

# Report to Council

Date: February 20<sup>th</sup>, 2017  
File: 1410-10  
To: City Manager  
From: Rafael Villarreal, Integrated Transportation Manager  
Subject: Kelowna on the Move, a Transportation Planning Strategy 2017-2018

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## Recommendation:

THAT Council receive, for information, the report of the Integrated Transportation Manager, dated February 20<sup>th</sup>, 2017, with respect to Kelowna on the Move, the transportation planning strategy that will be undertaken over the next 18 months.

## Purpose:

To provide Council with information on Kelowna on the Move, the transportation planning strategy for the City and the Region that will lead to the City's Transportation Master plan, the Regional Strategic Transportation Plan and the Transit Future Action Plan. These plans will inform the Official Community Plan and will be part of the City's Strategic Planning and Partnership Framework developed as part of the City's Strategic Vision.

## Background:

### 1995 City of Kelowna Transportation Master Plan

The last time the City of Kelowna completed a comprehensive Transportation Plan was in 1995 which included six main components:

1. OCP (Official Community Plan) Growth Pattern and Forecasts
2. Transportation Demand Management (TDM) Plan
3. Pedestrian Plan
4. Bicycle Master Plan
5. Transit Support and Strategy, and
6. Road Network Plan

While this version is still the main official transportation plan for the City, there have been some other plans that followed.

1. Smart Transit Plan (2005)
2. BC Transit's Transit Future Plan (2012)
3. Regional Active Transportation Plan (2012)
4. Pedestrian and Bicycle Master Plan (2016)

## Evolution of transportation

Today transportation has evolved to be more than infrastructure provision: it relates to social, environmental, technology, educational and regional issues.

*"Urban transport planning is very complex and urban mobility solutions need to be multi-dimensional in nature. It needs a comprehensive and holistic approach requiring a combination of supply side and demand side measures. Good urban transport planning should be more than just engineering and should encompass other important considerations such as land use planning, energy efficiency, emissions characteristics, traffic management, human behavior, economics, finance, public policy, governance, health, safety, gender, disability, affordability, ITS, etc. It is important to fully understand the linkages among these different dimensions."*

The World Bank

In 2016, the City created a new department to respond to these new challenges and the evolution of transportation. The Sustainable Transportation Partnership of the Central Okanagan (STPCO) also obtained a Federal Gas Tax grant through the Regional District to fund the Regional Strategic Transportation Plan. Kelowna Council approved funding for the City Transportation Master Plan, to begin in 2017.

## A new department under the Infrastructure Division

Through a progressive approach to transportation, the new department will strengthen the City's ability to strategically manage and plan its transportation system. The multidisciplinary nature of the group reflects a new understanding of transportation as an integrated service, with regional implications, rather than a purely technical exercise of moving vehicles.

## Kelowna on the Move: A comprehensive transportation planning framework

Kelowna on the Move is a framework that includes a series of plans and strategies to support transportation in the City and the region. Some elements are regional while others are specific to the City. Once adopted, these plans will be a guide but cannot be static. The City and regional partners will need to keep updating them as a Transportation Planning Continuum.

The main objective of the Kelowna on the Move strategy is to provide a framework for effective transportation investments and policies which includes local and regionally-significant infrastructure, public education, marketing, business analytics, monitoring systems, infrastructure management, demand management, shared mobility, and transportation network companies (e.g. Uber, Lyft), among other subcomponents. Kelowna on the Move will shift the focus of the traditional transportation planning from a reactionary approach embodied by the question *"what infrastructure do we need to accommodate the increasing levels of traffic?"* to a strategic approach that asks *"what investments will allow us to make the most of each dollar we invest to get the outcome our [City and] region wants?"*<sup>1</sup>.

## Regional Strategic Transportation Plan

This plan is funded with Federal Gas Tax grant and is co-delivered with the City's regional partners (City of West Kelowna, Districts of Peachland and Lake Country, Westbank First Nation and

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<sup>1</sup> Adapted from the Innovative MPO, A guidebook for metropolitan transportation planning, pg. 14

Regional District of the Central Okanagan) under the Sustainable Transportation Partnership of the Central Okanagan (STPCO).

Air quality, goods movement, public health, community development, livability, and economic competitiveness all spill across local boundaries and are directly affected by transportation. Transportation planning is a regional issue and effective transportation plans require comprehensive and integrated regional strategies.

As released in the 2016 Census, the population of the Central Okanagan is close to 200,000 and is one of the fastest growing metropolitan areas in Canada. By 2040, population will reach close to 300,000. While today 65 per cent of people live in the city of Kelowna, roughly 80 per cent of the jobs are located within the city's boundaries. At least one-fifth of all the trips originating in the Central Okanagan cross inter-municipal boundaries, and almost 40 per cent of morning peak hour trips from outside of Kelowna are destined for Kelowna. As the Central Okanagan continues to grow as an economic region, cross-boundary trips are expected to increase over the years. As such, there is a need for a common vision and coordination among local transportation plans, as well as a plan to operate the transportation system as a multi-modal network in collaboration with the provincial government and multiple stakeholders.

The Regional Strategic Transportation Plan will specifically include:

- Regional Transportation Hubs and Regional Transportation Network
- Shared Mobility and Transportation Demand Management Strategy
- Intelligent Transportation Strategy
- Update of the Regional Active Transportation Plan
- Cooperation with the Ministry of Transportation and Infrastructure (MOTI) in the Central Okanagan Planning Study and other sector studies
- Regional capital plan and prioritization
- Funding and implementation plan

Examples of specific 2017 studies with the Ministry of Transportation:

- Kelowna Gateway transportation plan with the MOTI in partnership with Airport, UBC Okanagan, STPCO and the City of Kelowna.
- Outcomes from the Central Okanagan Regional Strategic Transportation Plan should be aligned and inform the MOTI's Central Okanagan Planning study in subjects related to transportation demand management, impacts to regional transportation network (beyond the highway system), shared mobility and transit options.

### **City's Transportation Master Plan**

The timing to update the City's Transportation Master Plan responds to a pressing need, as the existing plan is more than twenty years old. It is also a strategic opportunity to incorporate the direction produced through the community visioning, Imagine Kelowna, and inform the upcoming OCP update. It will also leverage the work completed in the Regional Strategic Transportation Plan and apply it to the transportation network within the City of Kelowna.

The plan will have an inclusive approach and will focus on connecting people and goods to their destination, rather than moving vehicles. In doing so, it will consider shaping demand as well as building capacity, programs as well as infrastructure, and the interrelationships between land use and transportation. The adoption of a Vision Zero goal- affirming no loss of life is acceptable on City streets due to traffic accidents- is also an important objective for this plan.

Through a combination of public engagement, research, and analysis, the result will be a long-term vision for a safe, cost-effective, inclusive and sustainable transportation network which supports a prosperous economy and vibrant urban centres.

The Plan will feature four main elements: visions and targets for transportation, supporting policies, bylaws and programs, a proposed future transportation network, as well as project identification and prioritization for financial planning.

Example of specific 2017 sub-projects that will inform the Transportation Master plan are:

- Road classification & preliminary road network definition
- City-wide transportation network plan
- Roundabout policy
- Network safety screening
- Pedestrian and bicycle crossing planning study
- Area transportation studies: Landmark, Wilden/Glenmore, Kelowna South, Rutland.

#### **Transit Future Action Plan (in partnership with BC Transit)**

The deliverables from Kelowna on the Move will be integrated with BC Transit's Transit Future Action Plan in two key ways. First, it will provide a detailed capital plan for transit-related infrastructure arising from the short-term service recommendations of the Transit Future Action Plan. Second, it will update and expand upon the long-term vision for transit in the Central Okanagan. This transit plan will also be developed in coordination with the City's Transportation Master Plan and the Regional Strategic Transportation Plan, outlining the transit-related actions towards the long-term strategic visions of these two plans.

The Transit Future Plan will include the following components:

- Service standards and performance guidelines
- Mid-term network updates
- Long-term network vision
- Capital plan for transit-related infrastructure
- Financial plan for servicing and implementation

#### **Integrated transportation planning for the Central Okanagan**

The Infrastructure Division is responsible for developing and delivering the Kelowna on the Move Strategy through the Integrated Transportation Department and the STPCO in order to ensure consistency and integration in the transportation planning process.

The above information and accompanying presentation is respectfully submitted for Council's information.

#### **Internal Circulation:**

- Division Director, Infrastructure
- Community Engagement Consultant, Communications & Information Services
- Communications Advisor, Communications & Information Services
- Policy & Planning Manager
- Special Project Manager, Infrastructure
- Transportation Planner, Integrated Transportation

Considerations not applicable to this report:

Legal/Statutory Authority  
Legal/Statutory Procedural Requirements  
Financial/Budgetary Considerations  
Personnel Implications  
External Agency/Public Comments  
Communications Comments  
Alternate Recommendation

Submitted by:

R. Villarreal, Integrated Transportation Manager

Approved for inclusion:



Alan Newcombe, Divisional Director, Infrastructure

cc: N/A

Attachments:

1. Kelowna on the Move, a Transportation Strategy for Kelowna Metro (Presentation)