

# What We Heard Report: *Safe Mobility Strategy* Public Engagement

## Phase 2

Published November 2020



**ADVISE**

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SHAPE OUR CITY**

**Edmonton**

# Purpose of Engagement in the *Safe Mobility Strategy*

Crash numbers and traffic data only tell part of the story of traffic safety. To understand a more complete picture of safe mobility, the development of the *Safe Mobility Strategy* combined the lived experiences of Edmontonians with high-quality data and research. With this understanding, we can achieve safer, more livable streets for all.

A first phase of engagement in June of 2020 asked Edmontonians to share their feelings of safety, their traffic safety concerns, and their aspirations for safer streets in Edmonton. The information gathered was combined with crash and equity analyses, and a review of best practices to create a draft roadmap to Vision Zero centred around four Focus Areas and a series of Major Actions.

This document summarizes the findings of Phase 2 of public engagement, about these Focus Areas and Key Actions. Phase 2 primarily took place from September 9 to September 23, 2020. This report also summarizes ongoing engagement carried over from Phase 1, including an online mapping tool and an ideas board. Findings from the first phase of engagement are available in the Phase 1 What We Heard Report.

## Project Overview

### ***Safe Mobility Strategy 2021 – 2025***

The City of Edmonton was the first municipality in Canada to officially adopt *Vision Zero*: the goal of zero traffic-related fatalities and serious injuries on Edmonton streets by 2032. Since *Vision Zero* was adopted in Edmonton in 2015, traffic-related fatalities have decreased by 56% and serious injuries have declined by 30%. The *2019 Vision Zero Annual Report* shows significant progress toward eliminating fatal and serious injury collisions in Edmonton. However, the objective is to reach zero traffic-related fatalities and serious injuries, so we still have more work to do. That's where the *Safe Mobility Strategy* comes into play.



The *Safe Mobility Strategy* will be in effect from 2021–2025. It is Edmonton's new approach to advancing Vision Zero, and directly contributes to *ConnectEdmonton*, Edmonton's Strategic Plan 2019–2028. **The purpose of the *Safe Mobility Strategy* is to achieve Vision Zero through safe and livable streets in Edmonton.** This will require a set of actions and strategies that contribute to multiple goals and objectives extending beyond the traditional, and often siloed, areas of engineering, education, and enforcement.

**The strategy is guided by the following principles:**

- + We all move
- + We all deserve to travel safely
- + We are connected
- + We are successful when we work together
- + We are informed by analytics, lived experience & research.



### **GBA+ Pilot Project: Addressing Inequity and Discrimination**

The City of Edmonton has adopted a Gender-Based Analysis Plus (GBA+) process to identify inequity and discrimination. The *Safe Mobility Strategy* is a GBA+ pilot project for the City, and like Vision Zero, we are one of the first Canadian municipalities to adopt widespread GBA+ analysis. This will help ensure equality of outcomes for all of the communities we serve. The "plus" in GBA+ is critical. It emphasizes that there are many identity factors which combine and layer to make up diversity. You can learn more about GBA+ at [edmonton.ca/women](http://edmonton.ca/women).

While progress has been made, **some Edmontonians have a disproportionate risk of being impacted by serious and fatal crashes.** We needed to know more about what people are experiencing. This depth of information will help us create solutions, actions and a strategy that works for all Edmontonians. We used a GBA+ lens in our analysis of public input and looked deeper into the data to reveal trends, patterns and insights that have been shared throughout this report. We know that seeking and understanding different perspectives is a continual process so that we can work to better understand the lived experience of all Edmontonians. This work will carry on during the development of the *Safe Mobility Strategy* and in its implementation. We commit to making these connections on an authentic and ongoing basis throughout the *Safe Mobility Strategy*.



# Safe Mobility Strategy Phase 2 Engagement

The *Safe Mobility Strategy* is being created by considering a variety of inputs, including the results of our crash and equity analyses, City policies, and public engagement.

The City's public engagement spectrum defines the public's level of influence in engagement processes.

**The role of the public during Phase 2 of engagement was at the ADVISE level on the City of Edmonton's Public Engagement Spectrum**, meaning we involved Edmontonians in reviewing and providing feedback on the approaches outlined in the draft *Safe Mobility Strategy*. The public engagement activities described in this What We Heard Report were designed to gather Edmontonians' input on the draft *Safe Mobility Strategy* and their perspectives of the findings from the Crash and Equity Analyses.

Visit [edmonton.ca/publicengagement](http://edmonton.ca/publicengagement) for more information on the City's public engagement process.



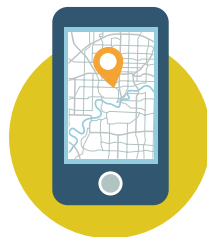
## How We Engaged and What We Heard

In March of 2020, the City of Edmonton cancelled all in-person public engagement events for an undetermined length of time due to the COVID-19 public health crisis. The *Safe Mobility Strategy* public engagement plan was revised and engagement activities shifted online.

Three online tools were used in this phase of engagement with the public:



**An online survey**



**An interactive mapping tool**



**An idea sharing board**  
hosted on the City of Edmonton's  
online digital engagement platform,  
Engaged Edmonton.

# Who We Heard From in Stage 2

**1,370**

respondents to  
Insight Survey

**544**

respondents to  
Open Link survey



**462**

pins placed on the  
Online Mapping Tool



**34**

ideas proposed  
through the  
Ideas Tool



Note: Map and Ideas tools remained open from June 9 – Sept 23. These numbers reflect feedback received since our last reporting on June 23.



## How we connected with Edmontonians

**1,500**

Visitors to  
[engaged.edmonton.ca/safestroads](https://engaged.edmonton.ca/safestroads)

**151**

Visitors to  
[edmonton.ca/safestroads](https://edmonton.ca/safestroads)

**2**



stakeholder **emails**  
and **newsletters**

## Social media

**176,157**

Accounts our posts reached



**105**

Shares



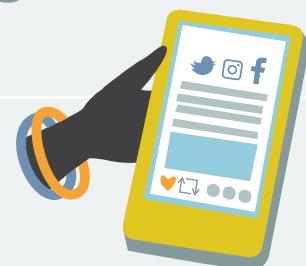
**140**

Comments

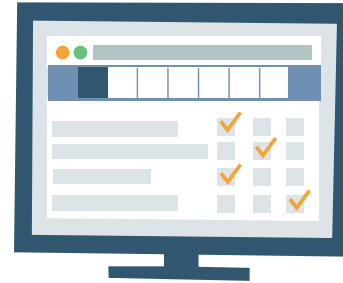


**1,929**

Reactions



# Online Survey



The online survey was a tool to obtain feedback on the proposed Focus Areas and Major Actions that will be an integral part of the *Safe Mobility Strategy*.

## Who Was Engaged

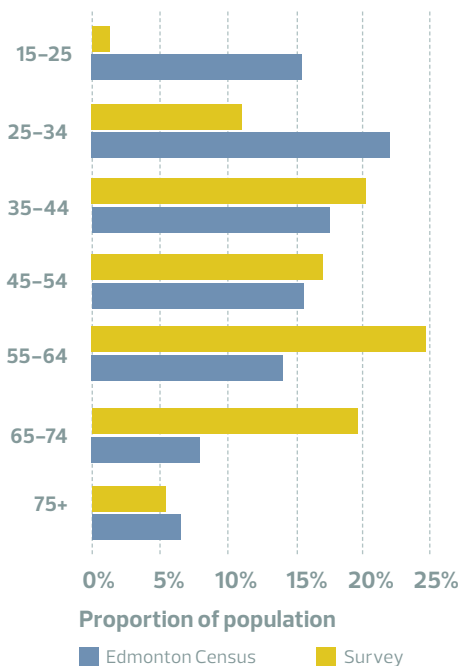
The survey was available online from September 9 to September 23, 2020. Responses from all Edmontonians were welcome through [engaged.edmonton.ca/SafeStreets](https://engaged.edmonton.ca/SafeStreets), and the survey was also made available to the Edmonton Insight Community.

In total, the City received 1914 responses, of which 1370 Edmontonians responded through the Insight Community and 544 Edmontonians responded through the Engaged Edmonton Platform.

The online survey findings shared in this report include responses from both the open survey and Edmonton Insight Community survey. Selected demographic data from survey respondents are provided below and compared to Edmonton Census data from 2019 or Canadian Census data for Edmonton from 2016.

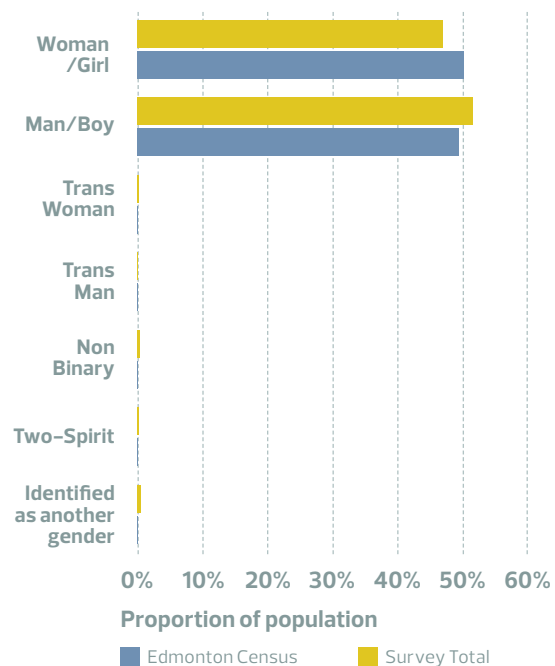
### Age

- + Based on Edmonton's population, older adults are overrepresented and young adults are underrepresented in these survey results.



### Gender

- + Based on Edmonton's population, people who identify as men are slightly overrepresented, and people who identify as women are underrepresented in the survey results.



## Indigenous and Racialized People

Based on the Canadian Census, Indigenous Peoples represent 5.5% of Edmonton's population while 2.4% of the survey respondents identified as Indigenous.

10% of survey respondents identified as racialized, defined as groups of people who may receive unequal treatment – intentional or not – based on perceived physical characteristics, such as skin colour or race (previously referred to as “visible minority”). The Canadian Census data for Edmonton indicates 37% of Edmontonians are part of a visible minority. We know that seeking and understanding different perspectives is a continual process so that we can work to better understand the lived experience of all Edmontonians. This work will carry on during the development of the Strategy and in its implementation.

## What We Asked

The goal of the survey was to provide feedback on the draft Focus Areas and Major Actions developed for the *Safe Mobility Strategy* based on technical analyses and previous public engagement. Several aspects of the draft Strategy were explored, including:

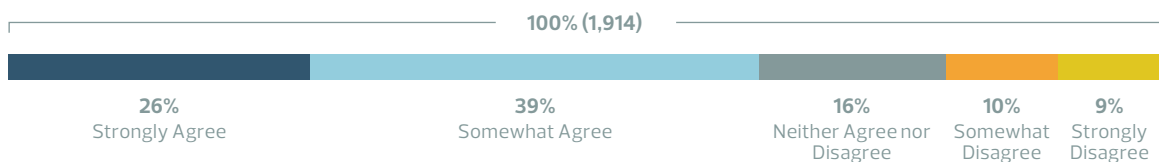
- + Alignment of Focus Areas and Major Actions with the goal of Vision Zero
- + Probing questions related to specific Major Actions under each Focus Area
- + Inclusion of the Equitable Safety principle in the Strategy
- + Integration of previous feedback

In this survey, the feeling of safety referred specifically to the fear of being involved in a crash.

## What We Heard

The Focus Areas will move us meaningfully closer to zero traffic fatalities and major injuries.

Survey respondents read an overview description of the four Focus Areas that were developed for the *Safe Mobility Strategy*. Close to two thirds of respondents agreed the four Focus Areas will move us towards achieving Vision Zero.



Survey participants could also explain why they agreed or disagreed that the Focus Areas would move us towards Vision Zero. Those who agreed the Focus Areas would get us to Vision Zero often mentioned a particular interest in certain Focus Areas, or liking the combination of all four Focus Areas as strong pillars for safer mobility. The use of a data-driven and evidence-based approach was also stated as a positive aspect of the Focus Areas. Respondents also liked the focus on safety for all modes, not just driving, and the focus on people over cars.

For the minority of survey respondents who disagreed that the Focus Areas would help achieve Vision Zero, some of the main reasons given were:

- + The goal is unrealistic or unachievable (2.5% of all respondents)
- + The Focus Areas do not focus enough on improving or prioritizing driving infrastructure, for example, fixing the road, improving signal timing, allowing free flow of vehicles, etc. (1.2% of all respondents)
- + The Focus Areas need to emphasize more on increasing road user knowledge, education, or licensing requirements (0.8% of all respondents)

Finally, another relatively frequent comment was that the Focus Areas are not clear and that tangible actions are missing or unclear. However, the question was asked before respondents had the opportunity to read the actions in each Focus Area, which were designed to demonstrate how Focus Areas would be tangibly enacted.

For those who neither agreed nor disagreed, two other comments are noteworthy: the need to improve construction zone management and the need to track near-misses as part of the Focus Areas.

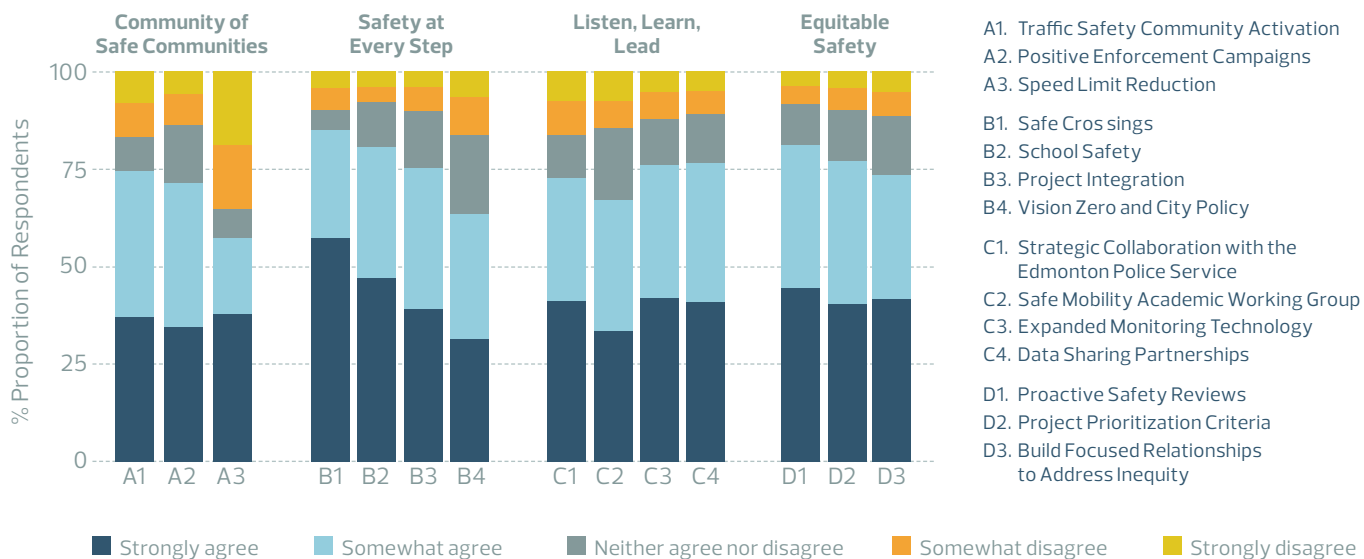
The Major Actions will move us meaningfully closer to zero traffic fatalities and serious injuries.

**Respondents could comment on major actions within focus areas they were interested in.**

Focus Area	Number of Respondents	Percent of Total Respondents
Community of Safe Communities	728	38%
Safety at Every Step	808	42%
Listen, Learn, Lead	659	34%
Equitable Safety	751	39%

For each Focus Area reviewed, survey respondents were asked to what extent they agree or disagree that each action will help Edmonton move meaningfully towards zero fatalities and serious injuries.

**Level of Agreement or Disagreement: The Action/Focus Areas Will Help Achieve Vision Zero**





The majority of survey respondents who reviewed each Major Action agreed they will meaningfully help to reduce fatalities and serious injuries to zero.

Three actions are perceived to support the goal of Vision Zero by more than 80% of respondents who reviewed them:

- + B1. Safe Crossings: 85% overall agreement with over 50% strong agreement
- + B2. School Safety: 81% overall agreement
- + D1. Proactive Safety Reviews: 81% overall agreement

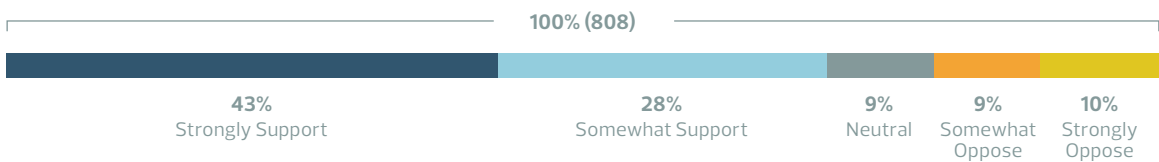
The action with the lowest level of agreement for contributing to Vision Zero is A3. Speed Limit Reduction, but it still achieves a majority of support from 57% of respondents. About 35% of respondents who reviewed this action disagreed that it will help achieve Vision Zero.

Quick-build solutions are considered an effective means to address safety issues in the short term.

Two of the Focus Areas included actions that could make use of quick-build solutions to rapidly address street design-related safety issues in the short term rather than waiting for permanent construction to be funded. These quick-build solutions are less expensive and can be deployed in more locations in a shorter amount of time, but are less durable than permanent designs.

71% of respondents who reviewed the Safety at Every Step Major Actions supported the use of quick-build solutions to rapidly address safety issues.

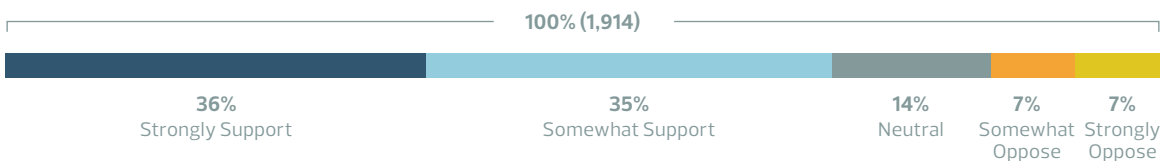
### Support or Opposition to the Use of Quick-Build Solutions



There is strong support for the equitable prioritization of projects.

72% of respondents also agreed with shifting from a geographically even distribution of projects to prioritizing locations disproportionately impacted by safety issues.

### Support or Opposition for Equitable Prioritization of Projects



Survey participants also had the opportunity to explain why they oppose or support the shift to equitable prioritization of projects. 513 comments were received from people who support or somewhat support equity in project prioritization. Most comments highlighted that it just makes sense to prioritize locations where crashes are happening most and where most lives can be saved:

"Of course more attention should be paid to the areas that are most at risk. Equity over equality, absolutely."

"It makes sense to prioritize high risk areas because it creates a positive ripple effect. If the worst roads are cared for, then it elevates the expectations and standard of safety city-wide."

"We really need to realize the dollar cost of collisions, both personally and publicly, and spending our dollars to prioritize locations disproportionately impacted also saves money for everyone."

"...it is crucial that our actions reflect research and data. If we know where most fatal crashes occur and do not act according, we are failing our communities and punishing those who are already most vulnerable."

Among the minority of survey respondents who oppose an equitable distribution of projects, the most frequent reasons cited are:

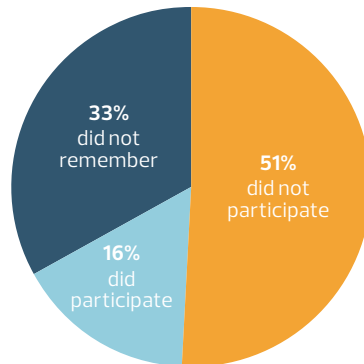
- + Preferring education and enforcement, rather than investing on infrastructure (3.4% of respondents)
- + Disagreeing or challenging the accuracy of the equity analysis conclusions (0.8% of respondents)
- + Feeling that there are issues city-wide and that infrastructure deficiencies should be addressed everywhere (0.6% of respondents)
- + Wanting to see investment in areas where most crashes happen, independent of equity considerations (0.6% of respondents)
- + Worrying that redistributing funds will mean lowered maintenance in other areas, or displacement of safety issues (0.6% of respondents)



Demonstrating how feedback is integrated and how common concerns will be addressed by the Strategy needs some improvement.

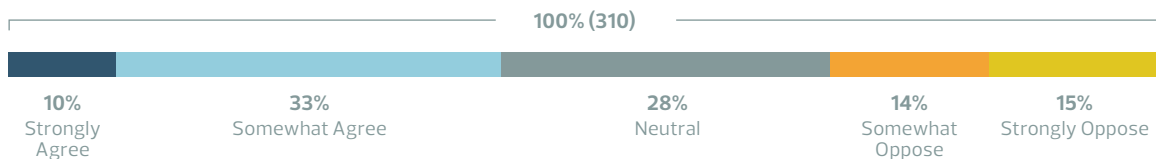
At the end of the survey, respondents were asked if they had participated in Phase 1 Engagement activities. Slightly over half did not participate in Phase 1 Engagement.

### Participation in Past Engagement Activities



The 309 people who had participated in Phase 1 Engagement were asked if they could see their feedback from previous engagement reflected in the Major Actions and Focus Areas. There is overall more agreement (43%) than disagreement (29%) to this question. There is also a large proportion of respondents who neither agreed nor disagreed (28%).

### Agreement or Disagreement That Feedback is Reflected in the Strategy

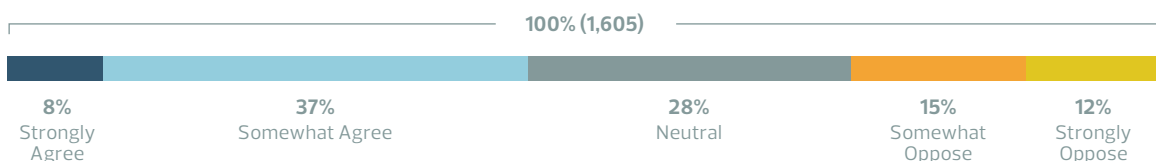


The 1,605 respondents who did not participate in Phase 1 Engagement or do not remember if they participated were asked the following question:

*Thinking about your experience of travelling around Edmonton and any traffic safety concerns you may have, please indicate to what extent you agree or disagree with the following statement: The Major Actions and Focus Areas of the Safe Mobility Strategy will address my main traffic safety concerns.*

The distribution is very similar to those who had previously provided feedback: there is more agreement (45%) than disagreement (27%). There is also a large proportion of neutral answers (28%).

### Agreement or Disagreement That the Strategy Will Address Main Concerns



Those who disagreed that their feedback was reflected in the Major Actions and Focus Areas, or that their main concerns are not addressed by the draft Strategy for those that had not previously participated, were asked to explain what issues they feel have not been addressed. 414 people provided an answer.

All concerns and feedback were taken into account to produce the final version of the *Safe Mobility Strategy*, as outlined in the What Happens Next section of this report. Below are some responses to the main concerns expressed in the comments:

Concern	Response
Not enough focus on behaviours from vulnerable road users, notably people walking (for example jaywalking) and cycling (for example sidewalk riding) (3.9% of respondents)	The analysis of past crashes conducted for the <i>Safe Mobility Strategy</i> shows that 80% of fatal and serious injury crashes are due to actions and errors of people driving. To achieve Vision Zero, we must concentrate our efforts on the core causes of these crashes.
Not enough focus on road user knowledge, education, or licensing requirements (3.9% of respondents)	The final <i>Safe Mobility Strategy</i> will include actions to increase knowledge and competence through advocacy and collaboration with other levels of government and partner organizations. See the What Happens Next section.
Need to improve or prioritize driving infrastructure (for example, better signal timing) (3.4% of respondents)	During the implementation of the <i>Safe Mobility Strategy</i> , some changes, including revising signal timings, can be made to both increase safety and help people move more efficiently. However, the strategy does not compromise safety for the convenience of marginally shorter travel times.
Concern that Major Actions will lead to driver frustration or need to prevent driver frustration (3.4% of respondents)	Edmonton streets are for everyone using all modes of transportation for all reasons and in all seasons. While changes in road design or policies can lead to discomfort and a need to adapt, the status quo is not acceptable under Vision Zero. The safety and life of all people travelling on Edmonton streets is paramount.
Not enough focus on addressing dangerous behaviours from people driving (3.0% of respondents) and distracted driving in particular (1.7% of respondents)	The final <i>Safe Mobility Strategy</i> will include actions to evaluate how some unsafe behaviours, particularly distracted driving, can be addressed. See the What Happens Next section.
Not enough focus on reducing speed limits or reviewing inconsistent speed limits (1.7% of respondents)	The final <i>Safe Mobility Strategy</i> includes the Speed Limit Reduction Major Action, which will implement the default speed limit change in Edmonton for residential areas, the main street portions of Jasper and Whyte Avenue and high pedestrian areas to 40 km/hr. Many other actions will incorporate safe speeds approaches to ensure that speed limits reflect the local context and the inherent vulnerability of the human body to physical force should a crash occur.
Concern that winter conditions are not sufficiently considered (1.6% of respondents)	The final <i>Safe Mobility Strategy</i> will include actions to incorporate crash and equity analysis information into the snow and ice control program to support safe winter roads. See the What Happens Next section.
Not enough focus on enforcement (1.5% of respondents)	Enforcement is an important tool in the traffic safety toolbox, but is not sufficient on its own. The final <i>Safe Mobility Strategy</i> will include significant background information describing the role of enforcement and how this work continues to evolve in partnership with the Edmonton Police Service to collaboratively keep Edmonton's streets safe. See the What Happens Next section.

# Online Mapping Tool

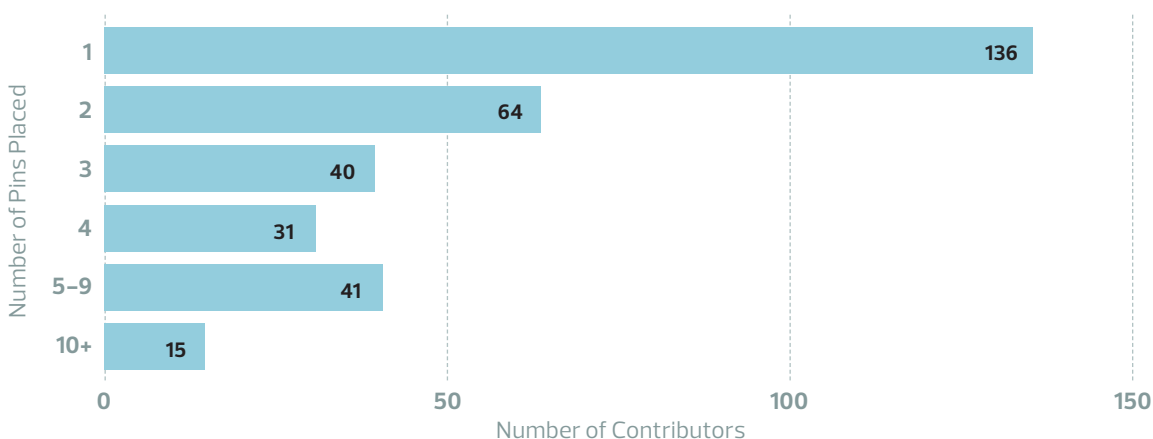


## Who Was Engaged

The online mapping tool at [engaged.edmonton.ca/SafeStreets](https://engaged.edmonton.ca/SafeStreets) was available for input during the first phase of engagement, from June 8 to June 23, 2020. During this initial phase of engagement, 200 Edmontonians placed 657 pins. The map remained available until the end of the second phase of engagement. Between June 24 and September 23, 2020, and 127 Edmontonians placed an additional 462 pins on the map.

As the questions did not change and the map was available continuously from June 8 to September 23, 2020, this report includes an analysis of all 1119 pins placed on the map by the 327 Edmontonians who participated in the exercise.

Of all those who placed pins on the map, fifteen Edmontonians contributed between 10 and 40 pins each to the map. However, about 75% of people placed between 1 and 3 pins on the map each.



Providing demographic information was optional, and less than half of those who placed pins shared this information. As a result, we are not able to provide information on demographic trends.

## What We Asked

Participants were asked to:

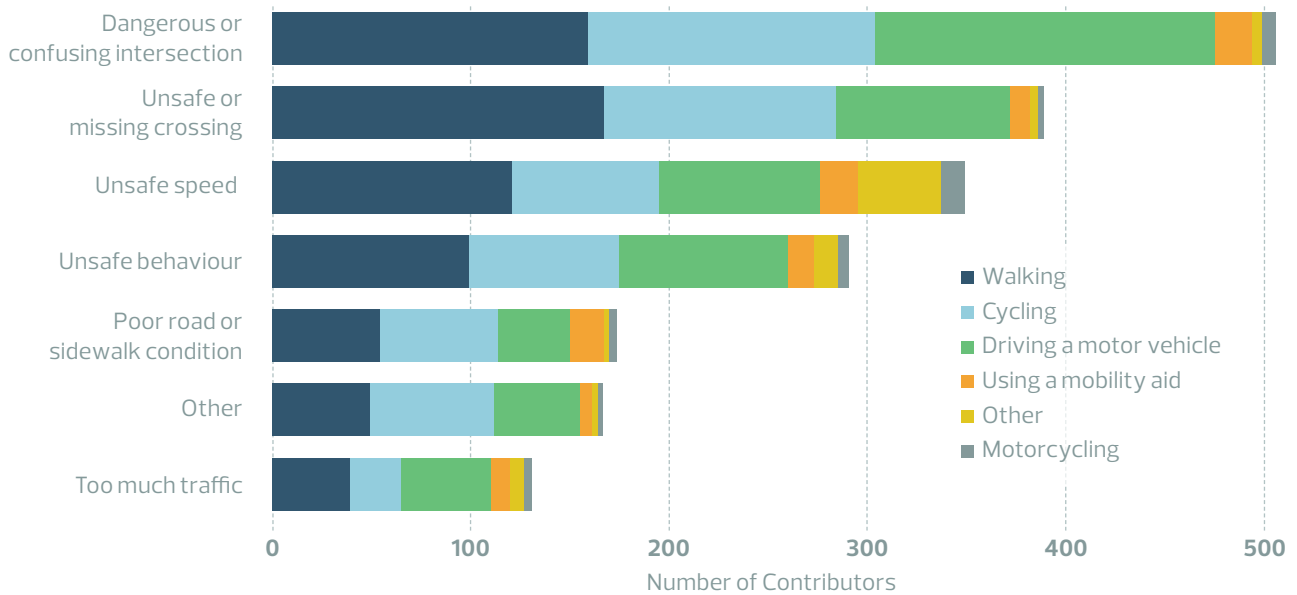
- + Place pins on the interactive map at locations where they felt unsafe
- + Identify the perspective(s) they were answering from (options included: walking, using a mobility aid, cycling, driving a motor vehicle, motorcycling, or other)
- + Describe why they felt unsafe
- + Identify if they were in a crash at this location

## What We Heard

### Main Concerns

People's experiences varied based on their modes of transportation:

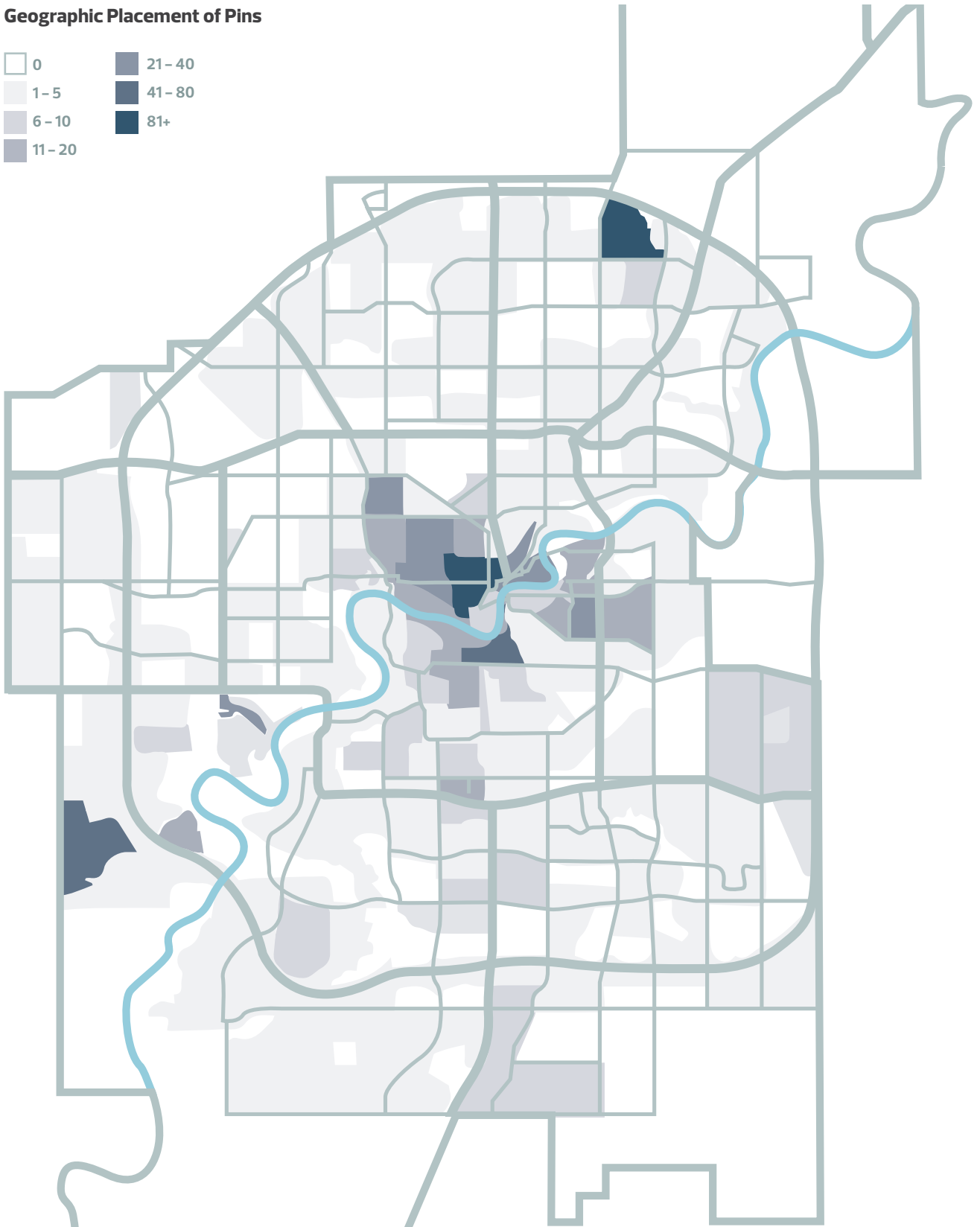
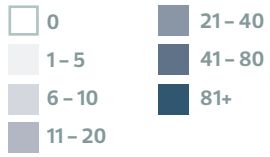
- + The two types of concerns most often expressed by people walking and cycling are:
  - + Dangerous or confusing intersections
  - + Unsafe or missing crossings
- + Unsafe intersections are by far the most frequent concern noted by people driving
- + For all road users, unsafe speed and unsafe behaviours were among the top 4 concerns
- + In addition to the concerns above, people who use mobility aids often identified poor road or sidewalk conditions as an important concern



### Crash Involvement

In just under 4% of cases (23 pins), Edmontonians reported being involved in a crash at the pinned location (23% did not indicate if they were involved in a crash or not). In 50% of pins where a crash occurred, the type of concern reported was a dangerous or confusing intersection or an unsafe or missing crossing.

### Geographic Placement of Pins



# Ideas Tool



## Who We Heard From

Similar to the online map tool, the virtual sharing board accessible through [engaged.edmonton.ca/SafeStreets](https://engaged.edmonton.ca/SafeStreets) was already in use since the first phase of engagement. From June 24 to September 23, 2020, 43 ideas and 7 comments on those ideas were shared by 34 participants.

## What We Asked

Participants were asked to share their ideas for creating safe and livable streets. People could read and comment on other ideas and 'like' ideas that resonated with them.

## What We Heard

A variety of ideas from the perspective of people driving, walking and cycling were shared. Common themes included:

- + Changes to speed signage and speeding enforcement to increase compliance
- + Better crossings: more lights, consistent markings, increasing visibility, etc.
- + Changes to driver education and licensing requirements, acknowledging this is provincial jurisdiction

# What Happens Next?

There was broad support for the draft Focus Areas and Major Actions presented as part of Phase 2 Engagement. Feedback from survey respondents provides direction on potential actions that can be taken to revise the *Safe Mobility Strategy* based on this input as summarized on the following page.

It should be noted, the terminology in the *Safe Mobility Strategy* will be different from that used during Phase 2 Engagement. "Focus Areas" will be revised to be "Themes" and "Major Actions" will be revised to be "Key Actions."





## Revisions and Updates to the *Safe Mobility Strategy* based on Engagement

Recommended Revisions	Understanding of Feedback Received	Changes to the <i>Safe Mobility Strategy</i>
<p>Misconceptions and misunderstanding of safety issues and causes</p>	<p>The online survey in Phase 2 Engagement did not include significant background information. Respondents would have to read multiple supplemental documents that were posted and available but not a requirement to complete the survey.</p>	<p>The <i>Safe Mobility Strategy</i> includes significant background information to describe concepts and ideas, including the role of enforcement. This will be helpful to clarify misconceptions and misunderstandings both short and long term.</p> <p>Additional materials such as the online livestream webinar and presentations for City Council will be used to address misconceptions and misunderstandings.</p>
<p>Inclusive language</p>	<p>The Phase 2 Engagement online survey did not include background information to explain some of the technical ideas which may have sounded complicated or unfamiliar to the survey respondents. The content was also written by technical specialists which could impact comprehension for non-technical audiences.</p>	<p>Review and editing of text in the <i>Safe Mobility Strategy</i> will be completed to focus on plain and inclusive language. Clear definitions and simple figures/visuals will be used to communicate more complicated ideas.</p>
<p>More details on what the Major Actions include and their anticipated outcomes</p>	<p>The online survey for Phase 2 Engagement kept the length of text descriptions of the Major Actions short for the purposes of engagement. The wording does lack details for exactly what will be implemented and the anticipated outcomes from those actions.</p>	<p>More details on select Key Actions (formerly titled, "Major Actions") will be spotlighted as part of the presentation to City Council when the Strategy is presented for approval. As the Strategy is not yet finalized, full implementation plans have not been developed. Robust public communications will in place to support implementation. See "Clarity on the approach to project identification and prioritization" for more information on project communication.</p>
<p>Additional actions should be added to the Strategy</p>	<p>Phase 2 Engagement online survey respondents identified a number of actions that could be added to the <i>Safe Mobility Strategy</i>:</p> <ul style="list-style-type: none"> <li>+ Design of motor vehicles</li> <li>+ Multimodal operations, including driving efficiency (e.g. delay), with additional consideration of behavioural ramifications (e.g. aggressive driving)</li> <li>+ Winter considerations</li> <li>+ Culture change</li> <li>+ Land use planning integration with transportation mode shift</li> </ul>	<p>Additional Key Actions and clarifying details will be added to the <i>Safe Mobility Strategy</i>. The Crash and Equity Analyses Technical Report and Discussion Papers will also be used to share additional background and details.</p> <p>The following presents the Key Actions that will be revised or added into the <i>Safe Mobility Strategy</i>:</p> <ul style="list-style-type: none"> <li>+ Vision Zero and City Policy will incorporate transportation and city-building/land use integration</li> <li>+ Traffic Safety Community Activation will incorporate culture and behaviour</li> <li>+ New Key Action added related to partnering under the Listen, Learn, Lead Theme to account for education, licensing, and vehicle design</li> <li>+ Project Integration will be revised to further strengthen considerations of winter such as refinements to Snow and Ice Control</li> </ul>
<p>Clarity on the approach to project identification and prioritization</p>	<p>Online survey respondents during Phase 2 Engagement strongly supported the idea of equitable prioritization of projects. However, additional clarity could be provided to outline how the City of Edmonton will identify safety projects and prioritize them.</p>	<p>Project identification and prioritization is intended to include multiple lenses including crash history, equity, and risk. Decision making will be supported by the findings of the Crash and Equity Analyses completed during creation of the <i>Safe Mobility Strategy</i>, as well as the input received through engagement. Ongoing data analysis and stories of lived experience will be incorporated. Evaluation and the approach for transparent communication for decision making and project communication will be added as a Key Action of the <i>Safe Mobility Strategy</i>.</p>

Thank you to everyone who has participated in the development of the *Safe Mobility Strategy*.

If you would like to speak with someone about the *Safe Mobility Strategy*, please contact:

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*Safe Mobility Strategy Project Manager*



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