

Glenmore-Midtown Transit Restructuring

January 2018 Project Update



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Background

Introduction

This report has been prepared to inform Council of the outcomes of the public consultation process undertaken to garner public input on new transit service options being considered for the Glenmore and Midtown areas and to present the final recommended service option. Implementation of network and service changes is scheduled for September of 2018 to coincide with the start of the school year and traditional increased fall commuter service demand.

In July of 2017 Council was presented with a report that detailed two service options for Glenmore-Midtown with the associated advantages and disadvantages detailed for each.

The report also outlined the background and policy context guiding this network re-structuring exercise.

Key factors include:

- John Hindle Drive connecting Highway 97 to Glenmore Road at the UBC Okanagan Campus in 2018 will facilitate an alternate route for transit services.
- Endorsed by Council in 2011, the *Transit Future Plan* focuses on creation of a grid-like Frequent Transit Network that links urban centres, major employment areas, post-secondary institutions and other key destinations across the region.
- The subsequent *Transit Future Action Plan*, initiated in 2015, focuses on service priorities in the 5-year horizon. The Plan prioritizes Glenmore restructuring recognizing the opportunity presented by the completion of John Hindle Dr.

The July report also detailed the land use characteristics of Glenmore, population projections and travel patterns of Glenmore residents providing more detailed context for this important transit service area. Also included in the July report was an overview of the existing transit service in Glenmore as well as the express route, #4 Pandosy-UBCO linking Okanagan College and UBCO. This route is included within Glenmore-Midtown restructuring exercise.

With UBCO enrollment projected to climb to 15,000 by 2040, Glenmore is well situated to serve as a housing and services hub for students once connected by frequent, direct transit services. Population in Glenmore is projected to increase by up to 40% by 2040. These factors are expected to contribute to increased transit ridership and improved route performance in the area over the years ahead.

Proposed Transit Service Options - overview

The initial two network and service options shared with Council in July of 2017 are detailed below and supporting maps are included for reference within the appendixes of this report.

Option 1 – new Pandosy/UBCO via Glenmore Route:

This option would repurpose elements of Routes 4 and 7 to create a new Route 6 – UBCO to Pandosy through the Glenmore area. Unlike the existing Route 7 through Midtown, which heads north via Cooper Rd and

Enterprise Way, the new route was envisioned to take Springfield Rd and Spall Rd in order to improve transit services along the Spall corridor and adjacent areas.

The new Route 6 would operate all-day rather than in peak periods only (as route 6 does today). The Midtown 'leg' of Route 7 would be discontinued, and frequent service would still operate between Downtown and Glenmore as it does today but would do so via Clement Ave instead of Cawston Ave to and from downtown.

Option 2 – Downtown/UBCO Express:

This option would realign the current Route 6 (Downtown-UBCO) from Sexsmith Rd to John Hindle Dr, and to Clement Ave from Cawston Ave adding all-day service and increasing frequency. As in the previous option, the low performing service along Sexsmith Rd would be discontinued. Route 7 would become a lower frequency local transit route operating from Glenmore to Midtown (eliminating the downtown 'leg' of the current route 7). Route 4 would continue to operate as today.

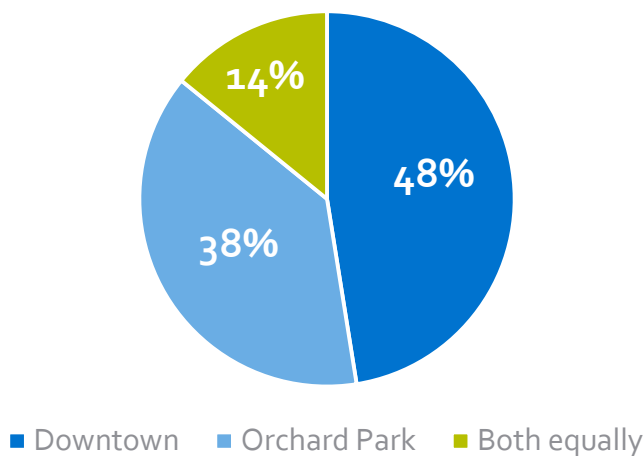
Public Consultation

Transit Future Action Plan Consultation

In the Spring of 2017 four public open houses were conducted in the City of Kelowna to garner feedback from the public on proposed service standards and performance guidelines, specific service proposals and expansion priorities. An online survey coincided with the open houses expanding the reach of the engagement exercise.

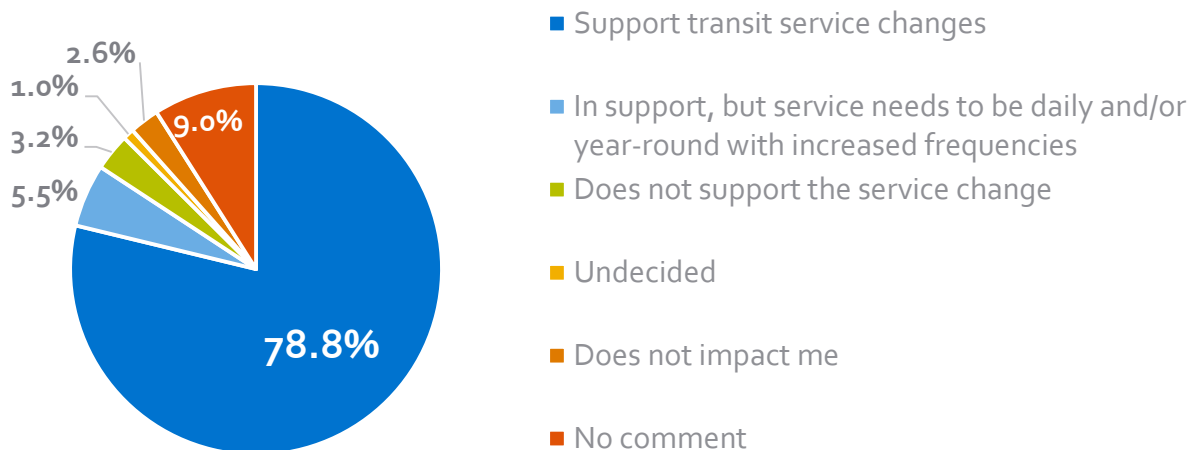
Participants were introduced to the concept of transit service linking UBCO via John Hindle Dr and were asked to identify priority destinations for service from Glenmore; specifically, whether residents should have more frequent service to downtown or Orchard Park (Midtown). 10% more respondents selected downtown over Orchard Park (48% and 38% respectively) while 14% percent of respondents indicated the destinations were equally important.

Should Glenmore residents have more frequent service
to Downtown or Orchard Park?



Participants were also introduced to a concept for transit service to the University Heights (Academy Way) area via a re-structured route 4 Pandosy-UBCO Express. The overwhelming majority of respondents supported the addition of service to the area.

Additional comments regarding route 4 PANDOSY/UBCO EXPRESS to operate along Academy Way



Glenmore-Midtown Consultation

Four public open houses were held in late October 2017 with a parallel online survey conducted over two-week period (October 23-November 6).

Open House location	Date/time	Time	Attendance
UBCO – University Centre	October 25 th	11am-2pm	65
Kane Rd IGA	October 25 th	3:30pm-6:30pm	25
Okanagan College	October 26 th	11am-2pm.	56
Orchard Park Mall	October 26 th	3:30pm-6:30pm	52



304 responses to the online survey were received over the two-week period with 70% of respondents identifying as adults, 30% indicating they had never ridden the bus and 26% indicating they ride the bus 5 or more times per week.

Online survey respondents and open house attendees were asked to indicate their preference between the two transit network and service options presented for Glenmore. While many participants voted indicating a specific preference, a significant number of participants expressed their support of either option with many commenting that, while there were clear tradeoffs between the two, either option would serve to improve the network and service overall.

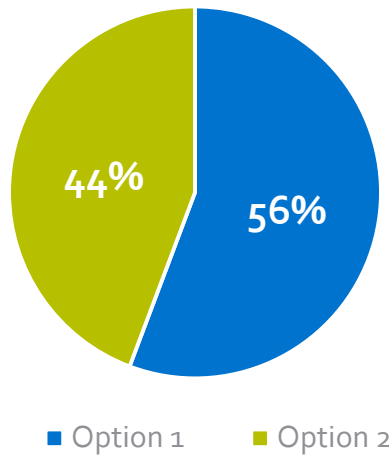
Combined Open House and Survey Results:

Choice	Survey votes	Open House votes	Combined %
Option #1	68	44	56%
Option #2	63	26	44%

*197 online survey responses were received to the question regarding network & service option preferences.

*25% of online survey respondents indicated no preference between the two options.

If you had to choose one of these two options, which would you prefer?



Graph presents online survey results.

While the combined results of input received via the four open houses and online survey indicate a slight preference for Option 1 over Option 2, many participants expressed concerns over the loss of the direct, existing link to UBCO from residences east of Richter St through to the Clifton Rd areas served by route 6 today.

Recommended Service Option

Option 2 - Enhanced

Based upon the results of the public engagement exercises and in consideration of technical factors such as operational feasibility, broader network impacts, and the 'legibility' of the network and schedules for transit users, an enhanced version of Option 2 is recommended by staff (and supported by BC Transit).

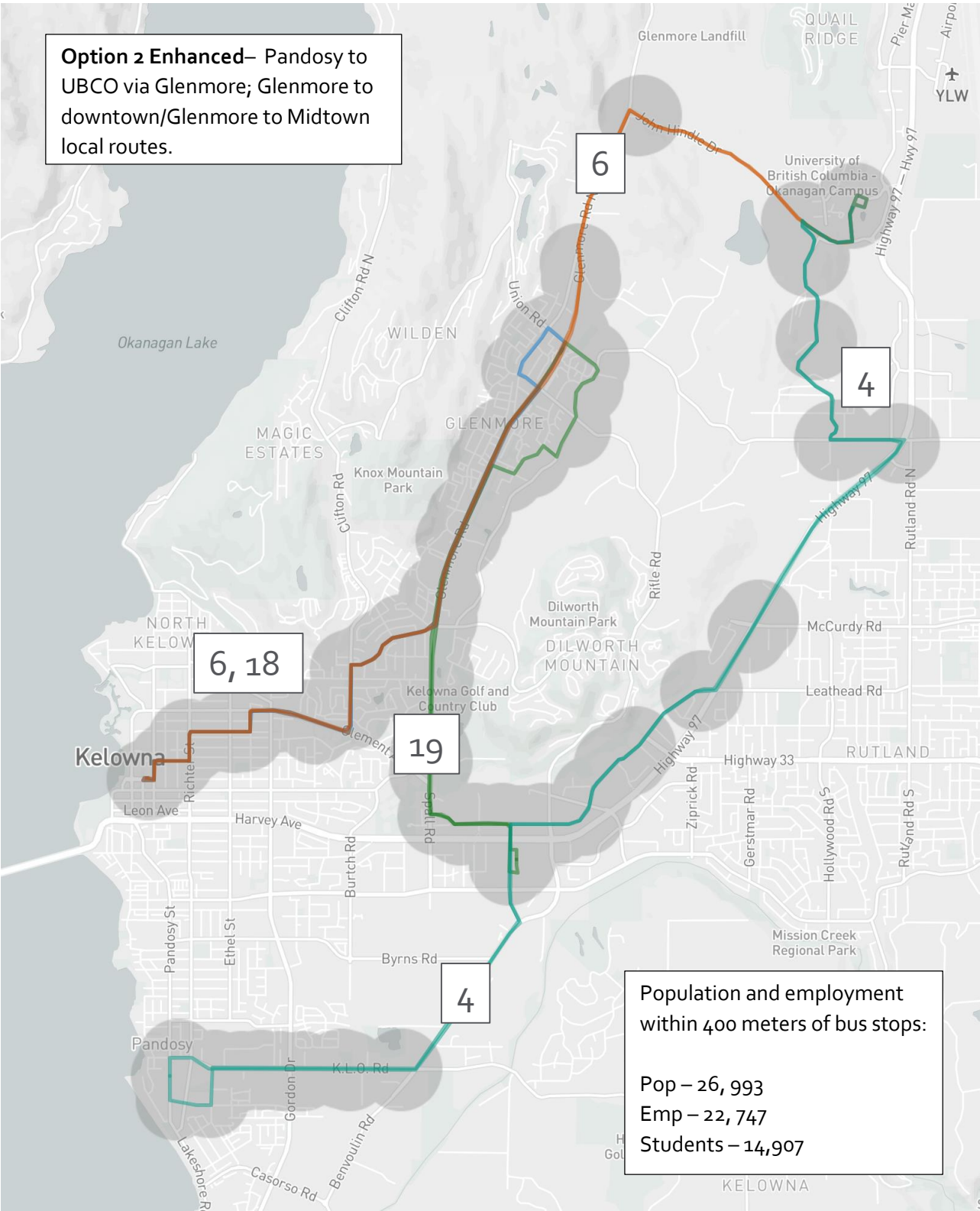
Description

This option enhances the network structure proposed under Option 2 by adding an additional Glenmore/Downtown lower frequency local transit route.

Route 6 connects UBCO via Glenmore from downtown as it does today; but with enhanced frequency and a more direct route via John Hindle Dr. Each route serving downtown initially remains on Cawston Ave but would shift to Clement Ave as the corridor develops further and bus stops are upgraded.

The local transit route connecting Glenmore to Midtown proposed under the original Option 2 is retained with service only slightly less frequent than today. Routing initially remains via Enterprise Way connecting Orchard Park Exchange (vs. the proposed routing via Spall Rd and Springfield Rd proposed in Options 1 and 2). This change is in recognition of transit demand uncertainties in this un-proven market area and also the potential for negative impacts for those accustomed to, and reliant on service on Enterprise Way today. The objective to shift service to the Spall Rd route alignment remains and will be supported and triggered by the evolution of the area guided by the *Capri-Landmark Urban Centre Plan*.

Route 4 is re-aligned to serve the eastern extent of Sexsmith Rd and the growing, populous residential and student housing neighborhoods along the southern extent of Academy Way and the University Heights area adjacent to the UBCO campus.



Rationale

- 1) Improved connections and demand spreading:
 - a) The second frequent connection between Downtown and UBC Okanagan (route 6) is retained and significantly improved providing travel options for commuters connecting through Queensway Exchange. This link will serve to alleviate demand on the popular route 97 Okanagan Rapid Bus line.
 - b) Connectivity between Okanagan College and UBCO is improved over today. While Option 1 presented a new direct route connecting these institutions (by absorbing route 4 into route 6), schedule design can facilitate convenient transfers between route 1 (from the College) to the now higher frequency route 6 at Queensway Exchange downtown. The direct route 4 link between the schools is retained providing more options for travel between the institutions (route 8 also links the institutions with frequent service).
- 2) Retaining existing service for customers:
 - a) The direct, and now more frequent UBCO connection for the estimated 2,300 residents living along the existing Route 6 in the vicinity of Cawston, Clement, and Clifton is retained.
 - b) Service frequencies on the new downtown local route (18 Glenmore/Downtown) are balanced with route 6 to closely match services frequencies in place today.
- 3) Improved service efficiency and network/schedule legibility:
 - a) With route 6 separate from the proposed local coverage route 18, the schedule can be adjusted to better match seasonal or peak demand associated with UBCO trips with little subsequent impact to local services for Glenmore residents and no need to break routes into confusing or operationally challenging patterns.
 - b) Route 4 continues to serve the small, but growing market on KLO Rd east of Gordon Dr while extending into new markets, particularly University Heights, where transit is highly anticipated. Routing via Sexsmith Rd expands transit access and options for employees of the commercial-industrial hub who are losing service provided today on route 6. Demand for service in each of these segments (KLO Rd, Sexsmith Rd, Academy Way) is forecast to be similar; changes to seasonal and peak schedules can be applied throughout the full extent of the route avoiding the confusing route and schedule patterns and inefficiencies associated with the Pandosy/UBCO via Glenmore route presented in Option 1.

Summary

The recommended option moves people more efficiently by increasing the range of destinations accessible from Glenmore. Connections to urban centres are retained and travel options improved for those connecting through Queensway Exchange and bound for UBCO. Repurposing Route 4 to service areas of strong residential growth (Academy Way) as well as a major employment hub (Sexsmith Rd area) makes use of existing resources to meet a need that is strongly supported by the community.

It will support residents without access to other means of getting around, by retaining two distinct local Glenmore routes that connect equally important urban centres; downtown and Midtown. Current and future student populations in Glenmore gain a more regular, direct connection to UBCO while retaining links to

Okanagan College and the area's middle and high schools via connections to other routes facilitated at Queensway and Orchard Park exchanges.

Option 2 Enhanced best retains the transit catchment of the current network structure while bringing transit within reach of slightly more residents and jobs and significantly more students as compared to today.

Catchment	Current Service	Option 1	Option 2	Option 2 Enhanced
Population	26,640	21,452	25,703	26,993
Employment	22,017	22,193	22,018	22,747
Students	13,761	14,133	13,267	14,907

*within 400 meters of transit stops

Budgetary Impacts

Operating Cost Requirements

The recommended Glenmore service package presented in this report – Option 2 Enhanced - will be accommodated within the 2018 transit operating budget request.

Detailed service planning was initiated by BC Transit in mid-January 2018; the final results of which will guide refinement and allocation of budgeted service hours among the priorities identified within the 2018/19 AOA period outlined in the table below. It is anticipated that costs directly attributable to the Glenmore restructuring will comprise up to 60% of 5,000 budgeted service hours.

The bulk of the remainder of hours will be allocated to service enhancements targeted at improving on-time performance or capacity for various routes in the network. These investments will primarily be focused on Core transit routes which carry the bulk of ridership; routes such as 8 University, 97 Okanagan, 1 Lakeshore but also local routes with poor on time performance resulting from factors such as traffic congestion or growth in ridership demand. Continually monitoring and responding to on-time performance and capacity patterns are primary factors in retaining current ridership and attracting new riders. In accordance with the Transit Service Standards, priority is to be given to ensuring the quality of service on the existing transit system.

It is anticipated that a small allocation of budgeted service hours will be utilized to adjust run-times for routes that will service Rutland Exchange which is scheduled for completion for September of 2018. Routes 8 University, 11 South Rutland, 10 North Rutland will undergo minor re-structuring within Rutland Town Centre to service the new exchange.

The following table summarizes the operating requirements for these new services:

Proposed Expansion Initiatives						
AOA period	In-service date	Annual Hours	Vehicle Requirement	Estimated Annual Revenue	Estimated Annual Costs	Estimated Annual Net Municipal Share
2018/19	Sept - 18	5,000	2*	\$75,892	\$532,148	\$207,796
		Description	Based on the results of the Transit Future Action Plan, these resources will be used for the introduction of expanded service to UBCO via John Hindle Drive as well as the realignment of existing services to Glenmore. In addition, new service will also be introduced to the Academy Way neighbourhood and improve on-time performance of other existing transit services.			

*The local share of lease fees for the 2 vehicles required for the 2018/19 expansion will be covered through Gas Tax funding, which is reflected in the estimated annual municipal share figures outlined above.

Capital Cost Requirements

Infrastructure requirements associated with the Glenmore-Midtown service restructuring were detailed in the July 2017 report to Council.

Since the majority of the proposed restructuring involves corridors where bus service operates today, the infrastructure requirements are relatively minor. However, some existing bus stops do not meet standards for safe, accessible design or lack basic amenities such as seating.

One major capital project associated with this restructuring is the Glenmore/Summit intersection. Glenmore and Summit will become a strategic transfer point between the two Glenmore buses in the future and is a network timing point today. As such, a new southbound bus pull-out and new bus shelter is envisioned.

With the Glenmore to Midtown route retaining its alignment via Enterprise Way (between Spall Rd and Orchard Park Exchange), transit stop improvements at existing stops on Spall Rd south of Highway 97 will be deferred as will development of a new pair of bus stops on Spall Rd at Parkinson Way. These investments will be focused on the development of a new bus pull on Enterprise Way east of Spall Rd, a high activity stop served by the Glenmore-Midtown route as well as the 10 North Rutland route.

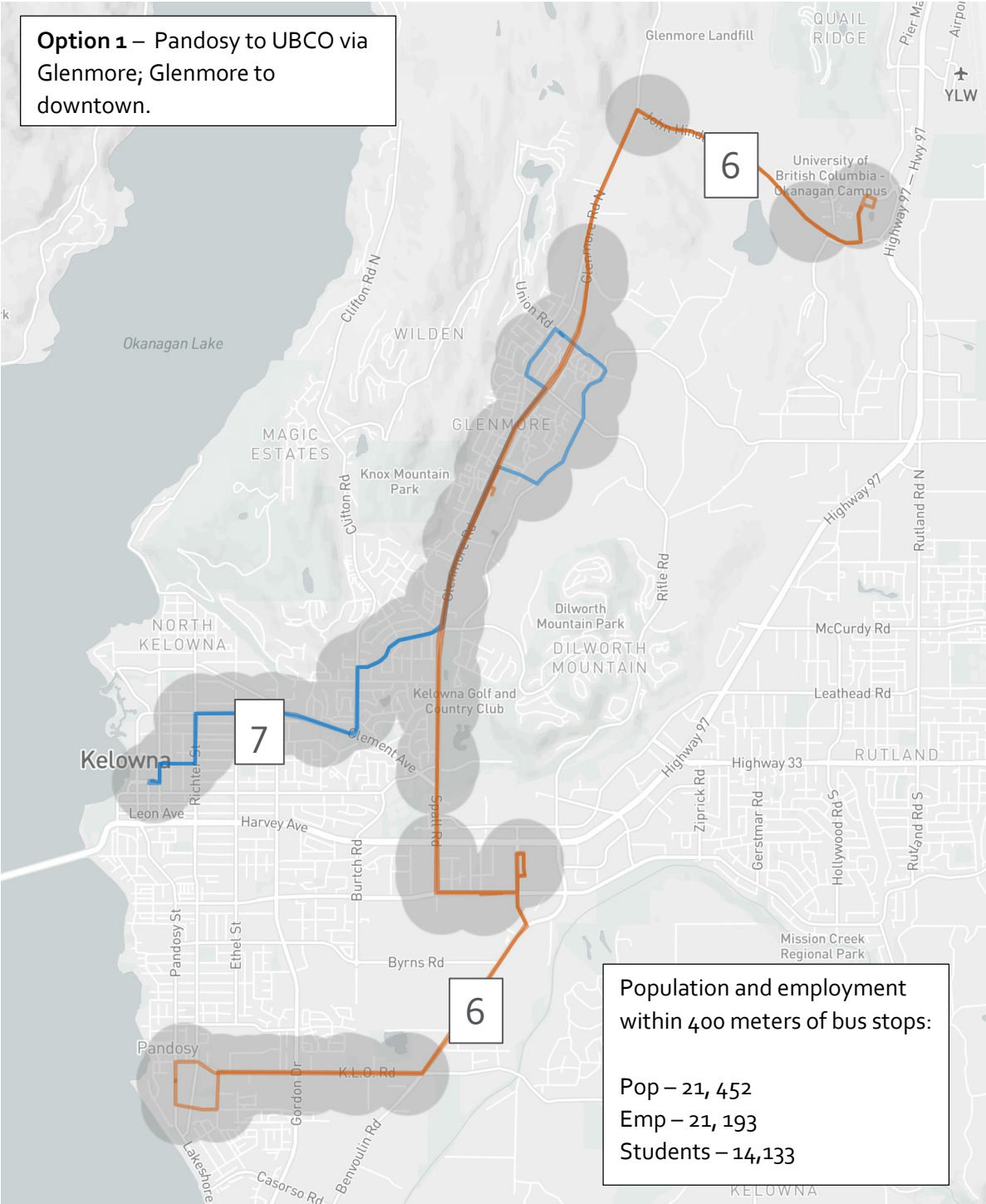
The revised capital costs estimates associated with the Glenmore restructuring are summarized below:

Capital Cost Summary	
Glenmore Road Stop Accessibility Upgrades	\$25,000
Glenmore/Summit bus bay	\$150,000
Academy Way Transit Stops	\$20,000
Enterprise/Spall bus bay	\$118,000
*Spall/Springfield Intersection	\$150,000

*Intersection improvements extend beyond facilitation of transit operations and are included in the 2018 Traffic Control Infrastructure Projects.

Appendixes

Appendix 1 – Option 1 Network Plan



Appendix 2 – Option 2 Network Plan

