

AGENDA INFORMATION	
<input type="checkbox"/> Regular Meeting	Date: _____
<input checked="" type="checkbox"/> Other:	Date: <u>November 14, 2023</u>

PC	GJ	
Dept. Manager	GM/ Director	CAO

# The District of North Vancouver

## REPORT TO COUNCIL

October 30, 2023  
 File: 16.8310.01/000.000

**AUTHOR:** Banafsheh Rahmani P. Eng – Project Engineer, Transportation

**SUBJECT:** **Creation of New Traffic Calming Program (including proposed Delbrook Avenue prioritization)**

**RECOMMENDATION:**

- (a) THAT Council endorses staff’s proposed recommendation to create and manage two distinct annual transportation programs – the engineering-led “Road Safety Program” (existing), and the community-led “Traffic Calming Program” (new) subject to funding through the annual budget process.
  
- (b) AND THAT Council directs staff to focus on the Delbrook Avenue corridor as the first identified traffic calming corridor candidate, with implementation in 2024 (subject to completion of the public engagement process), subject to funding, in direct response to the councillor-initiated motion titled Delbrook Road Design (dated February 27, 2023) with the recommendation that staff to report back on engineering and road design options for enhanced safety along the Delbrook Ave corridor in an effort to slow traffic and make the corridor safer for all users, and for any feedback and lessons from this process to inform improvements to the “Traffic Calming Program.”

**REASON FOR REPORT:**

The purpose of this report is to resolve a current challenge, and subsequently improve customer service, in the allocation and focus of road safety and traffic calming projects across the District – with the aim to outline, establish and clearly define a distinction between resolving known safety issues supported by data (“Road Safety Program”), while also being able to respond to perceived safety concerns that are not directly reflected through historical data, but are important issues within our community (“Traffic Calming Program”).

**SUMMARY:**

This report presents a structured approach towards improving how our transportation team provides service to our community – through the creation and oversight of two distinct programs that can concurrently address known road safety issues, while also providing an

**SUBJECT: Creation of New Traffic Calming Program (including proposed Delbrook Avenue prioritization)**

October 26, 2023

Page 2

opportunity to respond to community concerns. This proposed approach is intended to enhance traffic safety, increase liveability and improve the quality of life within the District. The proposed new Traffic Calming Program will strengthen the District's efforts to implement safety measures across corridors where communities have expressed interest in receiving traffic calming measures, but this is not necessarily being represented in historical data.

The new program also provides an opportunity to bring forward the Delbrook Avenue corridor as the 2024 candidate to explore traffic calming measures, given the councillor-initiated motion (dated February 27, 2023) directing staff to explore design options.

**BACKGROUND:**

During the December 2021 annual transportation workshop, Council expressed interest in a data-driven approach to delivering road safety related investments. In response, staff completed a comprehensive road safety analysis of the District road network and established a "Road Safety Program" framework to prioritize corridors for review and investment based on key metrics. This included consideration of road collision frequency, collision severity, reported resident road safety concerns, proximity to schools, and proximity to parks. This program, and the emerging top priority corridors, were presented to Council at a workshop on May 16, 2022 and since then, staff have progressed responding to known road safety issue locations through this endorsed prioritized process.

Despite previous Council direction of instilling a data-driven approach to investment in the "Road Safety Program", staff continue to receive a large volume of requests from both the community and Council to explore road safety and/or traffic calming improvements in locations that are not in the 'top 20' corridors identified in the Road Safety Program framework. This situation leads to several undesirable outcomes: (i) limited staff resources need to be refocused on what is deemed a non-priority item through the established framework; (ii) delays to our known priority locations as staff need to broaden their attention to multiple requests; and (c) a perceived sense of reduction to our level of customer service for road safety and traffic calming matters.

As one example, staff have been directed to prioritize road safety / traffic calming design improvements to the Delbrook Avenue corridor:

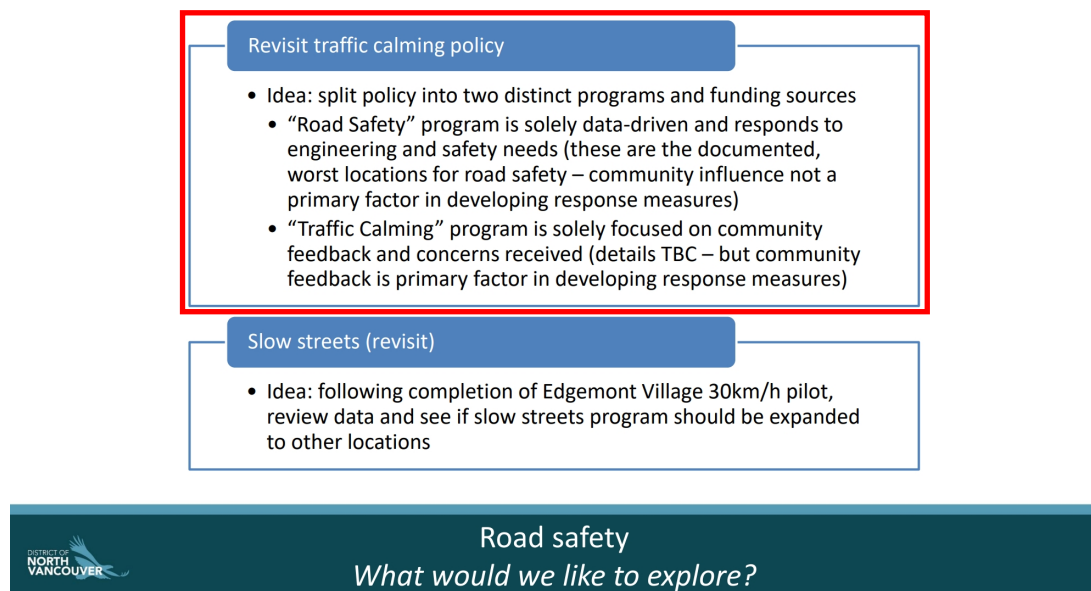
"THAT Council direct staff to report back on engineering and road design options for enhanced safety along the Delbrook Ave corridor in an effort to slow traffic and make the corridor safer for all users."

(resolution from February 27, 2023 councillor-initiated report)

In order to balance the varying requests we receive, and deliver a higher degree of customer service while ensuring that top priority safety locations continue to be addressed, staff presented a concept to revisit an approach to separate 'road safety' from 'traffic calming' during the annual transportation workshop on May 15, 2023. The proposed approach would create a Traffic Calming Program focused on responding to community input, allowing the

Road Safety Program to continue as a data-driven program responding to engineering and safety needs. Council endorsed this recommendation at this workshop, and this report brings together staff's proposal for how to roll-out this strategy.

Figure 1: Staff road safety proposal from May 15, 2023 workshop (highlighted in red)



**EXISTING POLICY:**

The establishment of a new Traffic Calming Program aligns with the following plans and policies:

- Official Community Plan (2011) – Provides direction to “improve road safety for all users and implement appropriate safety improvements”.
- OCP Action Plan (2021) – A supporting action of the plan is to “adopt a “Vision Zero” approach to increase travel safety”. Traffic calming measures are often used within a Vision Zero approach.
- District Road Safety Plan (2010) – A key objective of the plan is “to identify a short list of high-priority improvements that will improve safety, and to prepare conceptual design drawings, cost estimates, and a benefit/cost analysis for high-priority improvements”.
- Transportation Plan (2012) – Policy direction includes “planning for road improvements that reduce road collisions and improve traffic safety for all road-users to ensure neighbourhood livability” and “employ[ing] traffic calming measures to reduce vehicle speed and increase pedestrian safety”.
- Pedestrian Master Plan (2009) – Indicates “that a focus on pedestrian safety and traffic calming will be an important component in the development of a complete pedestrian network”.

- Traffic Calming Policy (2012) – Reasons for the policy include that “the District shall use traffic calming measures as a means to incorporate the preferences and requirements of residents”.

## **ANALYSIS:**

### **The Situation:**

The need for a traffic calming project can be identified through studies by staff, directives from Council, and requests from residents who observe motorist behaviour that does not align with community norms. At present, there are two main streams for funding and enacting traffic calming – through the existing Road Safety Program, and through a Local Area Service Project (LASP).

The Road Safety Program has dedicated annual funding to deliver prioritized projects through a data-driven exercise, while LASP funding is secured through local resident contributions. Growing community interest in traffic calming exceeds the financial and procedural limits of these programs.

At present, there is currently no District-funded program available to invest in locations where we receive a large volume of concerns from the community wanting to explore road safety or traffic calming improvements that are not identified as high priorities in the Road Safety Program framework. This report intends to fill that gap.

### **Proposed Solution:**

The creation of the new Traffic Calming Program is intended to fit between these two established programs – and Figure 2 provides a summary of the distinction between the existing and proposed programs.

Figure 2: Distinction between road safety (existing), traffic calming (new) and local area service (existing) programs

Decoupling the “Traffic Calming Program” and the “Road Safety Program” serves two main purposes. Firstly, the District will continue to implement established road safety initiatives through a Road Safety Program, primarily managed by the Transportation department. This program relies on historical traffic and collision data, engineering expertise, and industry best practices to implement targeted infrastructure modifications aimed at mitigating known safety risks at identified high-priority locations. While the community will be informed of these changes, their direct influence on solutions can be limited. It is critical that this work be given specific attention and focus by District staff as it is the primary means to respond and manage the road safety risk.

**SUBJECT: Creation of New Traffic Calming Program (including proposed Delbrook Avenue prioritization)**

October 26, 2023

Page 5

Secondly, the “Traffic Calming Program” (and focus of this report) will be primarily fuelled by community interest and Council endorsement. This new program is intended to provide a more innovative approach to how we address road safety concerns:

1. Staff will catalogue all inquiries we receive from the community with perceived traffic safety concerns to be addressed through the parameters of the new “Traffic Calming Program” \*;
2. Once per year (i.e. the end of summer), staff will review the catalogue of requests received and will identify the locations where we have heard the most concerns;
3. For Council’s consideration and endorsement, staff will prepare a report to recommend the location/corridor that is proposed to receive the following years’ Traffic Calming Program investment;
4. Upon Council’s approval, staff will immediately progress engagement efforts with the community along that corridor – both adjacent residents and nearby commuters – to develop a community-driven solution within the available funding limits;
5. Assuming an appropriate solution is found, as approved by the Municipal Engineer\*\*, the traffic calming measures are proposed to be implemented during the summer/fall of the capital allocation;
6. The process then repeats itself for steps 1-5 for future capital years, with a different corridor selected each year.

*Notes:*

*\* requests that we receive that relate to a ‘top 20’ prioritized corridor under the Road Safety Program will be considered under that separate program.*

*\*\* The Municipal Engineer has the final authority to approve a particular traffic calming recommendation prior to implementation.*

The above approach and methodology are proposed as a starting point, and lessons from the corridor selected for 2024 will help inform and shape the Traffic Calming Program in future years.

While this program will continuously improve, its ability to diverge from the conventional technical and engineering-centric approach allows District staff to explore safety enhancements at locations lower on our road safety prioritization list. At present, staff anticipate the top five locations or corridors that receive the highest volume of traffic calming inquiries in a particular year (step 1 above) would be brought forward for Council’s consideration and endorsement each Fall (step 2 above). If a community-driven request does not fall towards the prioritized lists under either the Road Safety Program or the Traffic Calming Program, then residents have the option to be referred to the community funded LASP program (which is proposed to remain unchanged).

To deliver this increase in customer service for our community and the significant resources required to create a ‘community-driven’ approach to traffic calming, and to ensure this program’s success, staff propose that an additional transportation team resource is required.

Should Council approve the recommendations in this report, this staffing request will be incorporated into the 2023-2027 financial planning process.

**Benefits of the new Standalone “Traffic Calming Program”**

Having a dedicated “Traffic Calming Program” safeguards staff resources and financial allocations for addressing the most critical, high-risk locations. Simultaneously, it augments customer service by introducing a novel program that encourages community participation to evaluate lower-priority road safety areas. This dual-tiered approach not only fosters community dialogue but also promotes broader community endorsement for safety improvements in such locations.

Furthermore, the proposed “Traffic Calming Program” will bolster the District's road safety efforts. By maintaining a focus on high-priority locations through our established program and introducing a community-driven initiative, we aim to create a more comprehensive and inclusive approach to road safety. This innovative strategy aims to fortify our efforts in mitigating risks and enhances community involvement and support for road safety initiatives.

**Proposed 2024 Traffic Calming Program corridor – Delbrook Avenue**

On February 23, 2023, Council endorsed Councillor Jordan Back’s initiated motion with the following direction:

“THAT Council direct staff to report back on engineering and road design options for enhanced safety along the Delbrook Ave corridor in an effort to slow traffic and make the corridor safer for all users.”

In combining multiple directions and interests from Council and the community, along with the benefit of utilizing one project to inform continuous program improvement for future years, staff see a strong alignment and unique opportunity to recommend the Delbrook Avenue corridor as the selected 2024 investment for the Traffic Calming Program.

Should Council endorse this corridor selection recommendation, staff intend to initiate discussion with the community in Winter/Spring 2024 with an aim to implement measures in the Summer/Fall of 2024.

As part of the community dialogue, a palette of potential options will be provided to the community to consider as part of the community-driven process. This can include:

- The narrowing of available roadwidth (through linemarking and/or delineators);
- Vertical and/or horizontal geometric changes, including their implications;
- Other modifications to linemarking and signage;
- Additional pedestrian crossing improvements; or
- Any other opportunities identified by staff and/or the community.

While staff recognize Council's previous desires to receive engineering concepts of potential design change options for the Delbrook Avenue corridor; we believe including these in this report would be too premature as it would be done in advance of any community dialogue (potentially reducing the community buy-in process to the intended Traffic Calming Program methodology).

As stated previously, any options developed through the community-driven process are subject to the approval of the Municipal Engineer – with particular focus on the impacts of any vertical or horizontal deflection of an existing street.

### **Public Input**

Public engagement for this program will occur in two phases, starting with the “Involve” level on the Public Engagement Spectrum (refer Figure 3), whereby the community will be invited to participate in a hands-on, in-person meeting located in the local neighbourhood of the selected corridor. Facilitated by knowledgeable Transportation staff, participants will share their concerns and issues, and be invited to discuss their desired outcomes using a toolbox of traffic calming and transportation solutions. Transportation staff will record and takeaway the input received, and proceed to develop designs for traffic calming measures that align with the community feedback for the corridor.

A second phase of engagement at a “Listen and Learn” level on the Public Engagement Spectrum (refer Figure 3) will focus on reporting back to the community and meeting participants with the proposed design for corridor changes with some opportunities for feedback. There may be some limited opportunities to tweak the design or seek additional input at this phase of the program before moving to implementation.

This community engagement will be supported by communication tactics to raise awareness for the program and the opportunities to participate through a variety of both print and online methods, such as signage along the corridor, postcards, web content and social media.

Figure 3: public engagement spectrum

## PUBLIC ENGAGEMENT SPECTRUM

Adapted and used with permission from the International Association for Public Participation (IAP2 Federation).

Inform	Listen & Learn	Consult	Involve	Collaborate	Empower
"We will keep you informed. We will provide information that is timely, accurate, balanced, objective, and easily understood. We will respond to questions for clarification and direct you to sources of additional information."	"We will listen to you and learn about your plans, views, and issues; and work to understand your concerns, expectations, and ideas."	"We will keep you informed, and listen to and acknowledge your concerns and aspirations in developing final solutions, and we will report back to you on how your input influenced the decision."	"We will work with you to ensure your concerns and aspirations are directly reflected in the alternatives developed, and we will report back on how your input influenced the decision."	"We will look to you for advice and innovation in formulating solutions, and we will incorporate your recommendations into the decisions to the maximum extent possible."	"We will implement what you decide."

**Timing/Approval Process:**

Council consideration of the New Traffic Calming Program in mid- November 2023 will allow timely coordination of the financial considerations as part of the 2024-2028 financial planning process.

**Financial Impacts:**

There is currently \$100,000 set aside on an annual basis for the Road Safety Program. To better address the current needs, Transportation has included a request for additional funding of \$300,000 as part of the consideration of the 2024-2028 Capital planning process as well as a staffing request to support the proposed program. Approval of these requests will be considered during the annual capital budget review in December 2023 and Operating review in Q1 2024. Financial approval is not considered outside of these timelines.

**Liability/Risk:**

There is a risk in not addressing known/documented safety concerns. The creation of a Traffic Calming Program will enable the Road Safety Program to continue focus on areas with more frequent and severe collisions. That is, those corridors that pose the greatest liability risk to the District. Together, both programs serve to mitigate potential liabilities and risks by addressing priority areas for traffic safety improvements, as defined by available data and community input.

**Conclusion:**

The designation of a standalone Traffic Calming Program stands to strengthen the District's efforts in improving road safety and better serving community interests. By persistently prioritizing high-risk areas through our Road Safety Program and initiating a community-



**SUBJECT: Creation of New Traffic Calming Program (including proposed Delbrook Avenue prioritization)**

October 26, 2023

Page 9

engaged initiative known as Traffic Calming Program, we endeavour to foster a more all-encompassing and participatory approach to using our roadways appropriately. This approach is poised to fortify our measures in risk mitigation and simultaneously elevate community engagement and endorsement for our traffic safety initiatives.

**Options:**

- 1) THAT the Council supports the new “Traffic Calming Program” and staff recommendations as outlined in this report. **(RECOMMENDED)**.
- 2) THAT Council refer the matter to a Council Workshop (which may hinder an ability to roll-out for 2024).
- 3) THAT Council refer back to staff.
- 4) THAT Council do not support this staff recommendation.

Respectfully submitted,

Banafsheh Rahmani P. Eng  
Transportation Engineer

REVIEWED WITH:					
<input type="checkbox"/> Business and Economic	___	<input type="checkbox"/> Finance	___	External Agencies:	
<input type="checkbox"/> Bylaw Services	___	<input type="checkbox"/> Fire Services	___	<input type="checkbox"/> Library Board	___
<input type="checkbox"/> Clerk's Office	___	<input type="checkbox"/> GIS	___	<input type="checkbox"/> Museum and Archives	___
<input type="checkbox"/> Climate and Biodiversity	___	<input type="checkbox"/> Human Resources	___	<input type="checkbox"/> NSEM	___
<input type="checkbox"/> Communications	___	<input type="checkbox"/> Integrated Planning	___	<input type="checkbox"/> NS Health	___
<input type="checkbox"/> Community Planning	___	<input type="checkbox"/> ITS	___	<input type="checkbox"/> NVRC	___
<input type="checkbox"/> Development Engineering	___	<input type="checkbox"/> Parks	___	<input type="checkbox"/> RCMP	___
<input type="checkbox"/> Development Planning	___	<input type="checkbox"/> Real Estate	___	<input type="checkbox"/> Other:	___
<input type="checkbox"/> Engineering Operations	___	<input type="checkbox"/> Review and Compliance	___		
<input type="checkbox"/> Environment	___	<input type="checkbox"/> Solicitor	___		
<input type="checkbox"/> Facilities	___	<input type="checkbox"/> Utilities	___		