

JAN 25 2016

ITEM: TT2016-0013 ISC: **UNRESTRICTED**
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TT2016-0013
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Transportation Report to
SPC on Transportation and Transit
2016 January 20

PEDESTRIAN STRATEGY FINAL REPORT

EXECUTIVE SUMMARY

The Transportation Department has developed a city-wide Pedestrian Strategy STEP *FORWARD* (Attachment 1), an action plan for reducing pedestrian casualties and increasing walking in Calgary. We want Calgarians to walk more by making it safer, more enjoyable, and more viable as a transportation option. As the most environmentally and economically sustainable form of transportation, walking supports the strategic objectives of Council.

The Pedestrian Strategy has been developed with the broad participation of Calgarians, key city stakeholders, and the support of a Steering Committee. The top five public concerns heard were: unsafe street crossings and intersections; poor pathway/sidewalk connections and lighting; speeding, education and distracted road users; poor sidewalk condition and repair; and unattractive streetscapes. Fifty (50) actions have been created to address the top concerns, and all other concerns in the short, medium and long term. Progress on these actions requires working with external partners, strong internal coordination, additional capital and operating funding, and additional Transportation Department staffing positions to coordinate corporate programs and deliver the actions of the strategy.

The strategy proposes immediate, effective and low cost measures that will improve pedestrian safety, particularly around schools, public transit, and problematic high-collision locations. This includes more standard and enhanced crosswalk markings, more rapid rectangular flashing beacons, more sidewalk and pathway connections, and efforts to advance the implementation of 40 kph zones on residential streets.

A modest short-term investment will increase pedestrian safety, increase personal health and well-being, strengthen the community fabric and reduce our reliance on the automobile for our short-distance travel.

ADMINISTRATION RECOMMENDATION(S)

That the Standing Policy Committee (SPC) on Transportation and Transit recommends that Council:

1. Adopt the 6 Key Results to be used to measure the success of the strategy,
2. Adopt the 50 Actions of the strategy,
3. Direct Administration to incorporate the short-term capital and operating funding requirements into the mid-cycle budget adjustments for 2017/2018.
4. Direct Administration to provide an update report back on the progress of the Pedestrian Strategy to SPC on Transportation and Transit no later than January 2018.
5. Direct Administration to include the capital and operating costs to deliver the medium-term strategy actions during the development of the next budget business cycle (2019-2022).

RECOMMENDATION OF THE SPC ON TRANSPORTATION AND TRANSIT, DATED 2016 JANUARY 20:

That Council:

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Refer Councillor Farrell's proposed Motion, as follows, and Report TT2016-0013, to the Administration to address the following issues, and to Report back to the Regular Meeting of the SPC on Transportation and Transit, 2016 April 20:

- Linkage to road designs including corner radii;
- Incorporate pedestrian scramble operations;
- Start with 40 km/h pilots in several neighbourhoods;
- Reduce staff involvement;
- Revisit and clarify the use of countdown times;
- Clarify the wording of Recommendation 3 with respect to funding;
- Look more closely at the Operational Health and Safety approach applied in the oil and gas sector in relationship to the approach The City might take to the collision reduction;
- Seek clarity on how the resources for measures such as the Rectangular Rapid Flashing Beacons (RRFBs) will be applied to locations where there is a high potential for collisions versus a high number of collisions which have previously occurred;
- Clarify the criteria around the placement of mid block crossings; and
- Engage the public on the question of 40 km/h or 30 km/h.:

"APPROVE, Moved by Councillor Farrell, that the Administration Recommendations contained in Report TT2016-0013 be approved, as follows:

That the SPC on Transportation and Transit recommend that Council:

1. Adopt the 6 Key Results to be used to measure the success of the strategy;
2. Adopt the 50 Actions of the strategy;
3. Direct Administration to incorporate the short-term capital and operating funding requirements into the mid-cycle budget adjustments for 2017/2018;
4. Direct Administration to provide an update report back on the progress of the Pedestrian Strategy to SPC on Transportation and Transit no later than January 2018; and
5. Direct Administration to include the capital and operating costs to deliver the medium-term strategy actions during the development of the next budget business cycle (2019-2022)."

Oppositions to Recommendations:

Opposed: D. Farrell, B. Pincott, E. Woolley

Excerpt from the Minutes of the Regular Meeting of the SPC on Transportation and Transit, held 2016 January 20:

"And further, that the SPC on Transportation and Transit forward Report TT2016-0013, as an item of Urgent Business, to the 2016 January 25 Regular Meeting of Council."

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PREVIOUS COUNCIL DIRECTION / POLICY

On 2014 July 28, Council adopted the Pedestrian Strategy Framework report (TT2014-0486) and directed Administration to return to SPC on Transportation and Transit by the end of Q1 2015 with a status update report. This 2014 July report provided the project's strategic planning framework and a preliminary table of contents for the future strategy document.

On 2015 April 27, Council adopted the Pedestrian Strategy Status Update report (TT2015-0120) and directed Administration to report back through the SPC on Transportation and Transit with the finalized pedestrian strategy on 2015 October 14. This 2015 April update report introduced the four focus areas: safety, plan and design, operate and maintain, educate and encourage and how these focus areas will be used to structure an action list.

On 2015 November 9, Council adopted the Pedestrian Strategy Update and Deferral of Final Report (TT2015-0666) and directed Administration to defer the final report to 2016 January 20 meeting of the SPC on Transportation and Transit. The 2015 November update report provided a preview of the key elements of the strategy (the main chapters, actions, funding strategy). The request for deferral of the final report was to allow more time to validate the action list with corporate stakeholders. This ensured that the actions being put forward were effective, implementable, and were properly resourced.

BACKGROUND

The Calgary Transportation Plan (CTP 2009) recognizes walking as *"the simplest type of transportation; it offers health and wellness benefits, costs very little and is available to almost everyone, regardless of age, gender, ability or income. It is quiet, doesn't pollute and fosters social interaction."* The CTP and Municipal Development Plan (MDP) also recognize the importance of walking in achieving the sustainability directions of smart growth, mobility choice and community well-being and the need to build a quality pedestrian realm as a means to promote a culture of walking.

Further to the adoption of the Pedestrian Strategy Status Update Report, 2015 April (TT2015-0120) the project team reviewed the plans and strategies that other Canadian and international cities had developed to respond to their pedestrian concerns. Public engagement took place between 2015 March and 2015 July to identify local concerns and priorities. Following the engagement process all responses were reviewed and summarized to establish key concerns and recurring themes. The project team continued working with other business units and external partners to identify actions that would address these key concerns. These initial actions were revised and prioritized into 50 final actions with specific timelines and resource requirements. Lead and supporting business units and external partners are identified for all actions.

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

Following previous Council direction the project team conducted an internal review of City programs, initiatives and lines of service related to pedestrians. Though there are many programs and services currently being provided that benefit pedestrians, the work is spread across several departments, business units and divisions (Attachment 2). The project team has had many conversations with internal stakeholders within different business units, and identified that there is an opportunity for a higher level of coordination to work toward a common vision for walking in Calgary.

Through conversations with key managers and directors, and Steering Committee meetings, the project team validated the proposed actions and developed a pedestrian strategy that is supported by City business units and external partner agencies and organisations (Attachment 3). The actions are identified for the short (2016-2018), medium (2019-2022 to align with the next 4 year business plan cycle) and long term (2022+) (Attachment 3).

Stakeholder Engagement, Research and Communication

Stakeholder Engagement

The City undertook an engagement program between 2015 March and 2015 July that included three streams of engagement: public events and outreach, participation in Main Streets (another City project) and an online engagement tool (Attachment 5). Over 2,300 responses were collected from all the engagement events. These responses were reviewed and summarized into recurring themes. The top 10 recurring themes/concerns were:

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|---|---|
| 1. Unsafe street crossings & intersections | 6. Inadequate sidewalk snow & ice control |
| 2. Poor pathway & sidewalk connections & lighting | 7. Land use supporting walkability |
| 3. Speeding, education & distracted road users | 8. Poor quality bridges, under & overpasses |
| 4. Poor sidewalk condition & repair | 9. Programs for tactical urbanism |
| 5. Unattractive streetscapes | 10. Need for separated sidewalks & pathways |

A final public information session was held on 2015 November 24 to share information about the Pedestrian Strategy, answer questions and to demonstrate how previous public input shaped the strategy

Research

Over a 2 week period in 2015 April, a random telephone survey was undertaken to obtain opinions from a minimum of 500 Calgarians from a broad demographic profile on the topic of walking.

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Key Survey Findings:

- Few people use walking as the usual method of commuting to work or school (6% for snow months and 8% for no snow months).
- Of all people surveyed, 23% are enthusiastic walkers but a further 33% consider themselves to also be enthusiastic but recognise that they don't walk enough.
- People's choice to walk does not change much between non-snow months (44% walk) and snow months (38% still walk).

The survey noted a top barrier to walking is the perception that walking is impractical because destinations may not exist in neighbourhoods or are too far away to make the trip entirely by walking. It was also suggested that to encourage more walking, education and encouragement messages should highlight lifestyle, health and fitness benefits. Physical measures to improve walking focused on maintenance and infrastructure including sidewalk snow clearing, better night lighting, and safer crossings. (Attachment 4)

Communication

Project communication objectives were to: inform Council and citizens of the project; engage in open dialogue to understand pedestrian concerns and how to address them; provide opportunities for City staff and the public to contribute to the strategy; keep citizens informed about developments in the project and to promote the idea that the City wants to make walking a safe, convenient, year-round travel option for more Calgarians.

These communication objectives were accomplished through: three reports to the SPC on Transportation and Transit; regular updates on the project's webpage; the project's engagement process, local news media coverage and presentations at public events.

Media Coverage

The project received local news media coverage which helped deliver key messaging to the general public. In total seven (7) radio and three (3) on-camera interviews were held with the project manager and ten (10) newspaper articles specifically mentioned the pedestrian strategy project while reporting on related news stories. These stories focused primarily on pedestrian safety, infrastructure, general interest about walking and reports on specific pedestrian casualties incidents.

Public Events

Team members also presented the project at two public talk events in Calgary; the "Pathways to Sustainability Conference" 2015 June 19 and the "Sustainability for Breakfast REAL Networking" event 2015 June 26.

Strategic Alignment

The Pedestrian Strategy aligns with Council Priorities from Action Plan 2015-2018. Specifically, the strategy will address:

1. A city that moves – responding to the need for a variety of affordable and efficient transportation choices.

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2. A healthy and green city – responding to the need to encourage healthy lifestyles for all Calgarians.

The Pedestrian Strategy also supports: the goals and objectives outlined in the Calgary Transportation Plan (CTP) and Municipal Development Plan (MDP) (2009); the 2020 Sustainability Direction (2010) and supports the Pedestrian Policy and Needs Report (2008).

Guiding Documents

Due to its broad cross-departmental scope, the strategy is guided by policies and plans at the Corporate and business unit level including:

- Transit Oriented Development Policy Guidelines 2005
- Centre City Plan 2007
- Centre City Mobility Plan 2010
- Universal Design Handbook & Access Design Standards 2010
- Complete Streets Policy & Guide 2014

Companion Documents

The Pedestrian Strategy recognized synergies between and linkages to other City policies and strategy documents. These documents support each other in the shared purpose of bringing about improvements for pedestrians (Attachment 5).

Social, Environmental, Economic (External)

Social

By implementing the strategy actions, improvements to the safety and walkability of communities will provide opportunities for Calgarians to walk more regardless of age, gender, income or ability. Walking fosters social interactions; it increases personal awareness of and attachment to one's community. This increased attachment builds social capital which generates interest and involvement in local government and builds community trust. Walking not only improves the health of individuals, but it's also an affordable and inclusive way to travel.

Environmental

Walking is quiet, doesn't pollute and can decrease car travel which in turn decreases greenhouse gas emissions associated with vehicle use, which improves water and air quality. Having more citizens walk is a key long-term strategy for reducing Calgary's per capita ecological footprint.

Economic

Research indicates that walkable communities have increased residential property values, increased retail sales and can support related industries such as tourism. Providing safe walking options for citizens helps attract and retain young college graduates which in turn generates diversity and could nurture entrepreneurial business. A well designed and attractive pedestrian realm adds value to public space and to the social fabric and keeps Calgary a competitive and international city built around strong neighborhoods.

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Financial Capacity

Current and Future Operating Budget:

Current

Operations and maintenance of the City's pedestrian facilities is managed by the Roads business unit. It is estimated that \$22 million is currently targeted towards the maintenance of pedestrian facilities on an annual basis. This represents 15% of the annual Roads operating budget of \$148 million.

Future

It is estimated that an additional \$1.3million will be required annually for the materials, equipment, and contracting associated with delivering the short-term actions.

The Transportation Planning business unit will require four (4) dedicated staff, to oversee the planning, coordination, implementation, and monitoring of the Pedestrian Strategy actions. The Roads business unit will require seven (7) positions to implement the proposed short-term pedestrian improvements. This includes 1 safety engineer, 1 coordinator and 5 field staff. These positions will require \$1.2 million in annual salary.

In total, \$2.5 million annual operating budget (including salary) is required to deliver the short-term strategy actions. This represents an additional 1.5% to the current annual Roads operating budget. (Attachment 6).

Current and Future Capital Budget:

Current

The 2015-2018 Council Approved Action Plan directs more capital investment in strategic areas within the City (namely activity centers and corridors) where a significant number of Calgarians will benefit from pedestrian infrastructure. Existing capital programs also contribute to pedestrian investment. In total, approximately \$25 million/year has been budgeted towards pedestrian infrastructure. This represents 7% of the annual Transportation Capital Budget. Unfortunately, many capital programs tied to city-wide (i.e. outside mobility hubs and corridors) pedestrian infrastructure are, like the operating programs, under-funded (e.g. sidewalk replacement, pedestrian crossing improvements).

Future

Capital funding of \$15 million of is needed (for the remainder of the 2016-2018 business cycle) to support pedestrian programs enough to make measurable progress on the strategy actions. Currently funding programs can contribute \$4 million towards the strategy. Therefore, an additional \$11 million capital funding is needed. This represents less than a 2% annual increase to the pedestrian-share (from 7% to 9%) of the overall Transportation capital budget. (Attachment 7).

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Monitoring and Results Based Accountability

The Pedestrian Strategy has been built around a Results Based Accountability (RBA) or “outcomes-based” approach. In this approach, desired outcomes for all Pedestrian Strategy partners are clearly defined. The Strategy has identified six (6) key results related to walking that are trending in an unfavourable direction:

1. More people walking
2. Fewer pedestrian injuries and fatalities
3. Better winter conditions for walking
4. More walkable communities
5. More children walking
6. Higher public confidence in our pedestrian system

For each key result a 2025 target has been established; partners needed for change have been identified; and most importantly specific actions have been developed which will help “turn the curve” on these poorly trending results (Attachment 8). This approach helps guide future decisions, and measures our progress towards becoming a pedestrian friendly city.

Risk Assessment

The risk of not approving the Pedestrian Strategy, and the resources needed to deliver on the strategy actions, is that The City and its partners will not have the ability to make measurable progress on the 6 key results. Indirect costs will be incurred by key result 2 (fewer pedestrian injuries and fatalities) as well as congestion costs associated with key result 1 (more people walking).

REASON(S) FOR RECOMMENDATION(S):

The pedestrian strategy provides the actions, resources and partners to reduce pedestrian related casualties and increase walking as a preferred travel choice in Calgary.

ATTACHMENT(S)

1. Pedestrian Strategy: STEP FORWARD
2. City Internal Stakeholders
3. Detailed List of Actions
4. Engagement and Telephone Survey Research Summary
5. Strategic Alignment and Companion Documents
6. Operating Budget Details
7. Capital Budget Details
8. Monitoring and Results Based Accountability
9. Support from Partner Agencies and Organizations