



RE: Draft Active Transportation Network Map

February 2, 2024

Dear Councillor Justin Doiron (Chair, Planning Board):

We greatly appreciate the effort put into creating the draft Active Transportation (AT) Network Map for Summerside. However, we feel it is necessary to address some concerns that were raised during the January 9, 2024, Committee of the Whole meeting, in anticipation of an upcoming presentation of the AT Network Map to the Planning Board.

For some background, ten months ago, on April 4, 2023, City Council directed City Staff "To work with Ken Trenholm and SAFE Summerside to bring forward an Official Active Transportation Network Plan for the City of Summerside for Council's review, consideration, and potential adoption."

SAFE Summerside provided 254 pages of detailed community needs assessment, consultations, and analysis in 2023 to aid in the development of a comprehensive AT Network Plan:

- **All Ages & All Abilities Active Transportation Network Plan**
(March 20, 2023)
<https://safesummerside.ca/docs/AllAgesAllAbilitiesATPlan.pdf> (Low Res)
<https://www.safesummerside.ca/download> (High Res download)
- **SAFE Response to City Staff: Follow Up on our All Ages and All Abilities AT Network Plan**
(December 7, 2023)
<https://safesummerside.ca/docs/ResponseToCityDec2023.pdf>
- **An Active Transportation Retrofit for Intersections that Pose a Risk to AT Users**
(December 7, 2023)
<https://safesummerside.ca/docs/IntersectionRetrofitDec2023.pdf>

While this letter is longer than we anticipated, we have included excerpts from the above documents that were submitted to the City, with the aim of providing the Planning Board and Council with all the essential information required to make an informed decision.

Two Principal Issues with the Current Draft AT Network Map

1. SAFE Summerside's Consultation of the Draft AT Network Map

The current City of Summerside draft Network Map was a surprise to us.

Upon reviewing a previously recorded City broadcast, it came to our attention that the City Staff shared a draft of the AT Network Map with City Council during the January 9, 2024, Committee of the Whole Meeting. It was revealed the draft map would be presented at an upcoming Planning Board meeting before moving forward for Council's potential adoption. However, there was no mention of involving SAFE Summerside in the subsequent stages of the process.

Additionally, this lack of knowledge of the Network Map presentation was further compounded when at the November 2023 Committee of the Whole Meeting, in response to a Councillor's comment about phases of the network, City Staff stated that "Pope Road would be the next logical Phase after Greenwood Drive. As for the other phases, this is why we are seeking direction from SAFE on 'what do you see as the next phase of AT all the way to Phase 32 perhaps' . . . Greenwood Drive taught us we are going to need to do some long-term planning on the Network itself."

On December 7, 2023, we presented our priorities to City Staff in our Response to City Staff¹ and our recommendations on the dangerous intersections² we were asked to provide.³

The AT Map shared during the Committee of the Whole meeting held in January 2024 came as a complete shock, and it was a deeply disheartening announcement for SAFE. There was no mistaking the fact that SAFE had been excluded from the AT Map review process, which only added to the frustration and confusion felt by the SAFE Executive.

We believe the intent of the direction given on April 4, 2023, by City Council was for City Staff *to work with* SAFE Summerside, and the comments at the November 2023 Committee of the Whole meeting indicated City Staff were waiting on our response on priorities.

To provide clarity, it should be noted that no communication has taken place after the Committee of the Whole meeting on January 9th, nor have we had any communication following the list of priorities we submitted to the City on December 7th, 2023.

In the past (during a Committee of the Whole Meeting on Feb 7, 2023), a Parkside Elementary traffic concern was brought forward, and stakeholders and City Staff met to discuss concerns and present a solution to the Council. Council expressed pleasure with the fact that City Staff and stakeholders came together and brought a solution to Council -- that was our vision of working together back in April. We believed Council's direction was for City Staff and SAFE to work together to develop an AT Network Plan.

¹ <https://safesummerside.ca/docs/ResponseToCityDec2023.pdf>

² <https://safesummerside.ca/docs/IntersectionRetrofitDec2023.pdf>

³ Please note we prioritized routes in our March 2023 document via

<https://safesummerside.ca/docs/AllAgesAllAbilitiesATPlan.pdf> (low-res version), but on December 7, 2023, we modified priorities following additional consultations and created a one-page prioritization table for easy access.

2. Not an AT Plan – Just a Map

City Council directed City Staff to recommend an Official Active Transportation Network Plan. However, the network map that has been presented is significantly different from a Network Plan. An AT Network Plan is a comprehensive document that outlines a bold vision, detailed standards, objectives, and timelines for the development of an AT network. It is similar to the 99-page *All Ages and All Abilities Active Transportation Network Plan*⁴ that was presented to Council earlier or, at the very least, the 35-page *A Green Transportation Plan for Summerside*, created by the City of Summerside Planning Office in 2007⁵, which was revived in 2012⁶.

Although the 2007 *A Green Transportation Plan for Summerside* may be outdated, it's encouraging to see that the city was dedicated to developing a comprehensive plan. With some targeted adjustments and enhancements, the current AT Network Plan could be modelled with the same vision contained within the 2007 document.

| Table of Contents, 2007 A Green Transportation Plan for Summerside | | | | |
|--|---------------------------------|-------------------------|---------------------------|-------------------------------|
| Introduction | Healthy Community Strategies | Design Standards | Widths | |
| | Eco-Tourism | | Signage | |
| | Continuous Improvement | | Crosswalks | |
| Goals | Cycle Path Goals | | Pathway Links | |
| | Green Transit Goals | | Visibility Triangle | |
| Background | Benefits of Cycling | | Roadside Hazards | |
| | Green Shuttle Service | | Road Irregularities | |
| Existing Bicycle System | Overview | | Environment | Pathway Design Standards |
| | Networks | | | Hidden Cost of Automobile Use |
| | Walkability vs Bikeability | | | The Role of the Individual |
| | Bikeways, On-Street Bike Routes | The Role of Government | | |
| System Plan | Bicycle Route & Required Work | Schedule A | Proposed Route (one page) | |
| | Shuttle Route & Proposed Route | | | |

Here are citations within the 2007 draft City of Summerside plan:

- The City of Summerside recognizes cycling as healthy, low cost, environmentally friendly transportation and recreation, and promote cycling through education, encouragement, good

⁴ <https://safesummerside.ca/docs/AllAgesAllAbilitiesATPlan.pdf>

⁵ https://safesummerside.ca/docs/Sside_AGreenTransportationPlanforSummerside.pdf

⁶ https://safesummerside.ca/docs/Sside_AnActiveTransportationPlanforSummerside2012.pdf

engineering design, enforcement economic and environmental programs, policies and initiatives. (A Green Transportation Plan for Summerside, 2007, p. 5)

And the objectives of the 2007 Plan are:

- Guide system development and expansion of the existing system,
- **Develop standards and specifications for a system** of safe, efficient and visually appealing pathway and bikeway facilities for cyclist and pedestrian use,
- Increase acceptance and understanding among road and pathway users, **reduce the frequency and severity of bike accidents**, and reduce conflicts between cyclists, pedestrians and motorists,
- Create a safer, more hospitable bike and pedestrian community through enforcement of laws, bylaws and regulations as they apply to all road and pathway users,
- Provide the facilities, information and operating environment which make cycling an attractive and exciting transportation and recreation choice,
- Promote cycling as an environmentally friendly and responsible form of transportation and recreation,
- Develop and promote bicycle and pedestrian facilities in a cost-effective and efficient manner.

As you can see, the 2007 Plan developed standards with the aim, among other things, of reducing the frequency and severity of bike accidents. Furthermore, the 2007 Plan provided a breakdown of each street, the segment, a description of the current situation, and the required work to build the facility (pages 17-20):

| A GREEN TRANSPORTATION PLAN FOR SUMMERSIDE | | |
|--|---|---|
| Table 1 Required Work – Proposed Bicycle Network | | |
| Segment | Description | Work Required |
| Water Street {930} to MacEwan {940} from/to Reads Corner | 1.524 m paved shoulder, painted white line - both sides Shoulder narrows at Bishops Drive (School of Piping) | 1. Bike Lane designation signage – painted on pavement 2. Crosswalk stripes at intersections 3. Vertical signs designating bike route 4. Widen street at Bishops Drive |
| MacEwan Road {940} from/to Wright (Athena property) | 1.524 m paved shoulder, painted white lines – both sides | 1. Bike Lane designation signage – painted on pavement 2. Crosswalk stripes at intersections 3. Vertical signs designating bike route |
| MacEwan Road {940} from/to Rotary Park {120} to Wright (Athena property) | Unpaved shoulder | 1. Pave shoulder both sides 2. Bike Lane designation signage – painted on pavement 3. Crosswalk stripes at intersections |

We would like to emphasize that while we do not recommend adopting the 2007 Plan as the 2024 Plan, we believe that the City of Summerside presented a well-thought-out and innovative Network Plan in 2007. We encourage the City to build on that momentum in 2024 and continue moving forward, rather than taking a step backward.

The typical modern comprehensive AT Network Plan would set out the following sections (with our recommendations below):

1. Scope & Reach

- This document outlines the City of Summerside's All Ages & All Abilities Active Transportation Network Plan. The Plan is evidence-based to meet the needs of the current and projected active transportation users.
- The Network Plan is grounded in provincial and national guidelines and best practices. The added depth is guided by insights, questions, and observations gathered from SAFE Summerside during public presentations and information sessions, surveys, get-togethers with partners, planners, and residents attending Open Houses, Public Forums, service group presentations, and one-on-one meetings.
- This AT Network Plan brings together the cumulative work of those early pioneers who developed the City of Summerside's first draft AT Plan in 2007, as well as other city documents that identified AT priorities after that, blended within the current priorities of the AT community.

2. Guiding Principles

- All people have the right to universal accessibility, safety, comfort, and intuitive transportation options on public streets.
- Robust active transportation networks correlate with improved public safety, physical and mental health, reduced traffic congestion, and reduced injuries and fatalities due to collisions between AT users and motor vehicles.
- Active transportation supports economic development, travel tourism, social interaction, and a sense of involvement/belonging to one's community.
- Active transportation users must be prioritized and protected as vulnerable road users with protection from vehicular traffic on high-traffic streets.
- Active transportation networks improve the safety of all road users, not just AT users, but also operators of cars, trucks, buses, and other motor vehicles.

3. Objectives/Goals/Targets

- Reduce emissions created by passenger transportation to meet Provincial Net Zero emissions by 2040. As of 2020⁷, 63% of all of PEI's transportation emissions came from passenger cars and trucks, slightly down from 64.5% in 2018⁸
- Increase the percentage of residents meeting the Canadian Physical Activity Guidelines (currently at 48.5 %) by ten percentage points by 2036. (adapted from the PEI AT Strategy Goal)

⁷ https://www.princeedwardisland.ca/sites/default/files/publications/infographic_2020_ghg_emissions.pdf

⁸ https://www.princeedwardisland.ca/sites/default/files/publications/active_transportation_strategy.pdf

- To incrementally build a connected AT network that provides safe active transportation options by adding ___ (determined by the City) km of safe and protected AT pathways by 2036, bringing the total to ___ km.
- To double active Transportation rates as “the main method of commuting to work” by 2036. According to the 2021 Census, 5.3% of the working population in Summerside use AT as their transportation to/from work. This mirrors the PEI AT Strategy goal to double active transportation rates by 2030.
- To eliminate pedestrian and cyclist injuries and deaths as the result of motor vehicle collisions by 2036 (To eliminate pedestrian and cyclist injuries and deaths is a goal of the PEI AT Strategy)
- To adopt the identified policies (point four below) or other necessary policies to support people of all ages and all abilities safely accessing the network

4. Policies & Regulatory [I=Intersection document⁹; R=Response to the City document¹⁰]

- The City will create a Complete Street Policy. [I-3]
- LPIs will be installed on signalled intersections, prioritizing pedestrians, and increasing signal duration. [I-3]
- When adding a new turning lane, steps are taken so the road's shoulder is not eliminated. [I-12]
- City staff will conduct an annual review of all intersections and ensure approved sightlines are maintained. [I-80]
- City staff will realign all storm drains parallel to AT traffic flow.
- City staff will consider paved and protected asphalt during annual sidewalk maintenance. [I-4]
- City staff will no longer remove community benches in the winter as it impacts seniors and people with disabilities' ability to walk, rest, and re-energize. [I-23]
- City staff will provide quarterly reports to SAFE and Council on the number of collisions between pedestrians/cyclists and motor vehicles. [I-7]
- The City to complete a redesign Study of Water Street (Heather Moyse to MacEwen) [R-15] [I-29-49] and Heather Moyse (Water to Water) [R-61]
- The City and Department of Transportation will complete an AT Corridor Connectivity Report similar to Charlottetown’s report in 2012. [R-66]
- The City will develop an AT Plan communications plan based on milestones, progress dialogues, and public announcements.
- The city will develop an education plan to address safe movement for all ages and abilities in the city regardless of the mode of transportation.
- The City will create a Vision and Plan for long-term AT access year-round as a social equity and accessibility issue.

5. Benefits

- Environment (Reduce greenhouse gas emissions by reducing air pollution from fewer vehicles on the streets; reduce traffic congestion and noise pollution.)
- Safety (Decrease pedestrian and cyclist injuries and deaths, which have accounted for

⁹ <https://safesummerside.ca/docs/IntersectionRetrofitDec2023.pdf>

¹⁰ <https://safesummerside.ca/docs/ResponseToCityDec2023.pdf>

42 reported collisions in four years (73 collisions we have recorded) and four deaths in the last five years in Summerside. Protects the most vulnerable road users (children, seniors, people with disabilities).

- Health (More residents meeting the physical activity guidelines, lowering the chronic disease rates, including childhood obesity, while helping those living with chronic disease to manage it better.)
- Economic (Increase personal finances because of spending less on motor vehicle ownership and maintenance; opportunities for green business/tourism; customers spend more time/buy more when using AT; AT road construction creates more jobs.)
- Social (Increase social connections when residents are out walking or wheeling together; interact more with their neighbours; experience an increased sense of belonging and a more active and vibrant presence in their community.)
- Accessibility & Equity (Ensures that citizens of all ages, abilities, and socioeconomic statuses can safely access jobs, services, and connections via the Network regardless of their form of transportation.)

6. Network Design Characteristics

- High Traffic Streets - A protected barrier that separates the AT user and the motoring public needs to be provided. This separation has been proven to reduce the injuries and deaths of the most vulnerable road users while increasing the number of new AT users. Canada's National Active Transportation Strategy (2021-2026) states that 2.5 times more people become regular AT users with protected pathways. (p. 17)
- Vulnerable Populations – Needs to provide a protected barrier that separates the AT user and the motoring public in areas where there is a high proportion of vulnerable populations (seniors, children, people with disabilities).
- Connected Network - Needs to connect to a network. This network needs to be focused on frequent destinations such as employment, recreation, and shopping. A connected network also must focus on intuitive design (meaning, a straight line not going out of the way).
- Destinations – Needs to be connected to destinations such as schools, parks, shopping, and businesses. This is the crucial difference between recreational and active transportation pathways. Recreation pathways tend to take the user away from the exact locations AT pathways direct users to.
- Universal Design – Universal design features are critical throughout the network, making it possible for any street user to be comfortable and conveniently reach destinations. It facilitates access, system equity, and ease of movement for all users, especially people using wheelchairs or mobility devices, older people, people with children and strollers, and people carrying groceries or packages.
- Reduce Street Crossings – Needs to reduce the number of times AT users cross the street as every street crossing increases the risk of collision.
- Width - Needs to be wide enough to allow various modes of AT to travel safely. We design roads for cars to be able to drive bi-directionally, and then we need to design AT pathways so people in wheelchairs and other modes of AT can do so as well (instead of going on the grass or into traffic).
- All-Season - Long-term, AT needs to be available year-round. Ensuring year-round access

provides equal access to transportation routes for people who do not own/can drive a motor vehicle or those who wish to remain car-free. Often, we think of using AT as a choice, but for a growing number of residents, AT is their only mode of transportation.

- Obstacles & Debris - Needs to be created without obstacles and regularly maintained. Because people who use AT are considered vulnerable transportation users, more care is required to maintain the AT pathways once appropriately created. Every single obstacle (storm drain, sand, gravel, etc.) is magnified for someone with a disability and possesses a severe risk of harm.

7. Network Design Standards

- Facility Definitions
- Facility Guidelines
 - Protected AT Pathways
 - On-Street
 - Off-Street
 - On Street Pathways
 - Width

8. Intersections

- Signals & Other Traffic Devices
- Pedestrian Crossings
- Leading Pedestrian Intervals (LPIs)
- On-street AT Pathway Crossings
- Listing of Concerning Intersections with Proposed/Submitted Recommendations¹¹
- Listing of intersections with inadequate sightlines and the plan to address¹²

9. Traffic Calming/Counter Collision Measures

- Speed Humps / Speed Table
- Rectangle Rapid Response Beacons¹³
- Chicane
- Speed Radar
- Neon Orange Flags
- Roundabout / Traffic Circle
- Bike Through Lanes
- Bike Boxes

10. Amenities & Integration

- Washrooms & Water Stations
- Benches
- Lighting
- Signage & Pavement Markings
- AT/Bicycle Parking

11. Street Analysis & Recommendations

¹¹ <https://safesummerside.ca/docs/IntersectionRetrofitDec2023.pdf>

¹² <https://safesummerside.ca/docs/IntersectionRetrofitDec2023.pdf> (page 81-86)

¹³ <https://safesummerside.ca/docs/IntersectionRetrofitDec2023.pdf> (page 78)

- Current & Proposed Crosswalks¹⁴
- Current & Proposed Sidewalks¹⁵
- Current & Proposed AT Pathway Network

12. Cost Estimates & Timelines

Upon a comprehensive analysis of the AT Plans of any given municipality, it becomes evident that while the Map section holds its own importance, it pales in comparison to the Goals/Guiding Principles and Design Standards that lead the charge in an Active Transportation Network Plan. The drafts of the City of Summerside's AT Plans from 2007 and 2012 reserve one page out of 35/33 pages to the network map, while the remainder of the narrative emphasizes the "meat and bones" of an AT Plan.

It could be argued that the current AT Network Map creation process is relatively straightforward, given that 71% of the draft AT Network Map was crafted in 2007¹⁶. Over the past ten months, the City has updated to the map, including the addition of three new streets - Arcona, Ryan, and the East-West Housing Corridor - and the removal of three high-traffic streets - Central Street, Walker Ave, and West Drive. However, the more challenging task of reviewing SAFE's AT Network Plan and drafting the City's official AT Network Plan is yet to occur.

It is imperative that the City of Summerside capitalizes on the opportunity to create a comprehensive AT Network Plan, rather than settling for a minimalist map. The city has access to three essential AT documents that outline the community's needs, priorities, and AT plans for the area, making it even more important not to do a disservice to those who have passionately supported this initiative.

Any city's success is measured by its citizens' quality of life and mobility. To achieve this, we strongly urge the Planning Board and Council to prioritize the creation of a comprehensive Active Transportation (AT) Plan alongside the Network Map. This is a crucial step towards ensuring the well-being of our community, no different than the Parks and Greenspace Plan, Heritage Conservation Plan, Municipal Cultural Plan, Economic Development Plan, or even the Sport and Event Tourism Strategy. With hundreds of municipalities across the world already benefiting from their own AT Plans, it's time for our city to follow suit.

¹⁴ <https://safesummerside.ca/docs/IntersectionRetrofitDec2023.pdf> (page 76-77)

¹⁵ <https://safesummerside.ca/docs/IntersectionRetrofitDec2023.pdf> (page 79-80)

¹⁶ The current draft AT Map includes five streets identified in 2007: South Drive, Pope Road, Greenwood Drive, MacEwen Road, and Water Street East. The other two street not in the 2007 Plan was Arcona and Ryan. While the East-West Housing Corridor was also not on the 2007 Map, we do not include this street in the percentage as the street was not planned in 2007.

Network Map Concerns

1. Planning Beyond 2032

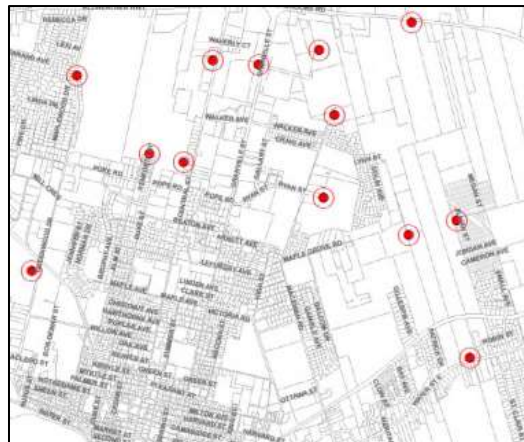
City Staff stated at the Committee of the Whole meeting (January 9, 2024) that "beyond the next 8-10 years, there could be more routes that we can incorporate, but planning beyond 2032, knowing how fast our community is changing, might be an exercise in futility."

At SAFE Summerside, we firmly believe that comprehensive planning is essential for effective governance, due diligence, and transparency. Planning is not a futile exercise, but a fundamental necessity for success. As the saying goes, "If you fail to plan, you plan to fail." While the City of Summerside has demonstrated a thoughtful approach to long-term planning in numerous City documents, it is puzzling that the same long-term perspective is not being applied to active transportation.

Here is a snapshot of a few long-term City of Summerside planning maps:



Future Land Use Planning Map



Future Street Extensions Map



Future Street Development Map



Future and Existing Recreation and Green Spaces Map

We appreciate the statement that the design standards will be completed by 3rd party engineers and done so by each specific route. However, this approach may lead to a project-by-project execution, which may result in connections that are satisfactory for the existing network but could cause significant safety and infrastructure issues when the complete network is unveiled. Without a full plan that clearly articulates bidirectional, unidirectional, and width standards -- and how they connect -- there is the potential that concerns SAFE may have will need to be brought back to the Council continuously. It is crucial to get it right the first time. It is important to note that design standards were included in the 2007 and 2012 drafts of AT Plans for the City and that these national standards have not changed since 2007. And, of course, an Amendment can easily be added to adjust any standards in the future.

In conclusion, the success of any network lies in its ability to maintain connectivity, both present and future. Therefore, we strongly urge that the entire network be planned out in advance to ensure seamless connectivity. We cannot stress enough the importance of prioritizing long-term planning over short-term planning, starting now. In the words of City Staff, "Greenwood Drive taught us we are going to need to do some long-term planning on the Network itself."¹⁷ So, let's take this opportunity to plan ahead and create a future-proof network that serves us well for generations to come.

¹⁷ Committee of the Whole meeting, November 7, 2023

2. How Does SAFE Feel About the Map?

When a Councillor inquired about SAFE's stance on the draft AT Network Map, City Staff responded that SAFE had not been informed about it and that they intended to present it to the Council first. However, as of the writing of this letter, City Staff have not sought our input on the draft network map. It should be noted that while City Staff may not have been aware of SAFE's thoughts on the map itself, they were aware of our concerns regarding certain aspects of it, yet failed to communicate those concerns to the Council. To be clear, SAFE provided City Staff with detailed feedback on December 7, 2023, regarding specific routes that are now the City of Summerside's draft plan.¹⁸

Below, we provide the excerpts from Our Response to City Staff relevant to the current City draft AT map.

1. Top of Arcona (SAFE) vs. Lefurgey to MacEwen (City)

Staff Comment: Top of Arcona includes private property crossing, which is currently under development, proposing crossing to MacEwen VIA Lefurgey then head north and then use Frank Mellish Street and Roy Boates Ave to access Walmart/Superstore. (Update: The Alternative route proposed by the City Staff to use Frank Mellish Street and Roy Boates Ave to access Walmart/Superstore **is not** located on the City's actual draft AT Map.)

SAFE Comment: There are six reasons why we continue to recommend the top of Arcona, but see value in the Frank Mellish/Roy Boates route for MacEwen Road users. See image on right.



¹⁸ <https://safesummerside.ca/docs/ResponseToCityDec2023.pdf>

1. The Arcona route is the most intuitive route to uptown shopping: The proposed alternative would be a longer walk/bicycle/commute (either 1.3 or 1.7 times longer) compared to the Arcona option.

| | To County Fair | To Superstore |
|---|-----------------------|-----------------------|
| MacEwen (Staff Proposed) | 1,390m (1.7 x longer) | 2,230m (1.3 x longer) |
| Arcona (SAFE Recommended) | 810m | 1,750m |
| Both routes leave from Arcona/Lefurgey and end at County Fair Mall (Ryan/Gallant) and Superstore (Roy Boates) | | |

2. The Arcona route has substantially less traffic than the proposed street options (in fact, 7 times less traffic):

| | Median | Average |
|---|--------|---------|
| Arcona (Victoria to Lefurgey) | 457 | 437 |
| MacEwen Road (Ryan to Craig) | 3,107 | 3,485 |
| Roy Boates (Granville – MacEwen) | 3,233 | 3,233 |
| No traffic data on Gallant Street has been uploaded | | |

3. It appears there is only 40m to travel from the sidewalk to the new Beaten Ave Extension (currently being developed). In close proximity to this area is Saunders House, a 14-unit residential resource of Community Connections which their clients use this short cut regularly.
4. The Arcona route has been used for over five decades or more by the community and continued to be used before, during, and after demolition.
5. There is no better time than right now to move on this option as the greenspace and related land is currently under construction between Arcona Street/Arnett Ave and Ryan Street and with the new Beaten Ave Extension, it would be less costly to build this in at the time of construction.
6. Being connected to an AT network has been proven to increase property values (please see www.safesummerside.ca/AB for the research)

In short, we look at the Arcona route as a tried-and-true example of how “the community knows best” and this route will continue to be used; thus, it makes sense to discuss with private landowners and begin the process to formally designate this route. It has continued to serve hands-down the safest option for the AT community, for local Hillcrest Housing residents, and now for Community Connections residential clients who stay away from Granville Street and use AT to travel down Arcona or upper Granville.

2. Gallant Street and Gallant Street Extension

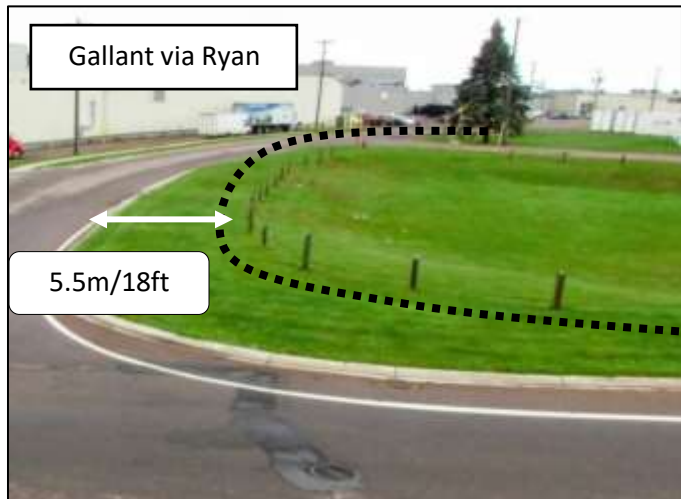
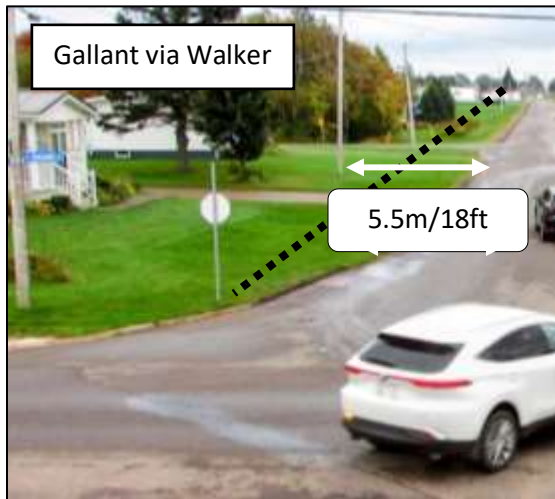
Staff Comment: City Staff are proposing to avoid Gallant Street and the Gallant Street Extension based on crossing private property and to follow the Frank Mellish/Roy Boates route.

SAFE Comment: We propose a combination of both routes for AT users on Gallant Street, the Gallant Street Extension would be more intuitive, and vice versa.

Gallant Street

Gallant Street follows the same logic as Arcona, a straight line to get where you want to go with less traffic. Gallant Street has so little traffic that the street itself has never had a traffic count performed. The alternative proposed by City Staff is a longer route with a substantial increase in traffic and road crossings. While Gallant Street would require widening to safely support AT traffic, the width of 5.5m/18ft from utility posts seems to offer an opportunity with no ditch infilling required and will support the pedestrian traffic in this area and “near misses” reported at the Committee of the Whole Meeting (October 3, 2023) and by neighbourhood residents. We recommend a protected bidirectional on the east side as it separates AT traffic from the parking lot exit/entry.

“I would really like to see this on Gallant St. There is increasing traffic, a lot of delivery trucks and many people walking to the mall and the gym.” Community Feedback



Gallant Street Extension

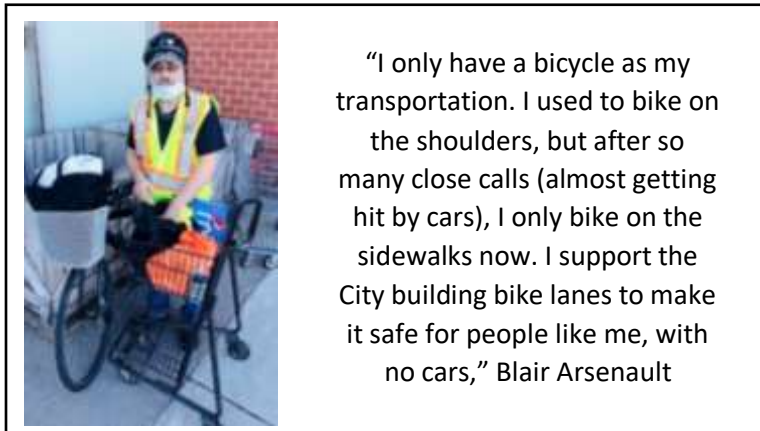
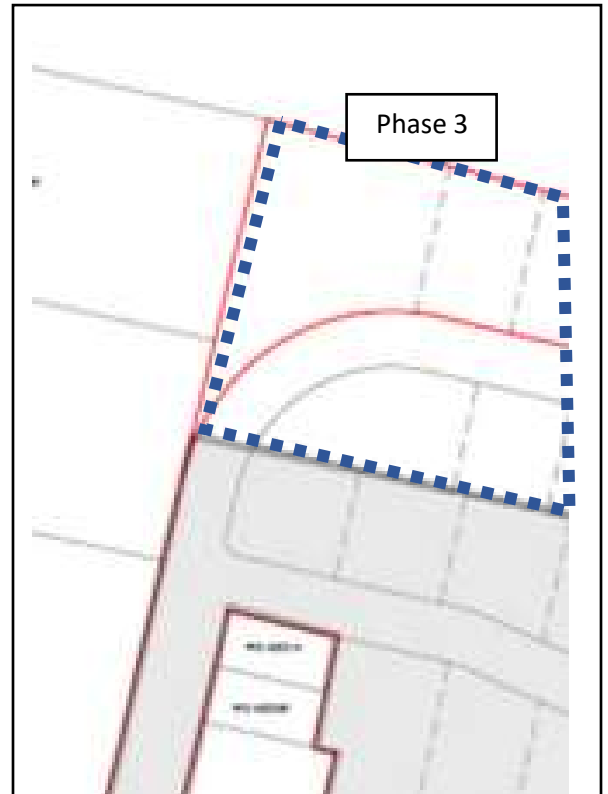
The Gallant Street Extension is freshly paved. The private property is approx. 60m once Phase 3 will be completed and to not include this route as part of the network when only a small amount of the Gallant Street - Gallant Street Extension route (8%) is on private property when, at the same time, the private land is being maintained (the grass cut) to support/encourage the AT community does not appear to be meeting the current land use of this neighbourhood.

As of October 2023, the land looked as such:



Phase 3 of this development will include a further extension (see image on the right). AT users easily use this shortcut and then gain access to the Walmart sidewalk. Some AT users will travel behind Walmart (to avoid the dangers of parking lots) when accessing the Superstore or other services.

While this section of the subdivision will not be developed until Phase 3, providing this continued access to uptown via this route is major benefit to the future residents of this subdivision, and current AT trail users.



3. Water Street

Staff Comment: Would suggest for a multitude of reasons the AT route would follow boardwalk/rails to trails vs roadway.

SAFE Comment: Water Street (Downtown) is not a part of our Network Plan; however, we see great potential to create a “Pedestrian Village” in Downtown and to explore ways to move the Confederation Trail from behind the businesses unto Water Street and in-front of the businesses. At present, many Confederation Trail users travel through Summerside by bicycle don’t stop in Summerside and wait until they reach the Railyard in Kensington as the Confederation Trail passes directly on the Trail with shops and amenities. In our response to utilizing the Confederation Trail or the Baywalk and not Water Street, we begin our response by highlighting two routes that start and end at the same location:



AT Route Benefits:

- ACCESSIBILITY** (Wheelchair icon)
- INTUITIVE** (Lightbulb icon)
- ALL-SEASON** (Winter hat icon)
- CUSTOMER SPENDING** (48% increase icon)
- 24-HR PUBLIC VISIBILITY** (Eye icon)
- OFF-ROUTE CONNECTIONS** (Puzzle piece icon)



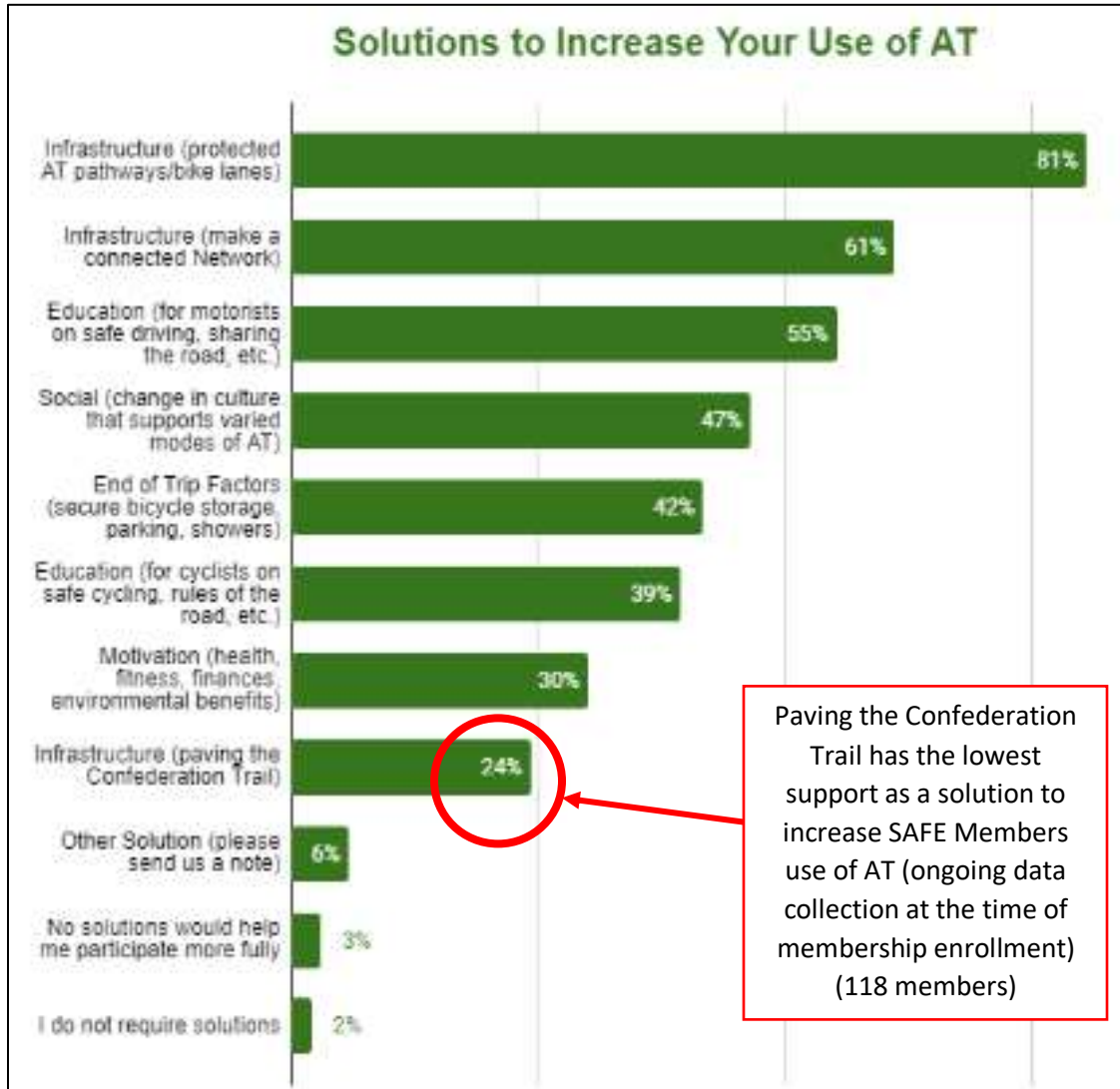
So, if an AT user takes the Baywalk or the Confederation Trail to reach a destination, it takes longer; however, let's say an AT user wants to visit Township. How does this happen by following the Confederation Trail? As well, AT users frequently make stops along their route to pick up food, drink, or to window shop – all of which an AT route on Water Street supports.

As well, let's consider the following facts that support the AT Route being on Water Street:

- Water Street is the 4th highest traffic street (average of traffic counts, 2010 to Present) in the city and accounts for the second-highest collisions with pedestrians/cyclists and motor vehicles (18%) in the City. No reported collisions with motor vehicles have been reported on the Confederation Trail or Baywalk.
- Water Street has been the site of some of the city's terrible (sometimes, fatal) pedestrian collisions (Water/Autumn, Water/Heather Moyse, Water/Harvard).
- 58% of Water Street is wide enough for a unidirectional AT Pathway with the work required being at intersections that will make those intersections safer for all traffic.
- Water Street is the only street recommended for "major repair" by a cycling touring company so much so that they reached out to SAFE while in a different province; this group rents rooms in Summerside and visits the area for one-two weeks annually.
- A protected AT network complete with concrete parking stops and bollards would narrow the street -- street narrowing is a technique used in Summerside to help reduce speeding. In a study of speeding tickets and warnings issued the first 7 months of 2022 and 2023, the City Police recorded an increase in tickets (1.7 x more tickets issued) and an increase in warnings (5.1x more warnings issued). (August 21, 2023 City Council Meeting)
- Bicycles, e-bikes, e-scooters should not need to travel on the sidewalk but without bicycle-friendly infrastructure, these forms of active and sustainable transportation have little option than to share the sidewalk with pedestrians. This increases the feeling of risk many of senior population feel as they have reported to SAFE that they feel they are being "pushed off the sidewalk."
- New apartment developments on Water Street will result in more active transportation users looking to move on Water Street to designations on Water Street.
- There is no more intuitive street that connects traffic from the east of Prince Edward Island to downtown Summerside.
- Growing this AT network will support and help downtown grow as a protected AT pathway will bring more people into the downtown Summerside directly into downtown.
- Water Street is the home to shopping, services, and employment (directly where AT users are looking to work, spend money, and access services – in a real sense, AT Pathways are an AT business connector)
- The lack of bicycle-infrastructure on Water Street certainly contributed to the City receiving a low and negative score on Michael Haynes 2007 bikeability scale, "most prominent were the lack of bike lanes, signage, and bicycle parking" (A Green Transportation Plan for Summerside, p. 12). Little has changed on Water Street since that time.
- Water Street is accessible year-round where the Confederation Trail is not.



A final comment is paving an already existing trail, based on 118 SAFE Summerside members, received the lowest support as a “solution to increase their use of AT” at 24%. Tops of the list was a protected AT pathways (81%) and to make a connected network (61%).



The fact remains Water Street is an integral component of the City’s overall street infrastructure and to exclude Water Street from an AT Network Map is a noticeable gap in the network’s connectivity; however, **we don’t see the development of Water Street AT Business Connector and the improvement of the Confederation Trail as being mutually exclusive.**

There are real benefits of inclusion (with pavement and elimination of gates), improved safety and 24-hour access (with street lighting); however, the trail is not accessible year-round and not directly connected to shopping, businesses, and services. So, once the cold weather hits, for users that AT is a

choice, they may decide to drive a motor vehicle; for AT users whom AT is their only option based on income, disability, age, non-motorized Water Street is their only option.

The Mayor’s Task Force on Attainable Housing Final Report states: “Many challenges around housing security are income related or can be offset through other services . . . transit and active transportation systems” are listed as one of five points of reference (p. 13).

Lastly, and on a broader level, the benefit of improving the safety of these intersections on Water Street (Heather Moyse, Harvard, Autumn, and MacEwen) will best prepare the city for the long-term population growth for all people moving through these cross sections in the years to come.

We recommend the City begin the process of redesigning Water Street (Heather Moyse to MacEwen) similar to the process in the City of Charlottetown with University Avenue and North River Road, both of which include active transportation routes.



4. Heather Moyse Drive

We recommend the City move forward on two key recommendations of the City of Summerside Urban Core Plan (2016). Close to 100 people provided consultation and input to develop a Master Plan for downtown that “shouldn’t sit on a shelf (p. 90). Specially, under the section “Make Downtown Bicycle Friendly,” the Core Plan stated:

- “Cycling is growing in popularity around the world. With a growing immigrant population in PEI and a growth in cycling tourism, there should be a dedicated effort to improve bicycle facilities in the downtown. **Heather Moyse Drive is wide enough (16.5m) to accommodate parking on both sides of the street (2.5m), a dedicated 1.5 m cycle lane on both sides of the street and a**

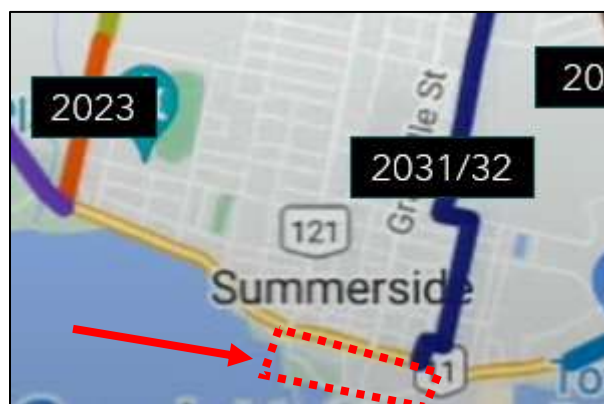
3.5 m travel lane. Numerous studies have shown that the presence of safe bicycle infrastructure leads to greater retail sales in traditional downtown areas.” (p. 48)

- “The waterfront is already well connected with the campus through the Baywalk. Additional connections should be part of the Baywalk upgrades. The downtown is not well connected to the campus . . . **The proposed onstreet cycling route** will also improve connections between the downtown and the campus.” (p. 50)
- “Heather Moyle Drive has been redesigned to include cycle lanes on both sides of the street (there is ample room to do so) (p. 73)
- “Adding bike lanes to Heather Moyle Drive” (p. 83)

The second recommend is the relocation of the Confederation Trail as the Core Plan states:

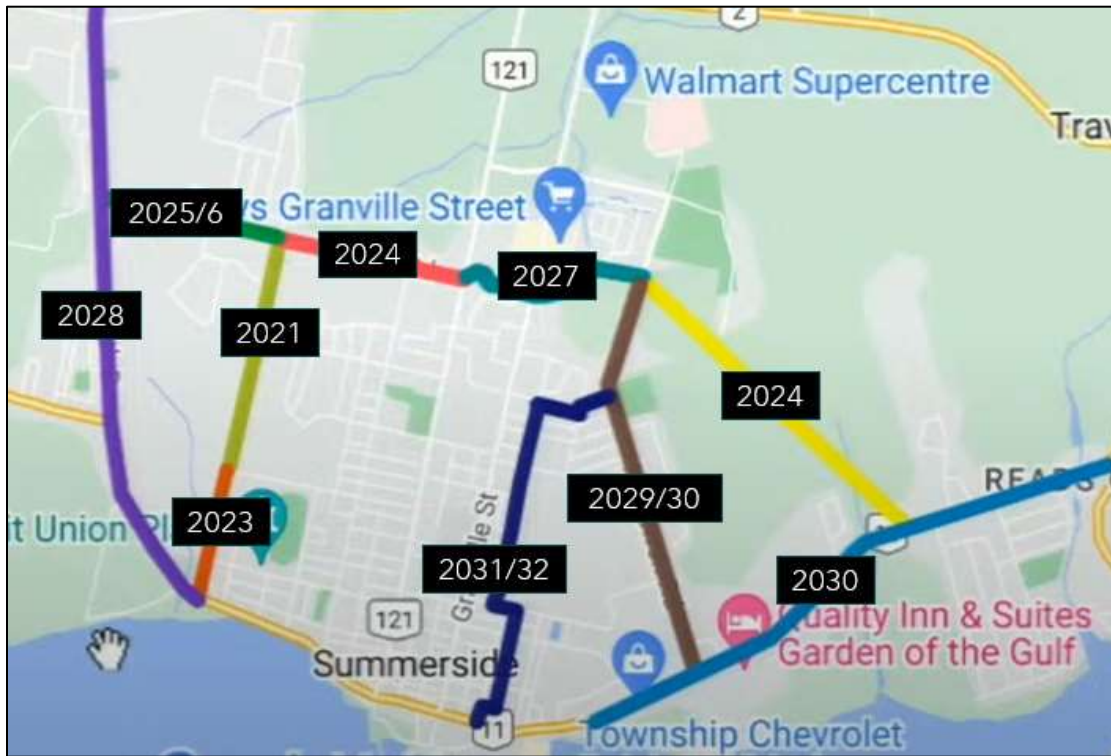
- “The Confederation Trail also bisects a large swath of properties in the centre of the downtown. Unfortunately, the trail passes through parking lots and the back of buildings rather than bringing cyclists and walker to the waterfront.” (p. 22)
- “In Downtown Summerside, the trail system loses its quality as the Confederation Trails runs through a parking lot. Moreover, the Confederation Trails fails to connect to any pedestrian network. On the waterfront, Spinnaker’s Landing is a popular boardwalk for visitors in the summertime; but lacks connectivity.” (p.27)
- “The Confederation Trail passes through the backside of the parking lots on Water Street. The trail would be much more memorable if it were brought to the Baywalk to maximize views of the waterfront. The plan shows the east end of the trail downtown relocated to the new roundabout location. . . . (p. 73)
- Summerside Regional Development Corporation to oversee “the relocation of the Confederation Trail; Connecting the Confederation Trail to the Baywalk with 3.1m wide multi-use trails .” (83)

The Urban Core Plan was approved by the council in 2016. However, despite this, no action has been taken on the plan to construct a unidirectional protected AT pathway on Heather Moyle Drive. This inaction continues with its exclusion in the current draft AT Network Map.



8 Gaps in the Current Draft Map

There are significant omissions in the draft AT Map. If it gets the green light, the City of Summerside would essentially be indicating that certain regions are not a priority for the next decade (and, without a complete understanding, maybe not a priority at all). Let's delve into the main gaps below.



1. Cycling Without Age and Seniors

We made several important recommendations regarding seniors, but there is no mention of them in the City's Draft AT Map.

Cycling Without Age

The Cycling Without Age Program will launch in the summer of 2024. The program is a partnership between Wedgewood Manor, Summerset Manor, and Community Connections (with the Rotary Club as the financial partner). The volunteers ride specialized bicycles called Trishaws and develop relationships with the seniors as they take them out on weekly journeys in the community and explore nature. Community Connections is also interested in this program and would see clients utilizing the Trishaw from their residence to Community Connections. Then, the Trishaw would be available for daytime programming.



Because these partners work with vulnerable populations, with the increased width of trishaws, and a climbing number of collisions between pedestrians/cyclists and motor vehicles in the City (www.safesummerside.ca/HitByCar), a protected bidirectional AT pathway is required to safely transport residents of manors/clients of Community Connections and volunteers/staff/family-as-partners-in-care to a safe recreation trail.

According to the draft AT Network Map, the City plans to establish only one out of three short and safe connections within the next decade. Unfortunately, this means that seniors living in Manors may be at risk of harm due to inadequate street infrastructure when accessing the program. However, we believe that it is feasible to connect Wedgewood (100m) and Summerset (250m) in 2024. The Community Connections "Cycling as Inclusion" project, which has a shoulder wide enough for a unidirectional path, can also be implemented in the same year.

It is essential to find creative ways to support seniors living in Manors, particularly those who may be more susceptible to isolation. Andrew MacDougall, Executive Director of Community Health & Seniors Care with the Province, emphasizes the critical role that CWA can play in "re-engaging seniors back into the communities they built."¹⁹

Despite the overwhelming community support for the CWA Program, the routes to support CWA are not included in the draft AT Map. For more information about the program, please visit www.safesummerside.ca/CWA. Additionally, we have submitted a letter to the City of Summerside, urging them to consider including these important comments in their budget consultation process for 2024. You can view our letter at www.safesummerside.ca/docs/2024BudgetConsultation-CWA.pdf.

Lefurgey Avenue

Another gap in the City's Network Map related to seniors is the need to increase safety on Lefurgey Avenue. The following information has been submitted previously:

¹⁹ <https://safesummerside.ca/docs/AllAgesAllAbilitiesATPlan.pdf> (page 67)

This is an opportunity to provide needed active transportation and active living supports for a large group of elder population of the city. Please refer to page 4 in our Intersection Retrofit Recommendations as SAFE have consulted with the Parkview Senior Citizens Group.



We need to do more than a Hidden Wheelchair caution sign.

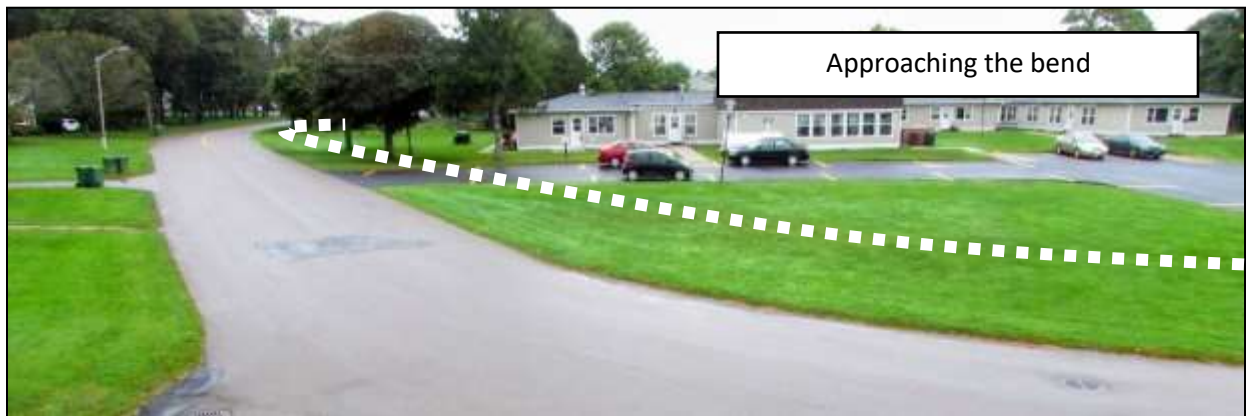
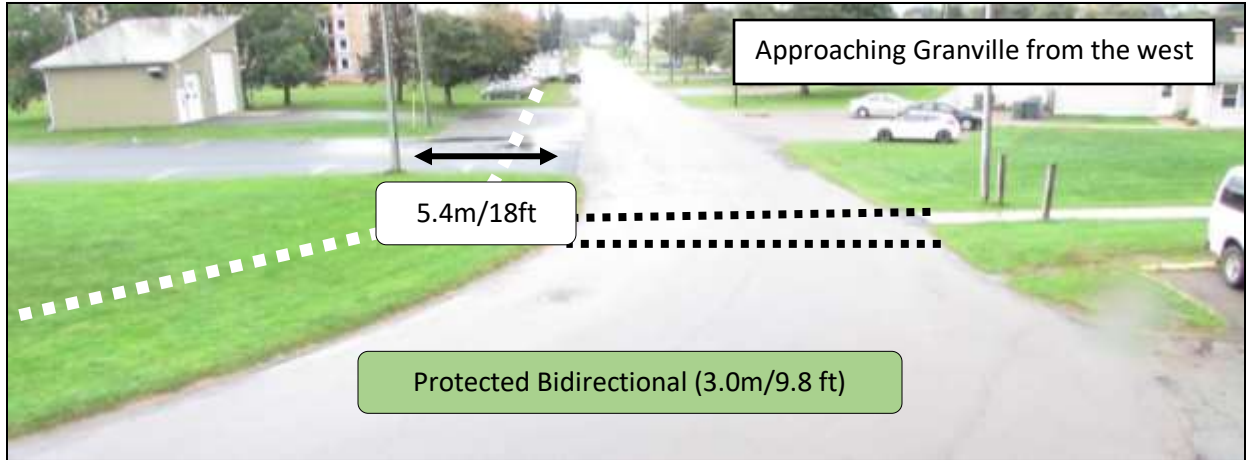
Lefurgey is a street without a sidewalk. There is a caution sign hidden behind the branches, but this street requires more than just a caution sign help the city's most vulnerable road users feel threatened by motor vehicles as they cross their path. Additionally, the bend in the road with rear approaching vehicles has been observed a challenge for senior AT users. We previously discussed Arcona to MacEwen Road (shown in orange); now we turn the discussion Arcona to Central (shown in green) based on the private/provincial parking area considerations.

NOTE: Since our Dec 7, 2023, submission, the City appears to have trimmed the branches to make the sign visible and added a second "caution Wheelchair" users sign at Granville/Lefurgey. But, more is needed.



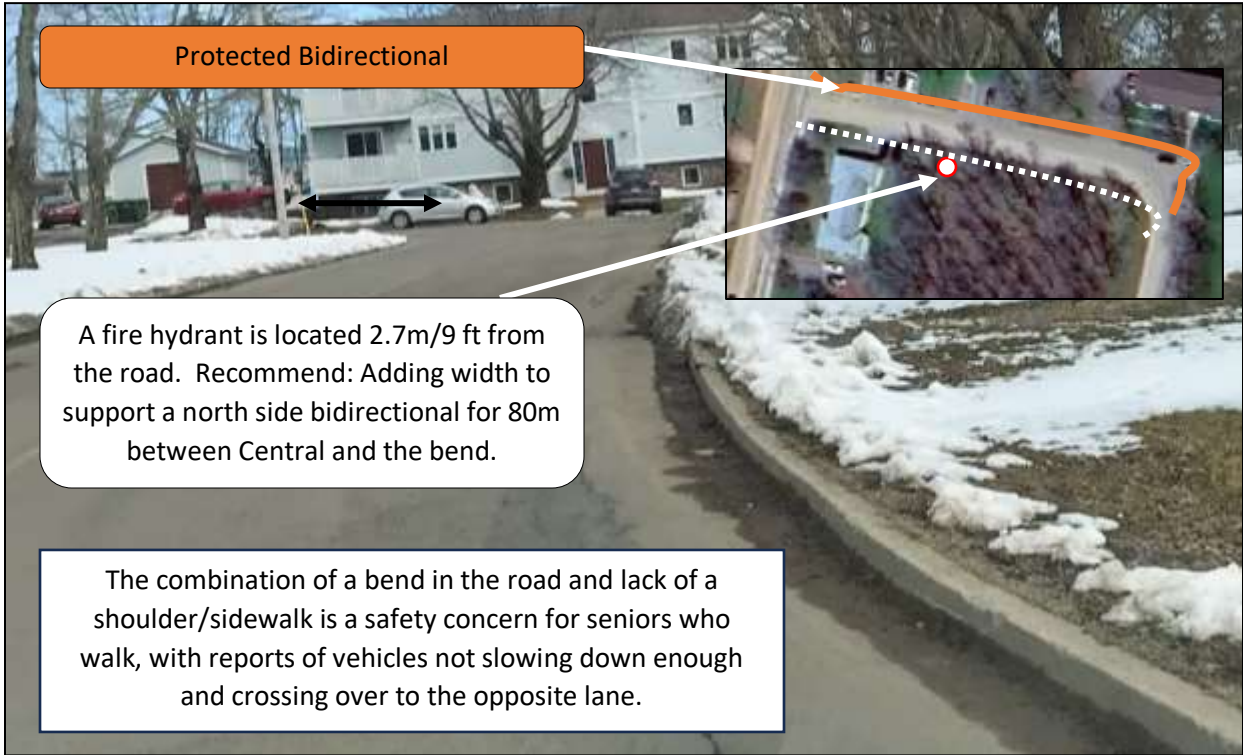
The Protected Bidirectional Lefurgey

While we expect traffic counts to grow with the addition of 70 housing units (39-senior and 31-family), we are not recommending a 3.0m/9.8ft bidirectional AT Pathway because of traffic density, but because this area is home to 152 senior housing units (with another 39 in development) and the additional 31-family units. In short, this geographic area houses vulnerable populations, and the street currently does not have a sidewalk.



What is important to highlight is during the meeting with Parkview Senior Citizen's Club, they supported the idea of not installing sidewalks, but installing a paved shoulder that would be shared and protected from motor vehicles.

Also, a senior expressed concern that the community benches located at approx. Granville/Linden and Granville/Lefurgey have been removed for the winter. These benches served as a rest location for her husband, to reenergize, and then continue to walk. **We recommend these (and other benches) are returned and are available year-round.**



SAFE hearing concerns and solutions at a recent Nov 2023 membership meeting at the Parkview Senior Citizens Club.



SIGNAGE RECOMMENDATION: Add signage and a speed radar to remind motorists the speed limit, but also who lives in this area (seniors)

Automatic Pedestrian Priority at Signaled Intersections & Other Recommendations

The draft AT Map also does not highlight locations (or, thoughts) responding to SAFE’s recommendations to incorporate automatic pedestrian priority starts (Leading Pedestrian Intervals, LPI) at all signaled intersections. This was one of several key recommendations that came from a meeting with the Parkview Senior Citizen’s Group in November 2023.

Leading Pedestrian Intervals (LPI)

We recommend the City of Summerside create a policy that all signalized intersections (12, currently) be deployed with Leading Pedestrian Intervals (LPI). LPI’s give priority to pedestrians to cross at intersections 3-7 seconds before vehicles are given a green indication. This small change can make a significant impact on safety, according to the Canadian Association of Road Safety Professionals, reporting a reduction in collisions between 13% to 58% (<https://tinyurl.com/LPIsAtWork>, <https://tinyurl.com/LPIsStudy>)

We include the full-page recommendations as cited in our *An Active Transportation Retrofit for Intersections that Pose a Risk to AT Users*: The Parkview Senior Citizens Club supports a pedestrian/cyclist shared paved protected pathway separated from vehicular traffic. It was reported that members would rather have asphalt than sidewalks since, with age comes a decrease in mobility and an increased risk of falling - the flat and smooth pavement felt safer. We have witnessed people

with mobility issues choosing to be on the street even when a sidewalk is available for this reason.



Other items the Senior Citizens Club supports include:

- Leading Pedestrian Internals at signaled intersections.
- Increasing the crossing duration time at signaled crosswalks (particularly the Tim Horton’s/Sobeys intersection).
- Installing more Rectangular Rapid Response Beacons in the city (suggested Maple/Central).
- More Neon Flags (because it takes longer to cross the road, waving the flag provides a feeling of being seen when some feel “caught” in the street).
- Eliminate the practice of removing city benches in the winter (these benches are “rest stops” to re-energize, socialize, and continue walking).





- Better connectivity with crosswalks/less “double street crossing” when one crossing is safer (Lefurgey/Granville was an example).
- Measures to reduce the speed on Lefurgey Ave as an incident involving a collision between a vehicle and a person using a walker was discussed.
- Measures to increase parking lot safety and create a design to support less backing up of vehicles and
- Safety is a shared responsibility between motor vehicle drivers, pedestrians/cyclists, and all road users to know and follow the rules.

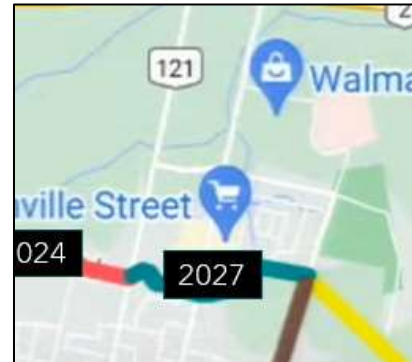
In short, there was no mention of the following in the draft Network Map:

- Prioritizing pedestrians at signaled intersections to give pedestrians a head-start
- Increasing timing of signaled intersections for pedestrians as it takes seniors longer to cross the road
- Eliminating the practice of removing city benches in the winter
- Adding a Bidirectional Pathway on Lefurgey Ave as this is the primary seniors residence in the city and it currently has no sidewalk – leaving seniors to walk on the street.

2. Granville Street North

The City Staff identified a major issue during the Committee of the Whole meeting on January 9, 2024. They stated that “there is not a really good financially feasible method to get to north of Granville commercial district.”

Upper Granville is the location where a significant number of accidents occur, nearly 1/3 (27%) of all collisions in the City happen there. In 2023, I witnessed two collisions in Upper Granville. The first one involved a young person, possibly in grade 8, riding an e-scooter. The youth collided head-on with a car while trying to avoid a dangerous intersection. The second collision involved an elderly person who was using a walker. They were struck by a car while the car was backing up. Ultimately, it's not just pedestrians and cyclists who have been hit by motor vehicles in Upper Granville. People using e-scooters, walkers, and wheelchairs have also been involved in accidents.



The AT Network Map must not exclude the area with the highest risk of injury and fatality as it goes against the objectives of active transportation planning. Furthermore, one of the four goals of the PEI Active Transportation Strategy is “to eliminate pedestrian and cyclist’s injuries and deaths” (page 4).

“Safety is one of the greatest barriers that keep Islanders from walking or cycling to their destination . . . There are areas where traffic speed and volume are too high and separated AT Pathways will be necessary if more people are going to choose active transportation.”

PEI Active Transportation Strategy, Page 6

Therefore, if our Network Map does not increase safety in the highest-risk area in the city, we ask what is the purpose of the City of Summerside’s AT Network?

Without an AT Plan, we design routes with unknown objectives, goals, and standards. While we understand the financial burden of creating an AT-friendly Upper Granville, there's also a burden of responsibility to reduce the risk of personal injury and death of its citizens and to fulfill the Council-approved guiding principles of the City of Summerside’s Official Plan.

| | |
|--|---|
| | <p><u>Official City of Summerside Plan</u></p> <p>Walkable Neighborhoods Ensure land use and community design, enhance and support pedestrian-friendly design.</p> <p>Transportation Choices Ensures a variety of transportation alternatives are available including walking, cycling, or transit, reducing the number of vehicle trips. (p.40, City of Summerside Official Plan)</p> |
|--|---|

City Staff claims no financially feasible method is available to connect active transportation to the north of Granville commercial district. We presented a three-phase solution to City Staff that wasn't presented to Council at the Committee of the Whole meeting on January 9, 2024.

Phase 1: Gallant Street and Gallant Street Extension

We have previously discussed the route in this letter. To summarize, creating a bidirectional protected AT Pathway on Gallant Street and utilizing the 2023 Gallant Street Extension is as financially feasible as creating a bidirectional on any other route in the city. Additionally, based on our recommendation of an east-side bidirectional, it would require no ditch infilling and has a width of 18 feet, which is more than sufficient. This route would ensure safety for all modes of AT, including connecting residents from Vivanlee Trailer Park, Blue Bell, and other areas, which the proposed “helpful hints” message presented by City Staff would not.

Phase 2: Sidewalk and AT Pathway Combo

Create a sidewalk and AT pathway on the west side of Granville Street (from Ryan to Walker) to address the growing concern of the AT community due to the lack of a west-side sidewalk.

Creating an uptown Granville experience that provides walking and cycling as transportation alternatives to reduce the number of vehicle trips would be the best way to act on the Official Plan.

Phase 3: Signalled Lights at Granville/Canadian Tire

We recommend traffic signal lights and a pedestrian crosswalk on both sides of the intersection.

There are two key points we considered when making this recommendation.

- a. There is 200m between this intersection and the other two designated crosswalks. While there is no absolute rule for crosswalk spacing, it depends more on block length, street width, building entrances, traffic signals, etc. 36 to 60m is sufficient²⁰ As NACTO states: “if it takes a person more than 3 minutes to walk to a crosswalk, wait to cross the street, and then resume his or her journey, he or she may decide to cross along a more direct, but unsafe or unprotected, route. While this behavior depends heavily on the speed and volume of motorists, it is imperative to understand crossing behaviors from a pedestrian’s perspective.”
- b. We have observed pedestrians running across the street (the most recent was what appeared to be two 12-year-old girls giggling as they sprinted across the four lanes) and pedestrians walking or mobility scooters traveling on the west side of Granville on the street

The benefits of installing a signaled intersection are as follows:

- a. Increased Pedestrian/AT Safety (decreases risk of ‘jaywalking’)
- b. Increased Motor Vehicle Safety (no longer the risk for vehicular traffic turning left or driving straight through the intersection)
- c. Increased customer spending (with improved access to both sides of Granville Street shopping by going straight through the intersection)
- d. Traffic on Granville Street can be congested. “Traffic signal timing optimization is one of the fastest and most economical ways to curtail congestion at the intersections and improve traffic flow²¹.

There may be concerns about motor vehicle traffic flow or having a fourth signal light within 620m on the same road; however, we urge the city to recognize the distance between the crosswalks at Walker and the crosswalk at Sobeys is close to half a kilometer (420m) away; thus, pedestrians will continue crossing the road. **Further, the responsibility to design streets and support pedestrian-friendly infrastructure, and build “walkable neighbourhoods” with active transportation options to reduce the number of motor vehicle trips is an approved-by-Council Guiding Responsibility for the City.** Installing signal lights and supporting pedestrian infrastructure would be a clear example of the city acting in a manner that meets its council-approved responsibilities. A signalled intersection would also facilitate all shopping to cross Granville Street safely at this intersection.

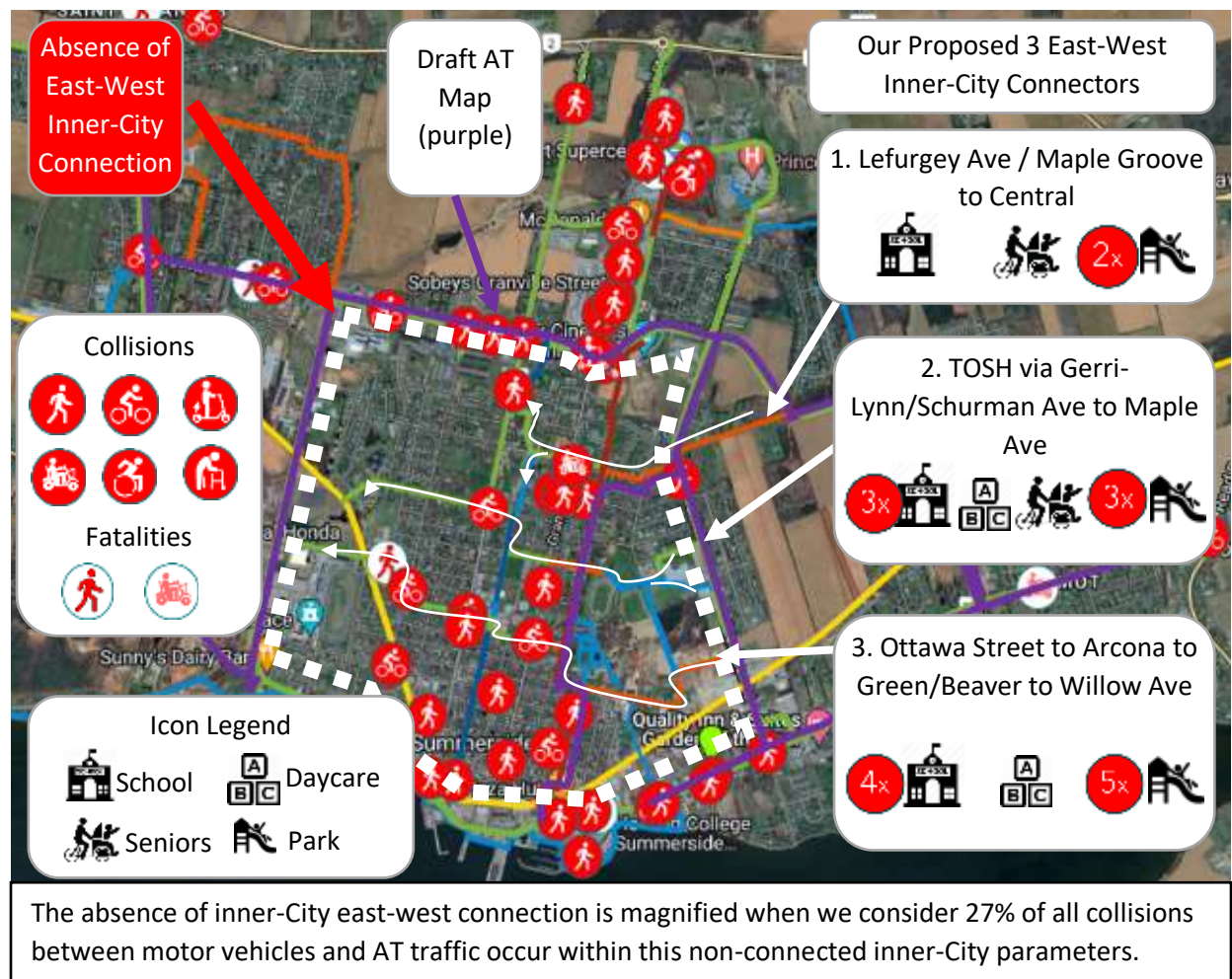
²⁰ <https://nacto.org/publication/urban-street-design-guide/intersection-design-elements/crosswalks-and-crossings/>

²¹ Qadri, S.S.S.M., Gökçe, M.A. & Öner, E. State-of-art review of traffic signal control methods: challenges and opportunities. *Eur. Transp. Res. Rev.* 12, 55 (2020). <https://doi.org/10.1186/s12544-020-00439-1>

3. East-West Connections

There is no inner-city east-west connection on the proposed draft City of Summerside AT Map, which leaves approximately 975 acres of land (or one-third of the city) without a connection to the network²². Inner-city connections are crucial for a connected AT Network, especially when considering that 27% of all collisions between motor vehicles and AT traffic occur within this unconnected network. Comparing the collisions on high-traffic streets with a shoulder (such as MacEwen Road and South Drive) to those on inner-city low-traffic streets, we see that only 6% of the total collisions occur on those high-traffic streets compared to 27% on inner-city low-traffic streets.

Although using local (not collector) streets to provide connection may pose some challenges, our three inner-city connections (while not as intuitive as a straight line) are the most advantageous and greatly aid in the AT community crossing Granville Street safely and navigating the inner city (and connecting to parks, schools, rec and senior facilities). If the City Staff does not support these connectors, then what cross-city Connectors do they support, and how can we implement them? The absence of an east-west inner-city connection means an absence of a connected network.



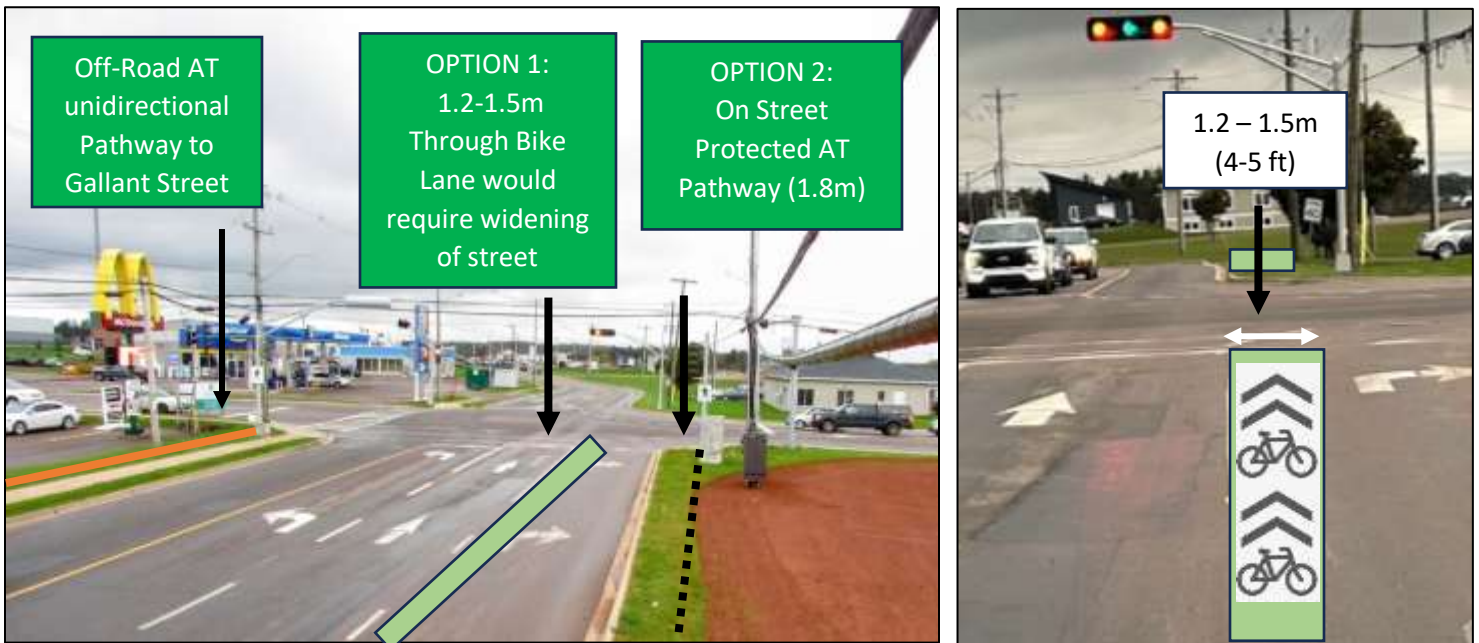
²² Google Earth measurements

The other east-west connector that we proposed that is not identified on the City’s draft AT Map is Granville/Walker. While Walker Ave has been a steadfast street identified in both previous draft AT Plans for the City of Summerside, Walker Ave has now been removed from the City of Summerside draft plan.

Granville/Walker

The Granville Street/Walker intersection is a concern for AT users. While we recommend that AT users avoid Granville Street, safe cross connections are required, and the Granville/Walker is one such connection required. The street has no shoulder on either side.

For westbound AT traffic, there are two options: (1) “Through Bike Lane” or (2) an on-street Protected Pathway. Both options have benefits and risks (traveling with traffic vs right-turning vehicles), and we would support either option.

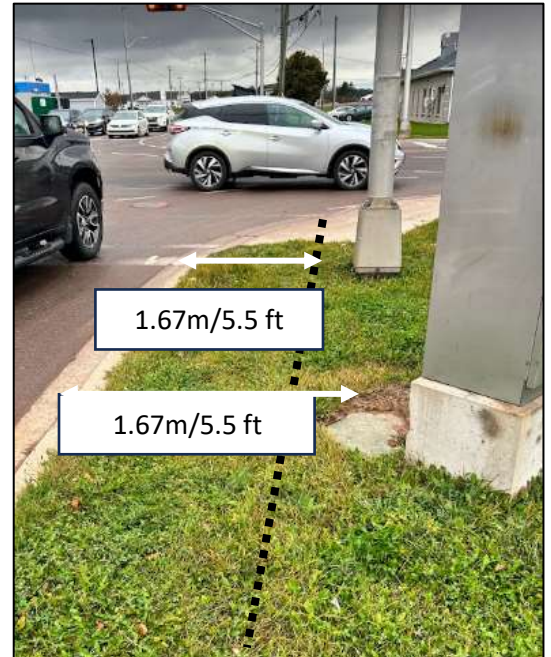




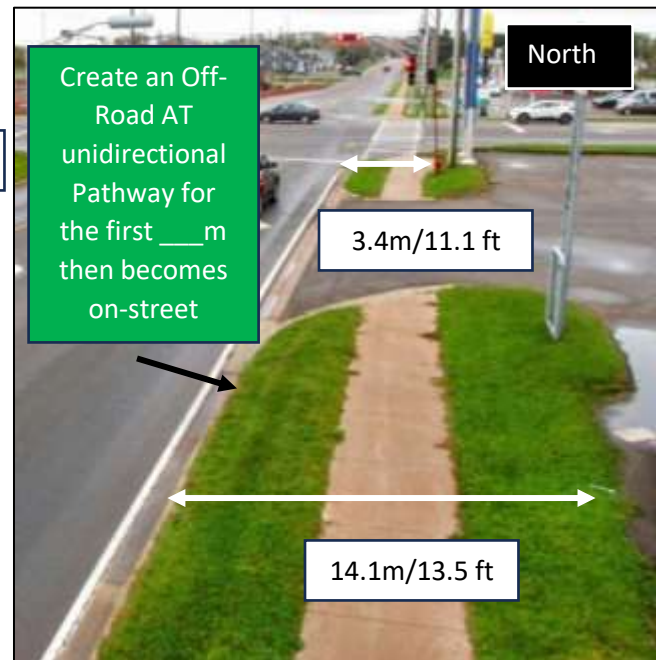
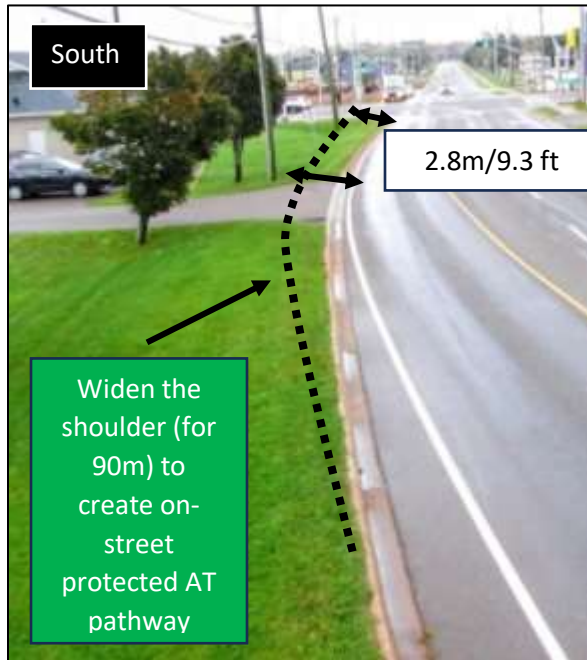
To create a Through Bike Lane, the signal pole and powerbox will need to be repositioned and move 7 feet north to comply with City's standards:

| Distance from outer curb | |
|--------------------------|--------|
| Signal poles | 1650mm |
| Powerboxes | 2000mm |

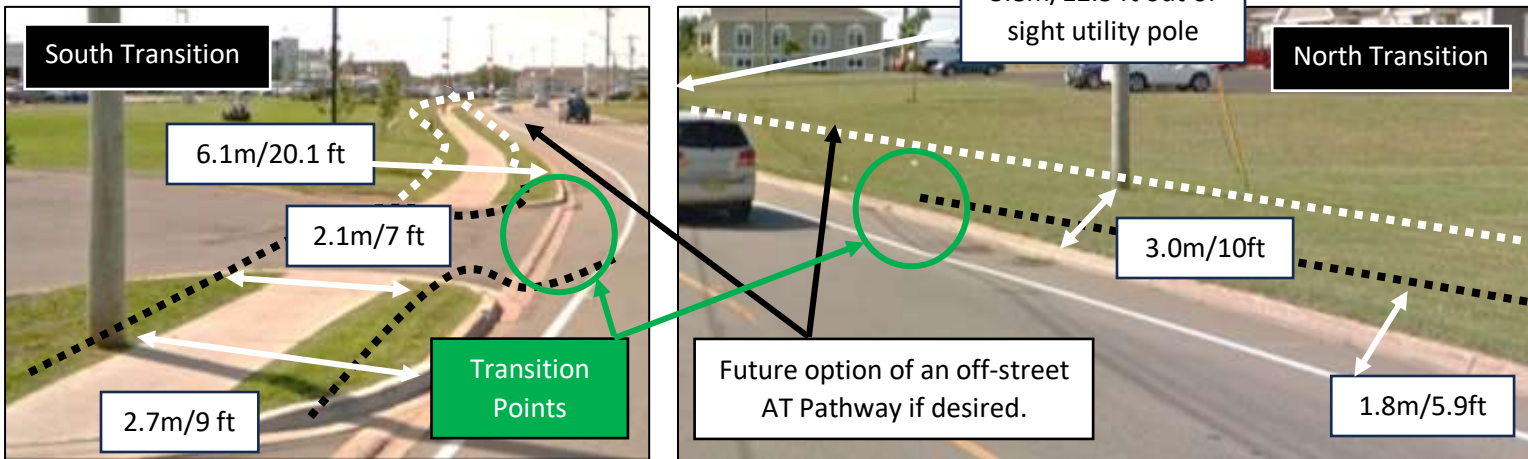
However, if an AT Pathway were created on the side of the road (not a Through Bike Lane), perhaps as sidewalks, they could be installed without repositioning the appurtenances.



Approaching Granville Street/Walker from the west:



The Transition to the “Ready” Shoulder on Walker Ave West:

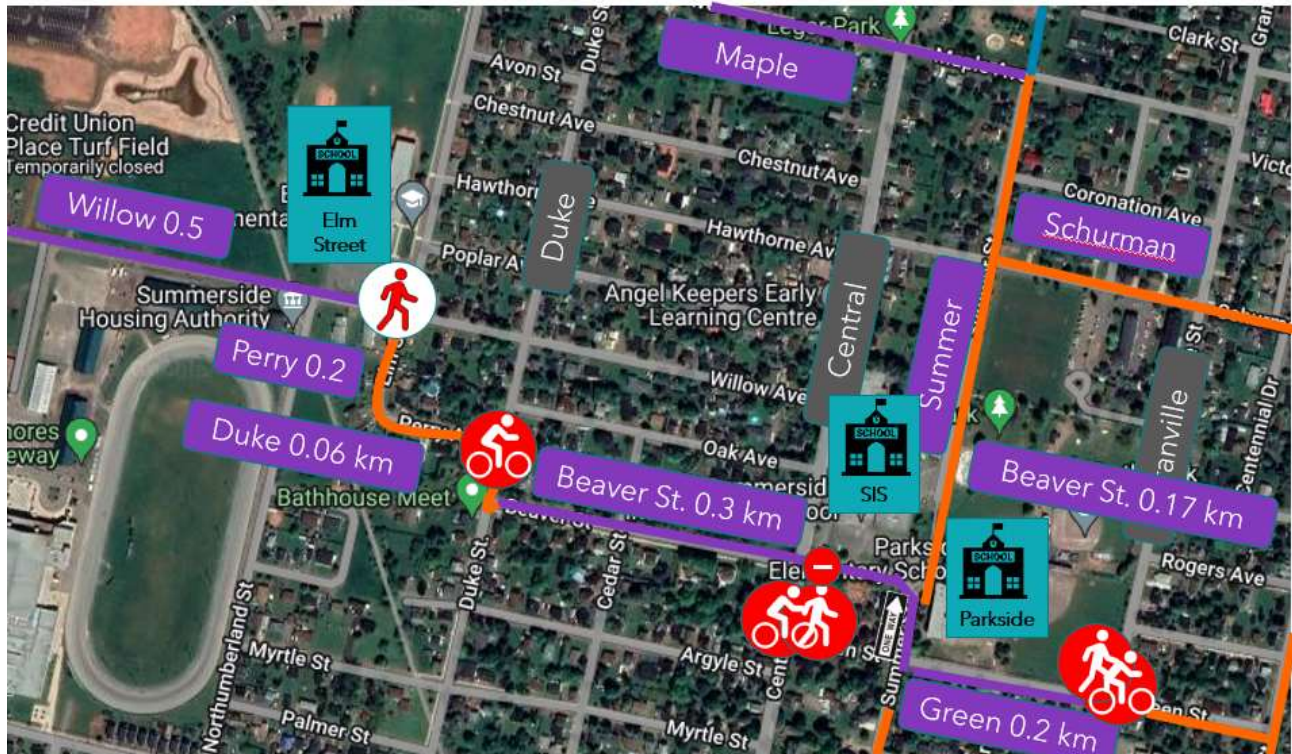


Above, we see the proposed transition points (in dashed black lines) from the increase in shoulders and the widening of a sidewalk/AT Pathway combo to where Walker Ave’s shoulder width is appropriate for a 5-foot unidirectional protected AT Pathway. We also provide a reference point based on the utility poles; off-street unidirectional Pathways can also be an option (in white dashed lines) if desired.

4. Elementary Schools & The Big Three

The City's proposed AT Network Map leaves out what SAFE has coined, "The Big Three." These schools (Elm Street, SIS, and Parkside) account for the majority of collisions near public schools in Summerside, including one fatality. Below, you see our recommended protected route (in purple) and on-street (orange):

THE BIG THREE SAFETY CONNECTOR

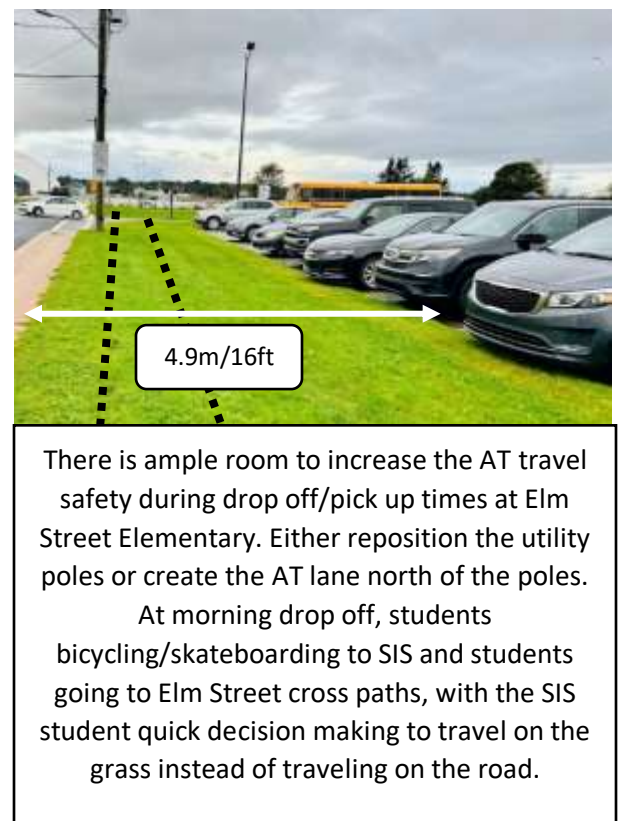
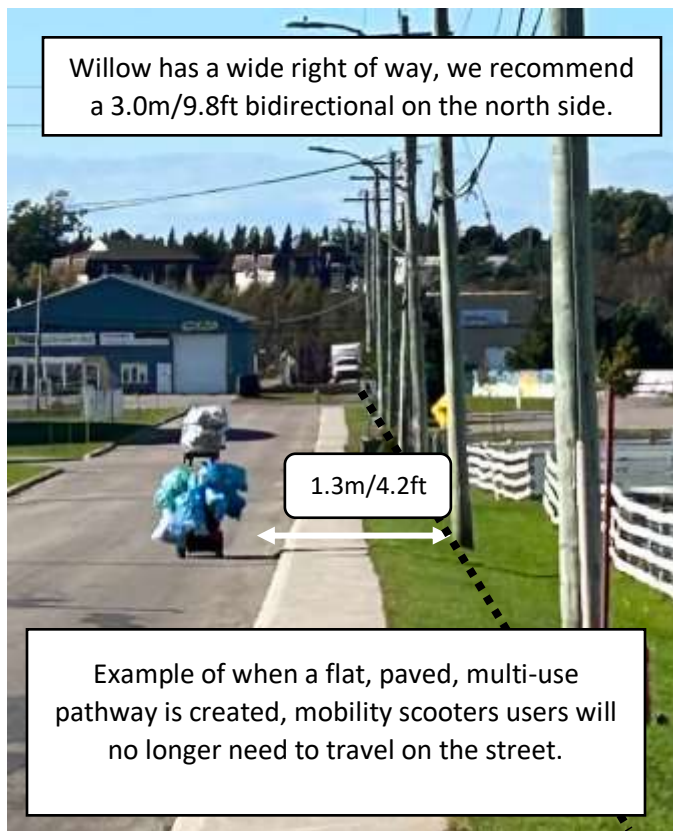
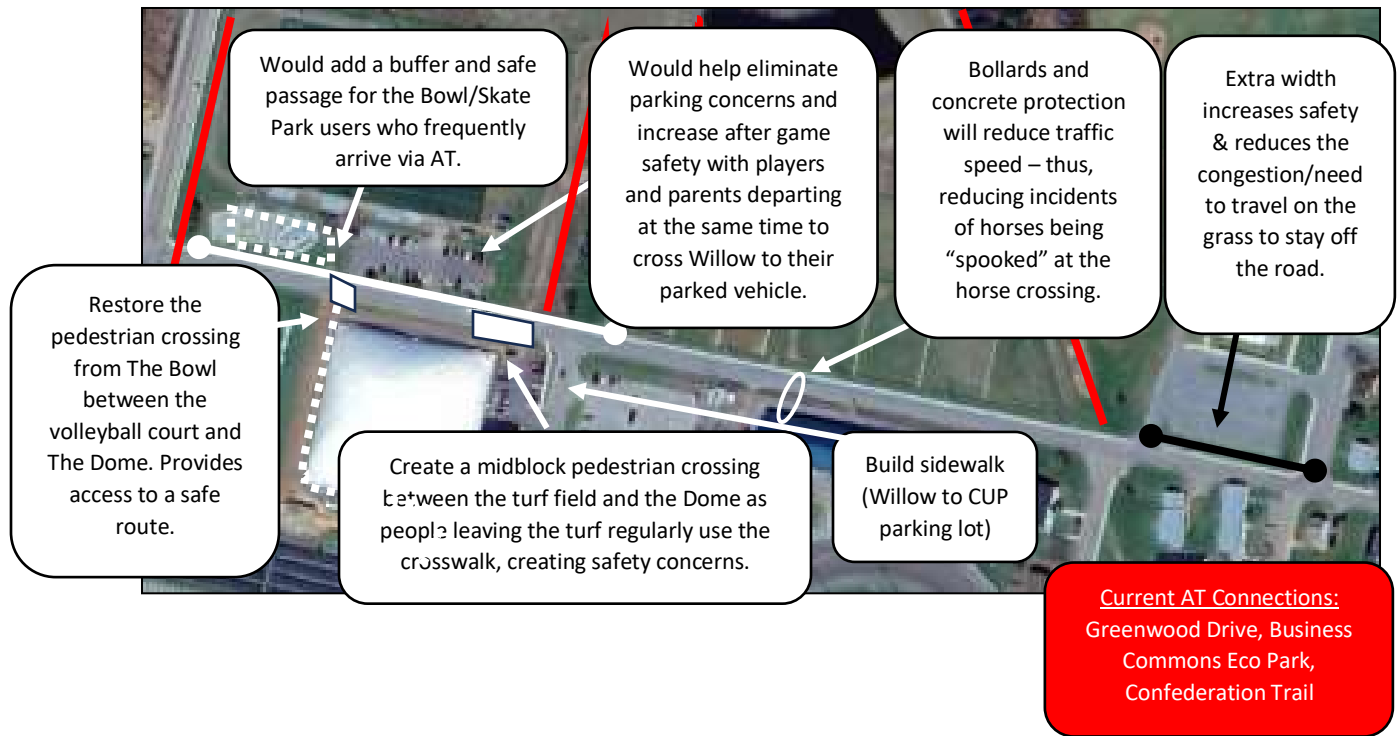


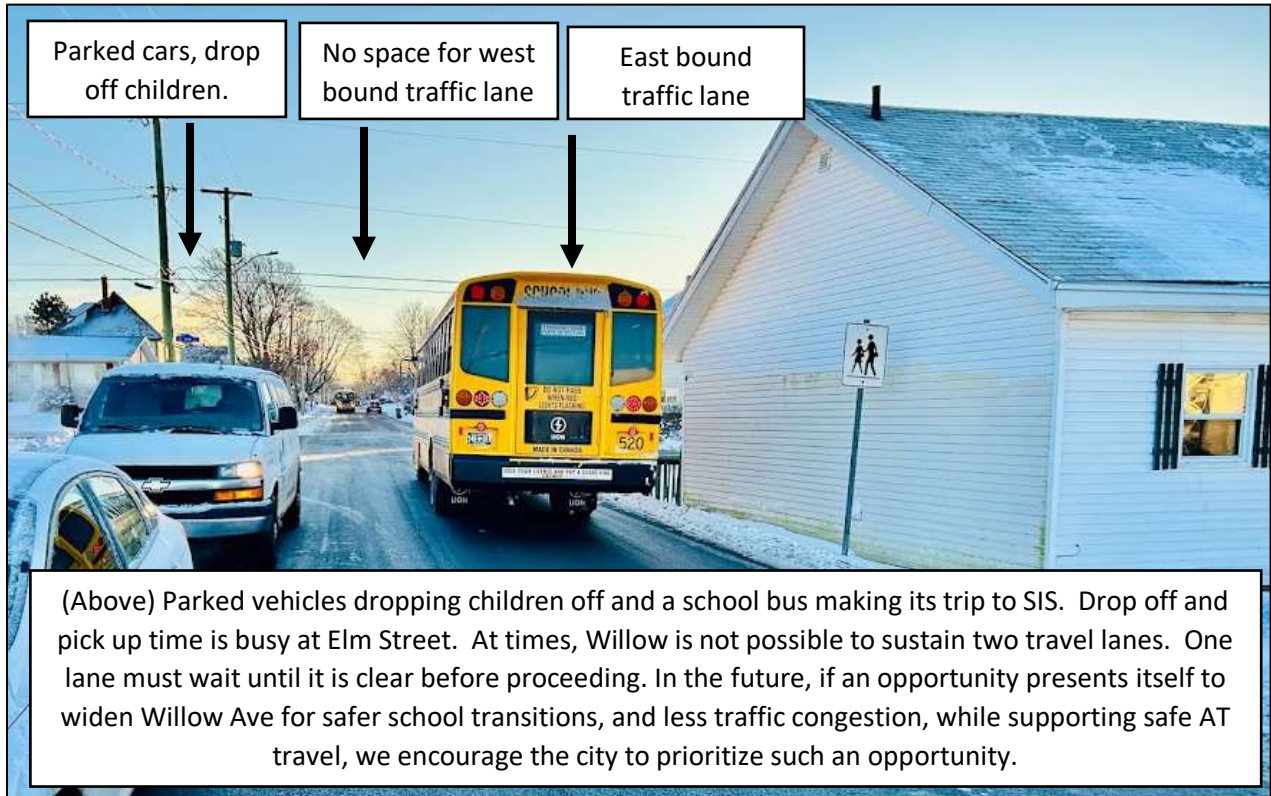
We presented the following in the past:

Willow Ave

Willow Ave is a leading example of how a multi-use pathway can best support the current users (while protecting and encouraging future usage).

The recommendation is to repurpose the sidewalk into a protected bidirectional multi-use pathway on the north side (540m), together with other crosswalk and sidewalk recommendations are needed as usage of these facilities will continue to grow.

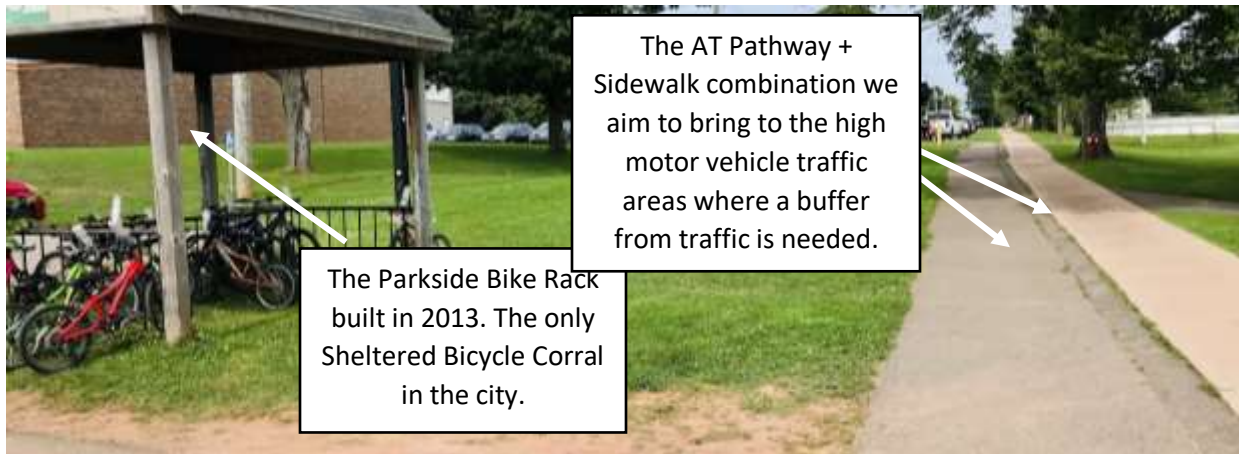


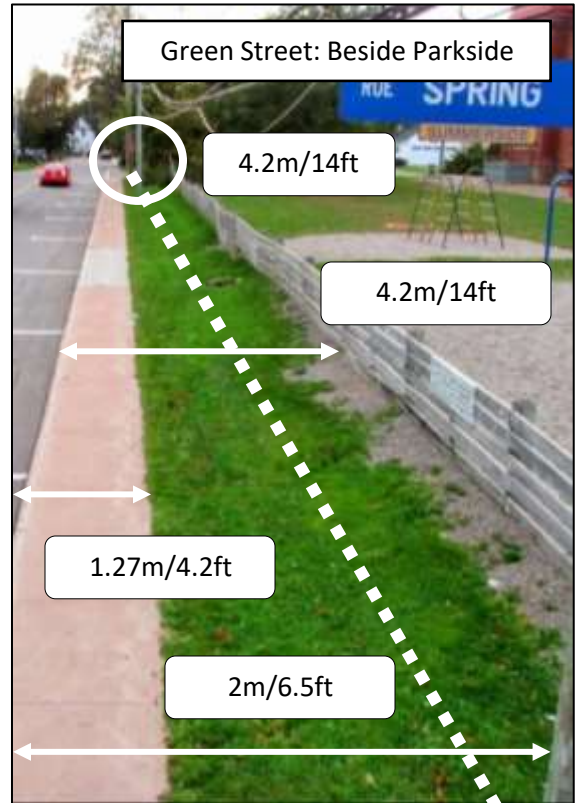
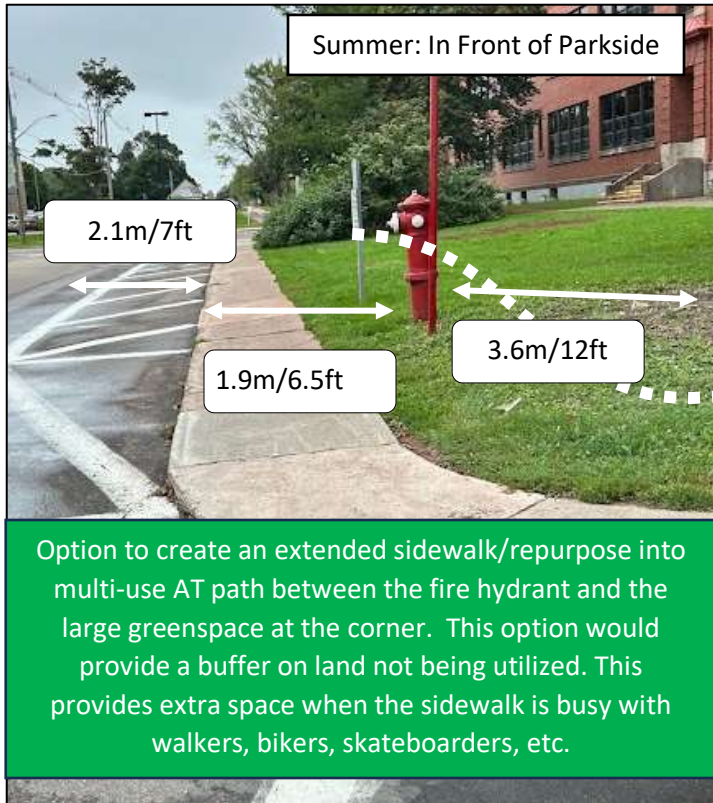


Green Street

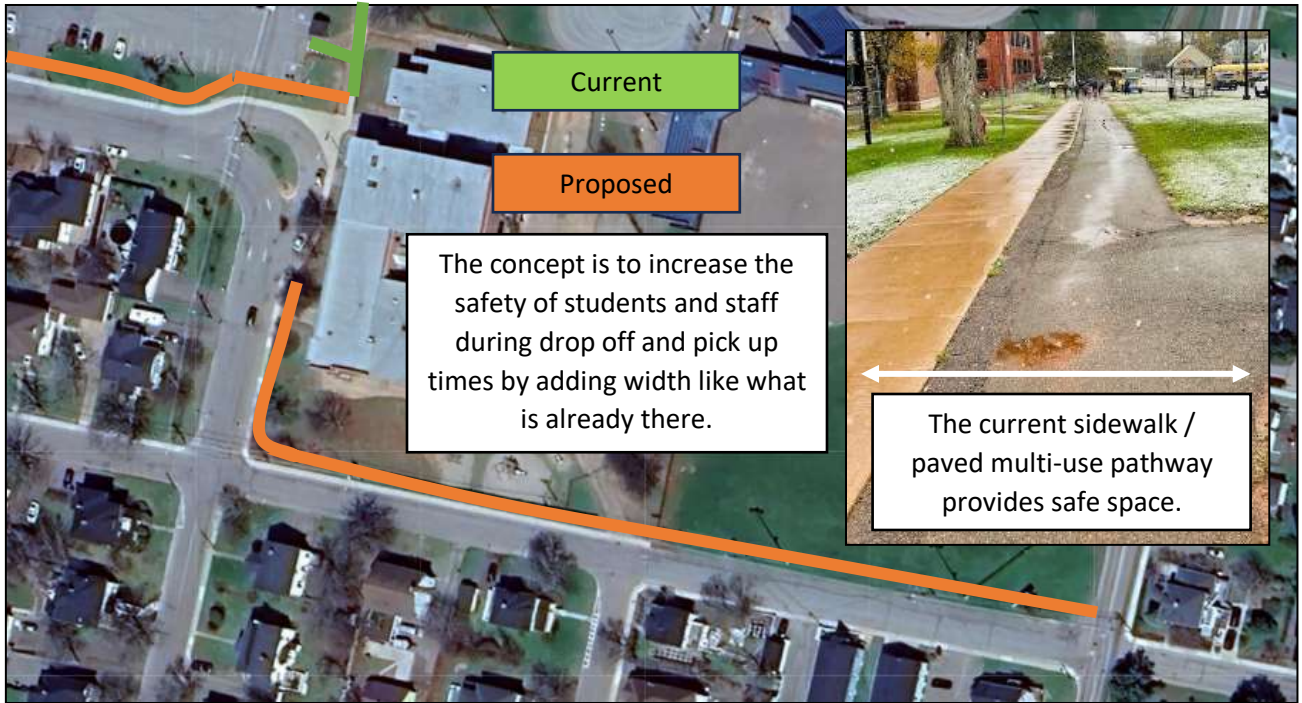
Staff Comment: Challenges with width and land ownership

SAFE Comment: We consider Summer/Green Street a safety concern for students: narrow sidewalks without any buffer to traffic, triple street crossings when one street crossing is possible, and the land ownership appears to be not an issue as the majority of land is behind the city-owned Queen Elizabeth ballpark homerun fence and a Public School Board property with a historical investment in Safe Routes to School, and a continued interest in creating safety for students (as evident with the 2023 changes to parking/no parking zones on Summer and Green).





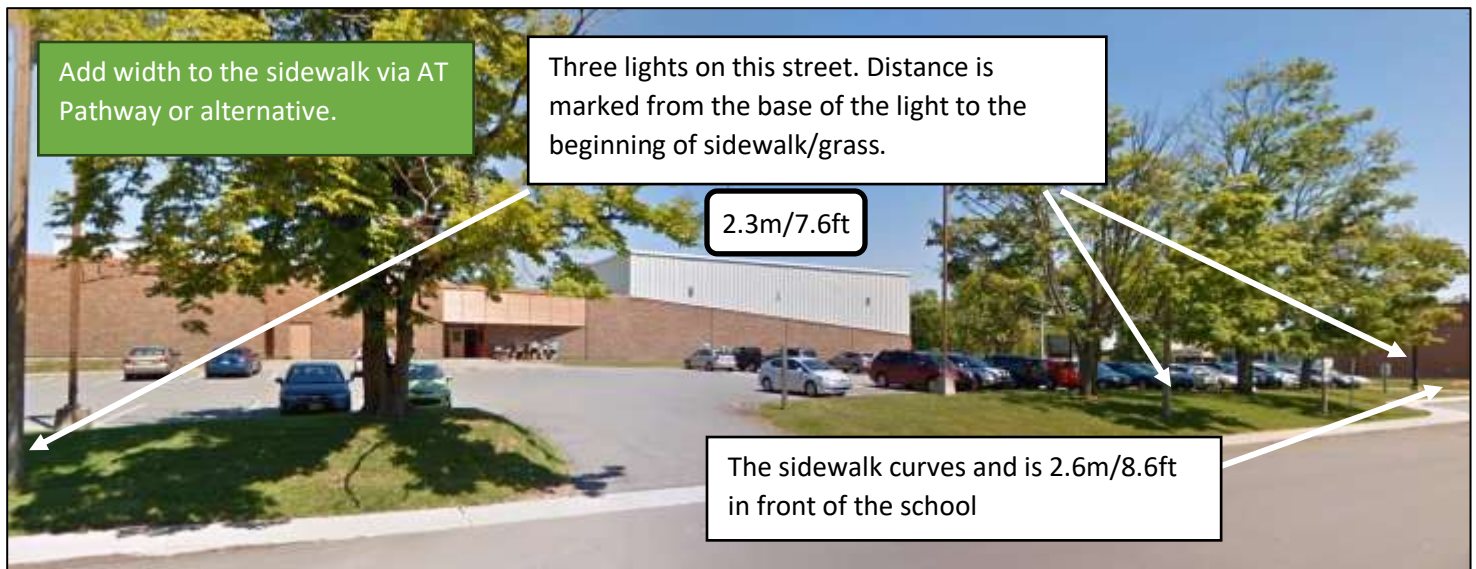
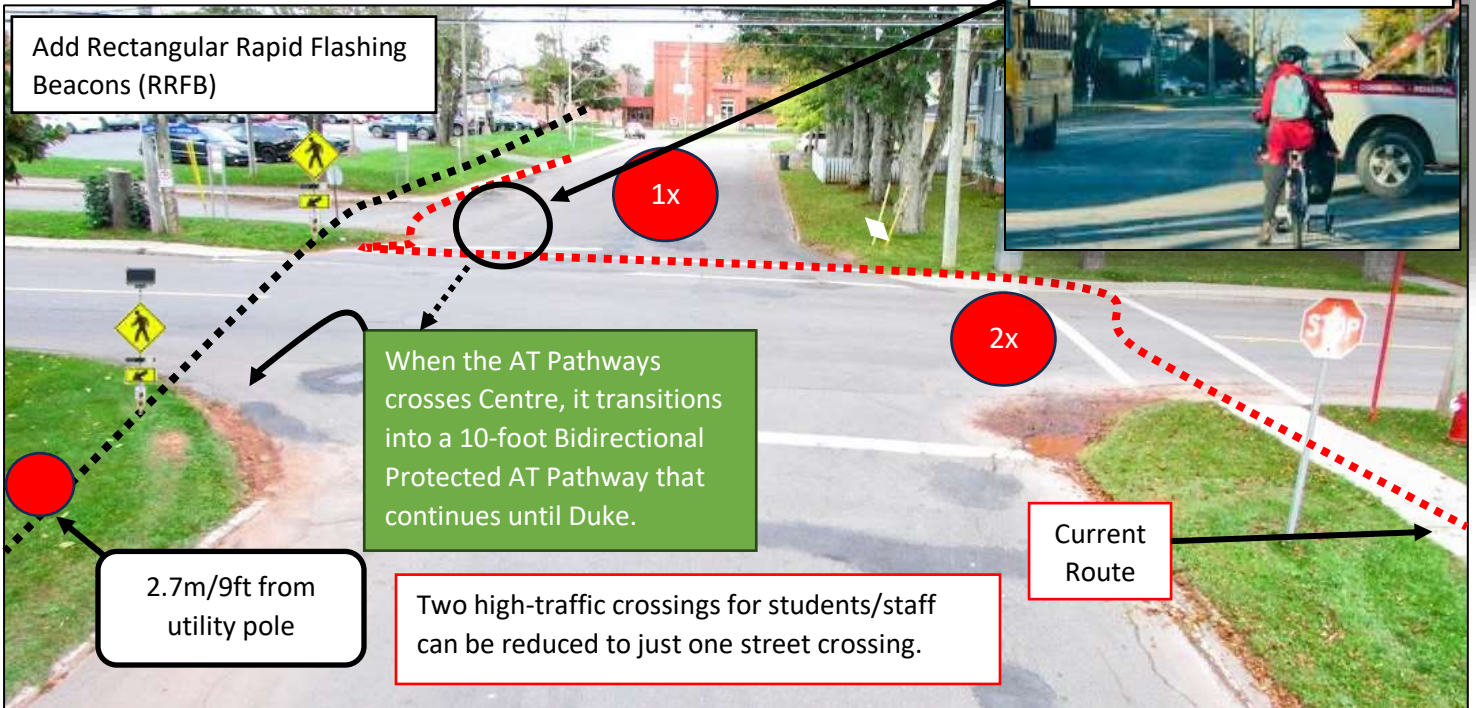
The finished product would like this, with the increased protection of a multi-use paved pathway adjacent to the sidewalk, which supports students and staff and the community:



Green/Beaver (SIS & Parkside)

Central/Beaver is a high-traffic street that is a major access street to two schools (SIS and Parkside), Schurman Park and Queen Elizabeth Ballpark Park.

Mother transporting two children in the front of her bicycle in a cargo bicycle every morning at drop-off time (2023)



5. Blue Line

It appears that the City Staff draft AT Network Map does not offer a north-south western parallel solution to Granville Street. Our proposed "Blue Line" would run along Summer Street and use the paved trail to connect the senior units on Linden/Lefurgey.

If the current draft Network Map is implemented, would AT traffic be expected to cross Granville Street and use Arcona for safe passage? If so, without a safer cross-Granville connection, there would be a risk involved. Alternatively, if AT traffic is not allowed to cross Granville, would the plan be for them to take Greenwood Drive? However, this would be a major detour to reach a destination north or south.

6. Pedestrian Focus

The omission of pedestrians in the Network Map draft is concerning, especially with the growing number of individuals who traverse by foot. It is imperative that the definitive version places a premium on the safety and accessibility of pedestrians for four reasons. First, AT users who commute to work via walking are 8.4 times higher than those who bicycle to work in Summerside, according to the 2021 Census. Secondly, walking is the most popular mode of active transportation for SAFE members (83%), followed by cycling (81%), running (27%), wheelchair (10%), scootering (10%), and adult trike/recumbent (9%). Thirdly, there are significantly higher rates of pedestrian collisions compared to cycling collisions in the city²³, and unfortunately, there have been five pedestrian fatalities and one mobility scooter fatality in the past. Lastly, walking plays a large role in maintaining seniors' exercise and health.

In summary, a Network Plan should be created to cater to all modes of active transportation. We have provided several recommendations to improve pedestrian safety, as identified in *An Active Transportation Retrofit of Intersections that Pose a Risk to AT users*²⁴. However, these recommendations have not been incorporated into the draft AT Map:

- Crosswalks (pages 76-77)
- Sidewalks (pages 79-80)
- Rectangle Rapid Flashing Beacons (page 78)
- Seniors (page 4)



²³ SAFE research, for every cyclist collision, there are 2.7 pedestrian collisions

²⁴ <https://safesummerside.ca/docs/IntersectionRetrofitDec2023.pdf>

7. Central Street

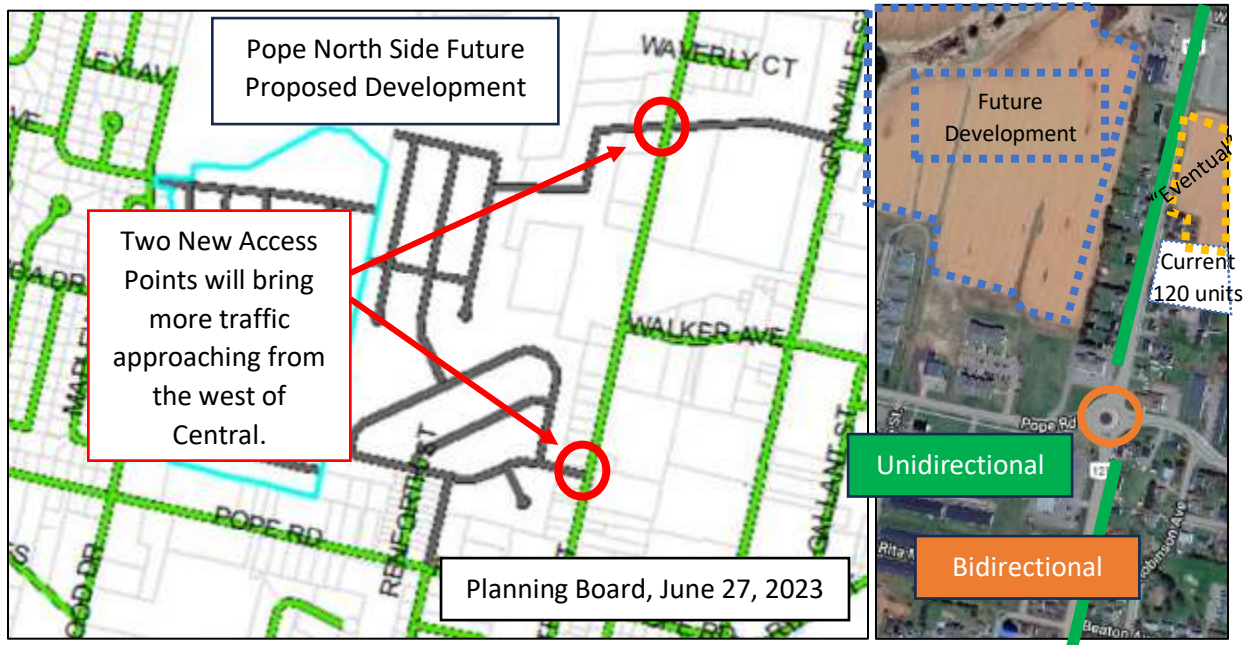
Walker to Pope/Walker to Route 2

In our March 2023 AT Plan, we recommended a unidirectional AT Pathway from Walker to Pope (100m on the west side requires additional asphalt). We have since added a unidirectional from Walker to Route 2 (in our December 7, 2023, communication) based on:



Above we see a van parked beside the sidewalk, and then a truck passing the vehicle and not crossing the yellow line (evidence there is extra width on Central for a protected AT Pathway).

- Historical requests of three different incidents
 - 2010, 11-year-old paperboy reaches out to his Councillor for the city of install sidewalks²⁵;
 - 2017, petition asking for sidewalks signed by all residents on this section of street²⁶;
 - 2019, the only known incident in the city of a motor vehicle passing a school bus and hitting a child occurred on upper Central.
- Central is a main entrance/exit to the city, and despite the 50 km/h speed limit, this street is notoriously known for vehicles driving higher than the speed limit (placing AT users at an increased risk); and
- Proposed future developments that will add 500+ new housing units while creating two additional west side access points (that will increase traffic) .



²⁵ Journal Pioneer (2010) Sidewalks needed for safety: paperboy. Journal Pioneer 10 Apr 2010 BY NOLAN REID

²⁶ CBC (2017) "Why should I live in fear?' Summerside father asks for sidewalk", September 6, 2017

Pope to Maple

On the west, we recommend a unidirectional with a grass median after leaving the roundabout. On the east, for 200m, a need to increase in shoulder width to accommodate unidirectional in both directions.

With bollards and concrete barriers, we see these measures helping to make the streets narrower and thus reducing traffic speed at the Maple/Central intersection. This intersection has been a concern for residents in the recent past (2019 and 2020) and present (2023). In 2020²⁷, one Councillor stated, “I definitely believe at that intersection something needs to happen” while another Councillor stated, “that intersection is usually quite congested.” A Councillor proposed the four-way stop requested by residents, Council denied that request. In 2019, a traffic study was completed. In 2023, a general membership meeting held by the Parkview Senior Citizen’s Club shared concerns of two accidents at this intersection and asked about a four-way stop. Research is clear that narrowing streets does reduce speed; therefore, unidirectional pathways could be a part of the solution to the Maple/Central intersection concerns.



Ample room to create a separated unidirectional AT Pathway from Pope Road to Maple Ave on the west side. This approach supports best practice as it enables AT users to not need to enter the roundabout if approaching from Pope Road.

²⁷ The Guardian (2020) Intersection congestion-Summerside discusses potential four-way stop for Central and Maple The Guardian (Charlottetown)10 Jul 2020 by DANIEL BROWN

8. Area Connectors

We recommend protected AT Corridors to the neighbouring communities of Miscouche, Kensington, Linkletter, and to North Bedeque/Ross Corner. These are key commuting areas that would benefit from off-highway year-long AT connection.



Councillor Terry Bernard, chair of Environment and Sustainability, stands in front of the off-street protected corridor in Charlottetown (CBC)

We are encouraged that similar active transportation corridors are in Charlottetown that connects the capital with Cornwall, Stratford, and East Royalty.²⁸ By our estimates, that is a total of 27 km of off-street AT corridor connections²⁹. We are further encouraged that the traffic on these Charlottetown corridors "mirrors" the traffic in the Summerside corridors:

| To/From Charlottetown from Connector | Traffic Count 2021 | To/From Summerside from Connector | Traffic Count 2021 |
|--------------------------------------|--------------------|-----------------------------------|--------------------|
| Cornwall | 10,780 | Kensington | 10,338 |
| Stratford | 12,275 | Miscouche | 11,166 |
| East Royalty | 11,397 | Rte 2 (to Granville Street) | 13,158 |

This protected network would open the idea of using active transportation to/from these destinations. If the traffic counts warrant an AT connection corridor for 27km in the capital, it warrants a similar AT corridor of 29 km in the western capital. It is time to sit down with the Department of Transportation and work on a similar plan that Charlottetown and Area finalized in 2012.³⁰

²⁸ <https://www.cbc.ca/news/canada/prince-edward-island/pei-perimeter-active-transportation-path-complete-1.7021068>

²⁹ 24.2 km from Cornwall to the bypass, then to Stratford, and then on East Royalty heading towards Marshfield (3km)

³⁰ The PEI Department of Transportation and Infrastructure Renewal: City of Charlottetown, Town of Cornwall, Town of Stratford (2012) <https://tinyurl.com/ChtownPlan>

Call for an AT Network Plan

Should the workload of City Staff hinder their ability to produce a comprehensive AT Network Plan after reviewing SAFE Summerside's All Ages and All Abilities Active Transportation Network Plan and related documents, we respectfully encourage the Planning Board and Council to explore other options. One viable option would be to engage a consultant to prepare the plan. While we are fully confident in the goals, objectives, timelines, and action plans that our volunteer-based NPO has put forth, and we believe that our plan is on par with that of a paid consultant, we acknowledge that we are not engineers. If, for that reason, our submissions are seen as lacking validity or credibility, we suggest that the City consider enlisting a third-party consultant to create a comprehensive Network Plan.

A second option to consider is the establishment of an Active Transportation Standing Committee, consisting of a diverse group of individuals, including the public, who possess the necessary knowledge, experience, and goal-driven desire to write a comprehensive Active Transportation Network Plan for the City of Summerside. Previously, the City had established a sub-committee of the Healthy Summerside Initiative, known as the Active Transportation Committee, which played a vital role in crafting the pioneering 2007 document titled "A Green Transportation Plan for Summerside," which was ahead of its time in terms of advancing progressive ideas for active transportation.

A third solution is to consider establishing a paid position within the City of Summerside, similar in nature to the Sustainable Transportation Officer position within the City of Charlottetown.

The Sustainable Transportation Officer³¹ is a leadership role with the Environment and Sustainability Department, responsible for the planning and coordination of active transportation networks, the management of the public transit contract, transit plans, and working with stakeholders. This position will serve as the primary contact both internally and externally related to the oversight and management of these services.

Without a doubt, the presence of this position within the City of Summerside, which is dedicated to active transportation, would substantially improve AT in multiple ways. The job description outlines several roles that demonstrate this potential improvement:

- Lead a regional AT committee and maintain close working relationships with surrounding municipalities and community groups.
- Lead the AT plan update, public engagement, and priority setting.
- Lead collaboration with other internal departments, such as Public Works and Parks and Recreation on AT network planning, funding applications and reporting.
- Provide input and expertise as it relates to climate action, land use planning, road safety, of which AT is a part.
- Develop new AT programs and services.
- Write Council reports to solicit input and implement AT projects as required.
- Conduct Field visits, evaluations and inspections relating to the AT network.

³¹ https://cdnsm5-hosted.civillive.com/UserFiles/Servers/Server_10500298/File/Employment/JobPostings/2023/Sustainable%20Transportation%20Officer.pdf

- Coordinate information sharing, website updates, promotion and safety education initiatives with other staff, internal and external stakeholders.
- Respond to information requests from the public, media, and staff.
- Collect and respond to public input on the present and future AT network.
- Keep up to date on current research, trends, and practice in the field of AT.

Conclusion

The City of Summerside is in a unique situation as it has been given a progressive and comprehensive Active Transportation Network Plan by SAFE, based on community assessments and consultations. This plan has received 33 pages of support letters from the community and organizations (pages 64 to 97) and has the full endorsement of the Council to move forward.

We have identified several critical issues with the draft Network Map presented on January 9, 2024:

1. A lack of consultation on the draft Network Map with SAFE as per City Council direction on April 3, 2023
2. The development of a Network Map, not a Network Plan,
3. The route concerns with the current draft Network Map
 - a. Top of Arcona
 - b. Gallant Street and Gallant Street Extension
 - c. Water Street
 - d. Heather Moyse Drive
4. The exclusion of key vulnerable populations/areas as “gaps” in the Network Map
 - a. Seniors and the Cycling Without Age Program
 - b. Uptown Granville Lack of Connection
 - c. East-West Inner-City Lack of Connection
 - d. The “Big Three” Schools
 - e. Blue Line
 - f. Lack of Pedestrian Focus
 - g. Central Street
 - h. Area Connectors

If the Planning Board and Council accept the Network Map presented by City Staff as the Active Transportation (AT) Plan for the City, it would be a significant step backwards. This decision could undoubtedly raise some serious points regarding trust, transparency, and accountability.

Therefore, we strongly urge the City of Summerside to develop a comprehensive Active Transportation Network Plan.

Respectfully,

Ken Trenholm
President

PS: We would also encourage the adoption of the name, “All Ages & All Abilities Active Transportation Network” as it solidifies the vision of the network.

CC: Dan Kutcher, Mayor
Croy Snow, Deputy Mayor
Carrie Adams, Councillor
Barabara Gallant, Councillor
Bruce MacDougall, Councillor
Norma McColeman, Councillor
Rick Morrison, Councillor
Nick Cameron, Councillor
Gordon MacFarlane, CAO
JP Desrosiers, Deputy CAO, Director of Community Services