

# 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)

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## **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 Canada<sup>1</sup>, with over half of its carbon emissions coming from on-road transportation<sup>2</sup>. 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,

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<sup>1</sup> Transportation Association of Canada, Urban Transportation Indicators, 2011 and 2016

<sup>2</sup> 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 years<sup>3</sup>. 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**

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<sup>3</sup> 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 driving<sup>4</sup>.
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.

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<sup>4</sup> 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

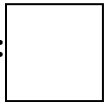
Submitted by:

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