

Report to Council



Date: September 27, 2021
To: Council
From: City Manager
Subject: Draft 2040 Transportation Master Plan and Engagement Launch
Department: Integrated Transportation

Recommendation:

THAT Council receives, for information, the report from the Integrated Transportation Department dated September 27, 2021 regarding the Draft 2040 Transportation Master Plan.

AND THAT Council direct staff to initiate the public and stakeholder engagement process for the draft 2040 Transportation Master Plan.

Purpose:

To provide Council with an overview of the Draft 2040 Transportation Master Plan and Engagement Launch.

Background:

A major milestone has been reached with the development of a first draft of the 2040 Transportation Master Plan (Attachment 2). This report provides Council with a summary of the draft plan and the upcoming final phase of public and stakeholder engagement. This report also responds to the following previous Council Resolution, made in response to the report titled Transportation Master Plan – Scenario 2 Projects, dated January 18, 2021.

Resolution	Date
THAT staff investigate low-cost alternatives to addressing traffic from the South Mission and report back to Council.	January 18, 2021

Discussion:

Kelowna’s current Transportation Master Plan was developed over twenty-five years ago, in 1995. Since then, the City has grown by approximately 50,000 people. Looking ahead, we anticipate Kelowna will be home to another 45,000 residents by 2040, all of whom will need to travel to work, school, shop, visit friends and meet their daily needs. If all our future residents drive as much as we do today, traffic congestion and emissions will continue to get worse.

To help us grow without gridlock and meet our policy objectives, a new plan is needed to guide strategic investments in our transportation system. This will help us accommodate more trips and move more people without negatively impacting our economy, environment and quality of life.

Draft 2040 Transportation Master Plan: The Draft 2040 Transportation Master Plan (TMP) sets the direction for a vibrant city where people and places are conveniently connected by diverse transportation options. It is a long-term, citywide plan for transportation improvements that will help keep Kelowna moving, now and into the future.

The Draft 2040 TMP was developed to put the Imagine Kelowna community vision into action. Imagine Kelowna is a vision for the community, created by the community, that envisions a Kelowna that is connected, smarter, responsible, and collaborative.

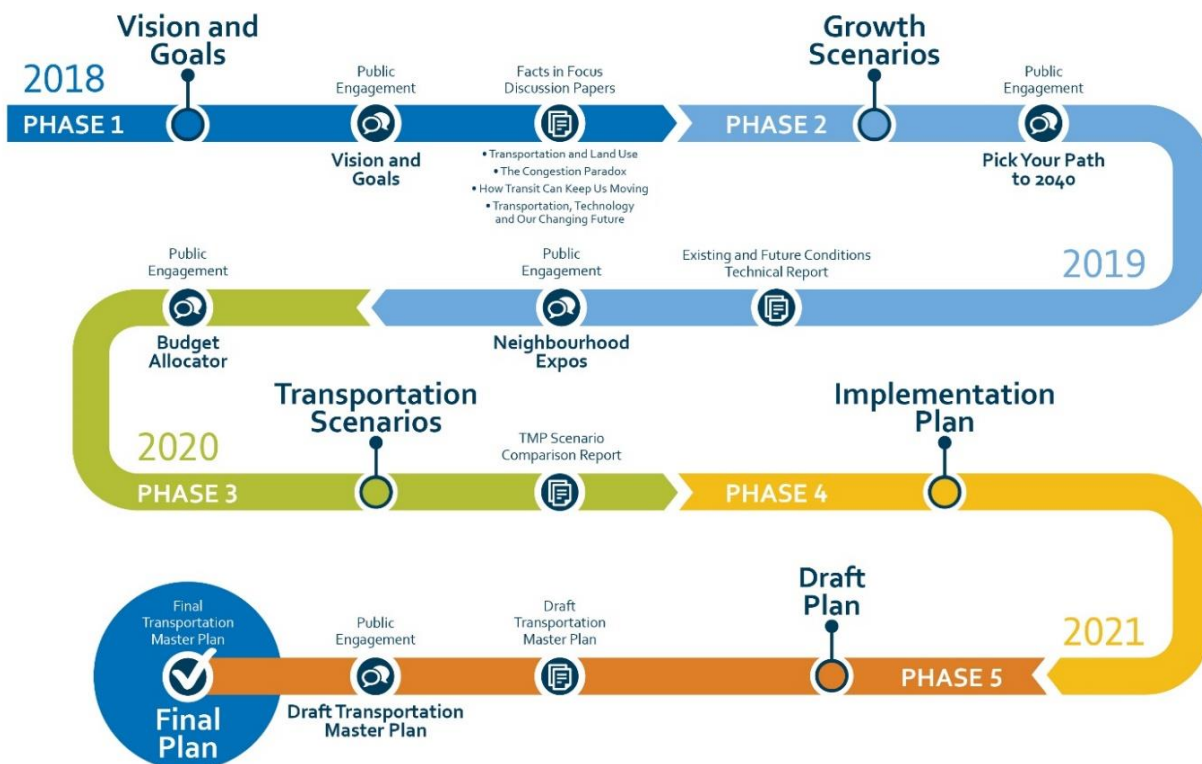
The Draft 2040 TMP will help us all work together toward a smarter and more responsible approach to transportation. It recognizes that Kelowna is growing, our climate is changing, and our transportation needs are evolving. The Draft 2040 TMP will help us reduce the growth of carbon emissions (that contribute to extreme heat, fires, and floods), accommodate more trips while reducing our car-dependence, and maintain and protect the Kelowna lifestyle we all value.

The plan has set targets for 2040 that we can all work together to achieve. These include doubling transit ridership, quadrupling the number of trips made by bicycle, and reducing the average distance each person drives by 20 per cent. These targets are ambitious, yet achievable with the actions proposed in the plan. In addition, the Draft 2040 TMP will help Kelowna achieve the following goals:



Process to Date: The Draft 2040 TMP has been developed through a five-phase, multi-year technical and community engagement process. Since launch in early 2018, fourteen presentations to Council, four major public and stakeholder engagements, and over 3,000 survey respondents have shaped the plan content and recommendations. The plan has also been coordinated with the 2040 Official Community Plan (OCP), 20 Year Servicing Plan, Regional Transportation Plan (RTP), and Kelowna Climate Action Plan, among others.

- **Phase 1** began with developing a vision and goals that built on Imagine Kelowna and were refined with input from the [Phase 1 Public Engagement](#). Staff also published four discussion papers in response to frequently heard questions from the public: [Transportation and Land Use](#), [The Congestion Paradox](#), [How Transit can keep us Moving](#), and [Transportation, Technology, and our Changing Future](#).
- **Phase 2** tested how different growth scenarios would impact transportation. The public weighed in as part of [Pick Your Path to 2040](#) and staff used the endorsed OCP Growth Scenario to develop the [TMP Existing and Future Conditions Report](#). The public weighed in on transportation challenges and ideas for solutions using an interactive map during the [Neighbourhood Expo Public Engagement](#).
- **Phase 3** invited the public to weigh in on the size of the City’s transportation budget and how it should be allocated between now and 2040. Staff evaluated over 400 potential actions and developed the [TMP Scenarios Report](#), which demonstrated what could be achieved at different funding levels. Council selected “Scenario 2”, which utilized the median budget submitted by the public during the [Phase 3 Public Engagement](#).



- **Phase 4** involved refinement of the TMP Scenario 2 project list and costs, development of an implementation and monitoring plan, and coordination with the 2040 OCP and 20-Year Servicing Plan.
- **Phase 5** pulled all the pieces together into the Draft 2040 Transportation Master Plan.

The Draft 2040 TMP is now ready to be shared with the public and stakeholders for final input before it is refined and brought to Council for endorsement later this year.

Draft 2040 TMP - Recommendation Highlights:

The Draft 2040 TMP includes over 100 recommended actions across six categories that will ensure Kelowna's transportation network keeps up with the growth anticipated in the 2040 OCP. Recommendations were carefully selected to maximize benefits to our residents, businesses and community, in alignment with Imagine Kelowna, at the best price tag possible.

Complete details are available in Attachment 2 Draft 2040 TMP; highlights are provided below:

- **Maintenance and Renewal:** During the Phase 3 budget allocator engagement, residents told us maintaining and renewing existing infrastructure is a high priority. The TMP recommends increasing investment in maintenance and renewal by almost 30 per cent, which will help fund activities such as fixing potholes, repairing sidewalks, replacing aging infrastructure and snow clearing.
- **Transit:** Investing in transit is critical to help keep Kelowna moving and supporting the 2040 OCP Growth Scenario. This is why the TMP aims to double transit ridership by 2040 and calls for increasing our investment in transit service and infrastructure to make transit faster and more reliable. The TMP recommends more frequent transit service on our busiest routes, including the Transit-Supportive Corridors identified in the 2040 OCP, with more routes coming every 10 to 15 minutes throughout the day. Additionally, the plan includes the new transit operations centre, dedicated transit lanes on Harvey Ave (in alignment with the RTP), new transit priority infrastructure, and transit exchange and bus stop improvements.
- **Road Connections:** While the TMP emphasizes moving more people with biking, walking and transit, road connections are still an important part of the plan. The recommended road projects were carefully selected to identify cost-effective investments that will help improve traffic safety, support economic growth, optimize travel times and develop more complete streets - without encouraging even more driving. Examples of recommendations include several of the projects recommended in the Okanagan Gateway Transportation Study, multi-modal improvements to Rutland Rd and along Sutherland Avenue (as it is extended east), and a two-lane extension of Clement Avenue from Spall Road to Highway 33 (recommended for consideration in conjunction with dedicated transit lanes on Harvey Ave, in alignment with the RTP). Additionally, the TMP has updated the City's major road functional classification system, applying a land use lens to align with best practice.
- **Biking:** Bicycling is an affordable, healthy and sustainable way to get around that can help keep Kelowna moving and help people get around without a car. This is why the TMP aims to quadruple the number of trips made by bicycle by 2040. The key to making bicycling an attractive option is building a network of comfortable routes protected from traffic. Example recommendations

include connecting the Okanagan Rail Trail to the Mission Creek Greenway, making it easier to bike to UBCO via Glenmore (by filling the gap along Glenmore Rd with a multi-use path between Scenic Road and John Hindle Drive), and improving bicycling Downtown with new protected routes along Bertram Avenue and Leon-Lawrence.

- **Neighbourhood Streets:** A cornerstone of the 2040 OCP is creating walkable neighbourhoods in our Urban Centres and Core Area. The TMP also recognizes that safe, walkable streets are critical to helping Kelowna grow without gridlock. However, sidewalks, safe crossings, and traffic calming are often missing from Core Area neighbourhoods, and current funding levels are insufficient to support the 2040 OCP planned levels of growth. This is why the TMP proposes increasing funding for safer crossings, traffic calming, and sidewalks, including a new program to help fill in sidewalk gaps on local streets in our urban and core areas.
- **Education, Programs and Emerging Technologies:** Not all investments in transportation involve building new infrastructure. Education and incentive programs can help people learn how to use and enjoy new ways of getting around. Additionally, emerging technologies such as ride-hailing, carshare, e-bikes and e-scooters can make it easier to get around without owning a car. The TMP recommends bicycle skills training, transit travel training, bicycle maps and wayfinding, and commute trip reduction programs. Other highlights include expanding the Safe Routes to School Program to help students bike and walk to school safely, as well as developing an Accessibility Transition Plan to better understand and address the transportation challenges faced by people with diverse abilities.

Key Refinements to Scenario 2: In summer 2020, Council directed staff to proceed with developing the Draft 2040 TMP based on “Scenario 2.” This launched Phase 4, which included refining the Scenario 2 project scopes and cost estimates in coordination with the 20-Year Servicing Plan. In addition, staff have been working to address the resolution Council passed on January 18, 2021 to “investigate low-cost alternatives to addressing traffic from the South Mission”.

To help improve the flow of vehicles to the Southwest Mission, several projects are included in the Draft 2040 TMP. These include improvements along Stewart Rd to help strengthen a third north-south corridor once South Perimeter Rd 1 is complete. Staff have also now incorporated Frost Road (between Kildeer and Chute Lake Road), as well as improvements to the Casorso/Benvoulin and Casorso/Swamp roundabouts (keeping the existing Casorso Bridge) and adding capacity enhancements to Benvoulin Rd (from KLO to Casorso) while avoiding widening to a full five lane cross section. These additions are cost-effective ways to maximize the capacity of our existing infrastructure before triggering more costly upgrades, such as bridge widening.

While these investments will help, the reality is the Southwest Mission will continue to experience traffic congestion, as the driving demand from the area exceeds what is feasible to provide in terms of roadway supply. Seeking to eliminate congestion would require cost-prohibitive road expansions that would negatively impact existing neighborhoods and encourage even more driving and emissions. In addition to the projects proposed, the best approach for managing peak-hour traffic congestion in this area will be to encourage residents to work from home, share rides, or drive during off-peak times as much as possible.

Funding the Plan: The Draft 2040 TMP is designed to guide our actions over the next 20 years. It has been developed using a financial lens to ensure it is realistic, as well as with input from the public to ensure we are balancing the community's desire for improved service levels with the need to manage costs responsibly.

In Phase 3 we asked the public to participate in a [budget allocator exercise](#). On average, residents supported an increase in annual transportation funding that would equate to a 0.2% average annual property tax increase. TMP Scenario 2 was designed to fit within this budget. In summer 2020, Council directed staff to proceed with developing the Draft 2040 TMP based on Scenario 2, in recognition that achieving the Imagine Kelowna vision will require big moves outside the DCC Program, including increased investment in transit service and infrastructure, maintenance, programs, and walkable neighbourhoods – all areas currently ineligible for DCC funding.

The Draft 2040 TMP recommendations have been prioritized and phased to ramp up slowly over time - funded primarily by increases in property taxes and development cost charges (DCCs). Funding from the DCC Program is being coordinated with the 20-Year Servicing Plan. It will be up to Council to decide on increased funding from property taxes each year as part of the annual budget.

Monitoring our Progress: The Draft 2040 TMP also lays out a series of performance measures to monitor progress and guide future reporting to Council and the community. Each of these metrics is tied to one or more of the twelve TMP Goals, providing a comprehensive overview of how effectively the TMP is addressing each goal and helping us move toward the Imagine Kelowna vision. Some measures can be tracked on an annual basis, while others, such as those that rely on census or household travel survey data, would be updated every five years. It is anticipated that staff would provide an update on the TMP performance measures annually, with a larger, more comprehensive report every five years.

Next Steps: Development of the Draft 2040 TMP is a major milestone. The next step is to share the draft plan with the public and key stakeholders to ensure we got it right. The final major public engagement for the TMP will be launched this week and will include multiple engagement opportunities. Public engagement activities will occur over three weeks through mid-October. After hearing from the public, staff will make final refinements to the Draft TMP and bring the Final 2040 TMP to Council for endorsement. It is anticipated that final endorsement of the 2040 TMP will be complete before the end of 2021.

Internal Circulation:

- Communications
- Development Services
- Development Planning
- Financial Services
- Infrastructure Delivery
- Infrastructure Engineering
- Infrastructure Operations
- Parks and Buildings Planning

Planning & Development Services
Policy and Planning
Public Works
Real Estate
Traffic Operations
Utility Services

Considerations applicable to this report:

Existing Policy:

- Imagine Kelowna
- Draft 2040 Official Community Plan
- Kelowna Climate Action Plan

Financial/Budgetary Considerations:

- Information in this report contains “forward-looking information,” except for historical fact, the information constitutes projected financial performance of the corporation with plans and bylaws that have not yet been approved/adopted by Council and is based on what staff believe to be reasonable assumptions. Readers are cautioned not to place undue reliance on forward looking information.

Considerations not applicable to this report:

Legal/Statutory Authority:

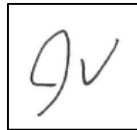
Legal/Statutory Procedural Requirements:

External Agency/Public Comments:

Communications Comments:

Submitted by: M. VanZerr, Strategic Transportation Planning Manager

Approved for inclusion:

A square box containing a handwritten signature in black ink, which appears to be 'J. Vos'.

J. Vos, Divisional Director, Infrastructure

Attachments:

Attachment 1: Draft 2040 Transportation Master Plan

Attachment 2: Draft 2040 Transportation Master Plan Presentation