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# **Central Okanagan**

## **Transportation and Mobility**

### **20 year Options**

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September 2002  
Stakeholder Feedback

*Central Okanagan Transportation and Mobility  
20 Year Options*

*Report of Stakeholder Feedback  
Received by Regional Transportation Committee  
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*Prepared by*

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## **INTRODUCTION:**

The Central Okanagan Regional Growth Strategy involves communities and provincial agencies working together to plan for transportation investments in support of growth and development. The Okanagan Valley Transportation Planning process of the 1990's provided detailed analysis of highway corridor options and financial implications but few agreements were reached on funding or on priorities.

Through the Central Okanagan Regional Transportation Committee, efforts are being made to develop a regional vision for transportation investments, and to consult with community stakeholders on the options and opportunities that face the region.

In June 2002, the Regional District, in partnership with the provincial Ministry of Transportation, circulated a Discussion Paper, *Transportation and Mobility in the Central Okanagan; 20 Year Options – An Evolving Discussion*, and presented a draft vision to business and community associations, municipal councils and first nation officials. The purpose of this report is to summarize input received in this first stage of consultation.

In the following sections, key messages are presented from the varied perspectives following consultation with business and economic development associations, resident and neighborhood associations, municipal councils of Kelowna, Peachland and Lake Country, and officials of Westbank First Nation. Detailed discussion and comments from the varied stakeholder perspectives is presented in Appendix A and description of the initial stakeholder consultation process is presented in Appendix B.

## **SUMMARY OF MAIN MESSAGES:**

### **Business and Economic Development Associations:**

- There is general agreement that transportation decision-making needs to be coordinated and/or consolidated (multi-modal, multi-community).
- High priority needs to be given to rebuilding public confidence that has been eroded by the number of highway investment announcements with no real action.
- Public transit is viewed as a viable alternative mode of transport. Skepticism whether cycling and pedestrian modes are as viable due to hillside topography.
- There is general agreement that the federal fuel tax revenues need to be apportioned to transportation investments in BC. There is support for discussion user pay mechanisms. Reliance on revenues generated by new development is a concern, noting that Kelowna is "4<sup>th</sup> highest housing costs in Canada".

### **Neighborhood Associations and Advisory Planning Commissions:**

- There is support for transportation planning and coordination across the Central Okanagan urban region, perhaps entailing the entire Okanagan Valley
- There is not consensus on the need for a second highway crossing of Okanagan Lake between Westside and Kelowna as opposed to a bypass route.
- There is a general agreement that people will choose to live where there are economical savings in housing prices. If town center development is a community objective, governments need to find mechanisms to make this economically attractive. The length of a daily commute will not be sufficient to influence housing choices.
- There is support for making decisions and providing substantial notice about long-term future transportation investments and land uses. Little support for further highway planning studies.

### **Peachland:**

- Council is not unanimous in concluding that Highway 97 requires a 2<sup>nd</sup> lake crossing.
- Council recommends a good consumer survey (why does the region have such a high number of motor vehicles per capita? what are the barriers to alternate modes of transport?).
- Council would participate in a one-day workshop to exchange ideas and work in setting priorities with neighboring communities.

### **Kelowna:**

- Most components of the "Generic Vision for Urban Transportation" are supported. "High Priority" is given to town center development with transit priority along connecting corridors; compact mixed use communities based on pedestrian, cycling & transit friendly design; planned and coordinated highways, arterials, parking & truck routes; decreasing percentage of trips made by single occupant vehicles; roads & bridges in good state of repair; and declining air pollution from motor vehicles.
- Council recommends protecting an alternate corridor crossing Okanagan Lake for commuter traffic (needed in +/- 20 years time).

### **Lake Country:**

- Local community (Chambers of commerce, elected officials, resident petitions) has requested a Winfield Town Centre bypass since 1965. (Written submission presented, copy on file)
- Highway 97 at Wood Lake improvements will save lives but appear to fall off provincial and regional priority lists in favor of Okanagan Lake bridge.
- Past decisions, including financial obligations, are frustrating to Council.

**Westbank First Nation:**

- Council's interest is to create economic opportunities and employment on the Westside.
- Reserve lands are limited in size. Highway footprint has an impact that should be reimbursed.
- "High priority" is given to town center development with transit priority along connecting corridors; and to planned and coordinated highways, arterials, parking & truck routes.

**Okanagan Indian Band:**

- Council has invited a presentation of the Discussion Paper at an upcoming date.

**SUMMARY RANKING OF VISION STATEMENTS<sup>1</sup>:**

Stakeholders generally rated the proposed transportation "vision statements" as follows. Details of the discussion and comments from varied stakeholder perspectives are contained in Appendix A.

**Rated as High Priority:**

1. "Roads and bridges are in a good state of repair".

**Generally Rated as High Priority:**

2. "Transit, highways, arterials, parking and truck routes are planned and coordinated across the urban area".
3. "The physically challenged enjoy universal access to public transport facilities and services".
4. "Air pollution from motor vehicle sources is declining".
5. "Urban transportation infrastructure and services are adequately funded from stable and sustainable revenue sources".
6. "Political leaders have the support of a well informed public when making decisions on urban development and transportation systems to serve the area".

**Generally Rated as Medium to High Priority:**

7. "A long term urban development plan has been approved. It emphasizes multi-use town centers and high density, mixed use along connecting corridors. Transit has funding and operating priority in those corridors".
8. "Short-medium term community / neighborhood plans have been approved. They emphasize compact, mixed use communities based on pedestrian, cycling and transit friendly design".
9. "The percentages of trips made by walking cycling, transit and high occupancy automobiles are all increasing; the percentage of trips made by single occupant vehicles is decreasing".

**Generally Rated as Low or Medium Priority:**

10. "The average distance and time for peak hour commuter travel is decreasing".
11. "An area wide parking strategy is in place and enforced".
12. "There are very few places which still require on-street goods transfer".

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<sup>1</sup> Vision Statements quoted from "A Generic Vision for Urban Transportation in 2023", Transportation Association of Canada, 1996.

See Appendix A for discussion and comments from the varied stakeholder perspectives. See Appendix B for description of stakeholder consultation process.

**ADVICE FOR FOLLOW UP:**

- Councils recommend a subsequent one-day vision workshop (perhaps in December) to allow for exchange of ideas and building of consensus between communities, between various transportation stakeholders.
- Business and resident associations recommend involving all Okanagan communities in the vision workshop and highway planning.

### Appendix A VISION STATEMENTS

Statements from the “Generic Vision for Urban Transportation” were ranked in stakeholder forums as follows.

	Priority Ranking	Low	Medium	High
1. A long term urban development plan has been approved. It emphasizes multi-use town centers and high density, mixed use along connecting corridors. Transit has funding and operating priority in those corridors.	Resident Assoc.			
	Business Assoc.			
	Kelowna Council			
	Lake Country <sup>2</sup>			
	Peachland			
	Westbank FN			
	Summary Ranking	<b>Medium to High</b>		
<b>Comments:</b> <ul style="list-style-type: none"> <li>▪ Consider examples from similar sized communities rather than large cities.</li> <li>▪ Consumer analysis is recommended.</li> <li>▪ Provide incentives for town center development or accept that suburban development fulfills market demand.</li> <li>▪ Balance town center development with protection of farmland.</li> </ul>				

	Priority Ranking	Low	Medium	High
2. Short-medium term community / neighborhood plans have been approved. They emphasize compact, mixed use communities based on pedestrian, cycling and transit friendly design.	Residents Assoc.			
	Business Assoc.			
	Kelowna Council			
	Lake Country			
	Peachland			
	Westbank FN			
	Summary Ranking	<b>Medium to High</b>		
<b>Comments:</b> <ul style="list-style-type: none"> <li>▪ Limit amendments to community plans. Mix of uses should be known when residents purchase.</li> <li>▪ Rural roads, topography and climate limit cycling and pedestrian modes. Emphasis on transit is priority.</li> <li>▪ Rails to Trails and TDM would be supported if Lake Country had better financial situation.</li> </ul>				

<sup>2</sup> No ranking presented on items deferred by Lake Country, Peachland and Westbank First Nation Councils.

	Priority Ranking	Low	Medium	High
3. Transit, highways, arterials, parking and truck routes are planned and coordinated across the urban area.	Residents Assoc.			
	Business Assoc.			
	Kelowna Council			
	Lake Country			
	Peachland			
	Westbank FN			
	Summary Ranking	<b>Generally High</b>		
<b>Comments:</b> <ul style="list-style-type: none"> <li>Consolidate the planning and decision making process to restore confidence. Funding arrangements need to be provided in the plans.</li> <li>Provide highway corridor protection and coordinate improvements across the Okanagan. Design for equity in community economic opportunities and in transportation cost allocations.</li> <li>E.g.: Lake Country Fire department reports 47% of its calls are Motor Vehicle Accidents and there is no compensation from province for handling emergency response on Highway 97.</li> <li>Network road consistency and corridor protection measures between Kelowna and Lake Country is marked difference to the Westside between Kelowna and Peachland.</li> <li>Not unanimous that a second lake crossing is required or desired in foreseeable future. Varied stakeholders favor urban bypass routes.</li> <li>Not unanimous that highway congestion needs resolution, or that five-lane bridge is required. Other stakeholders consider that a second lake crossing is needed now.</li> <li>Consider High Occupancy Vehicle lanes and other "rewards" for modes other than single occupant vehicle.</li> <li>Address differing impacts on individual communities, such as limited First Nation reserve land base and Winfield interests in bypass routes.</li> </ul>				

	Priority Ranking	Low	Medium	High
4. The percentages of trips made by walking cycling, transit and high occupancy automobiles are all increasing; the percentage of trips made by single occupant vehicles is decreasing.	Residents Assoc.			
	Business Assoc.			
	Kelowna Council			
	Lake Country			
	Peachland			
	Westbank FN			
	Summary Ranking	<b>Medium to High</b>		
<b>Comments:</b> <ul style="list-style-type: none"> <li>Focus on transit and high occupancy vehicles.</li> </ul>				

	Priority Ranking	Low		Medium		High
5. <i>The average distance and time for peak hour commuter travel is decreasing.</i>	Residents Assoc.					
	Business Assoc.					
	Kelowna Council					
	Lake Country					
	Peachland					
	Westbank FN					
	Summary Ranking	<b>Low to Medium</b>				
Comments: <ul style="list-style-type: none"> <li>▪ Little consensus recorded in any stakeholder group.</li> <li>▪ Concern about the cost of achieving this objective.</li> <li>▪ Reliability or consistency of travel time is more important than reducing travel time. Convenience and optional modes for commuter travel is more important than distance.</li> <li>▪ Consider strategies such as highway access management during peak hours.</li> </ul>						

	Priority Ranking	Low		Medium		High
6. <i>An area wide parking strategy is in place and enforced.</i>	Residents Assoc.					
	Business Assoc.					
	Kelowna Council					
	Lake Country					
	Peachland					
	Westbank FN					
	Summary Ranking	<b>Low to Medium</b>				
Comments: <ul style="list-style-type: none"> <li>▪ Pricing incentives favored over enforcement.</li> <li>▪ Coordinate town center strategies with shopping mall, park and ride, other major destination parking strategies.</li> <li>▪ Consider mechanisms such as smart cards, reduced bylaw standards.</li> </ul>						

	Priority Ranking	Low		Medium		High
7. <i>There are very few places that still require on-street goods transfer.</i>	Residents Assoc.					
	Business Assoc.					
	Kelowna Council					
	Lake Country					
	Peachland					
	Westbank FN					
	Summary Ranking	<b>Generally Low</b>				
Comments: <ul style="list-style-type: none"> <li>▪ Not an issue relevant to the region.</li> </ul>						

	Priority Ranking	Low	Medium	High
8. <i>The physically challenged enjoy universal access to public transport facilities and services.</i>	Residents Assoc.			
	Business Assoc.			
	Kelowna Council			
	Lake Country			
	Peachland			
	Westbank FN			
	Summary Ranking	<b>Generally High</b>		

	Priority Ranking	Low	Medium	High
9. <i>Roads and bridges are in a good state of repair.</i>	Residents Assoc.			
	Business Assoc.			
	Kelowna Council			
	Lake Country			
	Peachland			
	Westbank FN			
	Summary Ranking	<b>High Priority</b>		
<b>Comments:</b> <ul style="list-style-type: none"> <li>▪ Consider a lower design standard and keep in good repair.</li> </ul>				

	Priority Ranking	Low	Medium	High
10. <i>Air pollution from motor vehicle sources is declining.</i>	Residents Assoc.			
	Business Assoc.			
	Kelowna Council			
	Lake Country			
	Peachland			
	Westbank FN			
	Summary Ranking	<b>Generally High</b>		
<b>Comments:</b> <ul style="list-style-type: none"> <li>▪ Implementation requires federal and provincial effort to address through fuel tax incentives and improved vehicle emission standards.</li> <li>▪ AirCare not supported.</li> <li>▪ Objective should be a decline in air pollution relative to rate of growth.</li> </ul>				

	Priority Ranking	Low		Medium		High
<i>11. Urban transportation infrastructure and services are adequately funded from stable and sustainable revenue sources.</i>	Residents Assoc.					
	Business Assoc.					
	Kelowna Council					
	Lake Country					
	Peachland					
	Westbank FN					
	Summary Ranking	<b>Generally High</b>				
<b>Comments:</b> <ul style="list-style-type: none"> <li>▪ Highway tolls appropriate only when alternate route is available.</li> <li>▪ Concern that fuel tax is not returned to transportation infrastructure.</li> <li>▪ Limited ability to finance on the backs of new development.</li> <li>▪ Municipal tax base insufficient to finance provincial and federal responsibilities. Concern of downloading.</li> <li>▪ A community of 250,000 (projected pop'l) cannot support projected highway infrastructure costs of \$600 + million. However, "do nothing" is not an option- it'll incur greater costs later.</li> <li>▪ New revenue sources need to be applied equitably across the province and the region.</li> </ul>						

	Priority Ranking	Low		Medium		High
<i>12. Political leaders have the support of a well-informed public when making decisions on urban development and transportation systems to serve the area.</i>	Residents Assoc.					
	Business Assoc.					
	Kelowna Council					
	Lake Country					
	Peachland					
	Westbank FN					
	Summary Ranking	<b>Generally High</b>				
<b>Comments:</b> <ul style="list-style-type: none"> <li>▪ Need for decisions, not more plans. Public support will be forthcoming if decisions are sound. Need to increase public confidence that decisions will be made.</li> </ul>						

## **Appendix B RECORD OF CONSULTATION PROCESS & ACTIVITY**

### Consultation Objectives

- (1) to inform public stakeholders about transportation and highway options;
- (2) to raise awareness of challenges, obstacles, opportunities, alternatives and costs;
- (3) to gather information on community interests, particularly relating to transportation investments and the associated social, economic & environmental impacts;
- (4) to provide members of the Regional Transportation Committee and Intergovernmental Advisory Committee with the results of this consultation in advance of action plans and regional agreements pertaining to future transportation plans, investments or policies.

### **Consultation Format**

- 20- year Options Discussion Paper prepared with the Regional Transportation Committee and a working group of the Intergovernmental Advisory Committee.
- Paper circulated in advance of forums scheduled with economic and business associations, neighborhood associations and advisory planning commissions, Councils of Kelowna, Lake Country, Peachland and Westbank First Nations, July to September 2002
- Forum presentation highlighted key messages of Discussion Paper.
- Forum structured on round table ranking of each vision statement in the Discussion Paper, to determine where forum participants are cohesive in ranking a vision as high, medium or low. Where there is not cohesion, discussion ensued to articulate the different perspectives.

### **Presentation/Workshop Schedule**

#### **Peachland** Committee of Council

Tuesday July 23<sup>rd</sup>, 6 – 7 pm

In attendance: All members of Council & district managers.

#### **Kelowna** City Council

Monday July 29, 10 am

In attendance: all members of Council, City Manager & City Clerk staff

#### **Westbank First Nation** Council

Tuesday July 30, 9:30 am

In attendance: Coun. Chad Paul and Mickey Werstuik (No Quorum), Administration & public works staff

#### **Lake Country** Committee of Council

Tuesday July 30 6:30 pm

In attendance: All members of Council & district managers.

### **Business and Economic Associations**

Tuesday Sept 3, 4-7 pm

In attendance: Lake Country Chamber of Commerce, Downtown Kelowna Business Association, Urban Development Institute, Kelowna Chamber of Commerce, Westbank Chamber of Commerce, Peachland Chamber of Commerce, Central Okanagan Economic Development Commission

### **Neighborhood Associations and Advisory Planning Commissions**

Tuesday Sept 17, 5-8 pm

In Attendance: Kelowna Federation of Residents Associations, Mission South Slopes Residents Association, Peachland Voters Association, Glenrosa Residents Association, Westbank Neighborhood Association, Casa Loma Community Association, Lakeview Heights Community Association, Brent Road Home Owners Association, Smith Creek Residents Association, Westbank Advisory Planning Commission, Quail Ridge Residents Association, Joe Rich Ratepayers and Tenants Society, Friends of South Slopes. Written submission from Killiney Beach Community Association.