



What We Heard Report: Edmonton Bike Plan

Phase 2 Engagement:
Preferences + Principles

October, 2019

SHARE YOUR VOICE
SHAPE OUR CITY



Edmonton

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1.0 Project Overview

The last 10 years have seen a great deal of change, growth and conversation around bikes, and the City of Edmonton is well on its way to updating its Bike Plan. To get it right, the project team has been talking to Edmontonians to gather their thoughts about the existing bike network and what should be considered as the City plans for the future.

In addition to input from Edmontonians, the plan will be informed by lessons learned, data and research, as well as best practices. The Bike Plan will be a high-level strategic plan that guides the continued improvement and growth of the bike network and supporting programs. The Bike Plan is being developed in three phases, with engagement as an integral component of the process.

1.1 Engagement Phases and Timelines

PHASE 1: Aspiration + Values

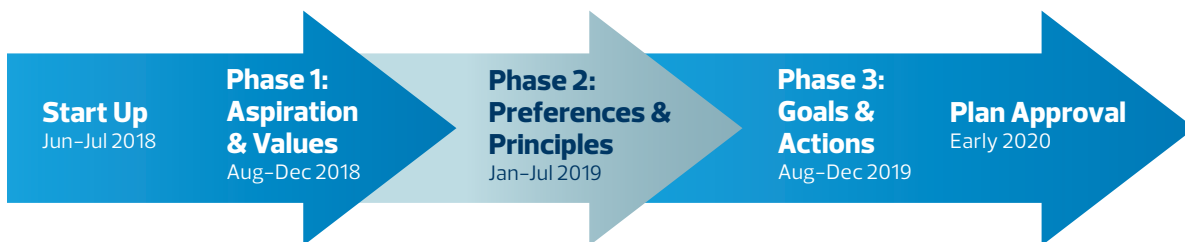
In sharing reflections on the existing bike network, as well as what is important to people going forward, participants informed the creation of an aspiration and set of values that will guide the development of the Bike Plan.

PHASE 2: Preferences + Principles

The goal of Phase 2 engagement was to better understand the choices that Edmontonians make around biking, and the reasons behind those choices. At the CREATE position on the Public Engagement Spectrum, engagement activities included pop-up events, registered workshops, an online survey, community conversations and focus groups. These events took place between May and July of 2019.

PHASE 3: Goals + Actions

The aspiration, values and priorities will be brought together to form a draft plan framework – including goals, actions and a draft network map – which will be shared and refined based on public input.



2.0 Phase 2 Engagement Approach

2.1 Phase 2 Overview

The focus of Phase 2 was to learn:

- + How will the aspiration and values take form?
- + What do people value in choosing a bike route – and how does this change for different trip purposes, conditions, etc.?
- + How do people feel about supporting elements such as end of trip facilities, interactions with public transit, and how bike lanes are shared with other modes of transportation?
- + What is important in how Edmonton builds its bike network?

The feedback collected in Phase 2 is a key input to the development of bike network principles and map that will guide how the future bike network grows.

The project team sought to engage with a diverse cross-section of Edmontonians, including:

+ People who bike:

*Avid cyclists/cycle commuters
Recreational cyclists
Would like to ride more*

+ People who don't bike:

*Would never bike (not able/not interested)
Might be willing to give it a try*

The engagement activities for Phase 2 fell primarily in the **CREATE** position on the City of Edmonton Public Engagement Spectrum. The public was invited to collaborate with the City and help build solutions.

The public is consulted by the City to share feedback and perspectives that are considered for policies, programs, projects, or services.

ADVISE

The public is involved by the City to adapt and adjust approaches to policies, programs, projects, or services.

REFINE

The public collaborates with the City to develop and build solutions regarding policies, programs, projects, or services. This can include community initiated engagement.

CREATE

The public is empowered to make decisions directly or on behalf of the City about policies, programs, projects, or services.

DECIDE

2.2 What Was Done: Phase 2 Engagement Opportunities

Phase 2 public engagement explored three topic areas:

- + To gather input and perspectives to support the development of the **Network Principles** that will shape the Edmonton Bike Plan and the build-out of the bike network. This focus area examined people's preferences when selecting a corridor / route.
- + To examine selected **Program Elements** that can strengthen support for cyclists and make it easier for them to ride more. Three program elements were selected for further engagement: integration with transit, end-of-trip facilities, and shared spaces. These program elements were identified for engagement given that understanding people's preferences is of significant importance in developing actions around these topic areas.
- + To validate the **Aspiration and Values** that were developed during Phase 1. The aspiration and values are the lens through which decisions around biking in Edmonton will be made in the future. When decisions are made based on this aspiration and values, it represents an intentional choice to make biking better in Edmonton in a way that's important to Edmontonians.

Input in Phase 2 was gathered in several ways:

- + Public workshops
- + Community conversations
- + Bike Plan/City Plan Ride-along
- + Pop-up events
- + Online survey
- + Online interactive map
- + Focus groups

The process was designed to be cumulative, with each tactic building upon the input gathered from the previous tactic(s). The results of the pop-ups informed the design of the workshops and community conversations. The focus groups were designed to better understand the concerns of non-cyclists, specifically. The survey then built upon what was discovered in the workshops, community conversations and focus groups to validate what had been heard to date. The Wikimap collected input on where people are currently biking and where they would like to bike. This interconnected, layered approach was intended to gain a deep understanding of Edmontonians' views and choices around biking, while reaching people with diverse perspectives.

The next section describes the methodology for each component of Phase 2 engagement.

2.2.1 Public Workshops

Two workshops were held in June of 2019. Participants pre-registered for the events, which were two hours in length and designed as interactive, hands-on sessions with opportunities to dig into preferences and perspectives and explore solutions. Childcare and engagement activities were provided for children, and food was available. In all, 67 people attended the two events.

Thursday, June 6 | 6 PM – 8 PM (35 attendees)

Commonwealth Recreation Centre – Green and Gold Room

Saturday, June 8 | 10 AM – 12 Noon (32 attendees)

McKernan Community League – Main Hall

Following a presentation by the project team, participants gathered in table groups, each with a facilitator, a recorder, and workshop materials, including individual workbooks. During the first exercise they referred to maps that showed pairs of routes connecting an origin and destination and had detailed conversations about which route they would choose and why – and under what conditions (who they're riding with, trip purpose, season, etc.) they might make different decisions.

A second exercise examined participants' views on three program elements:

- + **Integrating Bikes with Transit**, including bike parking at transit stations and accommodating bikes on transit
- + **End-of-Trip Facilities**, including what amenities are needed at the end of a trip to support someone in choosing to ride
- + **Sharing the Space**, including which users are appropriate to be using sidewalks, bike lanes and the roadway itself, and how emerging mobility types (e.g. e-bikes and e-scooters) are best accommodated

Participants' input on the draft Aspiration and

Values was also sought through the workbook.

2.2.2 Community Conversations

The Bike Plan project team included Community Conversations in the engagement process with a goal of connecting with specific communities and organizations to more fully understand their needs around a Bike Plan in Edmonton, and how a comprehensive Bike Plan could support their work. The focus of the conversations was to seek input on the draft Aspiration and Values, considerations related to route planning, and the three program elements described above. Each conversation was tailored to the specific interests or goals of the organization.

2.2.3 Ride-Along (Bike Plan/City Plan)

In a joint engagement activity, the Bike Plan and The City Plan projects teamed up to offer a bike ride-along through the downtown and southside bike networks, with stops along the way for questions and discussion about existing infrastructure, what was working well or not, and in what circumstances different infrastructure might be most suitable. Check out [**A Community of Communities: Getting Around Edmonton by Bike**](#) for more details about the route and discussion points (select the "Community of Communities tab at the top!).



2.2.4 Pop-up Events

City of Edmonton staff held seven pop-up engagement events at locations ranging from farmers' markets to Homeless Connect to community block parties. At the pop-ups, people who ride a bike were asked about where and why they ride, what could improve biking (make it easier or more enjoyable) in Edmonton, and what was most important to them as the City creates a new bike plan for Edmonton. People who do *not* ride a bike were asked what barriers they experienced that kept them from riding, what could improve that situation, and what is most important to them as the City creates a new bike plan.

The pop-up sessions enabled the project team to reach a wide variety of people and perspectives, and to reach them where they were as they went about their day.

2.2.5 Online Survey

Bike Plan Survey

An online survey was conducted from July 16 to 30, 2019. The study population was primarily Edmontonians 18 years of age and older, but also included some respondents from the area around Edmonton.

Survey respondents were either selected randomly from a general-population panel¹ or voluntarily chose to participate by accessing an open link on the City of Edmonton website.

The survey covered several broad topics:

- + **Expectations regarding the bike network**
- + **Factors (from a list provided) that respondents felt were most and least important in how the City plans and designs for bikes**
- + **Program elements (integration with transit, end-of-trip facilities and shared spaces)**
- + **Concerns about the network and how they might be mitigated**
- + **Cycling behaviours**

In total, the survey gathered 2,227 responses, comprised of 1,000 responses from the general-population panel, and 1,227 through the website open-link survey.

Of the responses from the general-population panel, 805 were residents of Edmonton proper. These respondents are referred to as "Edmontonians" in this report.

Another aspect of analysis of online survey responses was a segmentation on the basis of what respondents deemed important when planning and designing for bikes in the future. This segmentation analysis included the responses of all 2,227 respondents to the online survey.

From this analysis, four distinct segments, or groups of respondents, emerged:

- + **The Champions** are strong advocates of the bike network in Edmonton. They are confident riders who ride mainly for transportation, and often through the winter.
- + **The Supporters** are also advocates of the bike network. They want to see a well-connected, balanced network and are most comfortable on separated/ protected bike facilities.
- + **The Concerned** cycle less frequently but are sympathetic, passive supporters of the bike network. They are concerned about cyclist safety, but also City spending.
- + **The Non-Supporters** are the least interested in cycling and are generally opposed to the bike network, its impacts to traffic and parking and the associated cost.

¹legerweb.com

Insight Mixed-Topic Survey

In addition to the main survey, a short set of questions was also included in the August 2019 Edmonton Insight Community Mixed-Topic Survey to more deeply explore the question of where bikes should ride in the absence of bike infrastructure.

Respondents were asked the question:

In some locations, people may want or need to cycle on a street that doesn't currently have a bike lane or shared pathway. In your opinion, where should people ride their bikes when no dedicated bicycle infrastructure is provided? Cycling on sidewalks is currently only permitted for bicycles with a wheel diameter of 50 cm or less, or on designated shared sidewalks/pathways. Please answer this question as if cycling on sidewalks was permitted.

Regarding downtown, arterial, collector, local residential and industrial streets, people selected from the options:

- + On the road with the vehicles
- + On the sidewalk with pedestrians
- + Don't know / No opinion

2.2.6 Online Interactive Map (WikiMap)

In addition to the engagement collected through other methods, there was also a desire to collect location-specific input about cycling in Edmonton. The WikiMap is an online interactive map tool that collects site-specific information about where participants experience bike related issues, where they typically ride a bike, and where they would like to ride a bike in the future.

The feedback received from the Wikimap respondents will help inform recommendations for policies, programs, and the locations and types of infrastructure recommended in the Edmonton Bike Plan.

2.2.7 Focus Groups

Four focus groups were conducted in Phase 2. The purpose of the focus groups was to zero in on the perspectives of non-cyclists, understanding that many would be unlikely to attend a workshop or take the survey, but may have opinions on cycling in Edmonton. Along with learning about their concerns, there was a desire to explore ways to mitigate those concerns, creating potential solutions that might lead to increased harmony between those who cycle and those who do not cycle.

Two groups were conducted with non-cyclists who were supportive (at some level) of cycling in Edmonton, on June 10 (6 PM – 8 PM: 8 participants) and June 11 (8 PM – 10 PM: 8 participants). These participants had to meet the following criteria:

- + Reside in Edmonton
- + Do not currently cycle / Unlikely to cycle in the future
- + Answered "I don't cycle, but I support cyclists in Edmonton" when asked their opinion on cycling in Edmonton

Two additional groups were conducted on June 10 (8 PM – 10 PM: 8 participants) and June 11 (6 PM – 8 PM: 5 participants). These participants, who were targeted to be non-cyclists who were not supportive of (but not totally opposed to) cycling, had to meet the following criteria :

- + Reside in Edmonton
- + Do not currently cycle / Unlikely to cycle in the future
- + Answered "I don't cycle, and I have concerns about having a bike network in Edmonton" when asked their opinion on cycling in Edmonton



2.3 Engagement Participation

ENGAGEMENT TACTIC	PARTICIPATION
Registered Workshops	67 attended (117 registered)
Community conversations	60
Pop-up sessions	300 interactions
Bike Plan/City Plan Ride-Along	20
Focus groups	29
Online Survey	2,227 (1,000 GenPop panel + 1,227 open link on City website)
Wikimap	330

2.4 Communications

An extensive communications / marketing program was undertaken by the City of Edmonton in support of Phase 2 engagement for the Bike Plan.

The range of communications activities included:

- + Project website
- + Project newsletters
- + Social Media (Twitter, Facebook + Instagram)
- + Stakeholder emails
- + City of Edmonton engagement calendar
- + Print media
- + Posters and bookmarks
- + Road signs
- + Digital ad boards (LRT + rec centres)

Some metrics pertaining to these communications efforts are listed below. Additional details about the communications procedures and results are documented under separate cover.²

Digital – Facebook, Instagram, Web Banners

- + 1.04M+ Impressions
- + 5,734 Link clicks

Twitter

- + 77,467 impressions
- + 665 engagements
- + 54 retweets
- + 18 replies
- + 54 likes
- + 315 URL clicks

²Bike Plan – Phase 2 Marketing Metrics. Slide Deck. City of Edmonton. 2019.



3.0 What We Heard

This section provides a summary of what we heard in Phase 2 Engagement from participants across all engagement methods, pertaining to the three key topic areas addressed:

- + Network Design and Route Selection
- + Program Elements
- + Aspiration & Values

In this report, passages in blue font and quotation marks are direct quotes from participants in any of the engagement activities. Where necessary for comprehension, minor edits to the direct quotes are indicated with [square brackets]. An example of this format is below.

"This is an example of a quote from a participant [in the engagement]."

3.1 Network Design

In considering which route to choose, Phase 2 engagement highlighted that the same person may make different choices in different cycling situations. Where are they riding? Are they riding for recreation or transportation? Who are they riding with? What time of day are they riding? What are the conditions likely to be? These varying conditions had people prioritizing different factors, including safety, directness or attractiveness. A strong bike network would have route options to address several circumstances.

Regarding Network Design and Route Selection, Edmontonians (based on responses to the Phase 2 Engagement Survey) indicated three highest priorities for the bike network:

- + Minimizing impacts on vehicle traffic lanes
- + Protecting cyclists from vehicle traffic
- + Bike routes do not pass through major traffic intersections

However, priorities varied considerably between the four segments of respondents identified.

- + The highest priorities for the **Champions** were physically separated/protected bike infrastructure, and a network that is well-connected to city-wide destinations. They were most concerned with the safety of cyclists – in particular, with drivers not operating legally and safely around cyclists, and with the risk of vehicle/cyclist collisions.

- + Top priorities for the **Supporters** were connections to city-wide destinations and bike routes that are easily navigable. They share the same top three concerns as the Champions.
- + The **Concerned** are also most supportive of physical separation of cyclists and drivers, but they also want to see this need balanced with minimizing impact to vehicle traffic lanes. They also share the same top three concerns as the Champions and the Supporters.
- + The **Non-Supporters**, who are least interested in cycling, are most concerned with new bike infrastructure not impacting vehicle traffic or parking. They also feel that the bike network is generally not a good use of City resources.

A selection of pertinent Phase 2 Engagement findings is presented below.

3.1.1 Safety

Throughout Phase 2 engagement, safety continued to be one of the concerns that was voiced most often. Through the online survey, Edmontonians expressed concerns about the risk of a vehicle-cyclist collision and safety emerged as a strong theme in the top priorities for the bike network.

Safety has a number of aspects to it, as outlined below.

Separation from Vehicles

People who bike and non-cyclists who are interested in biking identified that they are most comfortable riding on a protected bike lane or shared pathway. While separation from vehicular traffic is of significant importance for most, people at the workshops also identified the need for a buffer between parked vehicles and bike lanes to avoid dooring and the desire to avoid major intersections that prioritize vehicle movement. Workshop participants also noted that when cycling, they would often avoid routes that do not provide a protected bike lane or a shared pathway, and/or that include intersections or crossings that they don't feel comfortable to cross.

Drivers, in general, also expressed that they feel safer when cyclists have separated facilities, although some were also concerned about the

potential impacts of bike facilities on traffic. The survey shows that among non-cyclists, 45% agree that the bike network is good for Edmonton (versus 30% who disagree) and 41% agree that the bike network is an important part of the City's transportation infrastructure (versus 35% who disagree) – suggesting a need to provide a balanced transportation system that minimizes the concerns of people who ride and people who drive.

Parallel Streets

Many participants indicated that riding on a bike route that is located parallel to a busier street (in terms of vehicle traffic) can also provide a high level of comfort and a greater sense of safety. This approach aligns with Edmontonians' top priority for the bike network, as identified through the online survey: that vehicle lanes are not impacted by new bike lanes.

All Ages and Abilities

One aspect of safety that many people highlighted was providing a bike network that accommodates riders of all ages and abilities. Often, this discussion was focused around the importance of providing children with an opportunity to ride in a safe and comfortable environment, and the importance of educating children at an early age about how to ride safely. The ability to ride side-by-side with



small children, where possible, was valued. Some also expressed concern about cars turning into driveways or alleys across the sidewalk where children were riding, and the importance of teaching children and drivers to be aware in these situations.

Personal Security

Many workshop participants avoided routes that might take them through isolated or poorly-lit areas, especially when traveling alone at darker times of the day (early morning, later evening). The River Valley and other large open spaces were cited as examples, although many love to ride in these areas during the day.

Maintenance/Operations

Some expressed concerns about poorly-maintained or -operated infrastructure – potholes, poor lighting, snow/ice, debris, gravel and off-leash dogs were all cited as safety concerns.

Education

Participants identified education as playing an important role in safety for bike riders and drivers. Respondents highlighted the value of active education in the form of ride-alongs and courses that teach people defensive riding skills. Concern was expressed by both drivers and cyclists about others not following the rules of the road, or behaving unpredictably. Cyclists recounted times

when drivers had behaved aggressively towards them, in some cases with the result that that person no longer rides, or rides only on completely separated facilities (e.g. a shared use path).

Through the survey, some drivers (especially non-cyclists) indicated that while they understand the rules for driving near bike lanes, they still don't feel confident in doing so.

3.1.2 Directness vs. Comfort Attractiveness

During the route selection exercise at the workshops, there was significant interplay between directness and comfort/attractiveness of a route.

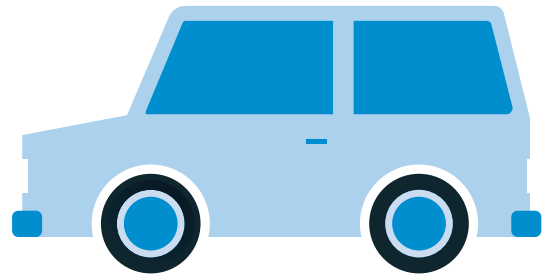
Many people at the workshops shared a willingness (depending on the circumstances) to ride on a route that they are less comfortable using for the sake of fewer delays and ease of navigation (e.g. along an arterial road). When faced with route options that included a more comfortable route or more direct route with fewer delays, people indicated that the purpose of their trip (and who they're riding with) factor heavily into their route decision. For example, if commuting alone, they might prefer the more direct route, even if it makes them uncomfortable. But if riding with friends or children, they might prefer the more comfortable route.

Attractiveness was also a key factor in route selection, especially for those who were riding for recreation or who had more time. Many participants enjoyed riding through areas with natural beauty, such as the River Valley and Ravines or other open spaces. These areas also often have the benefits of better air quality and less noise, thus promoting good mental and physical well-being, which was indicated by many as being important.

3.1.3 Connectivity

Lack of connectivity was a major concern for participants. People described gaps and barriers in the network; some of these gaps rendered an otherwise safe route inaccessible. Connecting across major roadways (e.g. Anthony Henday Drive, Whitemud Drive and Yellowhead Trail)

presented significant challenges, and in some cases connectivity to or through portions of the River Valley was seen to be lacking. Steep slopes were also noted as a significant barrier for many – especially children, seniors and those with mobility challenges.

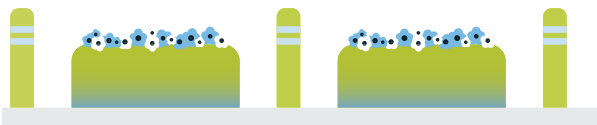


“I can ride most of the way downtown from Riverbend but there's one spot that throws me into traffic and I'm TERRIFIED. I'm a pretty aggressive athlete, but I'm terrified at that one spot.”

Many participants expressed their appreciation for “truly prioritized” bike routes – or “bike highways” – such as 83 Ave and 102 Ave, indicating that these routes provided good connectivity and enabled them to move quickly and safely on a bike. A desire to extend such routes to areas outside of the central core was expressed.

“I would take a longer route if I could get to my destination faster. And if the longer, but faster route has a protected bike lane, all the better. That's why I head over to 102 Avenue and 83 Avenue.”

There is a great deal of support for encouraging children and families to ride to school. Connecting schools to cycling infrastructure would encourage kids to ride to school safely and with confidence.



“In some areas of the city, there's a cluster of four schools. Traffic dropping kids off at school is a nightmare. This is an ideal location for a shared use path.”

Participants also thought the City should be taking advantage of regional relationships to link other municipalities to Edmonton through protected bike lanes – notably, Sherwood Park and St. Albert. This was a theme that was expressed both in community conversations and in the WikiMap activity.

3.1.4 Design Considerations

Infrastructure design was important to participants for safety, comfort and enjoyment. Participants heralded the new protected bike infrastructure, and called for an expanded network, connecting to different parts of the city. In building the network out further, the City was advised to ‘not compromise.’

“The new bike infrastructure hits the mark—it is separated and protected. Old multi-use paths are super narrow, painted lanes in busy roads are dangerous. We should be designing high quality infrastructure that will attract more ridership.”



Bike Facility Selection

Some participants suggested that bike facility selection should be consistently determined based on road type. They felt that consistency in design would lead to legibility and predictability for cyclists and motorists. Regardless of road type, the City was advised to strive for the highest quality of infrastructure possible.

“Drivers and cyclists would all know when to expect physical separation, adjacent shared use paths, painted lines, etc. The introduction of the infrastructure typology could be part of an education and communications campaign so that drivers and cyclists alike could understand and know what to expect.”

Regarding neighbourhood routes, one participant suggested that the Bike Plan could direct that there needs to be a bike-prioritized corridor in every neighbourhood, then provide options for the community to choose from (e.g. shared-use path, protected facility, etc.). This would provide flexibility and factor in community context and preferences while ensuring that all neighbourhoods are well-served and well-connected.

“Provide the principles – the riverbanks; then let the community develop the plan.”

Preference for Physical Separation

Cyclists and drivers alike preferred design features that physically separated people who ride bikes from people who drive cars. Protected bike facilities were seen as an equitable option for people of all ages and abilities.

“I always prefer a separated path – it promotes the culture of cycling, more space. I want to ride in a city and country where it is valued, and you have the right of way.”

Impacts to Car Traffic

While participants preferred protected bike infrastructure for safety and predictability, some pop-up and focus group participants suggested that Edmonton was not designed for bike lanes and believed that bike lanes increase traffic congestion. They suggest that the Bike Plan needs to consider minimizing impacts on vehicle traffic lanes. This point was reinforced through the online survey, where it was identified as the topmost priority for respondents.

“Edmonton originally wasn’t designed to have bike lanes, so they are retrofitting a lot of streets, to accommodate [them].”

Impacts to Parking or Drop-off/Loading Zones

Some focus group and community conversation participants expressed concern about the loss of parking or drop-off zones for residents and businesses as a result of bike infrastructure. Participants expressed that passenger drop-off/pick-up zones are important for people to access medical clinics, stores, houses of worship, or homes along physically separated bike lanes. Loading zones for businesses need to be protected and built into the design. Additionally, people with limited mobility need good access across protected bike lanes, which can currently serve as a barrier.

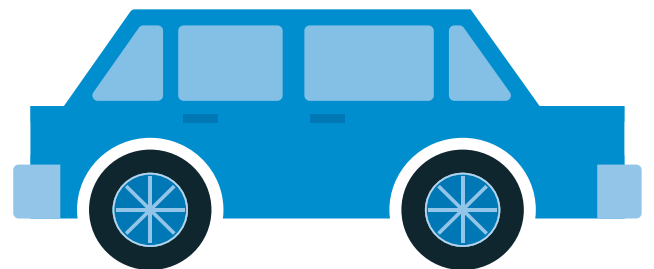
3.1.5 Conflicts at Intersections

Bike-friendly design at busy intersections drew special attention from participants. Participants expressed concern about a lack of driver awareness of cyclists at intersections, and indicated that they felt much safer at intersections where bike movements are prioritized by way of design features like bike turn boxes. Many cyclists also appreciated having bike detection at signalized intersections, as well as situations where they were not forced to dismount at intersections.

Cyclists approaching intersections while riding on shared-use paths are seen as particularly vulnerable as the setback of the path from the road makes them less visible to drivers.

Concern about crossing at busy intersections was heard across a number of engagement activities. Avoidance of busy intersections was frequently identified as a key factor in the route selection exercise at the workshops; crossing such intersections with children or other vulnerable riders was especially concerning. This was further validated through the online survey, where “Bike routes do not pass through major traffic intersections” was identified as a top priority.

“Special consideration must be given to design at shared pathway intersections, including existing intersections. It is harrowing.”



3.1.6 Bikes on Sidewalks

Through engagement, some people shared that they ride on sidewalks even where it is not permitted because they feel safer. They do not necessarily prefer riding on sidewalks, but some say they resort to sidewalks when there are no safe options available – for example, on a busy arterial roadway without a protected bike facility, or when there are gaps in an existing bike network.

To gain more insight into what Edmontonians feel is appropriate based on the current context, this topic was directly explored through a short set of questions included in the August 2019 mixed-topic Insight Community³ survey (see Section 2.4 Online Survey for the methodology and the specific questions asked). The majority of respondents indicated that in the absence of dedicated bike infrastructure, people should bike on the road with vehicles on downtown streets (57%), collector roadways (56%), local residential (81%) and industrial streets (54%); while on arterial streets they should bike on the sidewalk with pedestrians (60%).

Through in-person engagement, some suggested a separate “cycle track” facility for cyclists (separate from the road and the pedestrian sidewalk), citing the river valley shared use paths as a comparable facility type.

“In the river valley I like the bike lanes because they are separate, but there’s all these kinds of people using it for different things.”

Others thought that riding on sidewalks pointed to a larger issue: the need for wider mobility corridors in communities that could be used by walkers, wheelchairs, scooters and other mobility options. This idea was explored further during conversations about “shared space” – one of the three program elements discussed in this phase (see Section 4.2.3).

³The Edmonton Insight Community is an inclusive and accessible online citizen panel made up of diverse Edmontonians who provide feedback on City policies, initiatives and issues.

Although some people who rode their bikes felt safer on sidewalks, others expressed real concerns about placing both cyclists and pedestrians – especially more vulnerable pedestrians such as seniors and people with disabilities – at risk. Participants pointed to concerns about the limited ability for a bike to manoeuvre quickly in a narrow shared space like a sidewalk, and the increased potential for collision, placing both pedestrians and cyclists at greater risk. Bikes trying to pass through places where businesses extend to sidewalks (e.g. patio) was also mentioned as a hazard.

“It’s unnerving to have bikes on the sidewalk – sudden movements, unpredictable behavior; I prefer that bikes are on the road or in a bike lane.”

Other groups were alarmed at the thought of the City moving to a ‘bikes on sidewalks’ philosophy, calling it a ‘giant step back’.

“Sidewalk? Nothing but a ‘work around’ in a bad situation. This means we haven’t done our job to promote a cycling culture. And we’ve come so far. We need our own infrastructure.”



3.2 Program Elements

Program elements are those other considerations that contribute to making biking better in Edmonton.

3.2.1 Integration with Transit

Biking and public transit can have a complementary relationship. Where they are well-integrated, transit can increase the distance of trips that can be accomplished using a bicycle, and biking can connect transit to origins / destinations at both ends of a trip.

Many participants indicated that better integration between transit and cycling is needed. Some related that integration with transit is seen as an important contributor to addressing other emerging issues, such as Edmonton's commitment to energy transition and climate change mitigation, and the ETS Bus Network Redesign (which will increase some residents' distances to transit stops).

In this phase, we explored two aspects of integrating cycling with transit:

- + accommodating bikes on transit for those who wish to take a bike to their final destination; and
- + bike parking at transit stations for those who prefer to leave their bikes behind.

Input on these two topics is summarized below.

+ **ACCOMMODATING BIKES ON TRANSIT**

Bikes on Buses

A number of considerations were identified in the conversation around accommodating bikes on transit, including:

- The two-bike capacity of the bike racks on buses can make it difficult for larger groups of cyclists – for example, families getting to special events in the River Valley, or students riding to school – to travel together
- Bike racks don't accommodate bikes equipped with child seats or bikes or bike

tires that are a "non-standard" size (e.g. recumbent bikes or bikes with fat tires)

- Concern about the "unreliability" of taking a bike on a bus – cyclists can't count on there being space available on the bike rack, especially along busier routes
- The smaller neighbourhood buses are not equipped with racks
- Some struggle to lift their bike onto a bus rack
- Self-consciousness about using the bike racks – concern about taking too long and aggravating bus drivers or passengers, which several people noted they had witnessed previously. This was frequently noted as a barrier to taking a bike on a bus, and it was recommended that more education be provided around intermodal transportation.

“Multi-modal transport is key in reducing vehicle traffic. We will need to have more intermodal travel because the world is changing. Kids are attending schools far from their neighbourhoods, people make several trips a day to various locations.”

“[Using b]ikes on buses [is] unpredictable and unreliable. You never know if the bike rack on the bus will be full, or if there's more than one person waiting at the bus stop when you get there. It's just too unreliable to use it to get to work or school.”

Bikes on LRT

A number of considerations were identified in the conversation. Participants identified that taking LRT with bikes can be frustrating. Stairs at stations on the older sections of LRT line were described as an impediment to taking bikes on the LRT. Peak hours restrictions for bikes on LRT were mentioned as very limiting for potential bike commuters.

“The times that I would take my bike on the LRT are exactly the hours I’m banned. It’s insulting. The City should get its act together. If they want to increase mobility options, they should all sing from the same song sheet.”

Many participants expressed a desire for storage space for bikes on LRT, including vertical storage or dedicated cars (which could also accommodate wheelchairs and mobility scooters).

+ BIKE PARKING AT TRANSIT STATIONS

Regarding the opportunity to leave a bike at a transit centre or LRT station, fear of theft was described as a major deterrent. Asked the question: “What types of bicycle parking or storage would make you feel comfortable leaving your bike at a transit centre or LRT station for the day?” most participants indicated that bike lockers or secure bike parking would be required, at a minimum, for longer-term parking, while sheltered and standard bike racks were felt by participants to be suitable for short-term parking.

Many, particularly youth, expressed a desire for storage of other non-motorized vehicles (e.g. scooters, rollerblades and skateboards) and supplies such as helmets and heavy bags along with bikes.

The Phase 2 Survey confirms much of what was heard through in-person engagement:

- About one-third of cyclists already use transit in combination with cycling trips.
- Just over half of cyclists and interested non-cyclists would park their bike at a transit station, assuming they felt comfortable with the type of bicycle parking facilities.
- Most Edmontonians who are interested in bike parking are open to using any of the parking options presented. Bike lockers and secure bike parking are most popular. These Edmontonians also indicate that they would use the bike parking for long-term (half-day or longer).



3.2.2 End of Trip Facilities

"End of trip facilities" are those amenities or facilities at a destination that support someone in choosing to ride a bike – things like secure bike parking, showers, change rooms and bike repair stations.

+ SECURE BIKE PARKING

Discussions about end of trip facilities indicated that bike theft is seen as a serious problem in Edmonton, and for many, a significant deterrent to cycling. Participants said that secure bike storage facilities at popular destinations, transit and LRT stations are needed. Some cyclists indicated a willingness to pay a fee for secure bike lock up. Participants indicated that bike racks and corrals are needed to support existing infrastructure and should be considered as

part of future infrastructure planning, along with route selection and facility design.

While most new office towers now include bike storage facilities (often along with showers, lockers and other amenities), a desire was expressed for broader access to secure facilities – in the form of a publicly-accessible downtown "bike parkade" (or bike parking in standard parkades), for example.

"We need safe, secure bike parking in downtown Edmonton. The City of Calgary has public parkades that have secure spots to lock up bikes. We have nothing like that in Edmonton."

+ OTHER AMENITIES

In addition to secure bike storage, some participants expressed a desire for amenities such as showers, lockers, and bike repair or cleaning stations, usually at their destination. Showers and lockers in particular were highly valued by many, especially those who cycle to work. Some said they wouldn't ride to work if those amenities weren't available. There was also demand for more amenities en route to a destination, such as seating areas and drinking fountains/water bottle fill-up stations.

+ CREATING SOCIAL, VIBRANT END-OF-TRIP SPACES

Several participants also made suggestions about creating social spaces for cyclists – there was discussion about a "bike cafe" that could include some amenities along with space or services for bike repair and a place for cyclists to gather and build community in a social setting. Others cited examples of schools that have made an effort to make their bike racks cool, vibrant spaces to support a stronger bike culture amongst students. Several participants suggested that bike storage and amenity areas could be made more inviting and could be better situated for visibility and ease of access.



Others thought Edmonton should start with the basics – safe and secure bike storage – before worrying about amenities such as showers.

3.2.3 Shared Space

The last program element discussed in this phase was that of “Shared Space”, which focused on cyclists sharing space (within the road right-of-way, or cross-section) with other users, such as scooters, segways, skateboards, electric bikes, motorized wheelchairs and walkers. The increase in mobility options such as scooters, segways, skateboards, and electric bikes combined with mobility aids like wheelchairs and walkers has led to the question: ‘where should they ride?’ – and specifically, who belongs in a protected bike facility.

Perspectives varied on this topic. Participants generally felt that sharing road/boulevard spaces among different transportation modes is expected and appropriate in suburban areas; while in the downtown core, where streets and sidewalks are busier, certain modes should be separated.

According to the online survey:

- + In the downtown core, Edmontonians generally feel that bikes, electric bikes, and other small motorized vehicles are an appropriate fit for bike lanes, while electric mobility aids and children's bicycles belong on the sidewalk with pedestrians. Opinions are divided on where human-powered transportation like rollerblades and skateboards should go.
- + In suburban areas, Edmontonians prefer to see bikes and other active transportation modes on shared pathways. Some believe that electric bikes could go on the road with vehicles.

Many people who use bike lanes for commuting were concerned about sharing that space with slower users – those using walkers or wheelchairs, for example – suggesting that they would slow down cyclists, thus defeating the purpose of the bike lanes. These participants feel the culture of biking is challenged by having other uses occupy the space that was designated as a bike lane.

“We are at the fledgling state in our existence as a city with a cycling culture. Biking is a necessary transportation method for some people; sharing the lanes with wheelchairs or scooters diminishes our transportation corridors. We don’t ask cars to share with motorized wheelchairs or walkers. Why would we ask cyclists to compromise on their hard-fought bike lanes?”

Interestingly, the counterpoint to this argument was also voiced: that having more and diverse people using mobility lanes that are open to all active transportation users could help to propagate a culture shift.

“Culture shift requires many allies, bringing more people into the fold. Those allies don’t necessarily look like us.”

“I love seeing everyone using the protected bike lane in my neighbourhood – we fought hard for it, and it’s a community asset.”

Regarding sharing bike lanes with slower users, some cyclists worried about the risk of injury to those who may already be frail: people with limited mobility often opt to use the protected bike lanes in the winter because they are regularly cleared of snow – and often better-maintained than sidewalks.

“This is an unintended consequence of the City’s poor snow removal ability...”

Others felt that anyone moving faster than a pedestrian – including skateboarders – should be permitted on the bike path in order to protect pedestrians on the sidewalk.

Some participants felt that speed limits might eventually be required on bike lanes, particularly with the increased use of e-bikes and e-scooters, if these are to be shared spaces.

3.3 Aspiration and Values

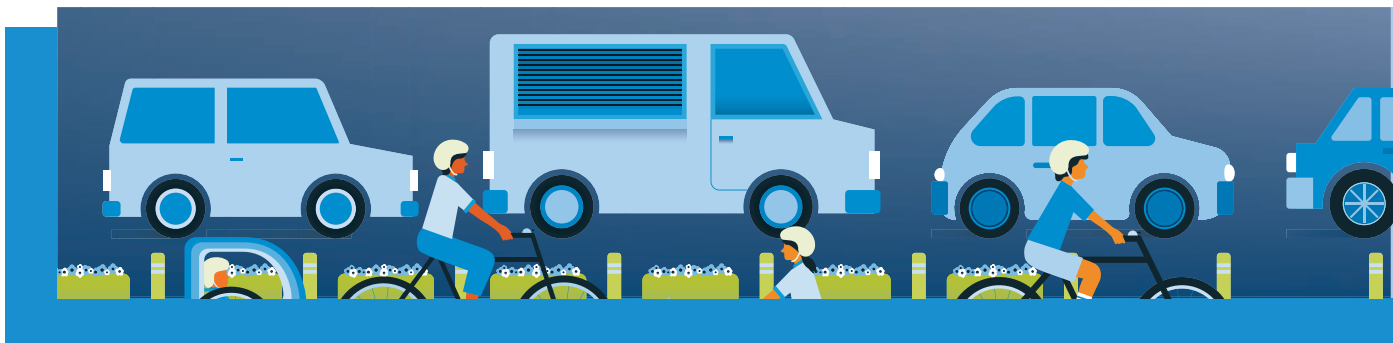
An **aspiration** allows us to look to the future with imagination and wisdom – to set an ambitious but achievable goal for our shared future state.

Values are the lens through which we examine our actions and make our decisions. They guide our thinking and are foundational to all aspects of the plan.

As part of Phase 2 engagement, there was an opportunity to validate the Aspiration and Values established previously through Phase 1 engagement. This section describes the Aspiration and Values from Phase 1, along with the feedback from Phase 2. This input will be considered in proposed revisions to the Aspiration and Values, presented in the overall project report for Phase 2 (under separate cover).

Broadly speaking, the proposed Aspiration and Values resonated with participants; they received a 'thumbs up' and favourable comments by participants in the workshops and community conversations.

“The Aspiration and the Values are the goalposts and the City has nailed them. The City now has a level of use that demands more. The Values now give us the momentum to keep going. We need to assume the highest level of responsibility towards cycling, whether that be infrastructure or the supporting elements.”



3.3.1 Aspiration From Phase 1

The Aspiration established as an outcome of Phase 1 engagement is:



The components of the aspiration statement are further described as follows.

- + Inviting people to bike is about creating an environment where biking is both an enjoyable and practical option.
- + All Reasons recognizes that there are lots of reasons to travel by bike, and those reasons may be different for each person.
- + All Seasons acknowledges that some people continue to ride their bike through the winter, so the bike network needs to be designed to be used year-round.

3.3.2 Phase 2 Engagement Feedback on Aspiration

People were pleased that the Aspiration acknowledged that all seasons biking may be a future reality for more people if there was a well-developed bike network that made it an easy choice. They also thought the Aspiration addressed the needs of all people who rode bikes, no matter their ability level.

“This captures what we would like to see as a vision for Edmonton’s future as a cycling community: to not be judged; to be seen as normal for biking for any reason.”

Some expressed that they would like to see more explicit encouragement for people to bike, and a commitment to prioritize cycling. A few said the wording was too passive.

3.3.3 Values From Phase 1

The Values established as an outcome of Phase 1 Engagement are described below.

- + **Cultural Shift** Biking is mainstream in our city and is welcomed as an ordinary and familiar way to enjoy Edmonton. Biking spans the spectrum from fun to functional and is highly valued by people walking, driving, biking or rolling.
- + **Equity** Biking in Edmonton is an accessible choice for everyone. It reflects diverse users – all ages abilities, backgrounds, and walks of life. Biking erases boundaries and creates connections across different worlds.
- + **Fun** Biking creates happier cities to live in. Edmonton puts the fun back into biking and reignites for adults the joy in biking that was found in childhood. Biking creates opportunities to have fun with friends and family.
- + **Urban Spirit** Edmonton is a vibrant city that invites people to change the way we move. Weaving biking into urban design creates spaces that celebrate the human spirit and people thriving in their urban element.



3.3.4 Phase 2 Engagement Feedback on Values

People suggested that the values reinforce that everyone has a need to be mobile, and cycling is an important option. People feel that cyclists are serving their needs as well as those of society.

“We are all fellow travelers on our journey. We all have lives to lead, places to go, people to connect with. We need to watch out for each other, care for our fellow journeyers.”

“Streets are for people. We often forget about that.”

+ 3.3.4.1 Cultural Shift

Participants indicated that a complex change management approach would need to be implemented if Edmonton was to embrace a cycling culture as a normal, accessible, everyday choice. They suggested that a change management approach would need to address changing underlying beliefs, and behaviours.

“This is going to require a systems wide approach by a talented group of change makers.”

Education was considered by participants to be fundamental to this culture change – education of Edmontonians of all ages, and education in many forms, from curriculum-based opportunities to neighbourhood ride-alongs to driver’s education. Education of students (both by parents and teachers) was seen as critical to culture shift – for kids to know how to ride safely/defensively and where to go, and for their parents to feel that their children are safe when they ride.

Some suggested that culture shift would follow naturally from the installation of good infrastructure and education about how to use it; others felt that a culture shift would be needed to drive those changes.

Participants also said that, while education is considered essential, a systems-based change management plan would extend well-beyond education; they suggested it would need to include intensive engagement and communication to create buy-in among stakeholders and community members.

“This is a system wide change. You can’t do it all in one strategy.”

“Behaviour change requires 4 E’s: Education, Engineering, Experiential Learning and Enforcement.”

Understanding and addressing the issues underlying “driver animosity” was also seen as fundamental. The way forward, some said, was to bring people together around a shared solution, generating mutual understanding and respect regardless of how people get around.

“Focus on things that won’t make people split into their own tribes. Bike infrastructure helps solve mobility challenges we all share.”

Others emphasized that the change needs to be foundational and systemic.

“Anytime you design a neighbourhood, or a road – how will you think about and accommodate bikes? Sidewalks and bike facilities are not accessory to roads, and cyclists and pedestrians are not second class citizens.”

+ 3.3.4.2 Equity

Feedback on making biking an equitable opportunity to all Edmontonians is summarized into three topics.

Biking for All Levels of Income

Participants noted that lower-income Edmontonians may have fewer opportunities to bike due to lack of cycling infrastructure in their communities, increased risk of theft, and, in some cases, being overrepresented in getting tickets for riding on the sidewalks.

Some people cautioned not to build 'white lanes', a term derived from a book⁴ that suggests that bicycling infrastructure has focused mainly on the interests of white, upwardly-mobile people. They also noted that some neighbourhoods have more capacity to organize and advocate for routes in their neighbourhoods than others, but that doesn't lessen the need in those communities.

“For some people cycling is a need. It is their only means of transportation. When a stolen bike is a person’s one lifeline, theft has major impacts. Vulnerable youth or the working poor rely on a bike to get to [an] appointment or work.”

Participants noted that access to bikes is also a barrier for many – that purchasing, maintaining and securing a bicycle can be costly, and that City or community-based programs to support lower-income Edmontonians to ride would be a welcome addition.

Route locations distributed across Edmonton

Some participants thought that the current location of cycling infrastructure was concentrated in the core and some mature neighborhoods, neglecting those communities outside of the core. They thought that this could become a suburban vs. core issue.

A similar perspective was that infill development is likely to result in an increasing population (eventually) in neighbourhoods outside the core, and that the City should be proactive in building the bike network outward to those areas.

“I ride for recreation – but would ride for transportation if we had protected infrastructure on busy roads in the west end.”

Inclusive Design

Participants also called for design of bike facilities to be wide enough to provide adequate space for a full range of users (such as adult tricycles, cyclists with trailers, and riders on recumbent bikes) to be able to ride in comfort and safety and negotiate turns easily.

“Make sure there is lots of space. Some current bike lanes are too narrow; kids trailers can’t ride or turn in them. If you can’t ride in a bike lane with your kids you’ve pretty much blown the Equity value.”

“Protected lanes are needed for family riding.” [quote from the parent of a child with a disability]

+ 3.3.4.3 Fun

Many participants liked having 'fun' stated boldly and unapologetically as one of the four values. They cited improved mental clarity and health, and benefits from the joy they felt while cycling. They suggested that if it's not enjoyable, people weren't going to do it – and that seeing more people biking is very powerful.

⁴*Bike Lanes are White Lanes*. Hoffmann, Melody. University of Nebraska Press. 2016.

“We need to celebrate the ‘fun’ aspect of riding a bike. Sometimes there is an over emphasis on safety that creates an unnecessary ‘fear mindset’. Safety is a given. We should model behaviours that say, ‘I’m having FUN!’ Make biking cool! Make it attractive.”

“Freedom” was suggested as a possible alternative to fun. One participant shared a finding of child-friendly advocate Tim Gill – that the “happiest” places, or the places with the most wellbeing, are those in which children have the highest level of independence in mobility.

Others cautioned against having fun as a stand-alone value. They felt that it may trivialize biking and minimize its importance as a means of transportation.

“Be careful with ‘Fun’ – bike infrastructure needs to be core infrastructure; not frivolous; not just a hobby. We would never say driving a car should be fun.”

+ **3.3.4.4 Urban Spirit**

Bike infrastructure was viewed by participants as an integrated and essential component of Edmonton’s urban form and design.

“A city that is good-to-bike-in is a city that’s good-to-live-in. It cascades to other things like patios, coffee bars, beautification, and people who want to stay here.”

Participants felt that cycling infrastructure was an element of any contemporary city, and a necessary feature when attracting and retaining a talented workforce.

“The goal isn’t to provide cycling infrastructure. The goal is to create a great city. A comprehensive bike plan will do just that.”

“Bike network = basic infrastructure for a contemporary city.”

Some felt that “weaving biking into urban design” made it sound like a nice-to-have rather than core, foundational infrastructure.

“Even if we don’t put all the fancy stuff in now for encouraging cycling, save space and plan ahead so we have the space/ vision to build on what we have (infrastructure that can be built on rather than destroyed and re-built).”

The question of having bike infrastructure on main vs. parallel side streets was also raised by some participants, with opinions voiced on both sides. Some felt that having bike infrastructure on busy main streets (e.g. 109 St.) gave cyclists better access to key destinations, but also increased the vibrancy of those areas.



4.0 How Public Input Will Be Used

Public input received through Phase 2 engagement will be used to inform:

Bike Network Principles and Map – together with technical analysis, public input will help to shape the development of principles that will guide the creation of the future network map. Understanding community needs and preferences is critical to this work.

Program Elements – public input will also help to inform the development of a draft implementation approach for each of the program elements discussed in Phase 2.

Aspiration and Values – public input has helped to refine the draft Aspiration and Values to ensure that they meet the needs of Edmontonians.

Aspiration

Edmonton: Where people are invited to bike, for all reasons in all seasons.

Values

EQUITABLE

Biking is a real choice for people of all ages, abilities, backgrounds and walks of life.

FUN AND FUNCTIONAL

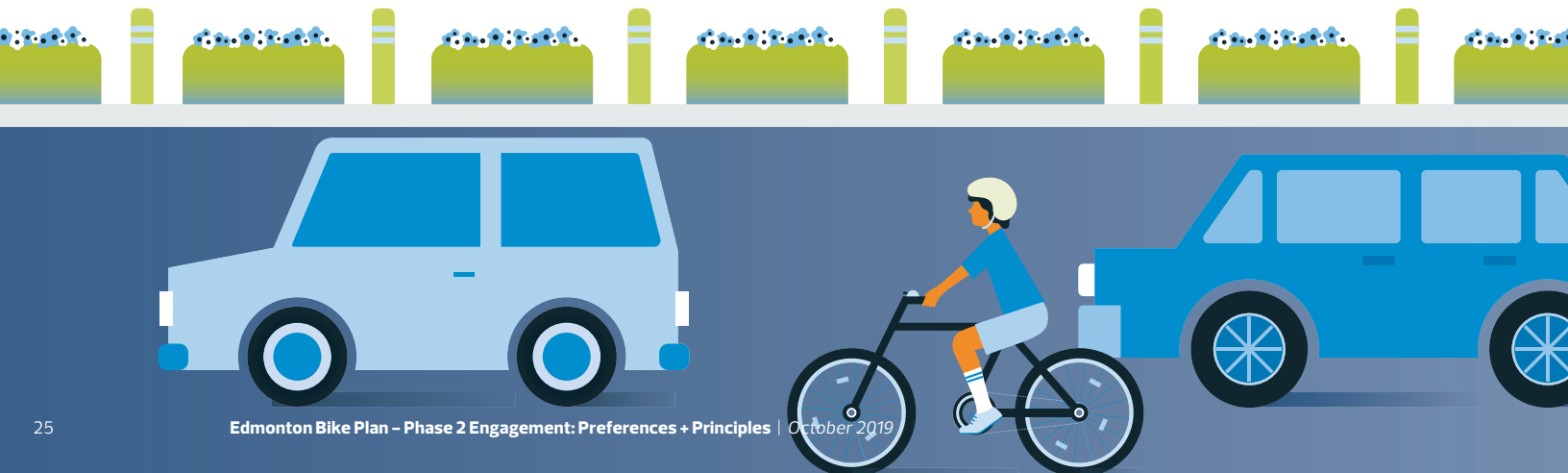
Biking enriches the lives of Edmontonians and sparks joy by being a safe, enjoyable and practical way to get around.

CULTURE SHIFTING

Biking is a highly-valued part of Edmonton's mobility system and is welcomed as an everyday way to move around and enjoy our city.

URBAN VIBRANCY

Weaving biking into our city-building and design makes Edmonton a vibrant, attractive city that we're proud of and that others are drawn to.



Thank You!

Thank you to everyone who contributed thoughts, ideas and concerns in Phase 2 – we are extremely grateful for your input, and we look forward to continuing the conversation in Phase 3!





FOR MORE INFORMATION

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