CITY OF KELOWNA

MEMORANDUM

Date: April 23, 2008

File No.: 0230-20 (Finance)

To: City Manager

From: Transportation Manager

Subject: 2008 Funding Applications to UBCM

RECOMMENDATION:

THAT Council approve of an application to UBCM for $50,000 funding for development of a Transit-oriented Policy Framework for the Rutland Town Centre.

AND THAT Council approve of an application to UBCM for $100,000 funding for a project to engage key stakeholders on Intra-regional Transportation opportunities.

AND FURTHER THAT Council approve of an application to UBCM for $780,000 funding for Transit Signal Priority equipment on the route of the proposed RapidBus BC between the UBC campus and the Westbank town centre.

BACKGROUND:

The Union of BC Municipalities administers the distribution of federal funding through the Gas Tax Agreement. The funding is available through a number of different programs to local and regional governments. Many of these programs are targeted at transit and alternate transportation.

The Regional District of Central Okanagan and the City of Kelowna jointly applied for a number of transit capital projects from UBCM's General Strategic Priorities Fund (GSPF) program in 2007. Two of the subject recommendations refer to applications made last year but that were unsuccessful in getting funding.

Attached to this report are summary documents that provide additional information on the proposed initiatives.

The applications will be targeted to either the GSPF or the Innovations Fund programs.

INTERNAL CIRCULATION TO: Financial Planning Manager

Consideration that were not applicable to this report:

LEGAL/STATUTORY AUTHORITY
LEGAL/STATUTORY PROCEDURAL REQUIREMENTS
EXISTING POLICY
FINANCIAL/BUDGETARY CONSIDERATIONS
PERSONNEL IMPLICATIONS

TECHNICAL REQUIREMENTS
EXTERNAL AGENCY/PUBLIC COMMENTS
COMMUNICATIONS CONSIDERATIONS
ALTERNATE RECOMMENDATION

Submitted by:

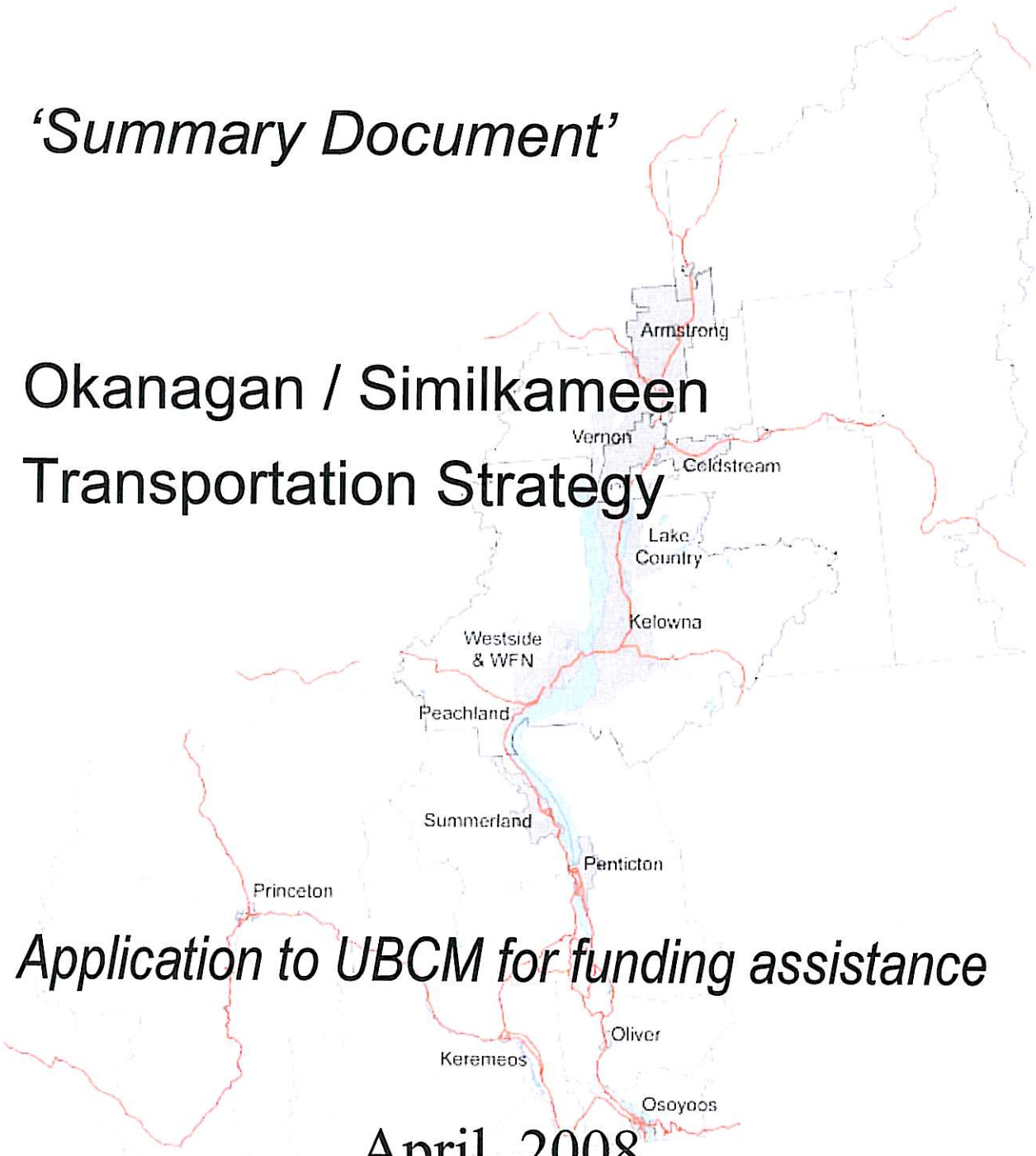
R. Westlake, P.Eng.
Transportation Manager

Approved for Inclusion: *John Vos, Director of Works & Utilities*

Cc: *Financial Planning Manager*

'Summary Document'

Okanagan / Similkameen Transportation Strategy



Application to UBCM for funding assistance

April, 2008

Summary Overview

This document provides a summary in support of an application being made to the Union of BC Municipalities for capacity-building funding under either the General Strategic Priorities Fund (GSPF) or the Innovations Fund (IF). The proposed project will establish direction(s) for the local governments of the Okanagan and Similkameen valleys working together on inter-regional transportation initiatives, governance and funding.

The visioning work would coincide with the regional growth strategies to 2030. The following sections provide background, the objectives, planning elements and key components of the intended work plan.

Introduction

1.1 Background

The three regional districts and the communities of the Okanagan and Similkameen valleys are working cooperatively on interests that overlap each of their individual jurisdictions. One of those interests is intra-regional transportation.

Intra-regional transportation in the Okanagan/Similkameen is currently provided primarily by private automobile with limited private bus service. Intra-regional travel demands on the valley highways are causing considerable pressure for expanded or new highway capacity. However, at the same time insufficient work is being done to provide alternate transportation choices or to address/manage the travel demands. With the high growth forecast over the next twenty years it is considered timely for the local jurisdictions to work cooperatively with the provincial and federal governments to put in place an intra-regional transportation strategy for the region.

The goal of this initiative is to undertake a major first step for the delivery of an integrated intra-regional transportation system. Through a focused stakeholder engagement process the project would establish consensus for a vision for intra-regional transportation. It would then lay out and recommend what funding and governance is appropriate to support the vision and which jurisdiction(s) will be responsible for advancing elements of the plan.

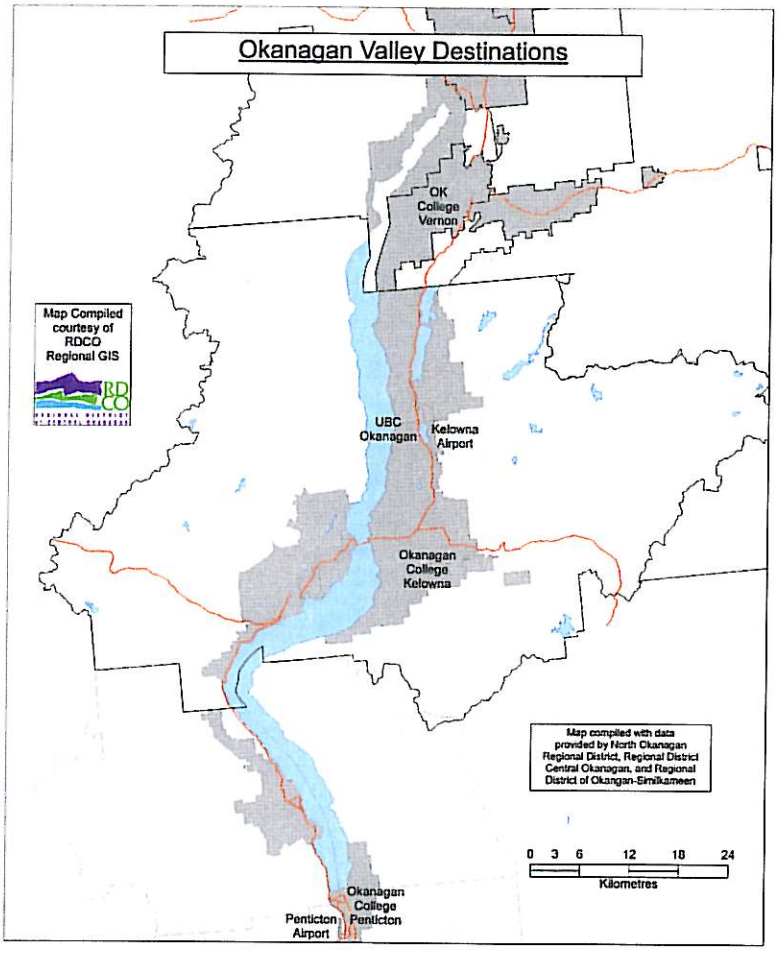
1.2 Objective of Project

The transportation goals of the Okanagan/Similkameen (endorsed through Regional Growth Management Bylaws) include the vision of "a transportation system that is energy-efficient, affordable, accessible and convenient." Local governments in the Okanagan/Similkameen have formulated growth management policies, including:

- Integrate land use and transportation planning
  - Provide safe and convenient places to walk, cycle and access transit
  - Create walkable, liveable mixed-use neighbourhoods and communities
  - Support the identification of land in community cores appropriate for transit hubs
- Make more efficient use of the existing infrastructure

- Invest in transit and other travel demand management programs
- Support the creation of an intra-regional transportation plan including comprehensive demand management, innovative transportation options and funding strategies

The objective of this project is for local governments to work with transportation stakeholders in examining options, assessing feasibility and reaching consensus on a strategy for transportation systems and transportation demand management programs for the Okanagan/Similkameen.



Project Components

2.1 Transit

Currently there is public transit service within many of the local municipalities along with some regional service. The highest level of current service, as expected is within Vernon, Kelowna, Westside and Penticton. However there is smaller scale public transit provided between Osoyoos and Oliver and between Princeton/Osoyoos/Oliver and Kelowna for medical services.

In addition to public transit service, there is also inter-city private transit service currently in operation within the region. This includes Greyhound and air porter service.

This project would consider how the existing services could be inter-connected and/or enhanced to properly match and grow the market demand for them.

2.2 Cycling

This work would explore the concept of valley or region-wide multi-use corridors linking communities with key origins and destinations within the region. It would support walking, cycling, rollerblading, sport tourism and other (e.g. horseback) modes of transportation. The intent would be to build on current or known initiatives (e.g. Greenways, local trails and cycling networks).

Ideally, cycling routes would be on dedicated off-highway corridors. Vertical grades should be flat or as gentle as possible. This latter criteria lends itself well to corridors that may some day serve an additional purpose of rail/tram transit service as used in Europe. So planning and protecting corridors for cycling also serves a dual longer term interest.

2.3 Inter-modal Hubs

Within each community there is at least one village or town centre. In some cases there are many. These are key locations for denser residential development and mixed uses for people to work, shop or enjoy leisure time. They are major origins and destinations that are hubs for alternative transportation. In the case of transit, they become the target areas for transit-oriented development (TOD) strategies.

In addition, Park & Ride facilities should be provided at key locations to support multi-modal options (transit, carpooling, etc...) for commuters, students and recreational (skiing) users.

2.4 TDM

There is a growing realization on the part of government that it is no longer possible, or even acceptable, to meet the increasing demand for road and highway infrastructure. Limited government funding may not be able to supply regional transportation infrastructure based on the growing rate of demand. Similarly, environmental, economic and community concerns are prompting governments to put in place demand management practices especially in support of alternate transportation.

Transportation demand management (TDM) is a wide range of policies, programs and products that influence how, why, when and where people travel to make these travel behaviours more sustainable. The main types of TDM measure are:

- Education, promotion and outreach
- Travel incentives and disincentives
- Sustainable travel options (walking, cycling & transit)
- Supportive land use practices

The Central Okanagan's TDM program has been in place since 1999 and is considered a good example of current TDM operations. This group organizes education programs, special awareness building events and networks with many key stakeholders (i.e. major employers, university, college, cycling coalition, etc...) in their regional community.

TDM options can be showcased in this project for the purpose of reaching consensus on preferred ongoing programs with forecasted targets.

2.5 Regional Roads

Given the valley context of the inter-regional area, there may only be one major road corridor connecting all of the local communities. This major road corridor is typically the numbered highways that falls within the jurisdiction of the provincial government. There are examples though of major local arterial roads that also serve multi-jurisdictions.

As the local governments and regional districts update their long-range growth plans, they will need to know what regional improvements can be expected within their planning horizons (i.e. 2030). There likely will or could be a role for the local governments to protect or preserve certain regional corridors.

Much work has been done over the years that have looked at the short and longer-term need for major road improvements within the region. This project is therefore not intended to re-evaluate previous work but rather, in partnership with the Ministry of Transportation, to identify key corridors requiring upgrades likely within the planning horizon.

Funding & Governance

Equally important as the vision for a strategic intra-regional transportation plan, will be to put in place a sustainable governance and funding model to oversee its implementation over time. Regional transportation models have been studied for years. A comparison of these will be made for inclusion in the stakeholder engagement process.

Communications / Consultations

Communications, consultations and stakeholder engagement are considered to be integral parts of this project. This includes elected officials, local administration, transportation and land use planning staff, principal stakeholders (UBC, Okanagan College, Penticton/Kelowna Airports and Interior Health) and economic associations (i.e. Chambers of Commerce and Economic Development Commissions).

A Communication Plan will be prepared for this project. The Plan will include:

- Background & guiding principles
- Identification of issues and objectives
- Identification of stakeholders and target audiences
- Media relations

- Forms of communication and consultation (i.e. forums/workshops, information packages, newsletter(s), etc...)
- Presentation to elected officials and partners.

Final Plan

In the wrap-up of the project a formal plan will be developed as a vision and strategy for the implementation of a Valley-wide transportation plan. Business cases will then likely be needed for all or components of the inter-regional transportation plan in support of advancing the vision and for identifying the target funding sources. The final report will also outline the preferred governance structure to likely oversee the administration, further planning and funding for the plan.

Another output of the plan will be to provide a recommendation for resources necessary to move forward with the vision.

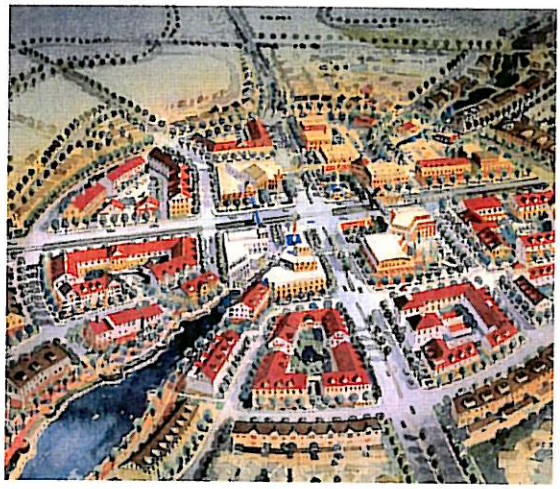
Prepared by:

Ron Westlake, P.Eng.
Manager of Transportation
City of Kelowna

Summary Document

Transit-Oriented Framework Policy & Pilot Project Application

Application by City of Kelowna to UBCM for funding assistance



April, 2008

Transit Oriented Development

Summary Overview

Transit oriented development provides the fundamental elements in support of public transit. For example, it is a neighbourhood or community immediately surrounding a transit station/exchange. It's an area that has enough people and activities to use a transit station as a community hub. It is a community with a mix or uses, including residential, retail and commercial, within easy walking distance of the transit station. It's also a transit station area with easy to walk streets that are attractive to pedestrians and cyclists.

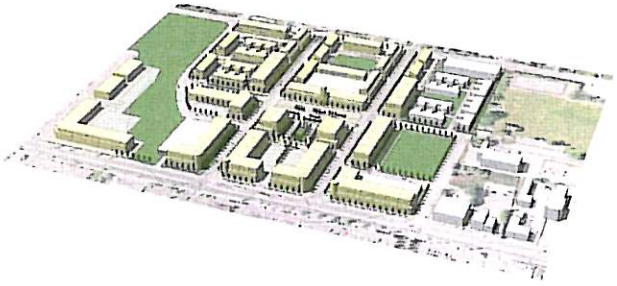
Implementing 'transit oriented development' (TOD) practices in a well thought out and consistent way will be a cornerstone to achieving the full potential from transit investments in BC.

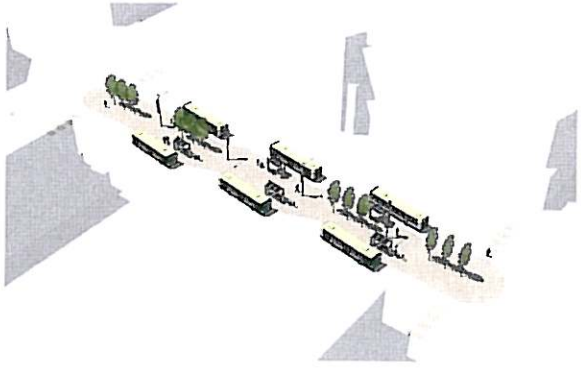
Some of the benefits of TODs include:

- Better integration of transit service into the communities and neighbourhoods.
- Greater use of the transit system for everyday activities.
- More pedestrian-friendly, human-scale communities that are safe, relaxing and attractive.
- Healthier, cleaner environments, as more people walk, cycle and ride public transit.
- Better preservation of farmland and green space as people use less land to live, work and play.

To coin a phrase, TOD could be both figuratively and literally where 'the rubber hits the road' for matching land use with alternate transportation.

This application to the Union of BC Municipalities is to develop a policy framework through the planning of an area designated for transit oriented development in the City of Kelowna. The area is the Rutland Town Centre which is one of a number of key transit hubs on the proposed Central Okanagan RapidBus BC line.





Background

The Central Okanagan communities have been working together for many years to formulate their collective plans for developing a regional transit service. Between 2004 and 2005 they prepared the Central Okanagan Smart Transit Plan and Transit-Supportive Guidelines. These two documents provide the vision for a high order transit service for the region and a high-level guideline for integrated community planning respectively. These documents can be viewed on the City's website at:

http://www.kelowna.ca/CM/Page468.aspx

During 2006 the group of communities, with BC Transit's assistance, prepared a Funding Study to identify major initiatives to support the implementation of the vision of the Smart Transit Plan for bus-rapid transit service. This Funding Study formed the basis of funding applications made by the region to UBCM in 2007. Those applications were successful for specific capital projects. However, no funding has yet been approved for 'capacity-building' initiatives. The Funding Study had identified a number of TOD planning projects for major community transit hubs within the region and so this application is to develop a policy framework working specifically with one of those hubs that could then be applied to others in the region and possibly the province.

Project Description

The vision for the exchange is for it to serve as Rutland's flagship hub on the Bus Rapid Transit Line and act as a catalyst for TOD revitalization of the older neighbourhood.

The project is to develop a plan and implementation strategy for transit-oriented development for the area around the proposed transit exchange in the Rutland Town Centre. This plan is expected to establish a reasonable method of partnering (including cost sharing) with private sector entities to advance investments and redevelopment in the town centre. It could form the basis for a region-wide policy for development and local area servicing and possibly other programs to facilitate a progressive implementation of TODs.

The proposed Rutland transit exchange was the focus of a planning charrette in 2006. The charrette engaged key community stakeholders in a three day workshop that determined the appropriate location for the exchange. Since that time the City has acquired the properties needed for the proposed transit exchange.

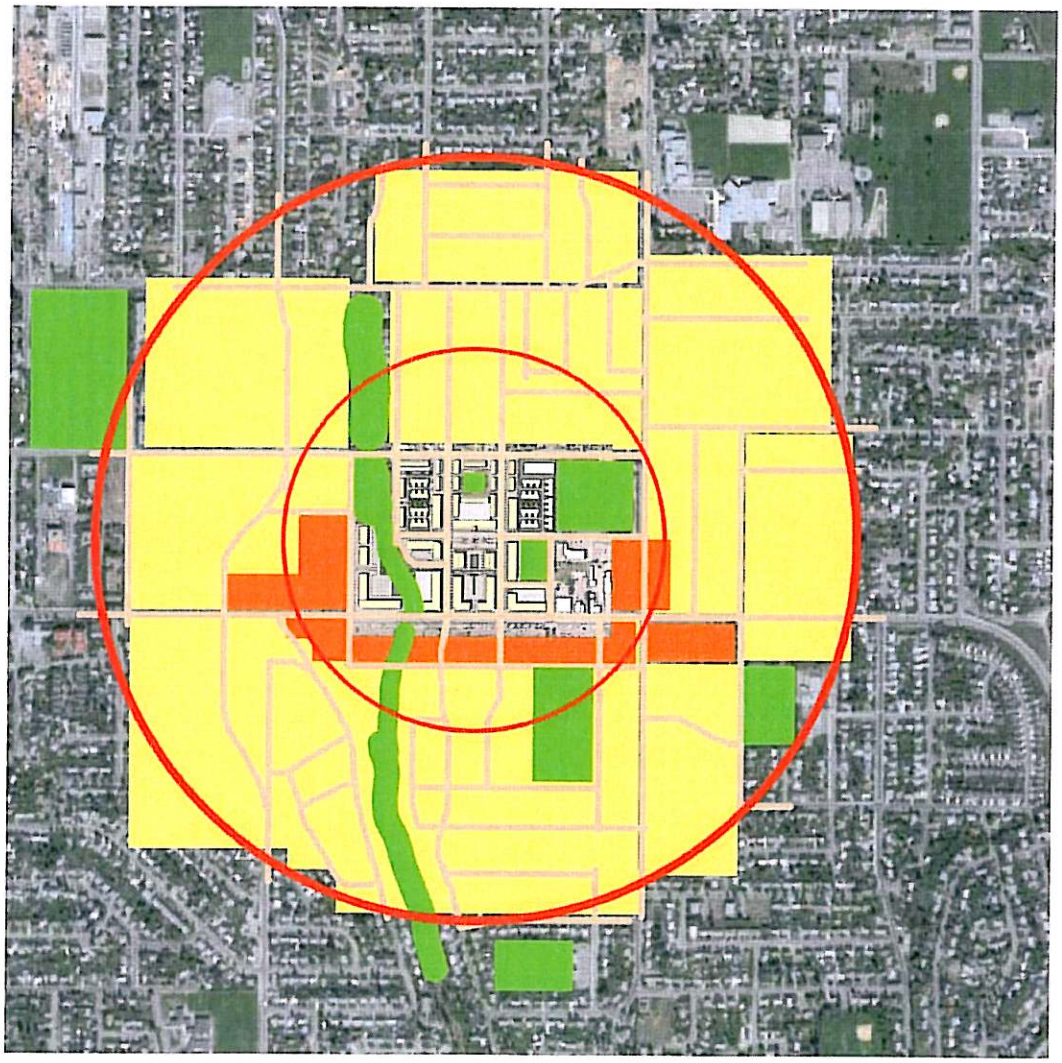
UBCM funding has been approved in 2007 for the cost to construct the transit exchange. The design of the facility has now commenced but it is not planned to be constructed until 2009 to allow further TOD planning work to be done for the area around the proposed transit exchange.

The TOD planning work will involve street planning for the five and ten minute 'walk radiuses' around the proposed exchange and assessments of potential and preferred land use changes. It will need to also involve consultations with land owners, businesses, residents association and developers. The intent, as noted above, is to create a workable approach to moving forward with a TOD strategy for the planning area that is transferable to other TOD areas.

Work plan

The formal work plan has yet to be developed. However, some of the key tasks expected in this work plan area:

- Confirm study area of interest using the 5 & 10 minute 'walk radiuses' as a guide.
- Prepare conceptual or preliminary design of proposed street, pedestrian and cycling connections through the study area to the transit hub.
- Prepare cost estimates for the proposed improvements.
- Consider alternative methods for cost-sharing the improvements with fronting properties, individual blocks and/or service areas.
- Confirm government funding availability.
- Consult/engage stakeholders in productive discussions on potential funding policies.
- Prepare policies for implementation of the TOD plan for the Rutland Town Centre.
- Prepare budget submissions for 2009 calendar year for Phase 1 Implementation of the Rutland Town Centre TOD strategy.



Community Engagement

Communications/consultations will be key to the success of the final policy and the implementation of the Rutland TOD strategy. For this reason, a draft communications plan has been prepared for inclusion with this application. It is attached to this application as **Appendix A**.

Project Team

As this is an important 'capacity-building' initiative, the City is proposing to complete the project using a combination of both consultant and staff resources. The planning of the actual street and pathway infrastructure is proposed to be done with City resources. The land use, transit, funding and policy support will be supplemented by outside consultants.

Project Funding

Application is being made to the General Strategic Priorities Fund administered by the UBCM under that category of capacity building.

Prepared by:

Ron Westlake, P.Eng.
Manager of Transportation
City of Kelowna

3.5.1-3.5.3 Transit Signal Priority (TSP)

Purpose

Three additional transit signal priority areas will complete the transit signal prioritization system for the Kelowna and regional area providing the bus rapid transit line greater service reliability and reduced operating costs.

Description

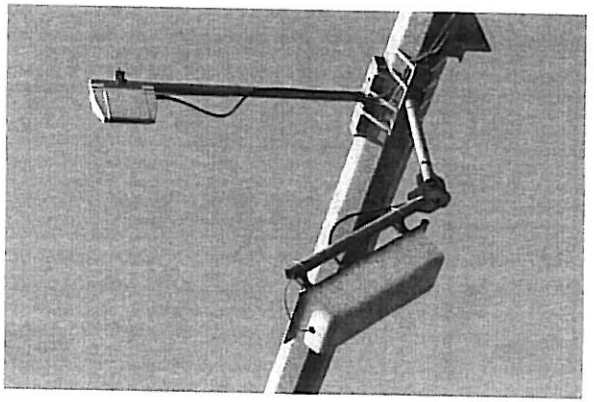
Transit Signal Priority (TSP) allows buses to receive priority at traffic signals, reduces the number of stops at intersections as well as the amount of delay experienced at traffic signals, improves trip time reliability, while also contributing to reduced operating costs.

The City of Kelowna and BC Transit received funding in 2005 to implement the first phase of the ITS components recommended in the Smart Transit Plan (2005) via the Traffic Signal Integration Project. This project has implemented a central traffic control system, transit signal priority and emergency vehicle pre-emption system along a portion of the BRT corridor on Highway 97 and Highway 33. These ITS signal controllers and transit signal priority will be replicated at three additional sections of the BRT line:

- Highway 97 from Gordon to Abbott, plus Ellis Street between Highway 97 and Queensway Exchange;
- Rutland Road and Highway 97 from Rutland Centre to UBCO; and
- Highway 97 from Westside to Westbank.

The typical hardware necessary to configure a TSP includes vehicle-mounted transponders that use radio waves to communicate with wayside detectors located at TSP capable intersections. This information feeds into a traffic Master Unit installed in a small stand-alone cabinet near the signal controller cabinet. The Master Unit decodes the signals received from the transponders and provides an output message to the traffic signal controller to hold the main street green phase or reduce the red phase in order to expedite the transit vehicle through the intersection. This TSP equipment also has capability of providing emergency vehicle priority for fire trucks.

The Signal Integration project also included transit priority equipment on board five transit buses; as the route is expanded and operation becomes more frequent, an additional ten buses will also require transit priority equipment.



Benefits

The TSP system will provide travel time benefits and improved on-time performance to transit users; travel time benefits to auto users on Highway 97 and Highway 33, and benefits to the transit operator as a result of reduced travel times and transit operating hours.

Environmental

- Alleviate air quality issues including the reduction of smog and greenhouse gases by encouraging higher transit usage.

Social & Cultural

- Consistent with Kelowna's OCP specifically relating to the Growth Management, and Transportation policies.
- Support the transformation of drivers to transit users.

SECTION	COST	PRIORITY	TIMING	RESPONSIBILITY
5.1 Gordon to Abbott (HWY 97) and Ellis Street	$200,000 total	High	2009	City of Kelowna — BC Transit Ministry of Transportation
5.2 Rutland Centre to UBCO	$180,000 total	Medium	2009	City of Kelowna — BC Transit Ministry of Transportation
5.3 Westside to Westbank	$400,000 total	Medium	2010	RDCO — BC Transit Ministry of Transportation