

Report to Council



Date: May 16, 2016
File: 1850-30
To: City Manager
From: Moudud Hasan, Transportation & Mobility Manager
Subject: Pedestrian and Bicycle Master Plan final report

Recommendation:

THAT Council receives, for information, the final Pedestrian and Bicycle Master Plan as attached to this report from the Transportation & Mobility Manager dated May 16, 2016;

AND THAT Council endorses the Pedestrian and Bicycle Master Plan, as presented in the report from the Transportation & Mobility Manager dated May 16, 2016;

AND THAT Council directs staff to bring forward the required Bylaw and Policy updates, as identified in Chapters 6, 7 and 8 of the Pedestrian and Bicycle Master Plan for Council consideration.

Purpose:

To receive Council endorsement on the Pedestrian and Bicycle Master Plan and receive direction for staff to move forward with required implementation items as described in the Plan.

Background:

The City of Kelowna's Pedestrian and Bicycle Master Plan development process started in August 2014. The primary objective was to identify project, program and policy measures to improve walking and cycling conditions in the City. After an in-depth planning process, branded as *Kelowna On the Move*, the final Plan is now ready for Council consideration and approval (Attachments A and B). A team of consultants led by ALTA Planning has assisted staff in developing this Plan. The process included data collection, analysis, mapping, best practice review, public, stakeholder and Council consultation, as well as program, policy and bylaw review. The draft report was presented to Council on January 18, 2016, which was followed by the final round of public consultation. The overall engagement process and its outcomes are summarized in the attached report (Attachment C).

The ultimate goal of this Plan is to create a balanced transportation network where walking and cycling are established as alternatives to driving to achieve a multitude of the 2030 Official Community Plan (OCP) objectives. It is an important infrastructure plan and one of the building blocks for large-scale community plans. Notably, this Plan will inform the next OCP regarding the community's active transportation needs and priorities. It will also inform

the upcoming Transportation Master Plan, a critical tool in examining the future growth of our City and prioritizing infrastructure investments to accomplish the long-term growth strategy.

Vision, Goals and Principles

The vision of this master plan with corresponding goals, principles, and objectives, aligns with that of the current 2030 OCP and is forward thinking to apply to the next OCP. The vision is:

To make walking and cycling safer, convenient, and practical modes of travel, to reduce motor vehicle use and resulting greenhouse gas emissions, and to increase opportunities for active living to improve community health and happiness.

Principles:

- To increase walking and cycling as practical modes of travel; and
- To improve safety and convenience for pedestrians and cyclists.

Goals:

- Increase year-round walking and cycling so that within 20 years, 25% of all trips are made by walking and cycling; and
- Improve pedestrian and cyclist safety so that the rate of collisions with motor vehicles is reduced by 50% within 20 years.

Objectives:

- Network Design:
 - Facilitate and enhance walking and cycling in all roadway design;
 - Apply higher design standards for high demand or “strategic” routes;
 - Develop a comprehensive network for phased implementation.
- Planning, Monitoring and Maintenance:
 - Establish proactive and ongoing planning for new and existing infrastructure;
 - Establish monitoring and evaluation mechanisms;
 - Ensure ongoing maintenance programs for walking and cycling facilities.
- End-of-Trip and Transit Integration:
 - Encourage transit-bicycle integration;
 - Incorporate end-of-trip facilities in new and existing developments.
- Education and Promotion:
 - Develop and implement an ongoing education and awareness program.
- Bylaws, Policies and Enforcement:
 - Establish bylaw, policy, and enforcement measures to improve safety.
- Funding:
 - Support walking and cycling with effective and equitable investment.

State of Walking and Cycling in Kelowna

The City’s existing walking and cycling network consists of 400 kilometres of sidewalks, 297 km of bike lanes and 40 km of shared-use pathways. These are remarkable compared to many other municipalities. However, opportunities for improvement exist in terms of completing gaps in the sidewalk network and providing better width and physical separation to enhance the safety of bike lanes. Such measures will attract users of all ages and abilities to walk or bike to their destinations. Enhanced walking and cycling will also promote transit use and reduce vehicle use, leading to a cleaner environment and a healthier community.

Mode Share

The percentage of walking and cycling trips is gradually increasing in Kelowna. The combined pedestrian and cycling mode share for all daily trips increased from 8% in 2007 to 11% in 2013. In the urban core area, the increase was more pronounced, as the mode share increased from 8.9% in 2007 to 13% in 2013. Due to density and shorter travel distances in the core area, infrastructure investments effectively increase the percentage of walk and bike trips.

Safety

Each year a total of 60 to 70 pedestrian collisions and 60 to 80 cyclist collisions are reported in Kelowna. Despite slight increases in the total number, the average collision rates per capita have remained relatively steady over the recent years.

Barriers

A survey, conducted as part of this planning process, cited a lack of safe infrastructure as the number one reason to be a barrier to cycling as a viable mode choice. For walking trips, time and distance, followed by a lack of sidewalks was the most-cited obstacle.

Public Input

An extensive community engagement process was followed throughout this planning process. The key areas of community concern and interest can be summarized as follows:

- Safety concerns due to the lack of physical separation between bike lanes and vehicles parked and moving;
- Demands for sidewalks to improve pedestrian safety throughout the City;
- Concerns related to wide intersection design and effect on pedestrian and cyclist safety;
- Suggestions to build more cost-effective bicycle facilities;
- Inquiries to expedite the time in implementing this Master Plan; and
- Improved maintenance e.g. sweeping and snow plowing of cycling facilities.

Other than comments that require additional resources, other comments and feedback received were incorporated into the Master Plan.

Status and Outcomes

The Master Plan development has been finalized with the completion of the final round of public engagement sessions. Public involvement at key milestones of this planning process resulted in a pedestrian and bicycle network that serves users of all ages, abilities and trip purposes. The network is carefully designed to improve the level of safety and convenience by optimizing the allocation of available resources. The Plan focuses on key destinations and activity generators, linking higher density Urban and Village Centres, transit exchanges, schools, parks, shopping centres, and other major institutions. The key outcomes are as follows.

Key Outcome 1

- The development of a Geographic Information System (GIS) based inventory of existing pedestrian and bicycle infrastructure;

Key Outcome 2

- The development of Pedestrian and Bicycle Network Maps and identification of priority pedestrian and bicycle projects. A set of prioritization criteria, developed with public and stakeholder input, was applied to rank the projects. This takes into account

geographic location, land use, network connectivity, access to transit, schools, project readiness, cost, and development opportunities. Table 1 summarizes the lengths of existing and proposed facilities, as shown in the maps.

Table 1: Summary of Existing and Future Priority Walking and Cycling Facilities in Kelowna

Infrastructure Type	Existing (km)	Proposed Priority (km)*	Description
Sidewalks	399.8	71.8	One or both sides of the road, excludes beautification, storm drainage, urbanization
Cycle Tracks	3.0	41.5	Cycling facilities physically separated from vehicles & pedestrians
Shared-Use Pathway	36.4	37.7	Roadside paved pathway for walking and cycling
Bike Lanes	298.6**	210	On-road marked bike lanes

*These are proposed new infrastructure in addition to existing facilities; ** Measured on both sides

Key Outcome 3

- A summary of supporting programs and activities to bolster infrastructure initiatives. These activities include:
 - o Awareness, encouragement programs;
 - o Evaluation and monitoring tools; and
 - o Recommended Bylaw and Policy updates.

Funding

The priority walking and cycling networks are shown the master plan and tabulated in the appendix. Based on preliminary cost estimates, the priority projects will cost approximately \$267 million. Table 2 shows the anticipated investments from 2016 to 2020 as outlined in the 2030 Infrastructure Plan. The City anticipates a total investment in new infrastructure of approximately \$90 million by 2030. As such, the plan implementation will need to be completed gradually with investment respecting the priorities and opportunities, along with frequent plan updates. Nevertheless, full implementation of the plan will extend beyond 2030.

Table 2: 2030 Infrastructure Plan Anticipated Investments (2016 to 2020)

Facility Types	2016	2017	2018	2019	2020
Sidewalks	\$417,620	\$500,000	\$500,000	\$500,000	\$500,000
Bike Lanes	\$340,000	\$300,000	\$300,000	\$300,000	\$300,000
Active Transportation Corridors	\$3,230,000	\$4,928,400	\$8,307,799	\$8,407,601	\$3,400,000
Total	\$3,987,620	\$5,728,400	\$9,107,799	\$9,207,601	\$4,200,000

This also applies to encouragement and promotional programs that will need to be gradually expanded to boost awareness and participation in the community. Potential additional funding sources have been identified to increase the level of investment in programs, projects and maintenance. These include:

- Development contributed cash-in-lieu of on-site parking;
- On-street parking revenues;
- Community contribution and Local Area Service taxes; and
- Private sector partnership/ Corporate sponsorship.

Next Steps and Implementation

Staff is seeking Council consideration and approval of the Pedestrian and Bicycle Master Plan. Subsequent to this, the priority pedestrian and bicycle networks will be implemented gradually as part of the annual sidewalk and active transportation capital programs, as well as in conjunction with future developments on adjacent lands and as per requirements in the Traffic Impact Studies. The official network maps will be incorporated into the City's GIS system. The next OCP, 20-Year Servicing Plan and the DCC roads/active transportation program updates will take into account the priority routes, as identified in the Master Plan. Staff will complete necessary policy and bylaw updates as outlined in Chapters 6, 7 and 8 of the master plan and bring forward for Council consideration. This includes incorporation of the new road cross-section design standards in the updated Subdivision, Development and Servicing Bylaw 7900.

Summary

This Master Plan describes a strategic approach for achieving a significant shift in transportation throughout our City, and sets out a vision that underscores the goal of the City to be a truly livable community. The Plan seeks to make walking and cycling safe, accessible, and practical for users of all ages and abilities. The implementation of this plan will establish active transportation as a suitable alternative to driving and thereby reduce environmental impacts of single occupancy vehicles, and address growing demand for new roads and road widening. A balanced transportation network is essential to enhance community health and to make Kelowna an attractive place to live, work and visit. This Plan will set in motion a vision to be realized for decades to come, and takes inspiration from other real-life City examples such as Vancouver, Seattle and Montreal that are actively investing in active transportation and realizing the benefits to health, safety, the environment, neighborhood livability, and sound fiscal spending. The unique character of our City can be enjoyed and enhanced through the creation of a connected set of pedestrian and cycling facilities.

Internal Circulation:

Divisional Director, Infrastructure
 Divisional Director, Community Planning & Real Estate
 Divisional Director, Civic Operations
 Divisional Director, Active Living & Culture
 Divisional Director, Communications & Information Services
 Divisional Director, Corporate & Protective Services
 Infrastructure Planning Department Manager
 Director, Financial Services
 Policy & Planning Department Manager

Existing Policy:

OCP Policy 7.6.1 - Transportation Infrastructure Priority. Transportation infrastructure will be funded, designed, constructed and maintained to meet the needs of users and according to the following priority:

- i. Active Transportation (Walking and Cycling)

- ii. Transit
- iii. Movement of Goods & Services
- iv. High Occupancy Vehicles (HOVs)
- v. Single Occupant Vehicles (SOVs)

Priority will be assigned to active transportation and transit infrastructure that serves and connects Urban Centres, major employers, health care and educational facilities.

OCP Policy 7.7.1 - Motorized Trips. Provide infrastructure to the Urban Centres based on the expectation that not more than 45% of total trips in the City Centre and other Town Centres will be by motor vehicle.

OCP Policy 7.7.2 Ease of Movement. Ensure that pedestrians, bicyclists and transit users can move about pleasantly and conveniently and that they are not unduly impeded in their movements by provisions for enhanced automobile mobility.

OCP Policy 7.8.2 Active Transportation. Ensure corridors identified on Map 7.1 - Active Transportation Corridors, are designed for bicyclists, pedestrians of all ages and abilities, and people getting on and off transit vehicles.

OCP Policy 7.8 .5 Walkability. Increase walkability within the City's Urban Centres.

Climate Action Plan - Reduce vehicle kilometers travelled by 20% per capita.

Council Policy No. 352 - Sustainable Municipal Infrastructure.

The City's municipal infrastructure provides the essential foundation for local economic prosperity and the quality of life for its residents, as well as making a fair and appropriate contribution to global sustainability.

Financial/Budgetary Considerations:

The Master Plan is developed to align with the anticipated investment in the 2030 Infrastructure Plan. Additional funding sources have been identified to increase the level of investment and thereby accelerate the implementation of this plan.

External Agency/Public Comments:

An extensive public engagement process was followed throughout the plan development process. The event dates and outcomes are summarized in the attached report (Attachment C).

Communications Comments:

Communications staff has worked on the Pedestrian and Bicycle Master Plan. A dedicated website, kelowna.ca/onthemove has been created for this project where the public can obtain information

Considerations not applicable to this report:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

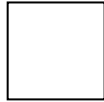
Alternate Recommendation:

Personnel Implications:

Submitted by:

M. Hasan, Transportation and Mobility Manager

Approved for inclusion:



Alan Newcombe, Infrastructure Divisional Director

Attachment A: Executive Summary - Pedestrian and Bicycle Master Plan

Attachment B: Pedestrian and Bicycle Master Plan

Attachment C: Community Engagement Report

cc: Divisional Director, Infrastructure
Divisional Director, Community Planning & Real Estate
Divisional Director, Civic Operations
Divisional Director, Active Living & Culture
Divisional Director, Communications & Information Services
Divisional Director, Corporate & Protective Services
Infrastructure Planning Department Manager
Director, Financial Services
Policy & Planning Department Manager