

Jasper Avenue Reconstruction and Streetscape Improvements

Recommendation:

That Executive Committee recommend to City Council:

That the May 23, 2017, Integrated Infrastructure Services Report CR_3323, be received for information.

Report Summary

This report provides results of public engagement, concept design, scope and timing of the Jasper Avenue Reconstruction and Streetscape Improvements.

Previous Council/Committee Action

At the November 26, 2014, City Council Budget meeting, the following motion was passed:

That Capital Profile APR Recon-Jasper Avenue (109 St - 124 St) #15-66-2011 be revised with the scope changed to incorporate the Streetscape Improvements, and that prior to construction under Capital Profile #15-66-2011, Administration provide a report through Committee to Council on the results of public consultation, concept design, and scope and timing of the Jasper Avenue Reconstruction and Streetscape Improvements.

Report

Jasper Avenue was officially designated a “Main Street” by the City of Edmonton in 2015. Main Streets serve as both important destinations and transportation links. To reflect these functions under the Main Streets Guideline, the Avenue will be reconstructed to a planning and design standard that incorporates a holistic balance of the needs of all users, with pedestrians given an improved priority through an enhanced and enlarged public realm, and through improvements to intersections.

The Imagine Jasper Avenue project established a vision for the Avenue that aspires to reflect the needs and desires of the community, the public and stakeholders, and that fulfills Council direction with the Main Streets Guideline as the foundation. The project includes recommendations for changes to the physical elements within the Avenue right-of-way as well as the operations within the right-of-way while improving the overall infrastructure condition as part of the reconstruction of Jasper Avenue between 109 Street and 124 Street.

Streetscape Concept Design

The existing seven lane cross-section configuration of Jasper Avenue includes curb-lane peak-hour bus lanes, which are also available for off-peak-hour on-street parking. These curb lanes along Jasper Avenue will no longer be required with the operation of the west extension of the Valley Line LRT along 104 Avenue.

Following the initial stages of public engagement, various options and configurations were considered to enhance the pedestrian realm along the Avenue. A base option was developed that reallocated space from the bus/parking lanes to an expanded pedestrian and amenity space. The removal of the curb lanes results in the need for buses to stop in the new curb lane at bus stops. There are 15 local buses in peak hours that regularly stop along the corridor and 11 express buses that pass through Oliver with limited or no stops. The express buses will be removed when LRT opens. This configuration was analyzed to understand the traffic impacts along the entire Avenue. Having buses stop in a travel lane occurs on most arterial roads in the city.

The results of traffic analyses indicate that the removal of the curb lanes and the removal of left turn lanes west of 116 Street would adequately accommodate existing and future traffic volumes. However, due to the high potential for future increased land use density east of 116 Street, left turn lanes remain in the concept plan to facilitate access into the community as well as to reduce delays for vehicle commuting traffic along the Avenue. The existing two continuous travel lanes in each direction will be maintained along the whole Avenue.

The Main Streets Guideline states that pedestrians are the highest transportation mode priority to be accommodated in the planning and design decision-making process, followed by transit, auto, and bicycles. The Guideline also identifies Main Streets as both important destinations as well as serve as important commuter links. The overall modal transportation demands are to be balanced and optimized across the broader network, beyond the corridor. The Main Streets Design Process outlines the steps required to allocate space within the public right-of-way to various zones (Attachment 1).

The enhanced pedestrian realm includes the following features:

- An unobstructed and continuous walking zone (3 m minimum clear width).
- A separate furnishing zone for trees, benches, streetlights and other amenities, (including space for seasonal minor snow storage).
- A flex space for temporary programmable uses such as parking, patios, and parklets located on every block.
- Additional amenity space located within curb extensions to accommodate formal and informal community and business use, enhanced through additional landscaping and furnishings, provided on every block.

Bus stop amenities are given their own designated space within the proposed plan for Jasper Avenue, with bus loading and unloading occurring from the outside travel lanes mixed with traffic.

Four travel lanes have been provided combined with operational enhancements including full traffic signals located at all intersections. These coordinated signals will be timed for average pedestrian walking speed, which ensures both pedestrians and vehicles are moving as efficiently as possible through the Avenue. Any planned delays will be balanced between intersections with the intent to manage queue lengths along the Avenue.

Typical intersection improvements include:

- curb extensions at intersections to reduce pedestrian crossing distances
- dual curb ramps in both directions at each corner
- full signals at all intersections timed for pedestrians
- pedestrian zebra markings at all crosswalks to improve visibility

Existing bicycle cross-street connections are improved at 121 Street and 110 Street with bicycle parking provided all along the Avenue. Please see Attachment 2 for detailed concept plan.

A drainage study was also completed to evaluate the opportunity to incorporate sanitary/storm sewer separation within the Oliver community, which will result in providing a new separate storm sewer trunk along Jasper Avenue. This sewer separation is also expected to include an opportunity to provide additional capacity to support future potential redevelopment along Jasper Avenue. Additionally, it will allow for considerations for use of Low Impact Development technology to be implemented to support the proposed street trees and landscaping.

Streetscape elements and material ideas for Jasper Avenue were also contemplated through this project. The proposed streetscape elements create a visual link with Jasper Avenue New Vision east of 109 Street through materials and furnishings. Whereas the Jasper Avenue New Vision project utilized many custom site furnishings to reflect its setting within the Central Business District, Imagine Jasper is expected to use readily available furnishings, which will offer greater value and operational efficiency while reflecting the community-focused character of the Avenue.

Project Schedule

The concept plan was completed earlier this year and the project team has transitioned its work to preliminary engineering. Preliminary design is anticipated to be complete by summer of 2018. Detailed engineering is scheduled for 2018, 2019 and 2020, with construction occurring in stages, beginning in 2019 at 109 Street working westward. All construction is anticipated to be complete by the end of 2021.

To raise the awareness and to demonstrate the benefits and tradeoffs of the planned Main Street prior to implementation, Administration is planning a six-week demonstration of the concept plan in July and August of this year. This demonstration will be located along Jasper Avenue between 109 Street and 115 Street. Plans include

creating public animation stations and parklets, adding temporary curb extensions at intersections, reallocating the space from the outer travel lanes to public space, opening up opportunities for pop-up businesses and space for food trucks, patios and temporary landscaping. The demonstration will partner with the local community league, non-profit organizations and area businesses. Results from observations and public engagement related to the installation will help to inform the preliminary design prior to being finalized.

Policy

The construction of Imagine Jasper Avenue Streetscape supports the following strategic documents and policies:

The Way We Move, Edmonton's Transportation Master Plan

- 2.0 Transportation Mode Shift - Public transportation and active transportation are the preferred choice for more people making it possible for the transportation system to move more people more efficiently in fewer vehicles.

The Way We Live, Edmonton's People Plan:

- The City of Edmonton provides opportunities in neighbourhood, community and public spaces to connect people and build vibrant communities
- The City of Edmonton uses its social and physical infrastructure at the neighbourhood, city, regional and global level to create connections
- The City of Edmonton celebrates and promotes healthy living
- The City of Edmonton promotes civic pride through attractive design
- The City of Edmonton honours and preserves the unique character and history of all neighbourhoods

The Way We Grow, Municipal Development Plan:

- Integrated Transit and Land Use - Edmonton's transit system becomes the primary framework for urban form
- Central Core - Create a strong downtown characterized by high density mixed-use, transit and pedestrian orientation and excellent urban design

Complete Streets (Policy C573A)

- Streets that reflect the surrounding area, are safe and welcoming to all users are important for the quality of life, competitiveness and growth of our city. The City of Edmonton will utilize the principles of Complete Streets in all new and rehabilitation projects that take place on public road right-of-way.
- The City of Edmonton provides for the designation of certain streets as "Main Streets". Main Streets are not only transportation links, they are streets that will be designed to act as strong community places and often have a tie to business and community revitalization. Main Streets support a mix of street oriented land uses. Main Streets are designed and maintained to an enhanced standard as specified in the Complete Streets Guidelines.

Corporate Outcomes

- This report supports the Corporate Outcomes “Citizens use public transit and active modes of transportation” and “The transportation system is integrated, safe and gives citizen choice to their mode of movement” as it proposes that the Imagine Jasper Avenue is designed, operated and maintained so that it provides mode choices to Edmontonians.
- This report supports the Corporate Outcome “Edmontonians are connected to the city in which they live, work and play” as it provides multiple opportunities that Edmontonians value and take pride in the city and is reflected in the feedback from the public consultation sessions.

Risk Assessment

Risk Element	Risk Description	Likelihood	Impact	Risk Score	Current Mitigations	Potential Future Mitigations
Public not supporting the vision/ lack of public support	Given the extent of change proposed, there is concern that the public (resident community, commuter traffic, business community) may not have a comprehensive understanding of what is being proposed and the effective value trade offs which could impact the level of support for the project.	3-Possible	3-Major	9-Medium	Comprehensive public engagement and communications process.	Ongoing communication by Administration with stakeholders and the public to facilitate understanding and awareness of how the plan is developed Demonstration pilot to test the configuration prior to implementation
Financial	Scope additions and associated cost may constrain or	5-Almost Certain	4-Severe	20-High	Continue to rationalize the business	

	impact project construction timelines				case including the major storm requirements and streetscape costs against the associated road renewal cost requirements	
Funding	Not a priority on the current capital project list	5- Almost Certain	4- Severe	20- High	Continue to rationalize the business case for funding the major storm costs against the benefits	
Schedule	Drainage work transitioning to Epcor and the possibility of delays associated with conflicting priorities between the City and Epcor will have impact on schedule	3- Likely	2-Major	6-Low	Continue collaborate with existing partners and keep the conversations going on as they move to Epcor	Collaborate with Epcor and other departments to minimize the schedule impacts

Public Engagement

The project included an extensive four-phase public engagement approach, which employed several methods listed below to ensure a broad range of perspectives were represented in the final design. Over 4,650 responses from Edmontonians were

received during the public engagement process:

- Public events held to engage the public and surrounding communities.
- Online surveys offered through the Edmonton Insight Community to reach Edmontonians from other areas in the city.
- Community, Business and Resident Committee formed to ensure a variety of stakeholders were directly involved in the engagement process.
- Individual stakeholder meetings held to ensure specific requirements were met.
- Targeted events for seniors and businesses along the Avenue organized to give these groups an additional opportunity to share their ideas and concerns.

Four public events were held throughout the duration of the project:

1. **Visioning Workshops (November 2015):** 120 attendees, 2,012 survey responses.
Purpose: identify issues, challenges and desires for the Avenue. Vision and Guiding Principles for the project developed from input received at events and through an online survey.
2. **Public Event #2 (March 2016):** 139 attendees, 1,013 survey responses.
Purpose: confirm the Vision and Guiding Principles, understand design trade-offs and determine streetscape element priorities.
3. **Public Event #3 (November 2016):** 209 attendees, 845 survey responses.
Purpose: share the draft plan and design options and gather feedback to refine the plan. Confirm if the draft design meets the requirements of the Vision and Guiding Principles.
4. **Public Event #4 (March 2017):** 174 attendees, 162 survey responses.
Purpose: share the preferred concept plan and streetscape element themes that will be presented to City Council. Gather feedback that will be used to refine the plan further as it is carried forward to future design stages.

Results of public engagement (attachment 3) efforts helped to guide the project process as well as the design by ensuring that the priority for pedestrians was increased without jeopardizing the valued transportation link function of the avenue. The desire for a rebalancing of the public realm to include enlarged and enhanced amenities for pedestrian use was reflected in feedback from all phases of engagement. Survey results from the final phase of engagement show 78% public support for the recommended plan.

Through the public engagement and development of the concept plan there has been a concerned response from some business owners and developers as they perceive the plan will affect their property access. The project team continues to work with individual property owners to collect their feedback and address their areas of concern.

Budget/Financial Implications

Initial base funding for the project has been approved under capital profile 15-66-2011, with a budget of \$18.978 million for the renewal of Jasper Avenue. Administration continues to refine the estimate through the development of the preliminary design and

will include an updated estimate for Council's consideration as part of the 2019 to 2022 Capital Budget.

Metrics, Targets and Outcomes

Metrics	Targets	Outcomes
<ul style="list-style-type: none"> • Engage with residents of the local community • Engage with residents outside downtown • Engage with local business and land developers 	<ul style="list-style-type: none"> • 4 public events completed • 35 stakeholder engagement opportunities 	<ul style="list-style-type: none"> • Creation of Community, Business and Resident Committee and multiple meetings as part of project • Engaged with community leagues, Oliver, 124 Business Improvement Area, Glenora, Westmount and Queen Mary Park and Downtown Business Improvement Area (642 total attendance of all events) • Insight Community and online surveys (4,032 responses to the surveys) • Targeted stakeholder events with business and seniors • Information session to inform Edmontonians on the preferred design: 174 people attended the event; 162 people gave feedback through survey response; 78% overall support

Attachments

1. Edmonton Main Street Guidelines
2. Imagine Jasper Avenue Streetscape Plan
3. Imagine Jasper Avenue Public Engagement Executive Summary

Others Reviewing this Report

- T. Burge, Chief Financial Officer and Deputy City Manager, Financial and Corporate Services
- R. G. Klassen, Deputy City Manager, Sustainable Development
- R. Smyth, Deputy City Manager, Citizen Services
- C. Campbell, Deputy City Manager, Communications and Engagement
- D. Jones, Deputy City Manager, City Operations

