

# Report to Council



**Date:** January 24, 2022  
**To:** Council  
**From:** City Manager  
**Subject:** Final 2040 Transportation Master Plan  
**Department:** Integrated Transportation

---

## **Recommendation:**

THAT Council receives for information, the report from Integrated Transportation dated January 24, 2022, regarding the final 2040 Transportation Master Plan;

AND THAT Council endorses the final version of the 2040 Transportation Master Plan and directs staff to begin implementation.

AND FURTHER THAT Council direct staff to coordinate the 2040 Transportation Master Plan with the climate modeling and resiliency planning currently underway and report back on any gaps and needed actions later this year.

## **Purpose:**

To present the final 2040 Transportation Master Plan to Council for endorsement.

## **Background:**

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 keep Kelowna moving and meet our policy objectives, a new plan is needed to guide future policy and strategic investments in our transportation system. This will help us accommodate more travel and move more people and goods while reducing impacts to our economy, environment and quality of life.

## **Discussion:**

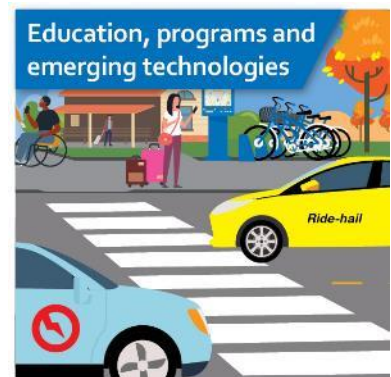
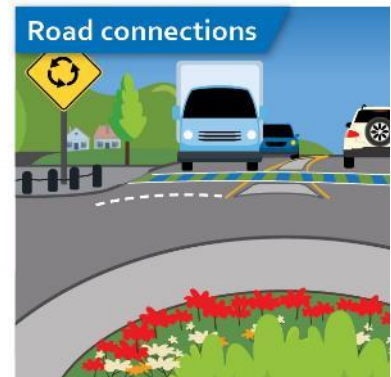
After four years of technical studies, broad public and stakeholder consultation, and coordination with other plans, the final 2040 Transportation Master Plan is ready to present to City Council for endorsement.

The 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.

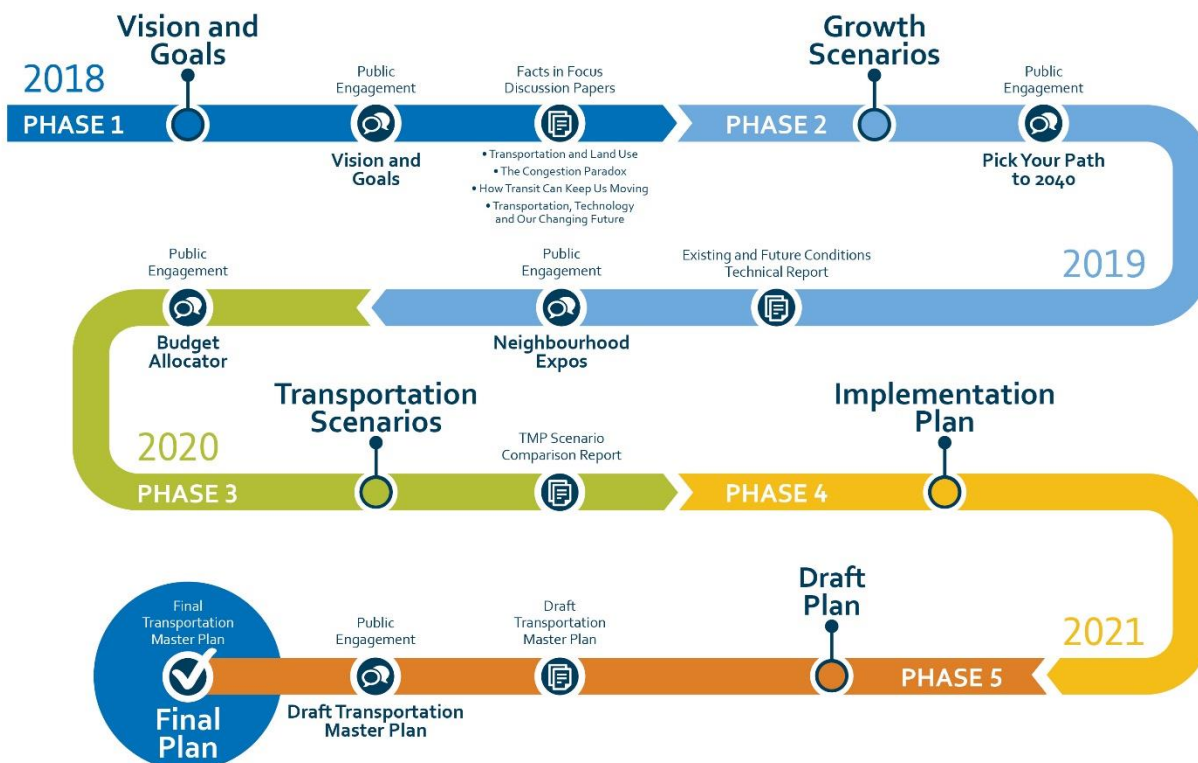
The 2040 TMP was developed to work with the 2040 Official Community Plan to put the Imagine Kelowna community vision into action. Imagine Kelowna is a vision for the community, created by the community, that envisions a Kelowna that is connected, smarter, responsible, and collaborative.

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

The 2040 TMP includes over 100 recommended actions across six categories. It will help us maintain and renew our existing infrastructure, create fast and reliable transit, improve road connections, develop comfortable bicycle routes, create walkable neighbourhoods, and invest in education and emerging technologies that will help people use and enjoy new ways of getting around.



The plan has been developed through a five-phase, multi-year technical and community engagement process. Since launch in early 2018, five major public and stakeholder engagements, over 4,600 survey completions and more than 12,000 community touchpoints have shaped the plan content and recommendations.



Draft 2040 Transportation Master Plan: Phase 5 Engagement Summary: The draft 2040 TMP was presented to Council on September 27, 2021 and then shared with the public for final feedback to make sure we got it right. Phase 5 engagement activities occurred over three and a half weeks from September 29 to October 24 and included a variety of options for participation, including a community survey, two online public focus groups, a stakeholder workshop and follow-up meetings, as requested.

In total, 228 people shared their thoughts and opinions by responding to the questionnaire and 28 people participated in the online public focus groups and stakeholder meetings. In addition, individual people and stakeholder groups reached out to the project team directly to provide comments on specific topic areas. A full engagement summary is provided in Attachment 3.

Key Refinements to the draft 2040 Transportation Master Plan: Staff used the public feedback we heard to help make final refinements to the draft 2040 TMP. A summary of key refinements between the draft and final versions of the plan is provided below:

**Climate and CleanBC:** A new section was added in response to comments asking how the TMP aligns with provincial, federal and international climate targets. The provincial CleanBC Roadmap, released on

October 25, introduces province-wide targets for vehicle kilometres travelled (VKT), sustainable mode share, and goods movement.

The 2040 TMP has been refined to strengthen its alignment with the new CleanBC Roadmap. Proposals for actions that will position Kelowna for potential grant-funding opportunities have been added to the plan in conjunction with interim mode share targets that will help keep Kelowna on track to 2030. While further work is needed to meet some of the more aggressive CleanBC Roadmap targets, staff propose to assess the gaps and actions needed as part of the climate modeling and resiliency planning currently underway and report back later this year.

**Interim Targets:** The 2040 TMP 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 driven per person by 20 per cent.

In addition, interim mode share targets have been identified for 2030. Currently, Kelowna residents make 85 per cent of their trips by driving, either as a driver or passenger. The remaining 15 per cent of trips are made primarily by biking, walking, or transit and comprise our combined “sustainable mode share”.

The CleanBC Roadmap proposes to move sustainable mode share in the province from 24 to 30 per cent by 2030 (a 6 percentage point increase). This target is a provincial average, and different regions will have different opportunities to shift modes. While it is not possible to match the provincial average of 30 per cent by 2030, the TMP aligns with the CleanBC 2030 mode share target by matching the increase in sustainable mode share of 6 percentage points. This means Kelowna would move from 15 to 21 per cent sustainable mode share and would be doing our part to improve the provincial average.

Aligning with CleanBC’s 2040 target of 40 per cent in the same way would require Kelowna to increase sustainable mode share by 16 percentage points. Staff estimate the TMP could achieve a 10 percentage point increase citywide, from 15 to 25 per cent. While further work is needed to align with the 2040 provincial mode share target on a citywide basis, some parts of the City will be able to surpass it. For example, sustainable mode share in the area of Downtown, Pandosy, and Capri-Landmark is expected to increase by 20 percentage points, from 25 to 45 per cent. This speaks to the importance of focusing growth in our Core Area to shorten trip distances and make it easier for people to get around using sustainable modes of travel.

**On-Demand Transit in Suburban Neighbourhoods:** Several comments were received that called for providing 30-minute transit service in Suburban Neighbourhoods. Focusing transit service increases in locations where there are more people provides the best return on investment in terms of ridership, climate outcomes and equity (in Kelowna, the Core Area is where the most low-income residents, people with disabilities and seniors live). However, it is still important to improve transit for all neighborhoods, when possible. This is why the 2040 TMP Policy 3.11 recommends exploring “on-demand transit” for suburban residents, which presents an opportunity to provide transit in areas where conventional fixed-route transit is not economically feasible.

On-demand transit exists in other cities and the province is currently studying the potential for this service in Kelowna. On-demand transit could take many forms, but most likely it would be something like hailing transit through your phone with algorithms helping identify other potential riders enroute to and from the nearest transit exchange. This may help bring transit to suburban residents in a more cost-effective way and would also be more convenient for riders.

**Goods Movement:** Comments also highlighted the importance of goods movement to the local economy and requested the plan state more clearly that shifting drivers of single occupancy vehicles to other modes will help improve traffic flow for trucks. Language was added to clarify this point, as was text noting the upcoming Regional Goods Movement Study. The goods movement study was a recommendation in the Regional Transportation Plan and is being funded through a partnership between the City of Kelowna and the Ministry of Transportation and Infrastructure. The study will examine goods movement to, from and within the Central Okanagan region and will work with industry stakeholders to identify recommendations and innovative solutions that support the movement of goods, in alignment with provincial and regional objectives.

**Policy additions:** In response to public feedback, some clarifying language, and in some cases, additional policies were added to the 2040 TMP. Several new policies were added to clarify and/or speak to the importance of topics such as: reducing bike theft, reducing vehicle idling, supporting the transition to electric vehicles, education on sharing the path, keeping the cost of transit competitive with driving, and placemaking opportunities, among others.

Additionally, the draft 2040 TMP was reviewed for final edits, flow and formatting before bringing it to Council for endorsement.

**Funding the Plan:** The 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 per cent 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 Development Cost Charge (DCC) Program, including increased investment in transit service and infrastructure, maintenance, programs, and walkable neighbourhoods – all areas ineligible for DCC funding.

The 2040 TMP recommendations have been prioritized and phased to ramp up over time - funded primarily by increases in property taxes and 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.

**Online First Approach:** The final 2040 TMP is a website, consistent with the web-first approach taken for the 2040 OCP. This will improve access to the document, searchability, map functionality, and

provide links to definitions and related plans. While the final plan is still provided in pdf format (Attachment #2), the plan is considered to be a website first, with the pdf option provided as an alternative.

**Next Steps:** The 2040 TMP 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. 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 when new data are available. As staff work to begin implementation of the plan, it is anticipated we would provide a brief update on the TMP performance measures annually, with a larger, more comprehensive report every five years. The performance monitoring schedule will be coordinated with the 2040 Official Community Plan, to ensure on-going coordination between transportation and land use planning.

The endorsement of the 2040 TMP represents the culmination of four years of planning, coordination, and community engagement to put the Imagine Kelowna community vision into action. The 2040 TMP will guide our transportation investments over the next 20 years, support our growing community, and will keep Kelowna moving now, and for our future generations.

**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  
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:**

Communications Comments:

External Agency/Public Comments:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Submitted by: M. VanZerr, Strategic Transportation Planning Manager

**Approved for inclusion:** M. Logan, Infrastructure General Manager

Attachments: 1. 2040 TMP Presentation  
2. Final 2040 Transportation Master Plan  
3. 2040 TMP Phase 5 Engagement Summary

cc: C. Weaden, Divisional Director, Corporate Strategic Services  
G. Davidson, Divisional Director, Financial Services  
D. Edstrom, Divisional Director, Partnerships & Investments  
R. Smith, Divisional Director, Planning & Development Services