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## CITY OF KELOWNA

# MEMORANDUM

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**Date:** May 24th, 2005  
**File No.:** 0540-20

**To:** City Manager

**From:** Director of Works and Utilities

**Subject:** Roads Task Force Recommendations Implementation

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### **RECOMMENDATION:**

THAT Council receives the report of the Director of Works and Utilities dated May 24<sup>th</sup>, 2005;

AND THAT Council approves interim financing of \$4.6 Million from the Arterial Road Reserve as outlined in the report under Recommendation #1;

AND FURTHER THAT OCP Amending Bylaw No. 9376 to incorporate the Roads Task Force Option # 19 solution into the Official Community Plan be advanced to the June 28th Public Hearing for further consideration by Council.

### **DISCUSSION:**

Council considered and approved ten recommendations from the Roads Task Force at a regular meeting of Council held on January 31<sup>st</sup>, 2005. City staff has conducted additional engineering investigation as well as have had discussions with the Ministry of Transportation staff regarding the Task Force recommendations. This report identifies the status of the recommendations as a result of this additional work. The body of the report follows the 10 recommendations made by the Task Force.

RECOMMENDATION #1 - Council approved the implementation of Option #19 to provide the necessary traffic capacity to meet the 2020 OCP and the agreement with the Province for capacity to Okanagan Lake Bridge. City staff has reviewed this option with Provincial staff to ensure their satisfaction that this solution meets the agreement negotiated between the City and Province. They have raised concerns that the solution lacks the capacity originally proposed by the one way couplet on a system basis. However they are prepared to support its implementation on the basis of the information provided and with the understanding that both parties will continue to work to maximize the efficiency of the roadways.

The estimated cost of the project has been adjusted to \$16.6 Million as a result of a number of option refinements. Cost changes are primarily due to the addition of left turn bays on Richter at the highway and the 4-laning of Richter from Sutherland to Bernard to better accommodate the projected traffic. The City has already included \$11 Million toward Pandosy and Richter upgrades in its 20-Year Servicing Plan of which \$3 Million has already been spent on Pandosy upgrades. The Province has committed \$4 Million toward city and highway roadways through the bridge approach agreement. Therefore a funding shortfall of approximately \$4.6 M is required to allow this work to proceed. Staff are presently updating the 20-Year Servicing Plan and Financing Strategy due to the significant increase in land and construction costs which have been experienced since the existing 20-Year Servicing Plan was developed. This Plan update is scheduled to be completed in September. As an interim financing step staff recommends that

this funding come from the Arterial Road Reserve until the Plan review is complete and appropriate cost sharing is determined.

**RECOMMENDATION #2** – This recommendation considered the implementation of a fourth westbound lane on the highway to the bridge from Water to Abbott to reduce traffic on Abbott St. It was noted that this is not needed to meet the agreement but should be considered for the future. Based on preliminary analysis, Provincial staff feels due to traffic merging issues at the bridge that it will not bring sufficient benefit to warrant implementation. They will however bring it to the bridge proponent for reconsideration when detailed design is conducted so that it can be further analyzed. This recommendation requires no action of Council at this time.

**RECOMMENDATION #3** – The Task Force recommended that Gordon Dr. be 4-laned from Lexington to Lanfranco to encourage reduced use of Lakeshore Road. Lakeshore would still be protected for an ultimate 4-lane roadway but initially be constructed as a 3-lane cross-section with enhanced walkway on the lakeside of the road. Staff will bring forward revised cost estimates and OCP amendments for the Gordon 4-laning as part of the 20-Year Servicing Plan and Financing Strategy update in September. Therefore, no further action is required by Council at this time.

**RECOMMENDATION #4** – This recommendation involves conversion of Lawrence and Leon in the downtown core from one-way to two-way roadways. This recommendation has been supported by the Downtown Business Association, the Chamber of Commerce and the Urban Development Institute as outlined in the attached letter. These agencies are aware that conversion to two way traffic may result in the loss of up to approximately 80 parking stalls due to the required road modifications to support this. Preliminary cost estimates of up to \$750,000 are projected to be required to conduct various road works including additional traffic signals, changes to sidewalks at intersections, etc to support the two way system. Ministry of Transportation staff has expressed concerns about the conversion recognizing the bridge traffic model was based on continued one-way Lawrence and Leon and also due to the potential queuing of traffic that could back onto the highway. Previous preliminary work done by City staff suggested conversion to two way could be accommodated however that work was based on a one-way Water and Richter. Council has approved a final budget submission of \$80,000 to conduct the necessary traffic modeling and preliminary design engineering as well as the development of a comprehensive Downtown traffic model. This model will also assist in review of future development proposals for downtown.

**RECOMMENDATION #5** – With the loss of traffic on Pandosy in the downtown, streetscape improvements are required to mitigate the impact on business. Streetscape improvements for Pandosy are already developed as part of the downtown streetscape enhancement project lead by the Downtown Planning Committee. \$1 Million was previously identified to cover the cost of these improvements. Funding from other sources is presently being explored by the Committee. Staff will report back later this year with potential funding sources for this project.

**RECOMMENDATION #6** – Integration of traffic lights between the Province and the City was seen as essential to maximize capacity of the road network. With recently approved funding from the federal government and active involvement of the Province this work is now underway.

**RECOMMENDATION #7** – This recommendation involves considering in the future the implementation of pedestrian overpasses at Pandosy and Abbott. No action is required by Council at this time but it is being further explored by staff for future consideration.

**RECOMMENDATION #8** – The Roads Task Force urged Council and the Province to move forward aggressively with the planning and implementation of a second Okanagan Lake crossing. This process is expected to proceed later this year as a result of the earlier commitment of the Minister of Transportation.

**RECOMMENDATION #9** – Provision of alternative transportation including transit, cycling, and walking opportunities was identified to accelerate a reduced reliance on the automobile. In April staff brought forward a report on increased sidewalk standards for new development to Council

and is presently seeking community feedback on this change before reporting back hopefully by the end of June. Additional opportunities to expand transit are being considered by the Regional Transportation Committee however they continue to be hampered by lack of provincial funding.

RECOMMENDATION #10 – The installation of a free flow right turn lane at Abbott was recommended to be dealt with immediately so that it could be incorporated with the bridge construction. The free flow right turn reduces traffic congestion on Abbott and may improve overall bridge capacity though it is not required to meet the agreement for bridge capacity. Similarly to Recommendation #2 this will be reviewed by the Ministry's bridge contractor at the detailed design phase to determine the overall cost benefits. As this option unfolds staff will report back to Council.

Staff recommends that the incorporation of Option 19 into the OCP should now proceed to public hearing.

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John Vos

cc. Director of Financial Services  
Transportation Manager  
Roads Task Force



544 Harvey Avenue, Kelowna, BC V1Y 6C9  
Phone: 250-861-1515 Fax: 250-861-3624  
[www.kelownachamber.org](http://www.kelownachamber.org)

March 23, 2005

John Vos  
Director of Works and Utilities  
City of Kelowna  
1435 Water Street  
Kelowna, BC V1Y 1J4

**Via Email:** [jvos@kelowna.ca](mailto:jvos@kelowna.ca)

Dear John:

On behalf of the Kelowna Chamber of Commerce, Downtown Kelowna Association and Urban Development Institute, the undersigned strongly encourage the City to commence with the design work required to convert Leon and Lawrence avenues from their current one-way configuration to two-way streets.

We urge the City to move straight to the design process as we do not support any further study regarding the impact of this conversion on the vitalization of a vibrant downtown core. We firmly believe that enough investigation has already been done and that any negatives are overshadowed by the benefits. Returning two-way traffic to Lawrence and Leon will greatly increase accessibility and ease traffic flow, and will ultimately have a positive impact on business and activity in the downtown core.

We encourage the design team to minimize the impact on parking and to focus on ways to increase the occupancy rate for the Chapman Parkade to make up for any subsequent loss of on-street parking resulting from the re-configuration.

We are all committed to downtown revitalization and believe that the return of two-way streets will make the downtown core more viable to business owners, and more attractive and accessible to shoppers and visitors.

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Our three organizations will continue to work together to come up with collective ideas on revitalizing Kelowna's downtown and look forward to working very closely with the City in the months ahead.

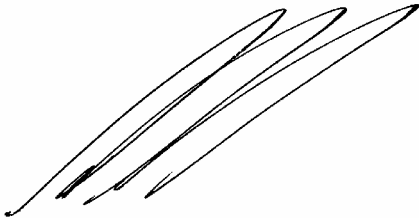
Sincerely,

A handwritten signature in black ink, consisting of a large 'D' followed by a horizontal line and a stylized 'M'.

David MacLean, President  
Kelowna Chamber of Commerce

A handwritten signature in black ink, featuring a large 'A' and a stylized 'T'.

Allen Tozer, President  
Downtown Kelowna Association

A handwritten signature in black ink, consisting of several parallel diagonal strokes.

Graham Wood, President  
Urban Development Institute

**cc:** Mayor and Council