connect RUPERT

PRINCE RUPERT TRANSPORTATION PLAN

Interim Report #1: Project Backgrounder



THE CITY OF PRINCE RUPERT

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1.0 INTRODUCTION



1.1 PROJECT BACKGROUND

The City of Prince Rupert is a vibrant waterfront community of over 12,000 residents on Kaien Island in northwestern British Columbia. The city is located within the traditional, ancestral, and unceded territories of the Tsimshian or (Ts'msyen) First Nations people.

Prince Rupert is the largest community in northwestern British Columbia and is the western terminus of the Trans-Canada (Yellowhead) Highway 16 and the Canadian National Railway. It is home to one of two major ports on Canada's west coast. The port is continuing to grow in its role in importing and exporting goods for the rest of the country. The port facilities and related industries generate significant economic activity for the city and there is an anticipation of significant growth in the coming years.

As BC's first planned city, Prince Rupert was created to encourage people to move through the city on a human scale. The city has a high level of participation in active transportation and a highly successful transit network, with 15% of residents identifying that they walk, cycle or take transit to work (according to the 2016 Census). The city's transit network includes eight separate routes that all converge downtown, with excellent coverage for western and eastern parts of the city.

The City has a bold vision for the future of Prince Rupert, as is encapsulated in initiatives like the 2021 Official Community Plan (OCP) and the 2030 Vision document. Building on the planning principles and objectives in these documents, the City is developing a new Transportation Plan.

1.2 WHAT IS CONNECT RUPERT?

Connect Rupert is name of the Transportation Plan that the City is developing. Connect Rupert will provide an opportunity for the City to take stock of all forms of transportation in Prince Rupert today, plan for the future, and strategically guide its growth today and over the long-term.

The plan will establish a strategic vision that will guide the City's transportation and land use decisions as well as public investments over the next 5-10 years and beyond. The plan will help guide the City towards its vision of being a world-class port city that is vibrant, resilient, and sustainable. As a port city that is continuing to grow in its role in importing and exporting goods for the rest of the country, the plan will need to balance both the city's commercial and personal transportation needs.

The plan is a crucial step towards creating a transportation network that serves community members of all ages and abilities and will support the bold visions in recent and existing initiatives, including the recently adopted OCP and the 2030 Vision document.

1.3 PLAN PROCESS

The Transportation Plan will be developed through a five-phase process over the next 12 months, as shown in **Figure 1**. There will be a variety of opportunities for community members to participate in the planning process and provide input.

1.4 REPORT OVERVIEW

This Project Backgrounder is the first in a series of interim reports prepared as part of the Transportation Plan process and provides an overview of existing conditions for transportation and mobility in Prince Rupert. This report includes the following sections:

- **Section 1: Introduction** provides an overview of the plan, including the background and plan process, as well as the structure of this report.
- **Section 2: Community & Travel Highlights** summarizes the existing factors that shape transportation in Prince Rupert, including the community context, the policy context, and travel patterns.
- **Section 3: Modal Interconnectivity** summarizes the existing conditions, issues, and opportunities in terms of the city's connections to air-based, water-based, rail-based, and road-based modes of transportation.
- **Section 4: Active Transportation** summarizes the existing conditions, issues, and opportunities in terms of active transportation, such as walking and mobility aids as well as cycling and rolling, in Prince Rupert.
- **Section 5: Public Transportation** summarizes the existing conditions, issues, and opportunities in terms of public transit, school buses, shuttles, taxis, and ride-hailing in Prince Rupert.
- **Section 6: Driving** summarizes the existing conditions, issues, and opportunities in terms of driving in Prince Rupert. This section includes notes on goods movement, major road works and infrastructure improvements, parking, and car sharing.
- **Section 7: Closing and Next Steps** provides a summary of the key findings of this report along with next steps for subsequent phases of the process.

This report is being developed in parallel to **Interim Report #2: Best Practice Review**.

FIGURE 1: PLAN PROCESS



2.0 COMMUNITY AND TRAVEL HIGHLIGHTS



2.1 COMMUNITY CONTEXT

2.1.1 Historic Context

The city is located within the traditional, ancestral, and unceded territories of the Coast Tsimshian First Nations on Kaien Island. The Coast Tsimshian peoples have lived in the area since time immemorial, and today the city is located on the territory of the Coast Tsimshian nations of the Metlakatla and Lax Kw'alaams.

Since European settlement and the City's incorporation in 1910, there have been grand ambitions for Prince Rupert as a thriving coastal port city. Planning for the city began with the 1907 Brett and Hall Plan, which laid out a vision of beautiful crescents, human-scaled blocks, and an efficient street grid network based on the City Beautiful tradition of planning.

In the early 1900s, the City's founder Charles Hays had a grand vision for Prince Rupert as a bustling metropolis. After his death on the ill-fated maiden voyage of the Titanic, the details of that vision were largely lost to legend. The recently adopted OCP and 2030 Vision document embody the City's updated vision to renew community spirit and build a future-forward city. The City wants to accomplish the things that matter most to residents and build a sustainable future based on inclusion and diversity as well as quality of life and economic prosperity.

The 1907 Brett and Hall Plan's development pattern framework remains to this day and results in a compact urban area with a well-developed street grid network.



Source: https://princerupertarchives.ca/

2.1.2 Geographic Context

Prince Rupert is strategically located near a deep-water habour on British Columbia's northwest coast. This has contributed to the success of its port, which is the second largest port along Canada's west coast and the third largest port in Canada. Prince Rupert is also the largest city on British Columbia's northwest coast and plays an important role as a centre for surrounding communities.

The city plays a critical role in the provincial and national economy as a gateway city. As shown in **Map 1**, the city is the western terminus of the Trans-Canada (Yellowhead) Highway 16 and the Canadian National Railway. The city is also a terminus for BC Ferry service to Vancouver Island and Haida Gwaii and is connected to the Alaska Marine Highway System. Additionally, it is connected by local water-based transportation to surrounding communities. Prince Rupert is also home to Prince Rupert Airport on Digby Island and a Via Rail station for passenger rail.

As noted earlier, the city has a compact urban area with a well-developed street grid network based on the City Beautiful planning tradition. The city includes several unique neighbourhoods, including the Midtown, Downtown, and Marina Districts as well as many residential areas. As shown in **Map 2**, there are many key destinations in the city. This includes the key transportation gateways such as the BC Ferries and Alaska State Ferry terminals, Prince Rupert Airport, and the Via Rail station. Other key destinations include the Museum of Northern British Columbia, Prince Rupert Regional Hospital, Coast Mountain College, and numerous schools, parks, and commercial areas.



MAP 1: REGIONAL CONTEXT

- Prince Rupert Airport
- Local Ferry Terminal
- BC Ferries Terminal
- Ferry Route
- MOTI Highway
- Roads
- Railway
- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary



MAP 2: KEY DESTINATIONS

- Ferry Terminal
- Recreation Facility
- Museum of Northern British Columbia
- Prince Rupert Airport
- Prince Rupert City Hall
- Prince Rupert Public Library
- Prince Rupert Regional Hospital
- Water Labels
- Railway
- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary

THE CITY OF PRINCE RUPERT TRANSPORTATION PLAN

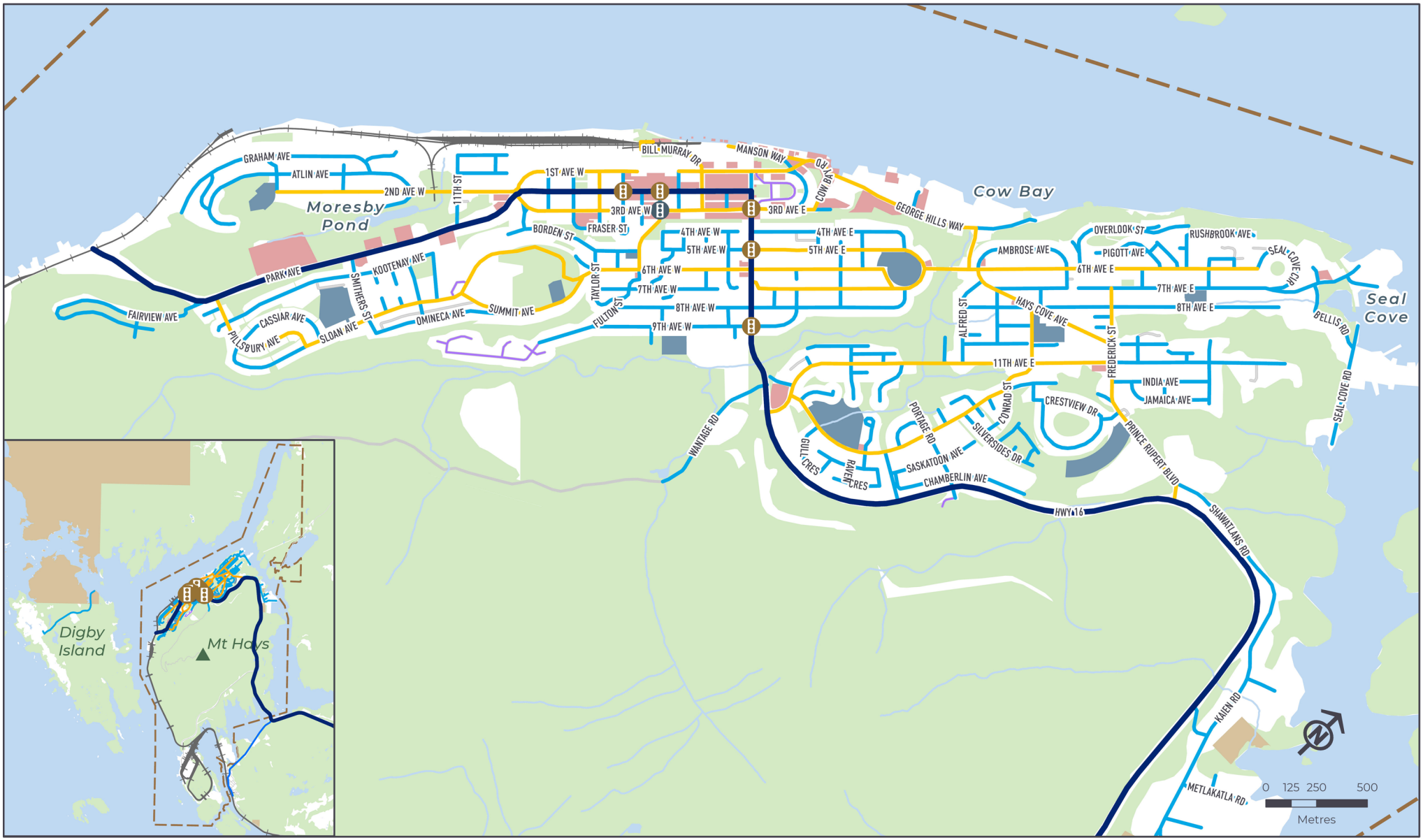
2.1.3 Street Network Context

The city's street network is made up of different components, each serving specific functions within the overall network. While streets provide an important function of ensuring mobility and access to a community, they are not just corridors for moving vehicles and goods. They are also public spaces that can largely shape and define the character of a community. As roadways, the street network represents the primary component of the city's transportation system, as it supports not only automobile traffic, but all other modes of travel as well. The city's street network also makes up a significant portion of the city's public space.

"Complete streets" is a term that refers to the policy and design approach that streets are for people, not just cars. Complete streets are designed and operated to enable safe and comfortable use for all, regardless of age or ability. The policy and design approach recognizes that streets have different roles, functions, and characteristics depending on their context. Through attractive design, enhanced safety, and multi-modal infrastructure, streets can be transformed into spaces that increase safety, promote a more active lifestyle, decrease carbon dioxide emissions, encourage a sense of community, and support local businesses. Most streets in Prince Rupert and in cities throughout North America have been designed primarily for the automobile. As Prince Rupert moves forward, the City should look for opportunities to reallocate road space to ensure streets work for everyone and that they are safe, comfortable, and accessible for all forms of transportation.

The city's street network is divided into a street network classification hierarchy that represents the typical form and function for each type of street (see **Map 3**). However, there may be some variations in the actual characteristics of various roadways. The Provincial highway, which is under the jurisdiction of the provincial Ministry of Transportation and Infrastructure (MoTI), is at the highest level of the street network classification. The street network classification includes:

- **Highway:** highway, under the jurisdiction of MoTI, that serves local and regional traffic.
- **Collector Streets:** streets that provide links between local streets and transfer traffic to the highway. Collector streets are not intended for the use of regional traffic. Collector streets usually accommodate between 1,000 and 8,000 vehicles per day.
- **Local Streets:** streets that provide everyday access to individual properties. Local streets usually accommodate less than 1,000 vehicles per day.



MAP 3: STREET NETWORK CLASSIFICATION AND TRAFFIC CONTROLS

- Municipal Traffic Signal
- MOTI Traffic Signal
- Highway
- Collector
- Local
- Strata
- Lane
- Roads
- Railway
- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary

THE CITY OF PRINCE RUPERT
TRANSPORTATION PLAN

2.1.4 Growth and Development

The city has rapidly grown and developed over the past century since it was incorporated. The city grew steadily until the 1990s, when it reached a peak population of nearly 17,000 residents. Since the 1990s, the city has experienced either a declining or stable population (see **Figure 2**).

According to the 2021 Census, the city has a population of approximately 12,300 residents, representing a 0.7% increase since 2016. Looking forward, the City anticipates significant growth over the next decade as a result of recent development and growth associated with the port. The City's OCP anticipates rapid growth in the coming years, with a doubling of the population over the next decade. This would bring 12,000 new residents by 2030, representing a projected growth rate of 7.18%.

Of note, the city is home to both a significant youth and senior population. Nearly a quarter (22.8%) of the city's population is 19 years or younger, while 16.3% of the population are 65 are over (see **Figure 3**). Each of these groups benefit from safe and convenient alternatives to driving. Alternatives such as walking, cycling, rolling, or using a mobility aid or transit provide a range of independent mobility options for those who do not have access to motor vehicles and can promote fitness and engagement in recreational activities. As the population ages, travel behaviours will change considerably and create different transportation needs for the city. An example of such a travel behaviour change is how seniors are more likely to travel mid-day instead of during peak hours.

FIGURE 2: HISTORIC POPULATION CHANGE

Source: Statistics Canada

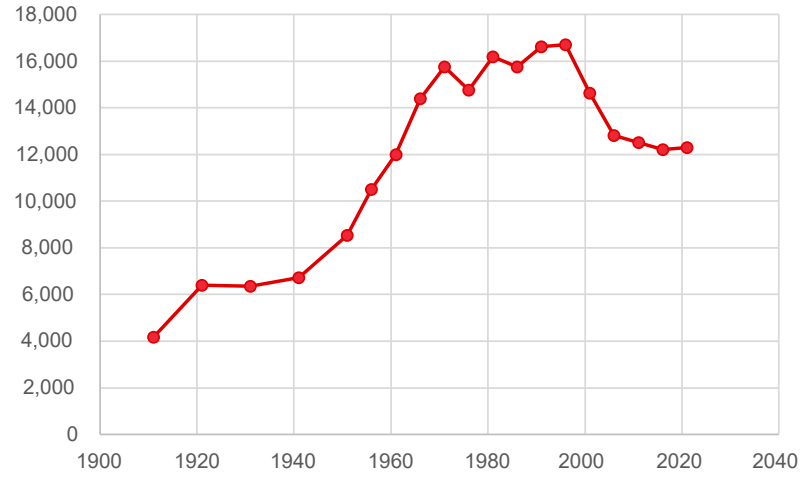
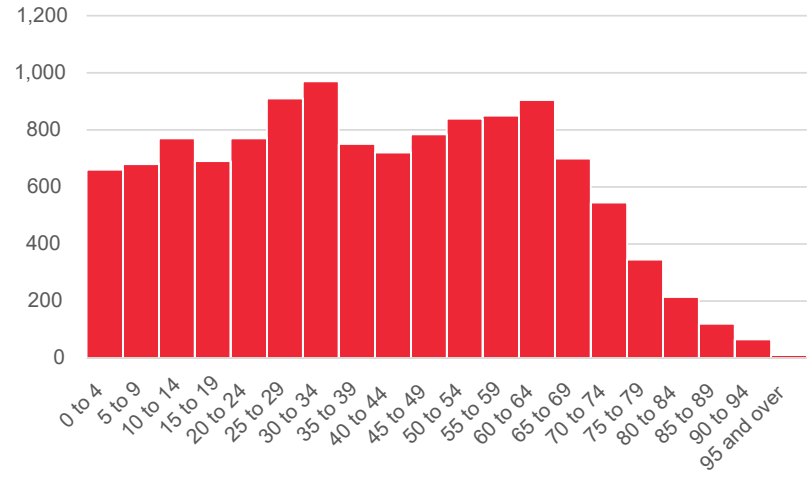


FIGURE 3: 2021 POPULATION PROFILE

Source: Statistics Canada, 2021 Census



2.2 POLICY CONTEXT

Connect Rupert is closely linked to several other plans and policies at the local, regional, provincial, and federal levels. These documents set the overarching goals, visions, and objectives for land use, transportation, and other key long-term planning considerations in the city.

2.2.1 External Plans and Policies

Both the provincial and federal governments have established bold targets to reduce greenhouse gas (GHG) emissions. Canada has set a target to cut its GHG emissions by 40-45% below 2005 levels by 2030, while the Province's *CleanBC* plan includes targets to reduce GHGs to 40% below 2007 levels by 2030, 60% by 2040, and 80% by 2050.

The Province released Move. Commute. Connect. — B.C.'s Active Transportation Strategy in 2019. The strategy sets bold targets to double the percentage of trips taken with active transportation by 2030 to help the province meet its GHG emissions targets. To support the implementation of active transportation infrastructure, the Province released the B.C. Active Transportation Design Guide to ensure consistent active transportation facility design across the province. The Province also administers the Active Transportation Infrastructure Grant to support active transportation investments across British Columbia. These provincial initiatives, along with Canada's new federal National Active Transportation Strategy and National Active Transportation Fund, represent new partnership opportunities to help finance transformational active transportation infrastructure programs for communities with shovel-ready projects that meet the goals of making active transportation safe, comfortable, and connected.

BC Transit provides transit service in Prince Rupert and has developed the 2012 Prince Rupert Transit Service Review and 2022 Prince Rupert and Port Edward Transit Future Service Plan.

Prince Rupert is a service centre for several neighbouring and water access only communities including Port Edward, Metlakatla, Lax Kw'alaams, Gitxaala, Dodge Cove, and other smaller communities in the North Coast Regional District. Each of these communities has its own plans and policies that identify how each one interfaces with the City and its own plans for increasing community resilience in the form of housing and other services.

In addition, the Prince Rupert Port Authority has federal jurisdiction over a significant amount of land along the city's waterfront that is primarily reserved for transportation and industrial use. However, the Prince Rupert Port Authority is also an important partner for delivering community projects.

2.2.2 City of Prince Rupert Plans and Policies

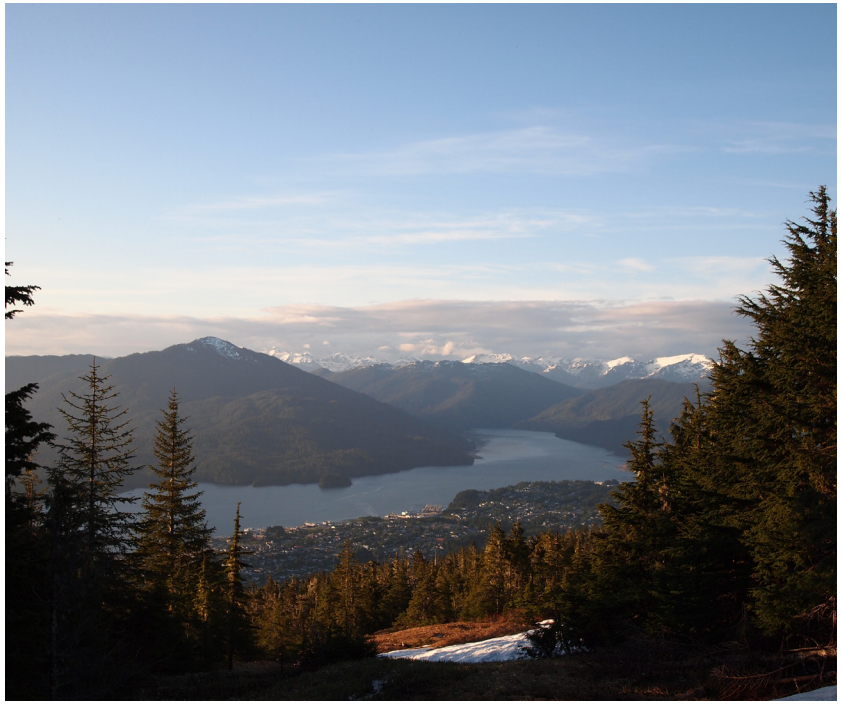
There are several overarching plans and policies that will shape the Transportation Plan. The City's Official Community Plan (2021) provides guidance for the city's growth and development as well as several policies related to transportation. The OCP also identifies the current road network classification and planned projects.

Prior to the OCP, the City also participated in the recently completed 2030 Vision document, a visioning and aspirational document to guide the City's dream for its future. It sets out the principles, geography, specific intentions, actions, and organization necessary for growth, driven by a powerful aspiration to see the communities and port of Prince Rupert grow together in mutual support and harmony, as a livable, sustainable, and competitive whole, to become a compelling northern focus for Western Canada, serving all of North America.

The document includes five principles for success, including:

- Quality of Life,
- Sustainability,
- Local Character,
- Diversity, and
- Port/City Symbiosis.

Beyond these recent planning documents, the City has a long history of transportation planning, dating back to the 1981 Prince Rupert Traffic Study, 1983 Prince Rupert Traffic Bylaw, and 1990 Prince Rupert Bypass Traffic Impact Study.



Other documents to be considered as part of the Transportation Plan include:

- Interim Parking Management Strategy (2022)
- BC Transit Prince Rupert / Port Edward Transit Future Service Plan (2022)
- 2nd and 3rd Avenue Traffic and Parking Concepts (2022)
- Zoning Bylaw (2021)
- 3rd Avenue Extension Overall Site Plan (2021)
- Redesign Rupert Labour Market Study (2019)
- MoTI Transportation Trade Network Analysis Study Summary (2019)
- MoTI Highway 16 & McBride Street Intersection Concept Review (2019)
- Downtown Revitalization Consultation Survey Results (2019)
- Small Business Development Action Plan (2018)
- 2030 Sustainable City Policy Objectives (2018)
- KITEARS Kaien Island Trail Network Plan (2017)
- Community Energy and Emissions Plan (2017)
- Redesign Rupert Waterfront and 3rd Avenue Visioning (2016)
- Redesign Rupert Recharge (2016)
- Infrastructure Report (2015)
- Hays 2.0 Vision Statement (2015)
- BC Transit Prince Rupert Transit Service Review (2012)
- Digby Island & Tsimshian Peninsula Access Project Assessment (2010)
- NCRD Kaien Island Trail Study (2009)
- Parking Study (2007)
- Various Traffic Impact Assessments

2.3 TRAVEL PATTERNS

Based on data from the 2016 Census, most trips made by Prince Rupert residents are by motor vehicle, including approximately 73% of trips by vehicle drivers and 10% by vehicle passengers. Sustainable forms of transportation such as walking, cycling, and transit make up nearly 15% of trips made by Prince Rupert residents (see **Figure 4**).

While the city has a relatively even breakdown between genders, there are important gender differences between different forms of transportation. For example, women are more likely to be a vehicle passenger (58% of all passenger trips) or take transit (61% of all transit trips). In contrast, men are more likely to drive (58% of all driving trips) or to bicycle (75% of all bicycle trips). From a diversity and equity perspective, it is important to consider the travel needs and behaviours of all demographics as the plan is developed.

Due to its compact nature, most trips made by Prince Rupert residents are relatively short. In fact, three quarters (75.2%) of all trips in Prince Rupert are less than 15 minutes in length (see **Figure 5**). These shorter trips could easily be replaced by sustainable forms of transportation such as walking, cycling, rolling, or using a mobility aid or transit.

FIGURE 4: MODE SHARE

Source: Statistics Canada, 2016 Census

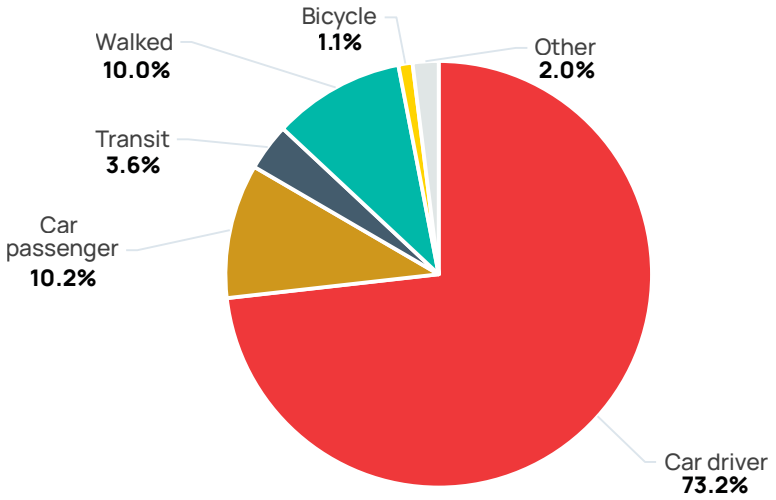
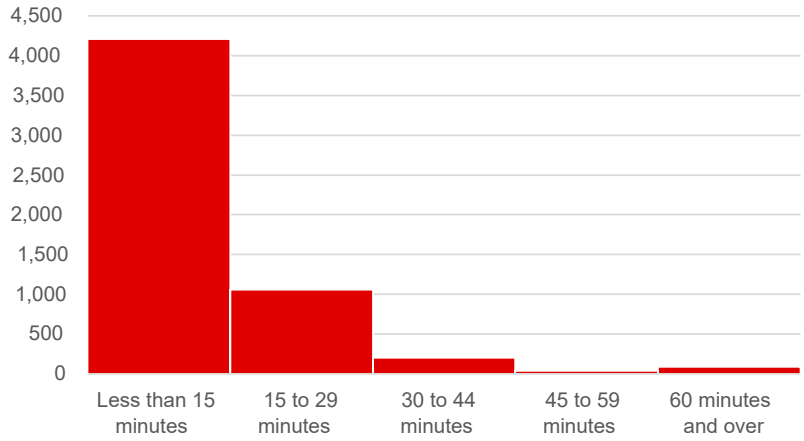


FIGURE 5: COMMUTING DURATION

Source: Statistics Canada, 2016 Census



3.0 MODAL INTERCONNECTIVITY



3.1 BACKGROUND

Prince Rupert's strategic waterfront location positions the city as an important transportation gateway for northwestern British Columbia. Air-, water-, rail-, and road-based transportation modes provide strategic connections for people, goods, and services to places beyond Prince Rupert. These strategic connections are important components of the city's transportation system and play a strong role in supporting the local economy, though they are largely outside the City's jurisdiction.

As noted earlier, the city is the western terminus of the Trans-Canada (Yellowhead) Highway, the Canadian National Railway, and Via Rail passenger rail service. The city also plays a critical role in water-based transportation, with local ferry service to adjacent communities, BC Ferries service to Vancouver Island and Haida Gwaii as well as Alaska State Ferry service to the United States of America. The City also runs the Prince Rupert Airport on Digby Island and is home to the Seal Cove Seaplane Base which provides charter services to nearby local communities.

The plan will focus on how the City can strengthen these connections within a larger regional and provincial transportation context.

3.2 FACTS AND FINDINGS

- **Air-based Modes:** The City of Prince Rupert operates Prince Rupert Airport (YPR). The airport is located on Digby Island is only accessible via ferry service provided by the City. The airport's vision is that it will be the safest and most reliable customer-oriented international airport in northwestern British Columbia for all users. The airport is served by Air Canada and private charter flights.

  Prince Rupert is also home to the Seal Cove Aerodrome, which is the base of operations for several local seaplane and helicopter service companies. Canada Border Services are also available to incoming flights for small craft and is listed in the Canadian Flight Supplement. Local air companies provide charter services to communities all over the north and central coasts including Haida Gwaii. Charter services are also an important component of the tourism industry as a key connection to remote fishing lodges and eco tourism destinations.

- **Water-based Modes:** BC Ferries provides ferry service to the Prince Rupert terminal, which is located south of the City Core at the west end of Highway 16. BC Ferries provides regular service to Port Hardy on the Inside passage Route, and Skidegate on Haida Gwaii. Passengers can also book connector service to Klemtu, Bella Bella, Shearwater, Ocean Falls, and Bella Coola.

  Prince Rupert is part of the Alaska Marine Highway and is a stop on the route between Bellingham, Ketchikan, and destinations north to Skagway and Haines. Ferry Service to Alaska has declined in recent years, but service is still available a couple times per month.

Beyond larger scheduled services, Prince Rupert is an important terminus for community-based passenger and vehicle ferries to Lax Kw'alaams, Metlakatla, and Gitxaala. Infrequent service is also available to Hartley Bay and other communities further afield.

Personal watercraft, water taxis, and the City's many public docks and marinas also play a key role for people living in water-access communities who commute into town for work, goods, services, etc. Integrating local taxi services at public docks and ferry terminals is very important as many people arriving like this do not have their own vehicles. However, it is also common for people living in water-access communities to park a private vehicle in town.

- **Rail-based Modes:** Rail has provided a critical transportation link since the City was incorporated. Prince Rupert originated as the west coast terminus of the Grand Trunk Pacific Railway (GTPR)'s transcontinental line, which was built to provide an alternative to rail connections to Vancouver. Today, the city is at the western terminus of the Canadian Pacific Railway. The Canadian National Railway (CNR) station at Prince Rupert was built in 1921-22 and has been designated a heritage railway station because of its historical, architectural, and environmental significance. Today, the rail line is a critical component of the functioning of the region's port activities with it transporting imported goods into the heart of the continent as far as Chicago and transporting exported goods from provinces across Canada.

  Via Rail provides regular passenger rail service from Prince Rupert, with the station being the western terminus for Via Rail's Jasper – Rupert corridor.

- **Road-based Modes:** Highway 16 traverses Kaien Island and travels along McBride Street and 2nd Avenue to provide access to the BC Ferries terminal. The highway provides a critical role in ensuring the efficient and reliable movement of people and goods through the city, including to port facilities and industrial areas. However, this can also create conflicts as high traffic volumes and speeds, as well as a high proportion of heavy vehicles, passes through the City Core. Highway 16 is under the jurisdiction of the BC Ministry of Transportation & Infrastructure (MoTI). The City's OCP includes a potential future bypass route on Wantage Road that would remove traffic destined the BC Ferries terminal and other port-related traffic from the City Core. In addition, a new road is currently under development to connect the industrial areas to the south and west of Kaien Island. Both of these projects will alleviate traffic pressures with the city and will allow the City to reimagine the role and function of streets within the city that are currently under MoTI jurisdiction.



4.0 ACTIVE TRANSPORTATION



4.1 BACKGROUND

Active transportation refers to all forms of human-powered transportation that move people and goods to and from destinations. Walking – including people using personal mobility aids such as wheelchairs and mobility scooters – and cycling are the most popular forms of active transportation, but it can also include other forms of human-powered transportation such as skateboarding, scootering, and in-line skating. Electric micro-mobility devices such as e-bikes, e-scooters, and other small, one-person electric vehicles are also an increasingly popular means of travel that often share the same spaces as bicycles and other active transportation users. Promoting walking, rolling, and cycling as attractive and convenient transportation choices can help reduce automobile dependence, increase physical activity levels, improve public health, reduce infrastructure demands, and create a more livable and vibrant community.

Walking is the most fundamental form of transportation as it is a part of every trip, whether that trip is made by bicycle, transit, or car. Walking can be an attractive alternative to driving for short trips, especially where destinations are close and they can be accessed through direct and convenient routes. Because of its compact urban form and layout following the City Beautiful planning tradition, much of Prince Rupert is already very walkable. Walking accounts for approximately 10% of all commute trips made by Prince Rupert residents.

Cycling is a popular activity for both commuting and recreation. Creating a bike-friendly community can help foster a more balanced transportation system that encourages healthy and active living, creates a more livable community, and results in cost-effective and efficient solutions in terms of a community's infrastructure investments. Cycling currently accounts for approximately 1% of all commute trips in Prince Rupert. However, cycling has the potential to be a more significant commuting and recreation option if improvements are made to the cycling and trail network. Encouraging more people to take short, local trips by bicycle will require developing a safe and comprehensive bicycle network in Prince Rupert, with infrastructure and programs that help cycling become more convenient than other modes, particularly for short-to-moderate distances. By making cycling a more attractive transportation choice, it can encourage healthier lifestyles, reduce air pollution and greenhouse gases, and provide more cost-effective solutions in terms of infrastructure investments.

4.2 FACTS AND FINDINGS

- **Pedestrian Network:** The City's existing pedestrian network is shown in **Map 4** and includes a range of pedestrian infrastructure, including:
  - » Sidewalks;
  - » Trails;
  - » Walking paths that provide connections between subdivisions;
  - » Traffic signals; and
  - » Crosswalks.
- **Sidewalk Coverage:** Sidewalks are provided on many streets throughout the city, although there are notable gaps in the sidewalk network (see **Map 5**). Approximately half (49.8%) of the streets in Prince Rupert do not have a sidewalk on either side of the street, with 35.5% having a sidewalk on one side of the street and 14.7% having a sidewalk on both sides of the street (see **Table 1**). However, the majority of collector streets (89.6%) have a sidewalk on at least one side of the street, including 45.9% with a sidewalk on one side and 43.7% with a sidewalk on both sides whereas less than half (47.9%) of local streets have a sidewalk on at least one side of the street.

TABLE 1: SIDEWALK COVERAGE BY ROAD CLASSIFICATION

Road Classification	0 Sidewalks	1 Sidewalk	2 Sidewalks
Highway	**100%**	0%	0%
Collector	10.4%	45.9%	43.7%
Local	52.1%	39.4%	8.5%
Total	**49.8%**	**35.5%**	**14.7%**

Sidewalks are provided on both sides of the following streets:

- » Highway 16 / McBride Street from 1st Avenue West to 9th Avenue;
- » 1st Avenue West;
- » 2nd Avenue West;
- » 3rd Avenue West;
- » 4th Avenue East
- » 5th Avenue East
- » 6th Avenue West (portions)
- » Sloan Avenue
- » Prince Rupert Boulevard from 11 Avenue East to Conrad Street
- » Most north-south streets in the City Core between 1st Avenue West and 3rd Avenue West.

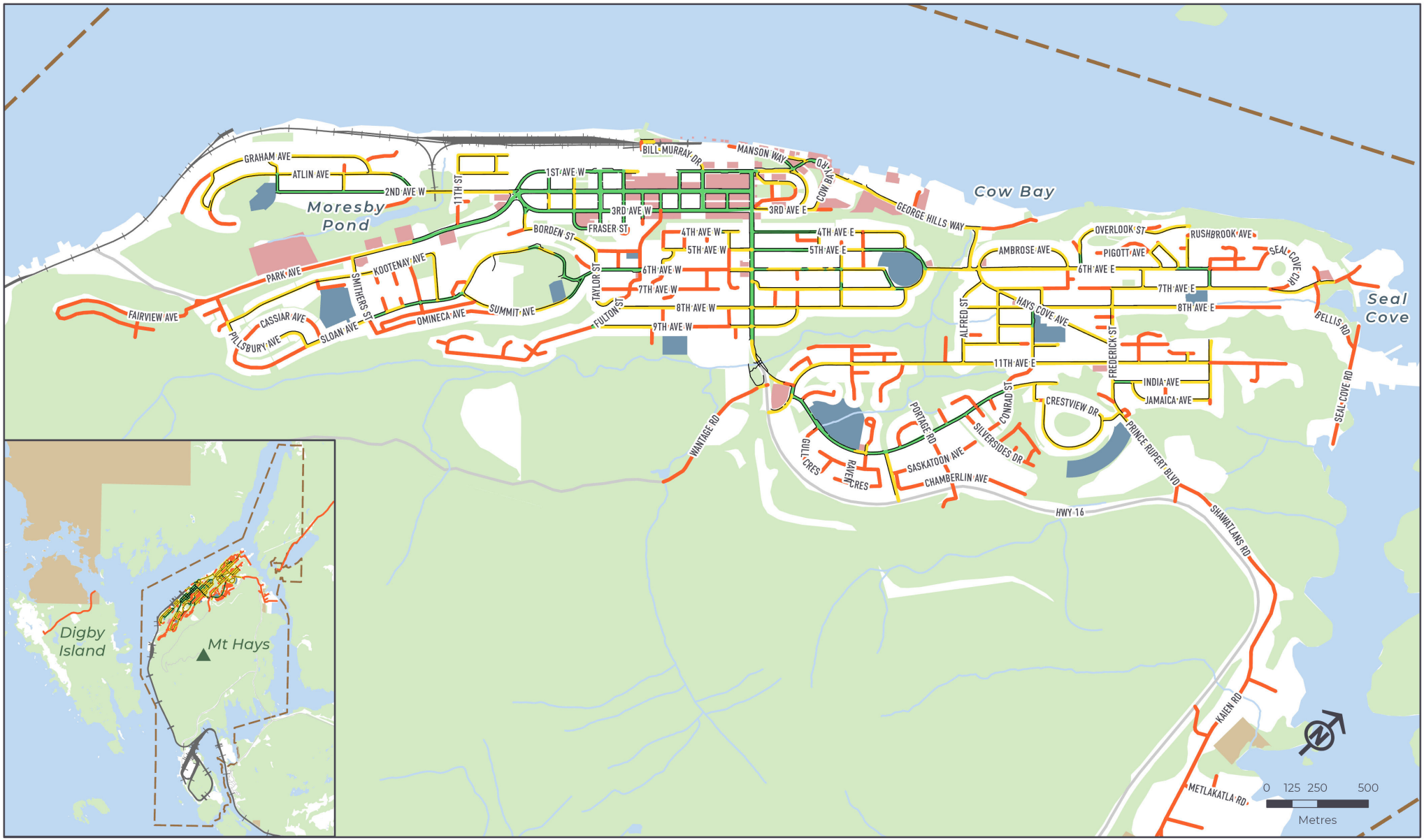
- **Pedestrian Safety and Accessibility:** Several locations throughout Prince Rupert, particularly intersections, present potential accessibility and safety issues, predominantly for persons with disabilities and older adults. Wide crossing distances, intersections without curb let downs, and desirable crossing locations without crosswalks can create challenges to navigating the city as a pedestrian. There are also locations where it may be warranted to install a pedestrian-activated signal to help ease crossings. To overcome some of the safety and accessibility concerns at intersections in the city, and to make walking an attractive transportation option, enhanced crossing treatments are needed at some locations.
- **Cycling and Rolling Network:** The cycling and rolling network focuses on cycling and other forms of wheel-based active transportation such as skateboards, scooters, and in-line skates. Currently, there are no dedicated on-street cycling or active mobility corridors in Prince Rupert. However, the 2030 Vision document identifies a City Core Cycle Routes Framework Plan with the following routes:
  - 1st Avenue / 3rd Avenue Cycle Loop circling the perimeter of Midtown and upper Town;
  - Waterfront Cycle Loop along Cow Bay Road, George Hills Way, and through the new Waterfront Park;
  - McBride Street connecting the City Core with southern neighbourhoods; and
  - Fulton Street connecting the City Core with southern neighbourhoods.
- **Trail Network:** The city has an extensive network of approximately 50 km of trails as well as 25 km of potential future trails (see **Map 6**). Existing trails have been classified as low difficulty or high difficulty due to challenging terrain. In 2017, the Kaien Trail Enhancement and Recreation Society developed the Kaien Island Trail Network Plan. Recommendations for the trail network will be developed as part of this plan as well as the concurrent Parks and Open Space Plan.
- **Bicycle Parking and End-of-Trip Facilities:** The City's Zoning Bylaw provides requirements for bicycle and scooter parking, including design standards for bicycle parking spaces and requirements for the number of bicycle parking spaces based on the land use. However, the Zoning Bylaw does not provide requirements for other end-of-trip facilities such as showers and clothing lockers.



MAP 4: EXISTING PEDESTRIAN FACILITIES

- Crosswalk
- Traffic Signal
- Walking Path
- Existing Trail
- Existing Sidewalk
- Railway
- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary

THE CITY OF PRINCE RUPERT
TRANSPORTATION PLAN



MAP 5: SIDEWALK GAPS

Sidewalk Count
- 0 Sidewalks
- 1 Sidewalk
- 2 Sidewalks

- Existing Sidewalk
- Railway
- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary

THE CITY OF PRINCE RUPERT
TRANSPORTATION PLAN



MAP 6: EXISTING TRAIL NETWORK

- Walking Path
- Existing Trail
- Legacy Trail - Impassable
- Future Conceptual (from plan)
- Future Conceptual (from GPS)
- Unknown / Potentially Existing
- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary

THE CITY OF PRINCE RUPERT
TRANSPORTATION PLAN

5.0 PUBLIC TRANSPORTATION



5.1 BACKGROUND

Public transportation, including transit, school buses, shuttles, taxis, and ride-hailing, can reduce the overall environmental and community impacts of transportation. Public transportation benefits those who choose to use it as well as those who have no other option. Public transportation provides an essential service for many community members. For people who do not drive, public transportation can often be the only option for getting to work, school, shopping areas, and recreational centres. Public transportation currently accounts for approximately 3.6% of commute trips made by Prince Rupert residents.

Conventional transit service in Prince Rupert is provided by BC Transit as part of the broader Prince Rupert Transit System, which encompasses transit service in Prince Rupert and Port Edward. The City works with BC Transit on matters influencing current and future services as they affect the community.

In 2022, BC Transit developed a Transit Future Service Plan for the Prince Rupert Transit System. The purpose of the Transit Future Service Plan is to:

- Build on existing planning and add service and infrastructure priorities for the community;
- Review what has changed for the community;
- Inform both the planning and operational activities;
- Drive a range of objectives and actions that will deliver a fit for purpose network across the community;
- Guide decision making to procure and deliver the desired network; and
- Engage with the community.

The vision for transit in the Transit Future Service Plan is that transit is the preferred choice for residents and visitors, attracting customers through reliable, comfortable, safe, accessible, and convenient service.

The City's OCP contains several policies which support public transit, including:

- Investing in improved transit infrastructure
- Locating mixed-use and multi-family housing near transit
- Increasing transit use to reduce greenhouse gas emissions

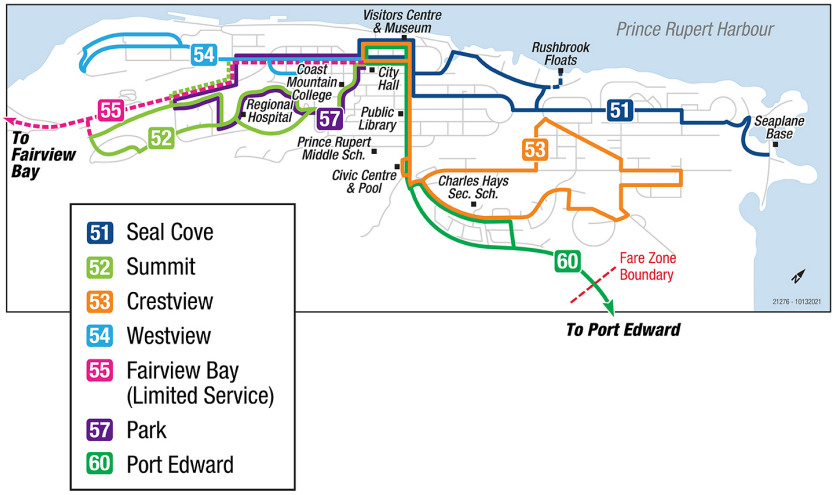
In addition to public transit, it is noted that Prince Rupert makes use of a number of public transportation services, including an excellent taxi system and school buses, which are also discussed in this section.

5.2 FACTS AND FINDINGS

- **Transit Network:** The Prince Rupert and Port Edward transit network consists of five fleet vehicles serving seven regular routes (see **Figure 6** and **Map 7**). The seven regular routes include:
  - » 51 Seal Cove provides a connection between Downtown Prince Rupert and Seal Cove, primarily along 5th, 6th, and 7th Avenues. By request, service to Rushbrook Floats is also available.
  - » 52 Summit provides a connection between Downtown Prince Rupert and south-west Prince Rupert including the Prince Rupert Regional Hospital and Pineridge Elementary School.
  - » 53 Crestview provides a connection between Downtown Prince Rupert and north-east Prince Rupert including Prince Rupert Middle School, the Civic Centre & Pool, Charles Hays Secondary School, and Conrad Elementary School.
  - » 54 Westview provides service between Downtown Prince Rupert to Graham Avenue and Atlin Avenue primarily along 1st Avenue.
  - » 55 Fairview Bay connects Downtown Prince Rupert with the ferry terminal at Fairview Bay.
  - » 57 Park, similar to the 52 Summit, provides service to the Prince Rupert Regional Hospital and other central locations to the south-east of Downtown Prince Rupert.
  - » 60 Port Edward provides regional service connecting Port Edward and Prince Rupert while also providing some local service within Port Edward.

FIGURE 6: PRINCE RUPERT TRANSIT NETWORK

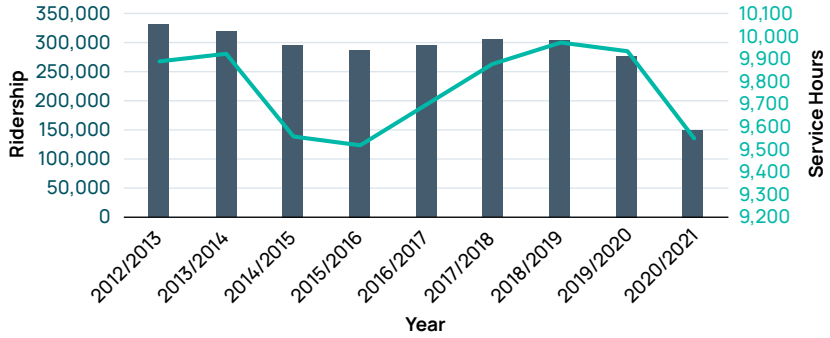
Source: BC Transit



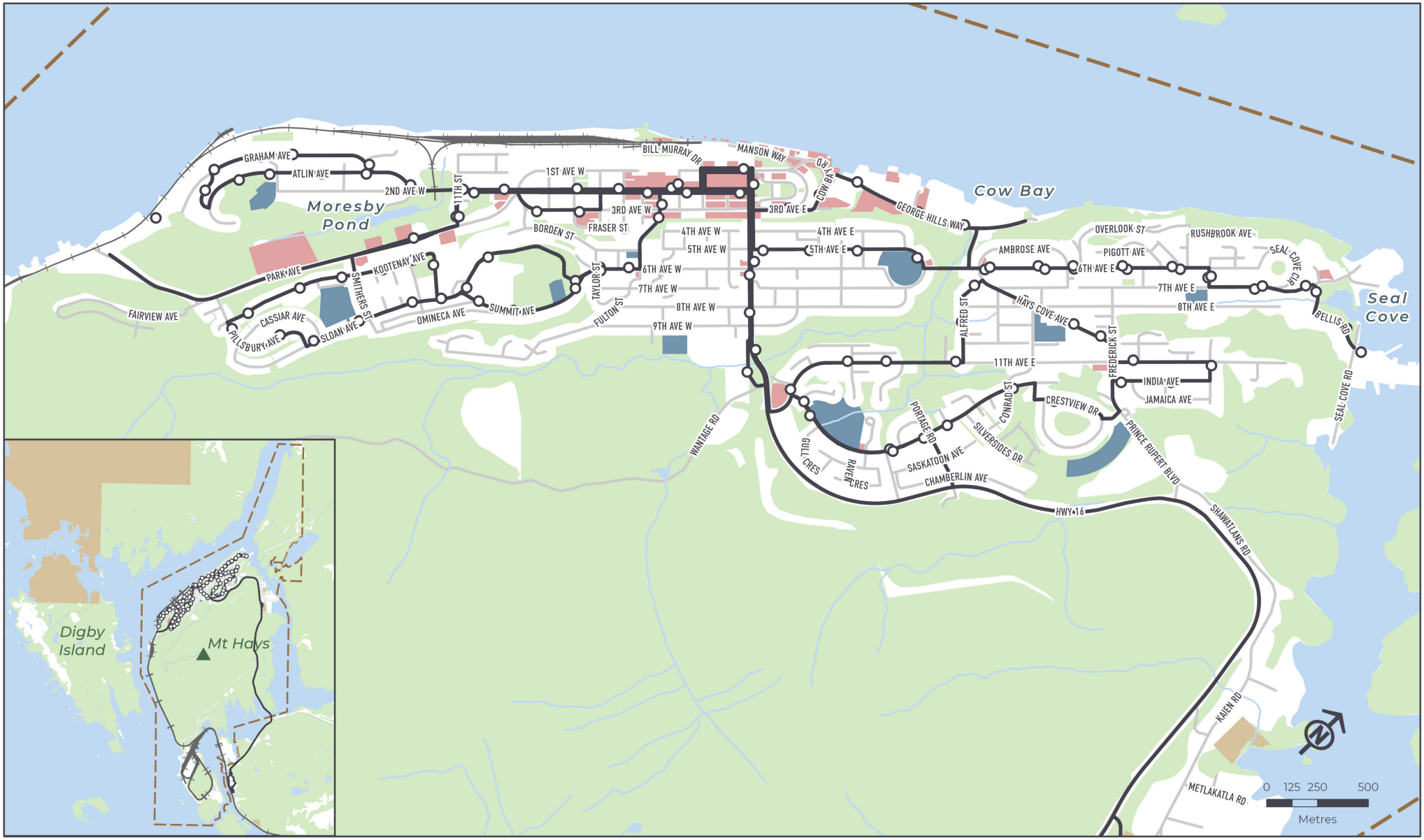
- **Transit Exchange:** All transit routes connect to the City's downtown exchange and provide service outwards from the core of Prince Rupert.
- **Transit Service:** Most transit routes operate six days a week from Monday to Saturday, excluding statutory holidays. BC Transit provides approximately 9,800 annual service hours within the Prince Rupert Transit System, equivalent to 15.3 rides / service hour (see **Figure 7**).

FIGURE 7: PRINCE RUPERT TRANSIT PERFORMANCE

Source: BC Transit



- **Transit Ridership:** Transit ridership has fluctuated between 329,000 and 277,000 riders between 2012 and 2020 but is experiencing a downward trend with an average decrease of 1.5% per year from 2012 to 2020 (see **Figure 7**). Ridership declined to 150,000 customers per y ear in 2020/21, although this drop can likely largely be attributed to the COVID-19 pandemic. The transit service saw a 91% decrease at the start of the pandemic compared to 2019 levels but has seen a gradual increase since July 2020.
- **Custom Transit:** HandyDART is an accessible, door-to-door shared transit service for people with permanent or temporary disabilities that prevent them from using fixed-route transit without assistance from another person. HandyDART picks you up at your accessible door and drops you off at the accessible door of your destination.
- **Transit Amenities:** Transit stop amenities, such as benches, shelters, lighting, customer information, and walking connections to transit, are important for making transit a convenient, attractive, and accessible transportation mode. There are 104 bus stops in Prince Rupert, although many of these bus stops do not have amenities.
- **Regional Transit (Highway 16 Transit Service):** Until 2018, regional bus service was provided by Greyhound. However, when the company ceased operations, the Province and BC Transit quickly pivoted to create a new regional transit service called the BC Bus. Scheduled departures leave from Prince Rupert to Prince George on Fridays and Sundays. In addition, Northern Health operates the Northern Health Connections Bus service for those travelling for medical appointments. Service on the Northern Health Connections Bus departs Prince Rupert Monday, Wednesday, Thursday, and Saturdays to Prince George with connections to Vancouver.
- **School Buses:** BC Transit operates the 99 Special route, which is a special school service providing transit service to Prince Rupert Middle School and Charles Hays Senior Secondary School. This route only operates when school is in session. Port Edward and Metlakatla students are bussed also bussed through contracted bussing provided by the District of Port Edward and the Metlakatla Band Council.
- **Taxis:** Skeena Taxi has operated in the city for over 50 years and is a critical point of connection for many of the city's residents. Taxis also serve those arriving via water-, rail-, and air-based modes as a key way to find their way through the city. The city's taxi fleet is currently capped at approximately 50 vehicles.
- **Ride-hailing:** Ride-hailing was approved in the Province of BC in 2019. Ride-hailing services are operated by Transportation Network Companies (TNC), the largest of which are Uber and Lyft. Neither company currently operates in the city.



MAP 7: EXISTING TRANSIT NETWORK

- Bus Stop
- Bus Route
- Railway
- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary

THE CITY OF PRINCE RUPERT
TRANSPORTATION PLAN

6.0 DRIVING



6.1 BACKGROUND

Travel by private vehicle is the dominant mode of transportation in Prince Rupert today, as vehicles account for over 83% of trips made by Prince Rupert residents. Driving takes on the city's street network, which is made up of different components, each serving specific functions within the overall network.

The City's OCP contains several policies which discuss the City's approach to transportation planning. The OCP notes that the approach to transportation planning has increasingly focused on the interconnectivity of different modes, and to achieving a shift of modes from automobiles to other forms. This approach serves to coordinate and rationalize the connections between modes and maximize efficiencies and effectiveness of the different modes.

This section focuses on driving, including notes on goods movement, the coordination of major road works and infrastructure improvements, parking, and car sharing.

6.2 FACTS AND FINDINGS

- **Safe and Efficient Intersections:** There are six traffic signals in the city, including five on roadways under MoTI jurisdiction as well as one City-controlled traffic signal at 3rd Avenue and 4th Street. The City's OCP identifies the potential for three additional traffic signals on 2nd Avenue as well as additional crosswalks on 2nd Avenue, and roundabouts are planned at the intersection of 2nd Avenue and McBride Street and "Five Corners" at the intersection of 1st Avenue, 2nd Avenue, 3rd Avenue, and Highway 16.
- **Traffic Volumes:** Traffic volumes for major corridors were identified based on available traffic data information provided by the City. The highest traffic volumes are found on Highway 16, with volumes between 13,000 – 20,000 vehicles per day on Highway 16 / McBride Street from 11th Avenue to 2nd Avenue and on 2nd Avenue between McBride Street and 5th Street (see **Map 8**). Traffic volumes on Highway 16 decrease to approximately 5,000 – 6,000 vehicles west and east of the City Core. Many collector streets within the city carry traffic volumes ranging from 3,000 – 6,000 vehicles per day.
- **Industrial Traffic and Goods Movement:** Goods movement is a crucial component of the regional and local transportation network, as it is critical to ensure that efficient and reliable flow of goods to, from, and within Prince Rupert as well as to and from the Port facilities and industrial and commercial areas. The city's existing goods movement network – including designated truck routes and railways – along with key industrial and commercial destinations is shown in **Map 9**.
- **Green Streets:** Green Streets refers to opportunities to integrate rainwater management and other sustainability features into street designs. This can include features such as rain gardens and street trees.

- **Traffic Calming:** Traffic calming can help to create safe and liveable residential streets by reducing traffic speeds and volumes. A range of traffic calming measures can be considered, including speed humps, traffic circles, curb extensions, and reduced speed limits, among other things.
- **Pavement Condition:** In 2015, the City conducted a pavement condition assessment of all roads in the City. While it is recognized the results of that assessment are outdated and will require further validation, the study found that approximately 36% of the City's roads are in "good" condition, while approximately 40% are in "average" condition and 24% are in "poor" condition, as shown in **Map 10** and summarized in **Table 2**.

TABLE 2: PAVEMENT CONDITION ASSESSMENT (2015)

Pavement Condition	Length (km)	Length (%)
Good	30.8	36.5%
Average	33.6	39.9%
Poor	19.9	23.6%

Roads used by public transit or heavy vehicles wear out more frequently. The City's OCP notes that an adequately built road structure has a life expectancy of 60 years. However, current practice is to apply a temporary asphalt pavement overlay and not address anything else, such as failing surface features, road base structures, and underground utilities. The cost of inadequately maintaining the road system is a more expensive option than reconstructing roads. The OCP notes that two kilometres of roads should be reconstructed every year. The OCP notes that the City should establish a comprehensive and reliable funding process for infrastructure to ensure that these critical resources are more cost effectively stewarded and do not suffer catastrophic failure which are the inevitable outcomes of such inadequate funding processes.

- **Trestle Bridges:** There are three wooden trestle bridges in Prince Rupert, including the 2nd Avenue Trestle Bridge, Cow Bay Trestle Bridge, and 6th Avenue Trestle Bridge. Each of these trestle bridges have exceeded their life expectancy by over 16 years and each have replacement costs of $2 million. The OCP notes that options for replacement or rerouting should be explored and that until an option is selected and implemented, the trestles should be regularly assessed for structural capacity and load limits be adjusted as necessary.
- **Coordination of Major Road Works and Infrastructure Improvements:** The City can maximize and leverage implementation of projects by coordinating with other capital infrastructure projects. The OCP notes that the City should ensure that major road works are done after necessary subgrade infrastructure (pipes, conduits, etc.) is completed. Further, while the existing public transportation and road network is regarded as serving the community well at this time, as the impeding growth occurs, service levels might not keep pace with service expectations. It is important to coordinate and stage infrastructure improvements to maximize efficiencies. It is also important to ensure accessibility is provided on all new roads and to correct current locations that present accessibility barriers.
- **Safety:** Safety is a key focus of the plan and considers all road users. People walking, cycling, and using other forms of active transportation are particularly vulnerable to injury and death in traffic collisions. Data for all reported collisions in Prince Rupert between 2010 and 2019 was provided by ICBC (see **Map 11**). The top ten collision locations are shown in **Table 3**. It should be noted that of the top ten locations are on roadways under MoTI jurisdiction, with the exception of 3rd Avenue and 4th Street.

TABLE 3: TOP TEN COLLISION LOCATIONS (2010 – 2019)

Source: ICBC

Street	Cross-Street	Total Collisions	Annual Average Collisions
McBride Street	3rd Avenue	47	4.7
McBride Street	2nd Avenue West	30	3
McBride Street	5th Avenue	28	2.8
6th Street	2nd Avenue West	26	2.6
4th Street	3rd Avenue West	25	2.5
McBride Street	8th Avenue	25	2.5
3rd Street	2nd Avenue West	24	2.4
2nd Street	2nd Avenue West	21	2.1
McBride Street	9th Avenue West	21	2.1
McBride Street	6th Avenue West	18	1.8

- **Planned Projects:** A number of projects have already been identified as being required or desired in the City's OCP and through other documents. These projects include:
  - » Fairview-Ridley Industrial Site Connector Road
  - » Wantage Road Bypass
  - » New airport ferry landing at Harbour Landing Park at the foot of Bill Murray Way
  - » New ferry to Gitxaala

  There are also several City Core street network improvements planned, including:

  - » Competing the 1st Avenue connection through the Rupert Mall parcel
  - » Extending 3rd Avenue links to George Hills Way
  - » Extending 5th Avenue to George Hills Way
  - » Developing new local roads to serve the Marina District
  - » Providing traffic calming on 2nd Avenue, including new traffic signals at 1st Street, 2nd Street, and McBride Street.
  - » Considering improvement options for 2nd Avenue and 3rd Avenue, including converting 2nd Avenue from a four-lane to a three-lane cross-section
  - » Providing roundabouts at the intersections of 2nd Avenue and McBride Street and "Five Corners" at the intersection of 1st Avenue, 2nd Avenue, 3rd Avenue, and Highway 16.

- **Parking:** As noted previously, the city has experienced a decline in population. Throughout this, the City has not lost a significant amount of parking spaces and has seen new public off-street parking lots developed in Cow Bay. However, a parking shortage remains a perceived issue among residents. A 2007 study of parking found that, at the time, the existing supply of parking in the city was accommodating demand in most areas with few places reaching "peak" usage (85% of stalls being occupied). Consequently, the perceived shortage of parking may in fact be a management issue related to poor parking placement, inefficiency of parking prioritization (e.g. customers vs employees), and lack of walkability. The City recently developed an Interim Parking Management Strategy to address these issues. The strategy includes eight interim parking management actions to be considered over the next 1-3 years, including:
  - » Management Action 1: Removing minimum parking requirements from a parking specific area (PSA) downtown
  - » Management Action 2: Encourage Shared Parking Agreements between private businesses, or private businesses and the City to optimize existing parking
  - » Management Action 3: Seek opportunities to develop public parking lots in the City Core as needed to serve longer term users through land acquisition or conversion of municipally-owned lots
  - » Management Action 4: Reconfiguring 2nd and 3rd Avenues W to increase on-street parking
  - » Management Action 5: Maximize parking on 2nd and 7th Street to serve longer-term users and free up parking space along 2nd and 3rd Avenue
  - » Management Action 6: Increase enforcement actions
  - » Management Action 7: Implement an Interim Parking Wayfinding Strategy
  - » Management Action 8: Work to implement electric vehicle charging infrastructure

  The Interim Parking Management Strategy will feed into a broader and more robust parking management strategy developed as part of the Transportation Plan.
- **Electric Vehicle Charging Infrastructure:** Electric vehicles (EVs) are growing in popularity in BC and the number of electric vehicles is set to increase significantly; the provincial government has introduced legislation requiring all motor vehicles sold by 2040 to be zero emissions. Electric vehicles require local and regional networks of charging infrastructure. Data from PlugShare – a comprehensive online tool for locating EV charging stations – indicates that there are two electric vehicle charging stations in Prince Rupert at 1st Avenue and Market Place.
- **Car Sharing:** Car share services increase mobility options and affordability by providing access to motor vehicles without having to purchase a private vehicle. This promotes sustainable transportation choices, allowing residents to make most trips by active transportation and transit and use a car only when required. Two-way car share services need to be picked up and returned to the same spot, whereas one-way car share allows users to start and end a trip anywhere within a designated home zone. There are currently no car sharing services in the city.



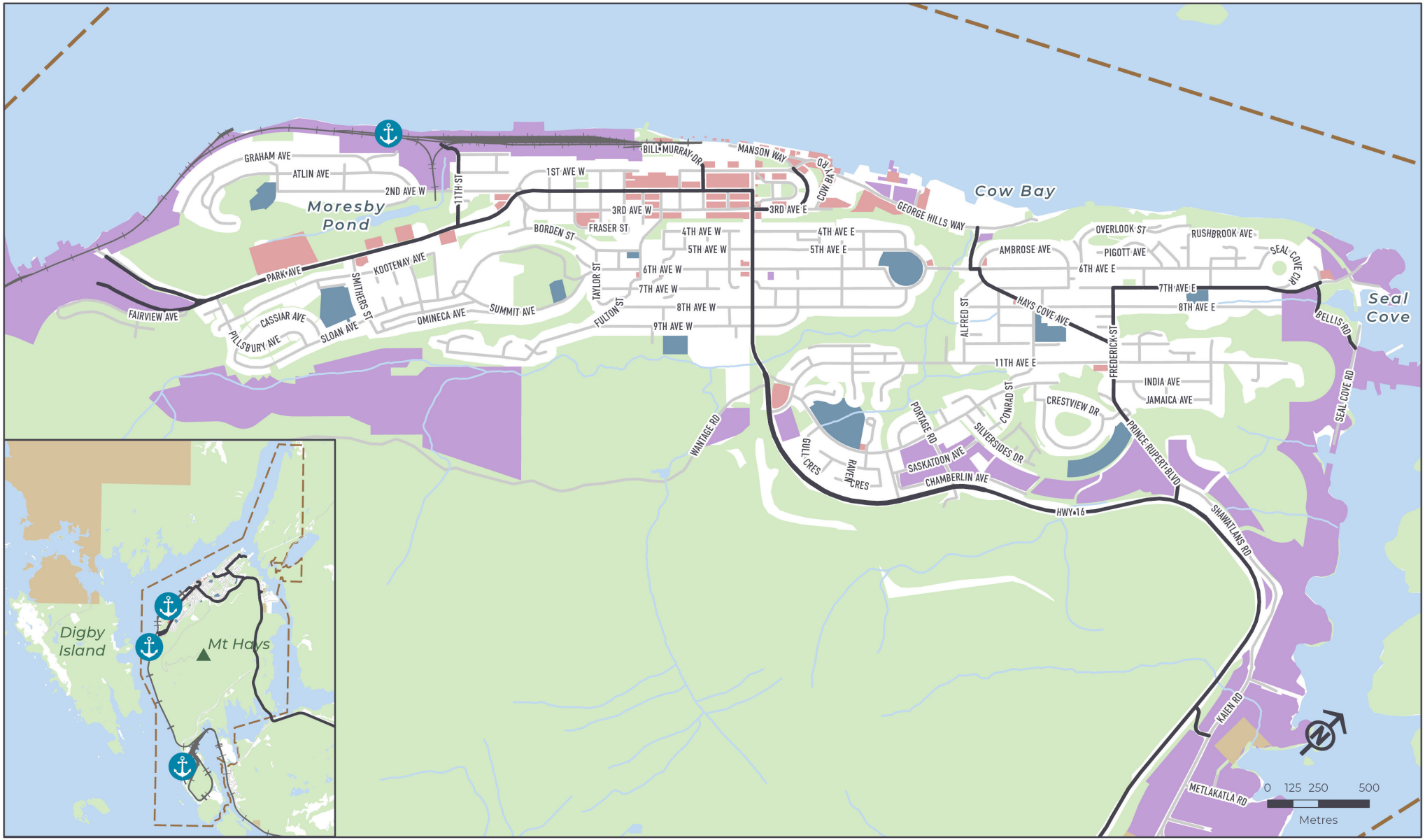
MAP 8: DAILY TRAFFIC VOLUMES

Daily Traffic Volumes (Existing)
(Vehicles / Day)

- ≤ 5,000
- 5,001 - 10,000
- 10,001 - 20,000

- Roads
- Railway
- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary

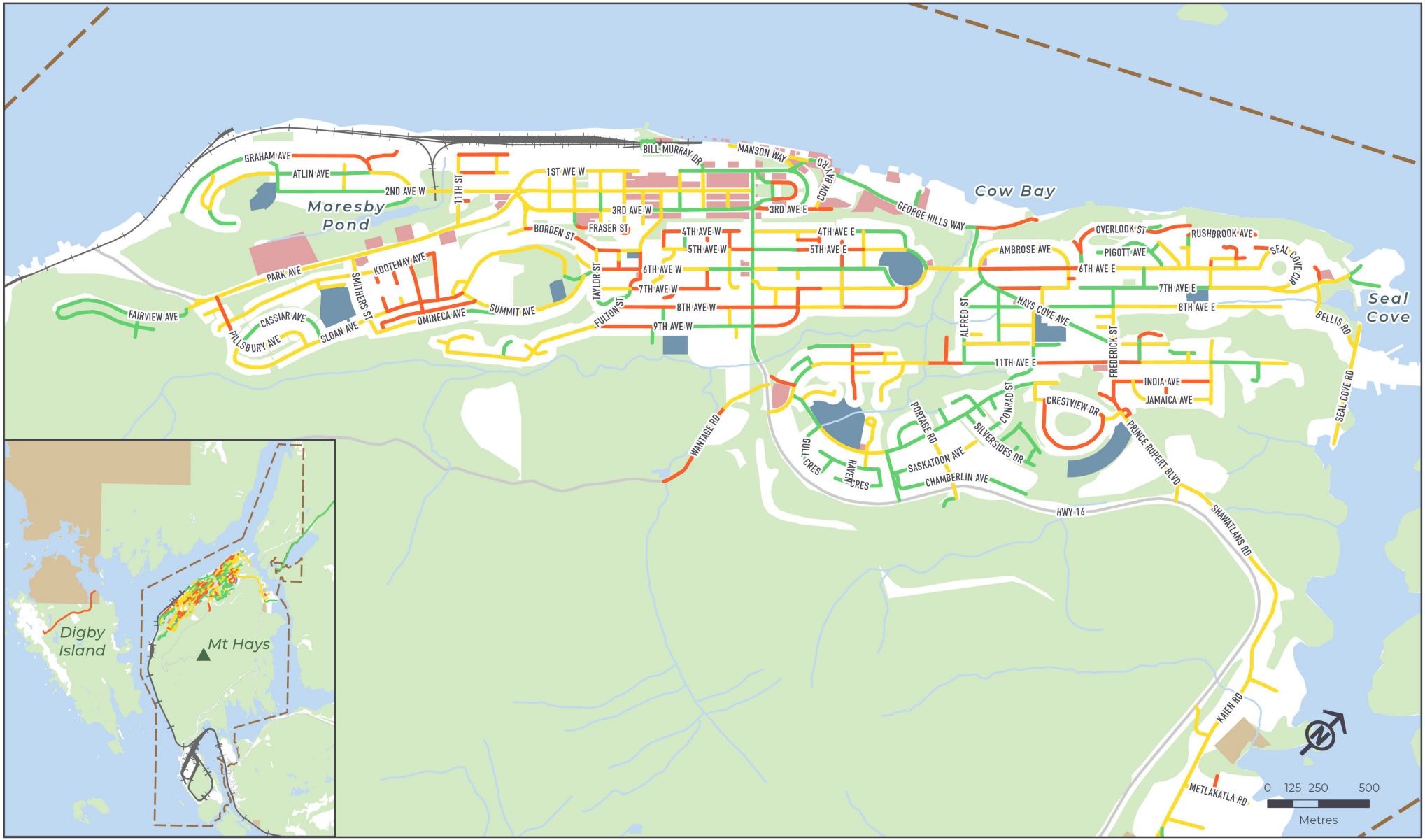
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TRANSPORTATION PLAN



MAP 9: EXISTING GOODS MOVEMENT NETWORK

- Shipping Port / Terminal
- Truck Route
- Railway
- Industrial
- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary

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TRANSPORTATION PLAN

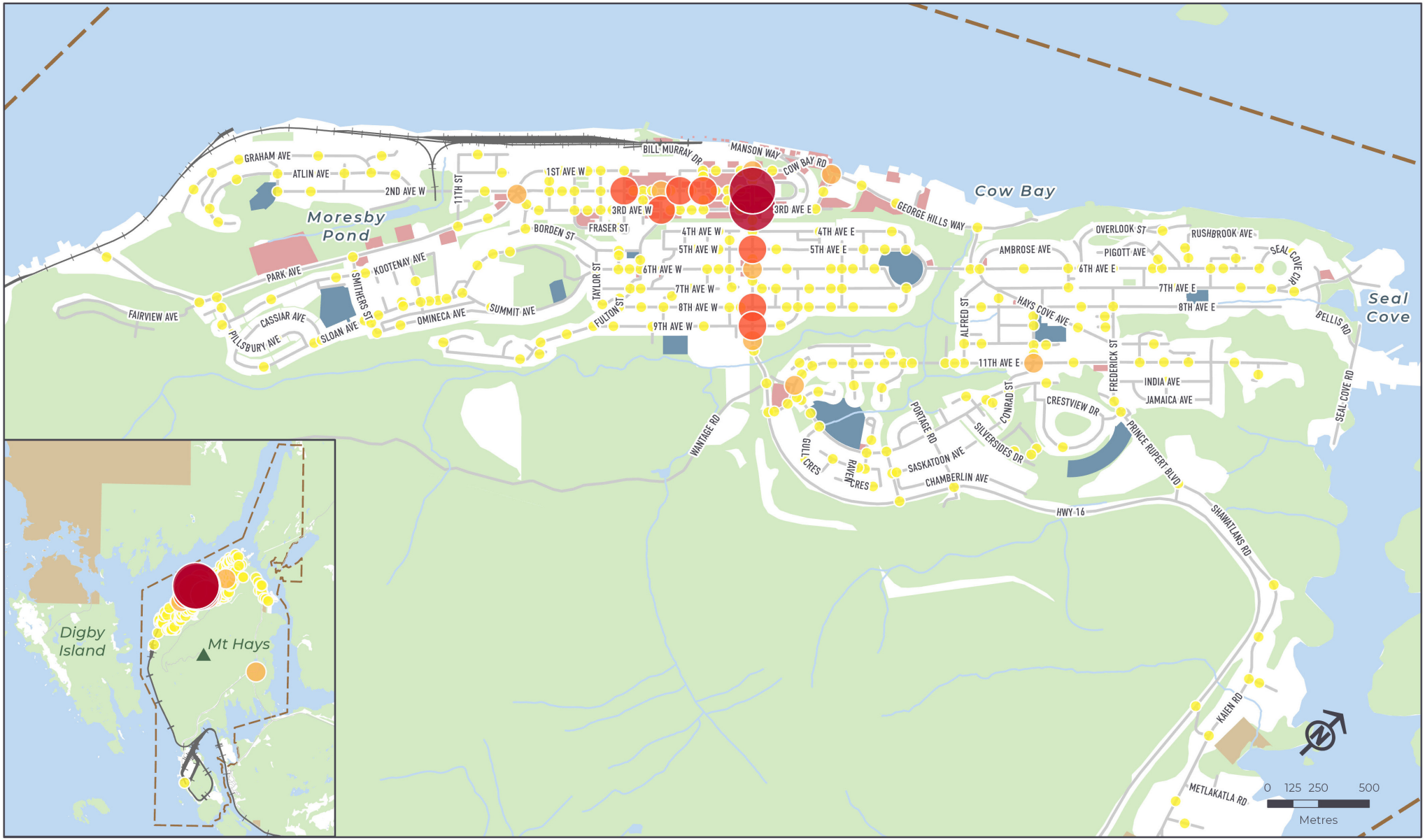


MAP 10: ROAD NETWORK PAVEMENT CONDITION

Pavement Condition
- Poor (0 - 4)
- Average (5 - 7)
- Good (8 - 10)
- Railway

- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary

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TRANSPORTATION PLAN



MAP 11: AVERAGE ANNUAL COLLISIONS (2010 – 2019)

Collision Count

- ≤ 1
- > 1 - 2
- > 2 - 3
- ≥ 3

- Railway
- Commercial / Mixed Use
- Park / Open Space / Forested Area
- School
- First Nation Reserve
- Municipal Boundary

THE CITY OF PRINCE RUPERT
TRANSPORTATION PLAN

7.0 CLOSING AND NEXT STEPS



This is the first report prepared as part of the Prince Rupert Transportation Plan process and summarizes existing conditions for all forms of transportation in the City today. This report has been developed in parallel with a Best Practice Review report which summarizes current and emerging trends and best practices for all forms of transportation.

The next phase of work will focus on charting the course for the future of transportation in Prince Rupert. A future vision with supporting goals will be developed along with detailed strategies and actions to achieve the vision and goals. The strategies and actions will lay out the long-term plan, which will be followed by an implementation and monitoring strategy identifying short-, medium-, and long-term priorities.



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