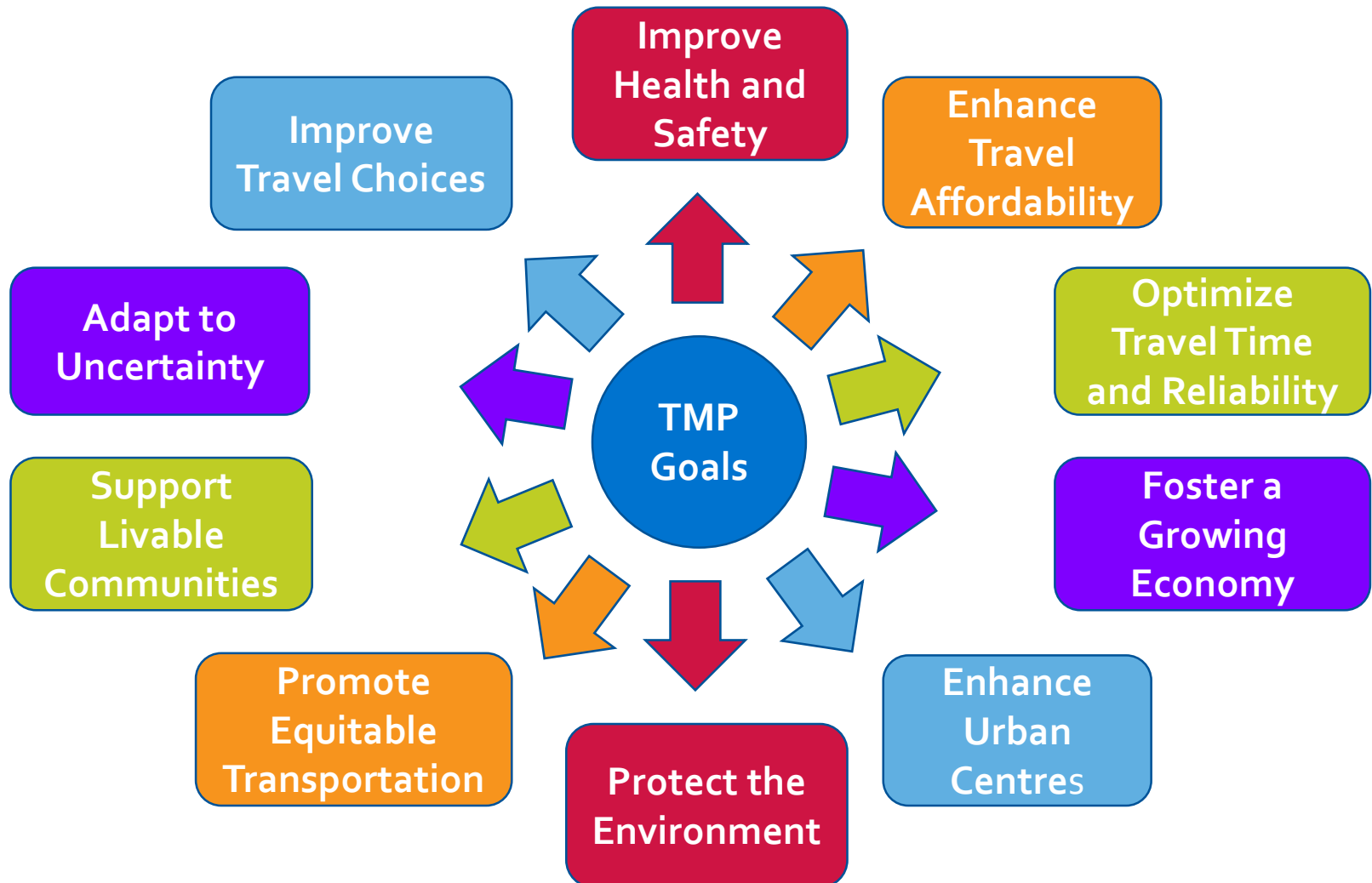
Imagine Kelowna will serve as the foundation and strategic direction for the Transportation Master Plan.

- **DRAFT Imagine Kelowna Principles:**
Connected, Smarter, Responsible, and Collaborative
- **DRAFT Imagine Kelowna Goals:**
 - The TMP will address the majority of the draft Imagine Kelowna goals. However, the most relevant will be the goals directly related to transportation and land use.

Draft TMP Vision: “A city with vibrant urban centres where people and places are conveniently connected by diverse transportation options that help us shift away from our car-centric culture.”



Draft TMP Goals



Draft TMP Goals



Goal Alignment with Draft Imagine Kelowna Principles



Next Steps

- ❖ Public Consultation (Spring)
- ❖ Refinement of TMP Vision and Goals
- ❖ Strategic Decision Making Framework





Questions?

For more information, visit kelowna.ca/imaginenext.

DRAFT RESOLUTION

Re: Okanagan Basin Water Board's Water Stewardship Council

THAT Council appoints the Utility Planning Manager as the City of Kelowna's representative on the Okanagan Basin Water Board's Stewardship Council;

AND THAT Council appoints the Design Technician, Utility Planning, as the City of Kelowna's alternate representative on the Okanagan Basin Water Board's Water Stewardship Council.

BACKGROUND:

See the attached letter from the Okanagan Basin Water Board dated February 26, 2018.

The City of Kelowna's Utility Planning Manager, and Design Technician, Utility Planning, have been the City's representative and alternate on the Stewardship Council since 2015.

Date: March 19, 2018

File: 0550-01



Okanagan Basin

WATER BOARD

Science. Management. Governance.

1450 KLO Road, Kelowna, BC V1W 3Z4

P 250.469.6323 F 250.762.7011

www.obwb.ca

Mayor and Council
City of Kelowna
City Hall, 1435 Water Street
Kelowna BC V1Y 1J4

City of Kelowna

MAR - 6 2018

Mayor's Office

26 February 2018

Dear Sir / Madam,

Re: 18 Month term membership on the Okanagan Water Stewardship Council

Thank you for your organization's contribution to water leadership in the Okanagan. The Okanagan Basin Water Board's (the Board) technical advisory committee, the Water Stewardship Council (the Council), provides a common venue to network and discuss important Okanagan water issues. The Board is pleased to invite your organization to be a member of the Council for the upcoming 18 month term (May 2018 to October 2019).

Action Request (by April 23rd, 2018). Please advise our office on the following:

1. Decision on your organization acceptance of a position on the Council.
2. And if yes, identify who has been designated from your organization to participate on the Council as: (1) participant, and (2) an alternate.

The Council has been an important venue for collaborative learning, and supporting Okanagan water management and governance. The Okanagan is one of Canada's only semi-arid deserts, continues to experience high population growth, and has significant variation in annual snow and rainfall.

The Council meets 9-10 times during the year on the second Thursday of each month and has agreed on a set of guiding principles for discussing water issues in the Okanagan. Additional information about the council's mandate, guiding principles and terms of reference is available at www.obwb.ca/wsc.

We value your participation on the Council. Your organization's voice at the council table will further support collaborative problem-solving and information sharing on Okanagan water issues – recognizing the need to work together to protect and improve shared waters.

Sincerely,

Nelson R. Jatel, MA, PAg | Water Stewardship Director
Okanagan Basin Water Board | 1450 KLO Rd, Kelowna, BC, V1W 3Z4
(o) 250.469.6295 | nelson.jatel@obwb.ca

CC Rod Maclean



Background

The OBWB is an inter-regional government agency founded in 1970 to promote the shared water interests of Okanagan communities. Its mandate is to *“provide leadership for sustainable water management to protect and enhance the quality of life and environment in the Okanagan Basin.”* The Okanagan Water Stewardship Council was established in March 2006 to provide independent technical advice, analysis, and policy recommendations to the Board.

The great strength of the Council is its diversity and expertise. Historically, the Council has been comprised of members from First Nations and other senior levels of government, water user groups, non-profit organizations, scientific organizations, local and senior government, academic institutions, organizations representing economic interests, and professional associations. Council meetings are held on unceded Okanagan Syilx territory, usually in the City of Kelowna; but the meetings are not considered as any form of consultation with First Nations. The result is a thoughtful forum on water that respects differences and makes recommendations that benefit the entire Okanagan Basin.

The Council has provided important direction and advice to the Water Board, including the development of the *Okanagan Sustainable Water Strategy, Action Plan 1.0* (2008), which is currently being revised and updated. The strategy provides an important context for specific actions to be undertaken by the board and partner governments.

Quotes from past Water Stewardship Council members and guests:

The benefit of the Council is that it brings together a group of people working within water management in some capacity from a wide spectrum of backgrounds and organizations - multiple levels of government, private sector, water utilities and major water users. There is tremendous value in having such a group convene and be able to look at issues, potential projects and overall water management from all perspectives - integration of these perspectives is vital for sound resource management.

Anna Page, previous Sustainability Coordinator, Regional District of North Okanagan

I always enjoy the WSC meetings, as I learn a lot about how people are thinking about water related issues in the valley, and what is going on.

John Janmaat, Professor Resource Economics, UBC Okanagan

The information that I have received through the council has been very beneficial to me and my students. The information provided is both relevant and timely.

Allison MacMillan, Water Quality Technology Professor, Okanagan College

I do find these meeting valuable. The meetings are well run and are a great source of information on what the OBWB is working on, and what is of interest or concern to the numerous stakeholders who participate.

Ken Cunningham, past Regional manager, Ministry of Environment, Water Stewardship Division



I have only been a part of the Council for a short time (1yr) but I think it is a very functional, effective, well organized undertaking. It is accomplishing quite a bit, and there is significant buy-in and fidelity from its membership - that says volumes. Having access to the information, issues and stakeholders helps the conservation communities understand the water management elements that are important to our objectives, and outlines how we may be able to assist with water management and conservation objectives.

Bryn White, Program Administrator, South Okanagan Similkameen Conservation Program

The OBWB Stewardship Council has been a very successful venue for allowing representatives of all water stakeholders/groups to express their opinion and for the exchanging of information. Our successes are speaking as one voice for the Okanagan basin for important issues such as governance, groundwater protection and development around reservoir lakes.

Lorne Davies, OCEOLA Fish and Game Club

I think the council has been a great success in the amount of shared information and perspectives from all the stakeholders. I have personally learned a lot from the members and guest speakers. As a die-hard agriculturist / food supply advocate, I have been so impressed with the attitude around the table, for the need of farm land and water. Gone are the days when we can simply take the attitude that we can rely on other parts of the world for our food supply.

Gord Shandler, past Water Commission, BC Fruit Growers Association.



Water Stewardship Council Membership List

18 Month Term: May 2018 – October 2019

Invited term 8 Council members

Agriculture and Agri-Food Canada
Denise Neilsen (emerita)
Engineers and Geoscientists BC
BC Agriculture Council
BC Cattlemen's Association
BC Fruit Growers Association
BC Groundwater Association
BC Water Supply Association
British Columbia Wildlife Federation – Okanagan Region 8
Canadian Water Resources Association
City of Kelowna
City of Vernon
Environment and Climate Change Canada
Fisheries and Oceans Canada
Interior Health Authority
Ministry of Agriculture
Ministry of Forest Lands and Natural Operations and Rural Development
Okanagan Collaborative Conservation Program
Okanagan College
Regional District of Central Okanagan
Regional District of North Okanagan
Regional District of Okanagan-Similkameen
Shuswap Okanagan Forestry Association
University of British Columbia – Okanagan
Irrigation Council of BC
Okanagan Nation Alliance
Osoyoos Indian Band
Penticton Indian Band
Westbank First Nations
Okanagan Indian Band
Thompson Okanagan Tourism Association