

# Report to Council



**Date:** November 18, 2019  
**To:** Council  
**From:** City Manager  
**Subject:** Transportation Master Plan: Options Development  
**Department:** Integrated Transportation

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## **Recommendation:**

THAT Council receive for information, the report from the Strategic Transportation Planning Manager dated, November 18, 2019 regarding draft options for the Transportation Master Plan (TMP).

## **Purpose:**

To provide Council with an overview of the projects, policies and programs (collectively referred to as "options") under consideration for the Transportation Master Plan.

## **Background:**

Coordination with Other Plans: Development of the TMP is occurring in coordination with development of the 2040 Official Community Plan (OCP) and the 2040 Servicing Plan and Financing Strategy. These plans are being developed in parallel using Imagine Kelowna as a foundation, and will work together to support our growing City, while minimizing future challenges. While population growth will necessitate substantial future investment to maintain Kelowna's quality of life, the 2040 OCP endorsed Growth Scenario will help mitigate future costs by focusing transportation and infrastructure investments in locations that benefit a high number of people and yield strong returns on investment. The TMP is working to identify the transportation investments that will be needed to service the OCP endorsed Growth Scenario between now and 2040.

## Project Timeline:

Development of the Transportation Master Plan – our Kelowna as we Move was launched in 2018 and is being developed in five phases. Phase 1 began by developing a vision and goals for the Transportation Master Plan (TMP), derived from Imagine Kelowna and presented to the public during spring 2018.

## TMP vision:

"Kelowna will be a city with vibrant urban centres where people and places are conveniently connected by diverse transportation options that help us transition from our car-centric culture"

Phase 2 involved coordination with the 2040 OCP to identify an endorsed Growth Scenario and assess the future impacts to the transportation network as a result of that scenario. Phase 2 concluded with the

publication of an [Existing and Future Conditions Technical Report](#), which was presented to Council on August 12, 2019, and is available on the project website at: [kelowna.ca/transportation2040](http://kelowna.ca/transportation2040). The Existing and Future Conditions Technical Report helped to provide a comprehensive understanding of Kelowna's existing and projected future transportation system performance, challenges and opportunities, for all modes, in 2040 under the endorsed Growth Scenario. The report found that, even though the endorsed growth scenario will help to reduce the amount of driving *per person* in the future, still the total amount of driving (and associated traffic congestion) will substantially increase if all of Kelowna's future residents continue to drive as much as they do today.

To keep Kelowna moving, the report noted that it will be necessary to shift as many future trips as possible to transportation modes that can move more people through the same amount of space (such as walking, biking, transit, carpooling, and personal electric mobility devices). This will help prioritize road space for trips that must be made by driving, while giving Kelowna residents more choices for getting around. In total, 30 future challenges and opportunities<sup>1</sup> were identified based on the review of existing and future conditions. Each of the 30 challenges and opportunities were used to identify potential options for consideration in the TMP (in conjunction with public input), which is the focus of Phase 3.

#### TMP Development Timeline



This report serves to launch Phase 3 of the TMP, which includes the development and evaluation of potential projects, policies and programs (collectively referred to as “options”) for consideration in the TMP. An overview of the option development, screening and refinement process is provided, as well as

<sup>1</sup> See Chapter 4 of the TMP Existing and Future Conditions Technical Report available online at: [kelowna.ca/transportation2040](http://kelowna.ca/transportation2040)

a description of the upcoming public engagement. The report ends with a description of next steps, including the option evaluation process.

### **TMP Option Development**

Options for consideration in the TMP were identified from a wide variety of sources, including existing City plans and policies, staff analysis of existing and future conditions, and input from stakeholders and the public.

- For existing plans and policies, several plans<sup>2</sup> were reviewed to identify projects, policies and programs that have yet to be implemented and are still relevant. Additionally, projects, policies and programs that are being considered as part of the Okanagan Gateway Transportation Study, and the Regional Transportation Plan (both of which are currently underway) will also be considered in the TMP.
- For staff analysis, two approaches were taken to identify options for consideration in the TMP. The first approach was to identify options that address problems – both current problems and those anticipated based on future traffic flows, as identified by staff through the review of existing and future conditions. The second approach was to review the TMP vision and then identify the options needed to achieve that vision by 2040. Options identified through both processes were included in the options “long list.”
- For input from stakeholders and the public, ideas for options were gathered using numerous techniques and methods throughout the entire TMP planning process. These include the recent Kelowna 2040 Neighborhood Expo engagement and online interactive map, as well as stakeholder interviews held in spring 2019<sup>3</sup>, a joint OCP/TMP Community Stakeholder Workshop held in winter 2018<sup>4</sup>, and the [TMP Phase 1 Vision and Goals engagement](#) held in spring 2018. Ideas for projects, policies and programs provided from the public and stakeholders during all these engagements were included in the options “long list” under consideration.

### **Kelowna 2040 Public Engagement**

As part of the fall 2019 Kelowna 2040 Neighborhood Expo joint public engagement for the OCP, TMP and 20 Year Servicing Plan and Financing Strategy, residents had the opportunity to review the findings of the TMP Existing and Future Conditions Technical Report and share ideas for options they would like to see considered in the TMP. The public was invited to place pins on a map (both in-person and via an online interactive map) to share ideas for walking, biking, transit, driving, shared mobility and other types of improvements. In total, 156 people visited the map and 65 different contributors provided 242 option

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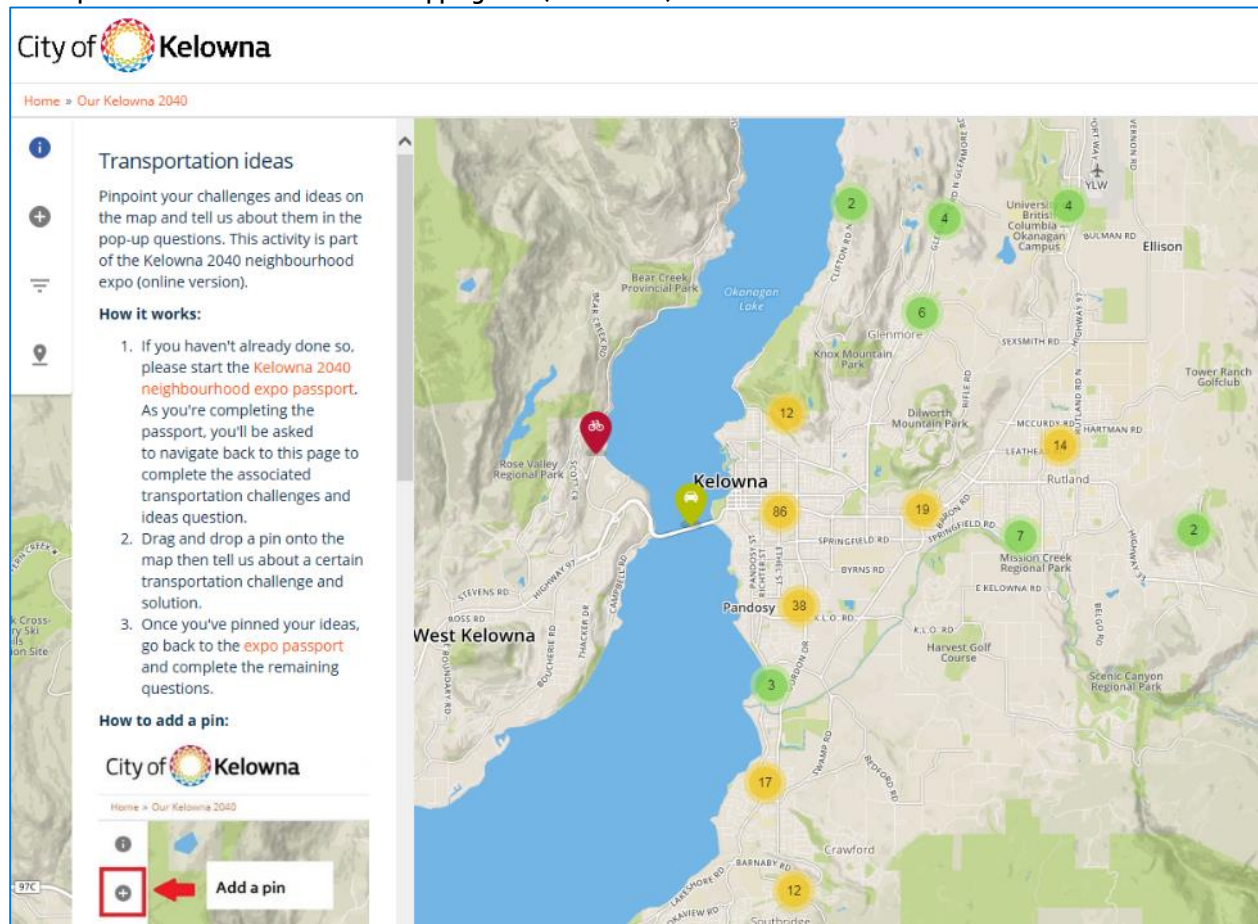
<sup>2</sup> Plans reviewed included the 10-Year Capital Plan (2019 – 2028), Capri-Landmark Urban Centre Plan (2019), Central Okanagan Transit Future Action Plan (2018), Community Climate Action Plan (2018), Kelowna’s Pedestrian and Bicycle Master Plan (2016), Urban Centres Roadmap (2016), Kelowna’s Community for All Plan (2016), Hospital Area Plan (2016), and the Central Okanagan Clean Air Strategy (2015).

<sup>3</sup> Joint RTP/TMP stakeholder interviews were held with representatives from Interior Health, RCMP, Emergency Health Services, Kelowna Fire Department, Kelowna General Hospital, School District 23, the BC Trucking Association, Okanagan College, the Urban Development Institute, the Smarter Growth Partnership, University of British Columbia Central Okanagan (UBCO), Kelowna International Airport, and the Ministry of Transportation and Infrastructure.

<sup>4</sup> The joint OCP/TMP Community Stakeholder Workshop was held Dec 6, 2018. The following organizations received an invitation to attend the workshop: Kelowna Chamber of Commerce, Downtown Kelowna Business Association, Pandosy Village Business Association, Uptown Rutland Business Association, Tourism Kelowna, the Urban Development Institute, School District 23, Okanagan College, UBCO, Interior Health, Westbank First Nation, Okanagan Indian Band, BC Transit, Ministry of Transportation and Infrastructure, Canadian Homebuilders Association, and the Central Okanagan Economic Development Commission.

ideas. Option ideas provided by the public during this engagement were incorporated into the list of options being considered for the TMP. A full summary of the Kelowna 2040 Neighborhood Expo engagement is being prepared and will be provided to Council in a separate report from the Policy and Planning Department, anticipated in December.

#### TMP Option Ideas: Online Interactive Mapping Tool (Screenshot)



#### Option Screening and Sorting

In total, over 700 individual option ideas were identified. To prepare the options for the next phase of engagement, the options were screened to remove redundancies and then bundled for evaluation. For example, individual ideas for sidewalk improvements were bundled into a sidewalk capital program option, or individual ideas for the same road segment were bundled into a roadway improvement package for that road. This process resulted in over 400 options for evaluation.

Next, the options were sorted into nine categories. The categories allow for the options to be categorized both by mode and by function. This recognizes that while some options fit neatly into modal categories (e.g. a new bikeway, or a transit exchange) others are more complex as they would provide improvements for multiple modes at once along the same corridor (e.g. a roadway expansion that also provides bicycle, transit, and pedestrian improvements).

Descriptions of each category are provided below and in Attachment 1:

- **Maintenance and Renewal (all modes):** This category includes investments to maintain the quality and safety of existing infrastructure, such as repaving roads, snow clearing, repairing sidewalks, repairing bus stops, street sweeping, and landscaping.
- **Education and Incentive Programs:** Not all investments in transportation involve building new infrastructure. This category includes policies and programs focused on reducing future traffic congestion. Examples include incentives for walking, biking, and transit; education campaigns and events; and working with major employers to encourage teleworking and flexible work hours; among others.
- **Shared Mobility and New Technology:** Emerging technologies such as ride-hailing (eg. Uber & Lyft) and shared vehicles (eg. carshare, bikeshare, etc.) are changing how people get around. This category includes investments in programs and infrastructure to help establish new transportation options while managing their impacts.
- **Neighborhood Streets:** The OCP endorsed Growth Scenario focuses much of Kelowna's future growth in the Core Area. Many of the neighbourhood streets in these areas lack basic pedestrian infrastructure and drainage. This category includes investments that would improve the attractiveness and walkability of residential streets, through adding sidewalks, crossing improvements, lighting, traffic calming and street trees.
- **Biking:** As more residents move to the Core Area, more future trips will be within biking distance. Providing a safe and well-connected network of bikeways would make it easier and more convenient for people of all ages and abilities to get around by bike.
- **Transit:** This category includes investments focused on improving Kelowna's transit service, including options to increase service hours as well as infrastructure (eg. bus stops, exchanges, dedicated transit lanes). This category also includes an option to study the feasibility of a frequent transit connection between the Downtown Kelowna, Pandosy, and Capri-Landmark Urban Centres, where future trips between these destinations are anticipated to more than double by 2040. The study would look at various alignment alternatives as well as potential transit technologies<sup>5</sup>.
- **Multimodal Urban Corridors:** Recognizing that the mix of transportation demand in our Urban Centres and Core Area will change as these areas grow, options in this category will help to rebalance our urban transportation corridors to better accommodate convenient travel by multiple modes, balancing the needs of people walking, biking, taking transit and driving.
- **Road Improvements and Connections:** The long-term vision from Imagine Kelowna is to give people more options to get around besides driving. Still, cars and trucks will play a vital role in Kelowna for the foreseeable future. This category includes projects focused on increasing the safety, efficiency, and capacity of Kelowna's road network for vehicles.
- **Clement / Highway 33 Extension:** This category refers to the project idea of extending Clement from Spall east to either Highway 33 or McCurdy. Options for this project include simply protecting a corridor for future use, constructing an arterial with at-grade intersections, or constructing a freeway-style corridor with grade-separated intersections.

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<sup>5</sup> Note that the potential for higher order transit along Harvey Avenue (which is owned by the Ministry of Transportation and Infrastructure) is being discussed separately, as part of the Regional Transportation Plan.

It is important to note that each category includes projects that provide benefits for multiple TMP goals. For example, projects that improve safety can be found primarily in the following categories: Road Improvements and Connections, Maintenance and Renewal, Neighborhood Streets, Multimodal Urban Corridors, Biking, and Education and Incentives. Projects that improve travel choices can be found primarily in the Shared Mobility and New Technology, Education and Incentives, Neighborhood Streets, Multimodal Urban Corridors, Biking, and Transit categories.

### **Phase 3 Public Engagement**

To share the options with the public and collect feedback, residents will be invited to build their own TMP using an online budget allocator tool. This approach will allow residents to review the options and identify their preferred levels of investment (basic, medium or high) for each category, with a “business as usual” transportation budget provided as a reference. Descriptions of the investment levels associated with each category are provided in Attachment 1. Information regarding the outcomes and budget implications associated with each selection will be presented. Overall, the intent of the engagement exercise is to put residents in the planner’s seat and allow them to grapple with key trade-offs relating to transportation benefits and costs.

One of the key issues the tool will allow residents to explore is that to achieve the Imagine Kelowna and TMP vision by 2040 and align with the 2040 OCP endorsed Growth Scenario, changes will be needed in how the City invests in transportation. Our world is changing; how the City prioritizes and allocates budget for transportation to meet the needs of residents today, will not necessarily meet the needs of residents tomorrow. The TMP will consider new ways of allocating the transportation budget to maximize return on investment towards effectively servicing the endorsed OCP Growth Scenario and achievement of Imagine Kelowna and the TMP Vision.

The nine categories in the tool have investment package options that can make major shifts toward achievement of the TMP Vision, or work in the opposite direction. As residents use the tool, they will have the opportunity to dial investment levels up or down in each category, to show their allocation preferences. Additionally, respondents will not be confined to the “business as usual” budget; rather they will be able to increase or decrease the transportation budget to select their preferred investment packages, while being informed of trade-offs associated with property taxation, alignment with the endorsed 2040 OCP Growth Scenario, and the pace at which Imagine Kelowna and the TMP Vision are achieved.

In addition to the budget allocator tool, the TMP Phase 3 public engagement activities will include in-person events, a stakeholder workshop, targeted student outreach, and a promotional and educational campaign to help increase response rates. Residents will be able to provide input from November 18 - December 6. In tandem, a statistically significant telephone survey on transportation in Kelowna will be conducted in mid-late November. Engagement details can be accessed at [kelowna.ca/transportation2040](https://kelowna.ca/transportation2040).

### **Technical Evaluation**

To determine how well the options perform against the TMP Vision and Goals, a technical evaluation will be conducted. The options will be evaluated according to their policy alignment, and their benefits and costs will be assessed, seeking to maximize return on investment. Staff will conduct the evaluation using a Multiple Accounts Evaluation (MAE) framework and the regional travel demand model.

**Next Steps:**

Moving forward, staff will review the results of the technical evaluation and use the information to build a comprehensive recommended package of transportation projects, policies and programs to service the endorsed 2040 OCP Growth Scenario. The recommended suite of options will be informed by the public engagement activities and will be brought to Council for consideration in spring 2020. This will be considered in tandem with the ongoing refinement of the draft OCP Future Land Use Map to ensure alignment with the endorsed Growth Strategy.

Once Council has endorsed the package of options for inclusion in the TMP, the project team will develop an implementation strategy that will include project phasing, costs and funding, in coordination with the 20 Year Servicing Plan and Financial Strategy. This will be compiled into a draft Transportation Master Plan and circulated for public comment prior to bringing the TMP to Council for adoption. Final adoption of the Transportation Master Plan is anticipated in summer 2020. The recommendations of the Transportation Master Plan will be coordinated with future updates of the 10-Year Capital Plan and Infrastructure Plan.

**Internal Circulation:**

Divisional Director, Infrastructure  
Divisional Director, Planning & Development Services  
Communications  
Development Planning  
Development Services  
Policy & Planning  
Infrastructure Operations  
Utility Services

**Considerations not applicable to this report:**

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

Submitted by: M. VanZerr, Strategic Transportation Planning Manager

Reviewed and approved by: R. Villarreal, Integrated Transportation Department Manager

**Approved for inclusion:**



Alan Newcombe, Divisional Directors, Infrastructure

Attachment 1 – TMP Options and Investment Packages

Attachment 2 – TMP Options Development Presentation