

Report to Council



Date: February 5, 2018
File: 1850-50
To: City Manager
From: Mariah VanZerr, Strategic Transportation Planning Manager
Subject: Transportation Master Plan (Our Kelowna as we Move)

Recommendation:

THAT Council receives, for information, the report of the Strategic Transportation Planning Manager, dated February 5, 2018, with respect to the Transportation Master Plan (Our Kelowna as we Move).

Purpose:

To provide Council with information on the Transportation Master Plan (Our Kelowna as we Move), including a project overview, public engagement plan and anticipated timeline.

Background:

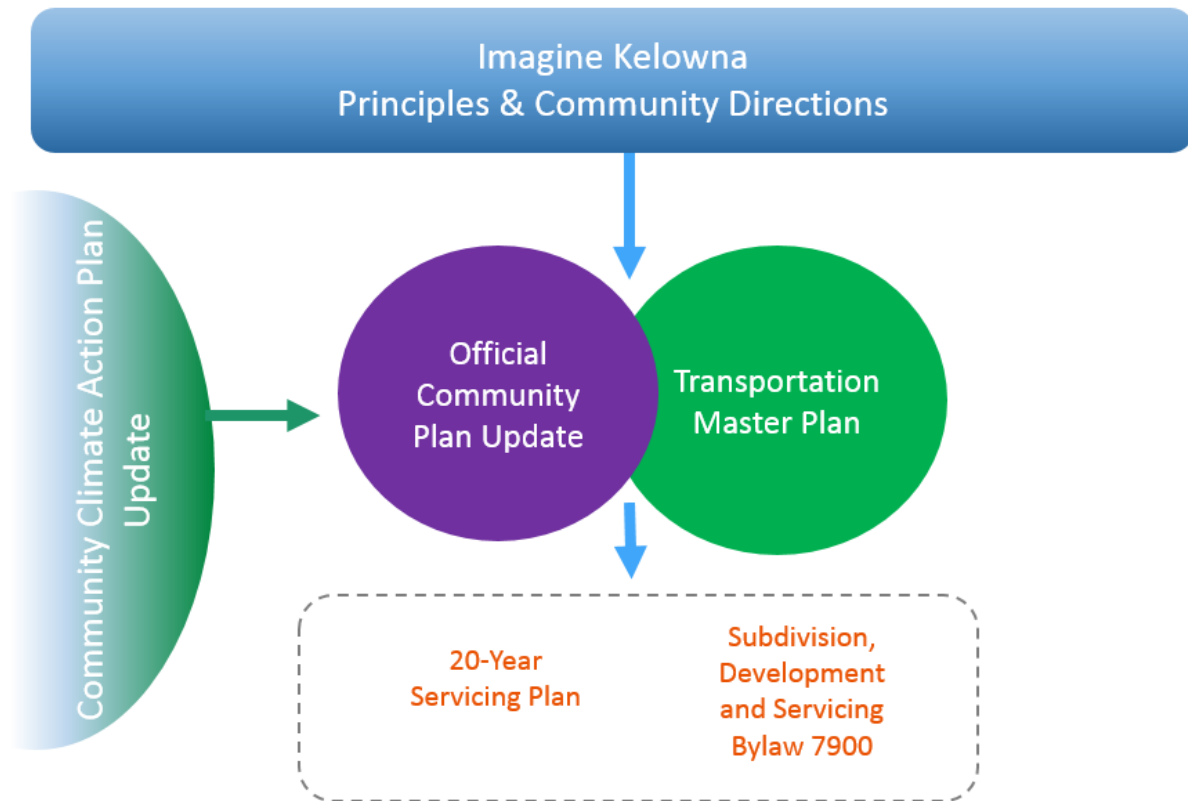
The Transportation Master Plan (TMP) will be a long-range, system-level transportation plan for the City of Kelowna. The purpose of the TMP is to help answer the following key question:

“What are the strategic, prioritized investments (policies, programs, and capital projects) that will be needed over the next 20 years to achieve the community’s vision and goals for transportation?”

The TMP will lay out a vision for Kelowna’s transportation future. This plan will propose policies, projects and programs to improve transportation for residents, businesses and visitors. Developing a TMP creates a strong business case to allocate constrained resources to priority transportation investments that respond to the growth of our City and the growing complexities of our transportation system.

Timing and Coordination with Related Planning Efforts

The timing of the TMP responds to a pressing need, as the previous transportation master plan was completed over 20 years ago in 1995 and is outdated.



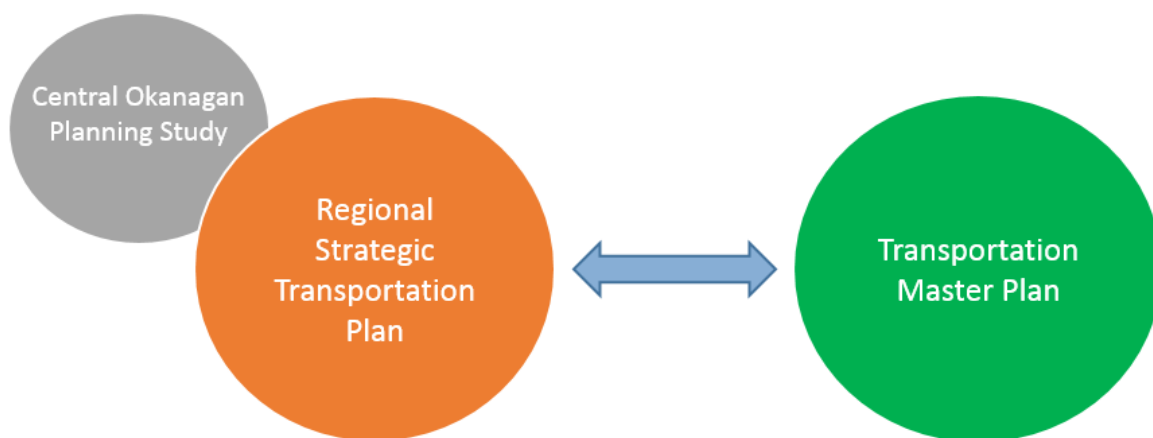
As part of an integrated City planning effort the TMP will be coordinated with other ongoing and related planning efforts to respond to the pressing growth of Kelowna, including:

- **Imagine Kelowna:** Under the umbrella of Imagine Next, the vision, values, principles and goals of Imagine Kelowna will serve as the foundation of the TMP. The TMP will utilize the rich database of public input received during the Imagine Kelowna process (described in more detail in the Public Engagement section of this report) and use this feedback as direct inputs to the TMP draft vision and goals.
- **Official Community Plan (OCP) Update (Our Kelowna as we Grow):** As the main component of the Growth Strategy, the Official Community Plan dictates how the City grows. Transportation and land use are interdependent and benefits accrue when transportation and land use planning are coordinated. Kicking off the TMP now allows for detailed and ongoing coordination with the Official Community Plan (OCP) update. Staff have already been coordinating critical path milestones and timelines in the development of the TMP and OCP work plans.
- **20 Year Servicing Plan:** Development Cost Charges (DCCs) are one of the financial tools to support the Growth Strategy, informed by the TMP, the OCP and other plans. Enacted through bylaw, DCCs are a financial tool to collect funds from development and use these funds to construct infrastructure projects that support or are triggered by growth.

- **Community Climate Action Plan Update:** Kelowna’s Community Climate Action Plan is currently being updated. Kicking off the TMP now will allow for strategic coordination between the two plans, such that the transportation strategies and greenhouse gas considerations in the Community Climate Action Plan Update can be included in the TMP.
- **Regional Strategic Transportation Plan (RSTP):** The TMP will also be coordinated with the Regional Strategic Transportation Plan. Transportation is inherently a regional issue as the demand for travel does not stop at jurisdictional boundaries. The Central Okanagan’s first Regional Strategic Transportation Plan is about to get underway. Kicking off the TMP now will allow for coordination with the Regional Strategic Transportation Plan, enhancing the outcomes for both projects.

How will the TMP be coordinated with the Central Okanagan Planning Study (COPS – Provincial Highways study)?

The Central Okanagan Planning Study and second crossing study is a highways planning study being led by the Ministry of Transportation and Infrastructure (MoTI) and is currently being reviewed by the province. The TMP project team will work closely with MoTI to ensure coordination across the two planning efforts.

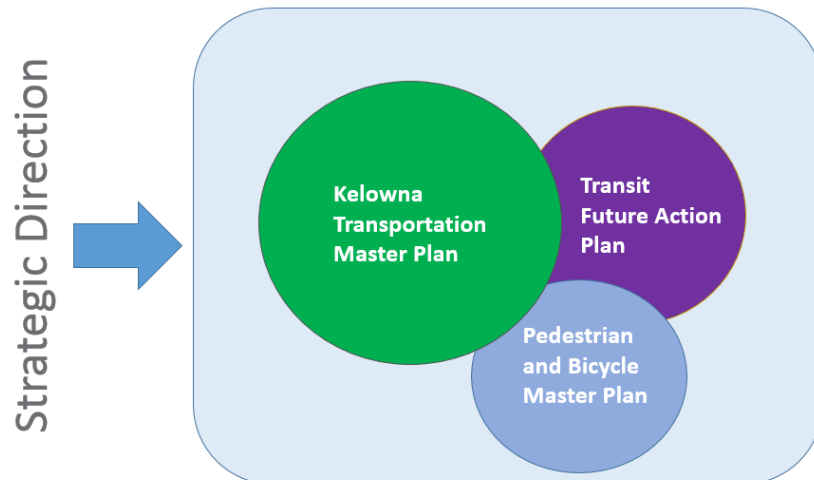


How will the TMP Integrate with the Pedestrian and Bicycle Master Plan and Transit Future Action Plan?

The Transportation Master Plan is part of the Kelowna on the Move Strategy, which includes the recently completed Pedestrian and Bicycle Master Plan and the Transit Future Action Plan (currently underway). The TMP will incorporate the program, policy and project recommendations from these related planning efforts, but not recreate or duplicate the efforts in these complementary, stand-alone plans. However, the program, policy and project recommendations in these plans will be evaluated through the new decision-making framework that is developed as part of the Transportation Master Plan project. The result will facilitate the side-by-side comparison of all potential transportation programs, policies, and

projects not yet committed, such that a new prioritized list can be developed for action and funding moving forward.

Kelowna On the Move Strategy



Key Themes

Several key themes will shape the TMP:

- **Sustainable Access:** The TMP will be innovative in that it will focus on connecting people and goods to their destinations in contrast to the traditional approach of focusing primarily on mobility for cars. In doing so, it will consider shaping demand as well as building capacity, programs as well as infrastructure, and the inter-dependent relationship between land use and transportation.
- **Planning in an Era of Uncertainty:** The TMP will also acknowledge changing technologies and climate and anticipated impacts on the transportation sector. As the past becomes a less reliable predictor of the future, the TMP will acknowledge and address the challenges of long-range planning in an era of future uncertainty.
- **Proactive Planning:** Historically transportation planning looks at existing conditions, projects them out to the future and then develops strategies to fix those issues at specific locations. This approach is a “reactive” style of planning and may produce outcomes that are not strategically aligned with achieving the community’s transportation goals. The TMP will take a proactive planning approach by starting with the vision and goals for Kelowna’s transportation future and then working backwards to determine what needs to be done today to realistically achieve the community’s vision and goals for transportation.

Scope Overview

The TMP scope of activities includes the development of a prioritized list of transportation policies, programs, and projects that have been strategically evaluated and are designed to achieve Kelowna’s

vision and goals for transportation over a 20-year planning horizon. The project will include an assessment of the existing transportation system, including the roadway, bikeway, pedestrian, and transit networks. Existing travel patterns and behavior will be analyzed and future travel conditions will be forecast using population and employment projections, future land use assumptions from the OCP, and estimates for changing technologies.

One of the key deliverables for the TMP will be the development of a strategic decision-making framework and evaluation tool that will allow the City of Kelowna to better assess the benefits and costs of potential public and private transportation investments. The decision-making framework will be developed based on key transportation goals and objectives that are aligned with Imagine Kelowna and developed with public and stakeholder input during the project planning process. The outcome will be a prioritized list of transportation programs, policies and projects that will ensure every dollar invested is aligned with the strategic achievement of Kelowna's vision and goals for a sustainable future.

The project will also include the development of a financing strategy and implementation approach for the Transportation Master Plan, as well as a plan for monitoring and evaluating the City's progress at implementing the plan and achieving Kelowna's transportation vision and goals. Specifically, plan delivery will occur through a concurrent update of Bylaw 7900 and the subsequent development of the 20-year serving plan. The final product will include both the Transportation Master Plan document, as well as a website where community members can easily access the plan and plan components, learn about Kelowna's vision and goals for transportation, and see information related to plan implementation and progress.

Through a combination of public engagement, research, and analysis, the TMP will result in a long-term vision for a safe, cost-effective, and sustainable transportation network that supports a prosperous economy, vibrant urban centres, and a high quality of life for people who live, work, and play in the City of Kelowna.

What is Beyond the Scope of the TMP?

As a long-range, system-level transportation plan for the City of Kelowna, the TMP will help identify high priority projects on City-owned transportation facilities. Project-level plans and design details are beyond the immediate scope of a system-level plan and will need to be addressed separately, as each project is moved forward into implementation. Additionally, maintenance plans for existing transportation facilities are beyond the immediate scope of a system-level plan, and will be addressed separately.

The following items will be coordinated with, but are also considered beyond the direct scope of the TMP:

- Air travel (addressed in plans and programs for the Kelowna Airport)
- Regional commercial goods / freight movement (this will be addressed primarily in the Regional Strategic Transportation Plan).
- A second crossing/bridge (this is being addressed by the Central Okanagan Planning Study)

The Plan will also coordinate with a climate adaptation strategy (a recommendation in the draft Community Climate Action Plan update) should the City choose to undertake one during the development of the TMP.

Key Deliverables

Key deliverables for the TMP are listed below:

- Transportation Vision, Goals and Strategic Decision Making Framework
- Transportation Analysis of the Draft Land Use Scenarios for the OCP Update
- Existing & Future Conditions for the Multi-Modal Transportation Network
- Public & Stakeholder Consultation and Outreach – Engagement Events, Tools, and Summaries
- Future Conditions based on the OCP endorsed Preferred Land Use Scenario
- Development of Transportation Scenarios
- Evaluation and Prioritization of Potential Transportation Investments (Projects, Programs, and Policies)
- Prioritized Transportation Capital Project List, Programs and Policies
- Future Multi-Modal Transportation Network Maps
- Future Roadway Classification Map
- Financial Strategy, Implementation and Operations Plan
- Performance Monitoring and Evaluation Plan
- Related Update of Bylaw 7900 (Cross-sections and Design Guidelines)
- Draft and Final Transportation Master Plan and Website

Schedule and Critical Path Milestone Coordination

The schedule for the TMP has been developed in close coordination with the schedules for the OCP update and the RSTP to ensure coordination across these inter-dependent planning efforts. For example, a critical path input for the TMP will be the preferred land use scenario endorsed as part of the OCP update. The TMP requires the endorsed preferred land use scenario to identify the transportation investments that will be needed to support that scenario and reach the community's vision and goals for transportation. The schedule for the TMP was developed taking into consideration the anticipated schedule for receipt of this critical path input to the plan. Additionally, the schedule for the OCP update has been designed to allow the draft land use scenarios to be developed in coordination with the TMP so that transportation network considerations and constraints can be taken into consideration.

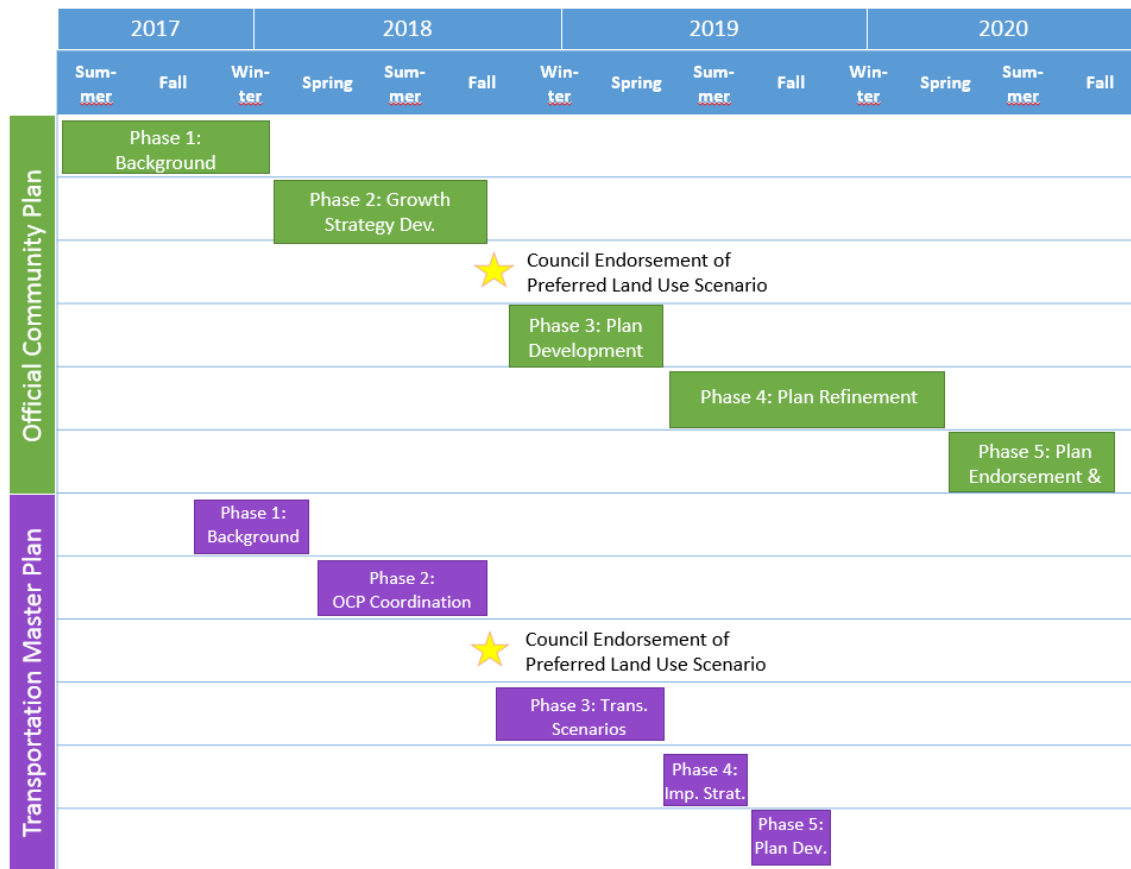
The public consultation schedule has also been coordinated across the TMP, OCP update and RSTP. This will help to avoid stakeholder fatigue and ensure that public outreach across these inter-related planning efforts is strategic and well-coordinated.

Regular updates to Kelowna City Council have been incorporated into the TMP schedule at key project milestones. The project will be developed over two-years and is anticipated for completion by the end of 2019. As a large, two-year project, with multiple schedule dependencies on other projects, it is worth noting that if complex issues arise, they may take additional time to address.

The current schedule for the TMP is shown below:



The coordinated schedules for both the OCP and TMP are shown in the following graphic:



Public Engagement

Following on the heels of the nearly two-year engagement process undertaken for the development of Kelowna's new Strategic Community Vision, Imagine Kelowna, the Transportation Master Plan and Official Community Plan engagement will be coordinated and framed in such a way as to build on what has been gathered through the extensive and varied processes already used rather than attempt to duplicate or re-engage on a similar topic.

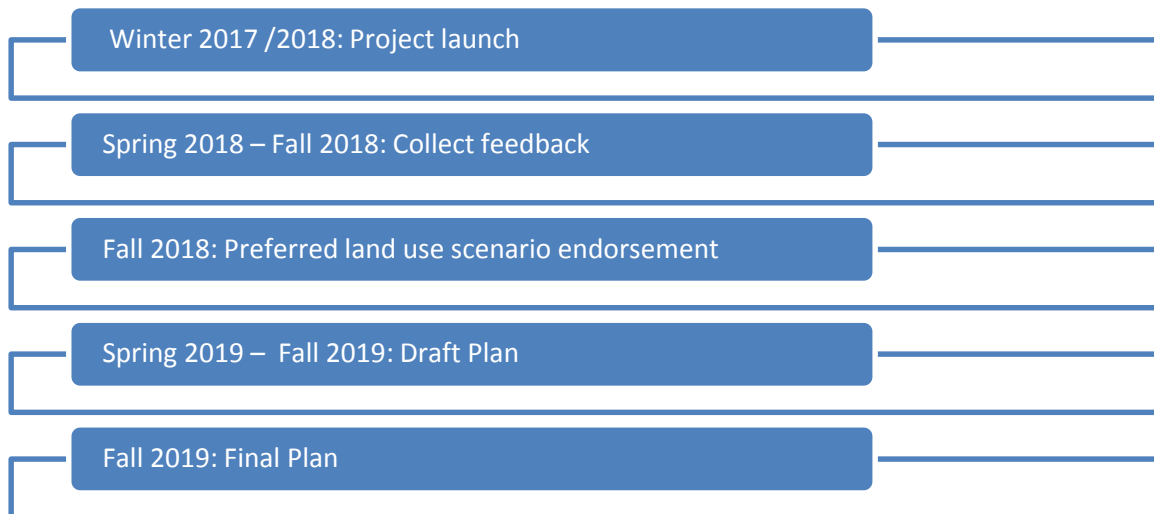
Under the umbrella of Imagine Next, Imagine Kelowna's extensive community engagement will be used next to guide the development of City strategies and plans. Imagine Next is a framework for aligning the City's plans, strategies and other initiatives to implement the Imagine Kelowna Vision, along with its values, principles and goals.

The communications and engagement process for the Transportation Master Plan seeks to collect input from the community on their priorities for the city's transportation network. Key stakeholders will be identified and invited to participate throughout the process.

The process includes:

- Creating awareness and understanding of the project
- Engaging key stakeholders and residents in the planning process
- Discussing impacts of fast-changing technology and a changing future
- Informing key stakeholders and residents of the results

The timing and key touchpoints for the TMP public engagement process is described below:



- Project Launch
 - Council report
 - Information campaign in conjunction with the Official Community Plan
 - Website information
 - Resident information
 - Stakeholder information
- Collect Feedback

- Council report on the draft vision and goals for the TMP
- Collect input online and in person on the draft vision and goals for the TMP
- Council report on transportation analysis related to draft land use scenarios
- Collect input online and in person on transportation analysis in conjunction with the Official Community Plan's draft land use scenarios
- Preferred Land Use Scenario
 - Council report on public consultation results and transportation servicing analysis
- Draft Plan
 - Collect input online and in person on draft transportation strategies and trade-offs
 - Website information
 - Stakeholder information
 - Resident information
 - Council report for draft plan
- Final Plan
 - Council report
 - Website information
 - Stakeholder information
 - Resident information

Public engagement will begin in March with the public launch of the Transportation Master Plan (Our Kelowna as we Move) and will be completed in Fall 2019. In person, online and media relations opportunities will be used to ensure that the broader community has access to and can participate in each planning milestone as the project moves forward.

Existing Policy:

Developing a Transportation Master Plan is aligned with existing policy. For example, the current OCP includes the goal of "Featuring a Balanced Transportation Network." Additionally, developing a Transportation Master Plan will help to support the transportation-related strategies and actions included in the existing [Community Climate Action Plan](#), as well as the project, program, and policy components of the recently adopted Kelowna Pedestrian and Bicycle Master Plan.

Personnel Implications:

4030 hours of staff time

Internal Circulation:

Divisional Director, Infrastructure
 Integrated Transportation Department Manager
 Transportation Engineering Manager
 Transit and Programs Manager
 Senior Engineer
 Transportation Planner
 Transportation Engineer Planning & Development
 Active Transportation Coordinator
 Divisional Director, Community Planning & Strategic Investments

Department Manager of Policy & Planning Manager
Long Range Policy Planning Manager
Community Planning Department Manager
Sustainability Coordinator
Community Communications Manager
Communications Advisor
Infrastructure Administration Manager
Applications Systems Manager

Considerations not applicable to this report:

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

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: Transportation Master Plan Presentation

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