



# South Shaganappi Study

Stakeholder Report Back: What we Heard  
Phase 2B: Concept Development and Analysis  
April 3, 2017

## Project overview

Shaganappi Trail has always been identified as a vital link in Calgary's transportation network.

In 1970, The City completed the Shaganappi Trail Functional Planning Study. At that time, Shaganappi Trail was classified as an expressway. The study recommended a major interchange at the junction of 16 Avenue, Bowness Road, Memorial Drive, and Shaganappi Trail. It also recommended Shaganappi Trail be extended across the Bow River through Edworthy Park to connect commuters to Sarcee Trail.

In 2009, Council approved the Calgary Transportation Plan (CTP). It reclassified Shaganappi Trail to an Arterial Street from a Skeletal Road and identified the corridor as a primary route for transit, cycling and HOV (high occupancy vehicles). In addition, the CTP confirmed that the Bow River crossing recommendation would be removed. This means that Shaganappi Trail will no longer function as a north to south connector across the river.

These changes require us to revisit how Shaganappi Trail was designed in the south end. The South Shaganappi Study will work with stakeholders and the public to determine the best way of addressing these challenges and ensure the future design of the study area meets the needs of the community.

Through this study, we will identify short- and long-term recommendations that accommodate all modes of transportation and align the study area with the CTP, the Municipal Development Plan (MDP), and adjacent land use plans.

## Engagement overview

On November 23 and 24, 2016 The City held two open house events to gather input on the preliminary concepts for the South Shaganappi Study. The first open house was for adjacent community residents of Montgomery, Parkdale and Point McKay and was attended by 31 people. The second open house was for all Calgarians and was attended by 37 people.

At the open house participants viewed display panels that presented the four preliminary concepts, a no-build concept and short-term recommendations for the study area. Participants were provided with feedback forms and asked to evaluate the different concepts against the study's objectives and community themes. For short-term recommendations, participants were asked to provide feedback on sticky notes about what benefits, challenges and changes they noted for the recommendations.

In addition to the open houses, an online engagement opportunity was provided. The online tool included the same information and feedback forms as the open house. There were 2465 unique visits to the online tool that generated a total of 272 comments on the concepts as follows:



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- At-grade concept: 68 responses
- Tight-diamond interchange concept: 51 responses
- Hybrid concept: 41 responses
- East-west couplet concept: 52 responses
- No-build concept: 37 responses
- Short-term recommendations: 23 responses

## What we asked

Participants were provided with a feedback form for each of the concepts and the no-build concept, and were asked to evaluate each concept based on the following objectives and community themes:

- Safety for those who live by and use the corridor
- Access to businesses and community connections, particularly access across and throughout the corridor and reconnecting adjacent communities
- The balance between all transportation modes including for people who drive, walk, bike, take transit and carpool
- Traffic flow and an integrated view of the study, particularly moving people and goods in an efficient way, providing a continuous flow of traffic, and reducing GHG emissions
- Future planning, environmental health, and quality of life in nearby communities, including preserving and enhancing land within the study area where there are opportunities

## What we heard

Feedback varied from concept to concept. The following themes are a high level overview of the concerns and ideas we heard:

- 1) A pedestrian overpass at 16 Avenue and 43 Street is desired as is enhancing the safety of crossings across 16 Avenue overall.
  - 2) Mixed views about the addition of signalized intersections on 16 Avenue and the benefits they would provide.
  - 3) Mixed views about whether or not safety concerns for people who walk and bike are addressed and if bike lanes are properly connected to the overall network.
  - 4) Concerns about the role Bowness Road plays in the larger network; mixed views regarding access to/from the road; and using the road as a “cut-through”.
  - 5) Freeing up additional land was generally seen as positive though there was uncertainty as to what the future use of the land could be.
- ▶ For a detailed summary of the input that was provided, please see the [Summary of Input](#) section.
  - ▶ For a verbatim listing of all the input that was provided, please see the [Verbatim Responses](#) section.



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## Next steps

Next steps include:

- ▶ Input will be provided to the technical team for consideration in developing a single long-term recommended plan as well as refining and revising the draft short-term recommended plan.
- ▶ These will be presented back to the public in Spring 2017.
- ▶ The final long-term and short-term concepts and recommended plans will be presented to the public and to Council in late 2017/2018.



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## Summary of input

### At-grade preliminary concept

#### Benefits

The participants identified the following themes for benefits: 1) An expected lower cost for infrastructure; 2) Potential future uses for land that is not used; 3) Pedestrian and bike connections; 4) A reduction in vehicle traffic speed and equal flow in all directions.

#### Challenges

The participants identified the following themes for challenges: 1) Additional signalized intersections are generally viewed as negative; 2) Additional signalized intersections contribute to slower commute times and less flow; 3) Intersections may be intimidating for pedestrians to cross.

#### Changes

The participants identified the following theme for changes: 1) Continue to look at possible pedestrian and bike infrastructure for safety.

Participant-identified significant topics within each community theme	
Safety	Sample comments
<p><b>Topic: Traffic flow and speed</b>  <i>Some participants perceived the slower traffic as positive, resulting in safer movements. They also felt the flow of traffic in the area would not be greatly impacted. While others felt the design would impact traffic flow, resulting in poor driving habits, frustration and unsafe practices.</i></p>	<p>“Traffic lights will slow the traffic. This is a good thing.”            “Increased frustration due to traffic lights where none existed before will cause aggravated motorists.”            “Adding traffic lights helps safety a bit, but unsafe habits such as running red lights make this not much of a better option.”</p>
<p><b>Topic: Pedestrian and cyclist safety and access</b>  <i>Some participants viewed slower traffic as a safety benefit for pedestrians and cyclists having to cross intersections. While some participants viewed the size of the intersections as concern for safety and suggested pedestrian overpasses as a solution.</i></p>	<p>“Slower traffic speed and lights for pedestrian crossings [safer].”            “Bikes and pedestrians have to cross major intersections.”            “Pedestrian overpasses are the safest for roads like 16 avenue.”</p>
<p><b>Topic: Vehicle safety</b>  <i>There is mixed participant opinion as to whether signalized intersections improve or reduce safety.</i></p>	<p>“Lights cause more accidents and congestion.”            “Signals can improve safety.”</p>



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Access to businesses Community connections	Sample comments
<b>Topic: Traffic flow and speed</b> <i>Participants identified this may allow for positive impact to local business access. However, at rush hours traffic may be congested which will limit the connection of communities.</i>	“Good, slows traffic and allows for possible synchronizing of lights to allow safer access to community businesses.” “Traffic will be backed up at lights, especially during rush hour.”
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Some participants viewed the additional connections as positive. While some participants viewed connections as poor for all transportation modes.</i>	“Cycle tracks, sidewalks and pathways are great.” “Worse movement for vehicles. Pedestrians and bikes need to go through busy intersections.”
Balance between transportation modes	Sample comments
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Many participants viewed this concept to have limitations for each mode of transportation, a specific concern was they were all mixed.</i>	“Makes this much more bike and pedestrian friendly.” “Major intersections are tough for pedestrians and cyclists.”
<b>Topic: Traffic flow and speed</b> <i>Participants expressed concern for increased delays for all transportation modes</i>	“Movement not improved for any mode of transportation.” “Better connections to community pathways, but more intersection mixed use; separate modes are better.”
Integrated view of the study Traffic flow	Sample comments
<b>Topic: Traffic flow and speed</b> <i>General participant sentiment that flow is aligned with moving through area fast without stopping, and therefore this concept does not promote positive flow.</i>	“Additional lights obstruct flow, depending on light timings and traffic.” “Traffic lights are an inefficient way of moving people.”
<b>Topic: Environment</b> <i>A concern participants shared was that the increased stopping at lights would result in higher vehicle emissions.</i>	“Will cause poor traffic flow and higher emissions.”
Future planning Environmental Health Preserve/enhance quality of life	Sample comments
<b>Topic: Land use</b> <i>Participants viewed that slower traffic would add to quality of life especially for pedestrians. Participants were unsure whether green space will be usable or valued.</i>	“Creates an island of poorly usable green space.” “Traffic slowing is a benefit and improves quality of life, especially for pedestrians.”



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## East-west couplet preliminary concept

### Benefits

Participants identified the following themes for benefits: 1) The concept is easy to understand for vehicles and provides some flow; 2) Vehicle speeds are reduced by signalized intersections; 3) There may be a lower infrastructure cost.

### Challenges

Participants identified the following themes for challenges: 1) Too many signalized intersections leading to traffic congestion and lack of flow; 2) Some impact to Montgomery property owners; 3) There may be less land for potential future use.

### Changes

Participants identified the following theme for changes: 1) Signalized intersections would have to be optimally timed to limit congestion.

Participant-identified significant topics within each community theme	
Safety	Sample comments
<b>Topic: Traffic flow and speed</b> <i>Some participants perceived the slower traffic as positive and that the design would not impact the overall flow in the area; while others were concerned that the additional intersections would impact the flow, resulting in poor driving habits and unsafe conditions.</i>	"Car traffic would be controlled in an intuitive manner." "This has even more waiting at intersections than the at grade solution. This means more impatient drivers."
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Some participants viewed slower traffic as a safety benefit for pedestrians and cyclists having to cross intersections. While others were concerned with the crossing distance of the intersections. Participants had general conflicting thoughts for the mixing of all modes.</i>	"So many busy intersections to cross for pedestrians, cyclists and motorists." "Better and flexible connections for all modes."
<b>Topic: Vehicle safety</b> <i>An increased number of large signaled intersections are viewed by participants as dangerous.</i>	"Don't understand how more signalized intersections can be safer than free flowing traffic."
<b>Access to businesses</b> <b>Community connections</b>	<b>Sample comments</b>
<b>Topic: Traffic flow and speed</b> <i>Participants felt this design could positively impact access for local businesses. However,</i>	"So many busy intersections to cross for pedestrians, cyclists and motorists."



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<i>the number of intersections was not conducive to connecting communities.</i>	
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Participants had concerns with the higher number of signaled intersections.</i>	“Too many intersections, leads to delays. Discourages walking by making things too far apart and too car-oriented.”
<b>Balance between transportation modes</b>	<b>Sample comments</b>
<b>Topic: Traffic flow and speed</b> <i>Some participants viewed this concept to have limitations for each mode of transportation with added signalized intersections. While some participants viewed this concept to provide good traffic flow for the area.</i>	“Supports existing traffic flow.” “Too many traffic lights.”
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Participants generally held opposing views for safety and access.</i>	“Movement worse for all transportation modes.” “All modes of transportation seem to be addressed.”
<b>Integrated view of the study</b> <b>Traffic flow</b>	<b>Sample comments</b>
<b>Topic: Traffic flow and Speed</b> <i>Participants had concerns with traffic flow and felt it should move quickly through the area without having to stop.</i>	“Too many lights.” “Increased wait times due to signaled intersections.”
<b>Future planning</b> <b>Environmental Health</b> <b>Preserve/enhance quality of life</b>	<b>Sample comments</b>
<b>Topic: Land use</b> <i>Participants felt the design did not utilize the land effectively, providing fewer opportunities to re-purpose the land.</i>	“Wasted volumes of land – not efficient use of space.” “Takes more land than necessary, leaving less room for redevelopment.”



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## Hybrid preliminary concept

### Benefits

Participants identified the following themes for benefits: 1) Traffic flow for vehicles; 2) Connections for pedestrians and bikes.

### Challenges

Participants identified the following themes for challenges: 1) Traffic flow for vehicles; 2) Difficulty crossing 16 Avenue for pedestrians; 3) Potential higher cost of infrastructure.

### Changes

Participants identified the following theme for changes: 1) Explore additional safe infrastructure for pedestrian and bike crossings of 16 Avenue.

Participant-identified significant topics within each community theme	
<b>Safety</b>	<b>Sample comments</b>
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Participants held mixed views on whether safety and access was addressed for pedestrians and bikes.</i>	“Bike and pedestrian traffic greatly improved.” “Lots of lanes to cross, and mixing bikes and pedestrians on a hill [unsafe].”
<b>Access to businesses</b>	<b>Sample comments</b>
<b>Community connections</b>	
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Participants viewed less intersections to cross as beneficial to community connections.</i>	“Having pedestrian access under the bridge allow for no delays crossing.” “Less intersections than other concepts.”
<b>Balance between transportation modes</b>	<b>Sample comments</b>
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Participants viewed most pedestrian and bike connections as positive; however concern was raised for safely crossing 16 Avenue.</i>	“Better and more continuous walk/bike connections than the intersection concepts.” “Makes 16 Avenue harder to cross for pedestrians and bikes.”
<b>Integrated view of the study</b>	<b>Sample comments</b>
<b>Traffic flow</b>	
<b>Topic: Traffic flow and speed</b> <i>Participants generally felt traffic flow is aligned with lower travel time and not having to stop.</i>	“Traffic flow has an increase in traffic lights to deal with, but wait time shouldn’t be too significant.” “Major routes are free flowing more so than the level crossings or couplet.”



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<b>Future planning</b> <b>Environmental Health</b> <b>Preserve/enhance quality of life</b>	<b>Sample comments</b>
<b>Topic: Land use</b> <i>Participants had mixed views about potential land use.</i>	"Poor use of land." "Opens up some land use near Edworthy." "Uses a large amount of land."



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## Tight diamond preliminary concept

### Benefits

The participants identified the following themes for benefits: 1) Traffic flow on 16 Avenue because there are no signalized intersections; 2) It is a safe and efficient concept for all modes.

### Challenges

The participants identified the following themes for challenges: 1) Higher cost of infrastructure; 2) Increased signalized intersections on Shaganappi; 3) Connections for pedestrians and bike; 4) Preference to maintain an exit from 16 Avenue eastbound to Bowness Road.

### Changes

The participants identified the following theme for change: 1) Look at all possible options for Shaganappi Trail intersections, concern of congestion and reduced safety with two signalized intersections so close in proximity.

Participant-identified significant topics within each community theme	
Safety	Sample comments
<b>Topic: Traffic flow and speed</b> <i>Participants felt this design maintained or even improved traffic flow. Others shared concerns regarding access to Bowness Road and creating cut-through traffic in Montgomery.</i>	"Smoother travel ways, fewer intersections, no more fast merges." "Improved access to 16 Avenue, poor/convoluted access to Bowness Road." "Does not address traffic calming and volume cut through Montgomery. Big safety issue."
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Participants had mixed views on whether this theme was addressed.</i>	"Too busy and complex to cross for pedestrians." "Easiest access with least obstruction. Safer for pedestrians and bikers."
Access to businesses Community connections	Sample comments
<b>Topic: Traffic flow and speed</b> <i>Participants viewed less signalized intersections on 16 Avenue as positive; however, the design did not help connect the communities.</i>	"Seems to meet the need of enhancing flow and yet protecting residential areas."
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Participants viewed positive impact for pedestrian and bikes.</i>	"Easier to use Bowness Road for cyclists and pedestrians."
Balance between transportation modes	Sample comments



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<p><b>Topic: Pedestrian and cyclist safety and access</b>          Participants felt the design enhanced accessibility by providing a connection under 16 Avenue rather than having to cross it.</p>	<p>“Bike lane and walking path redevelopment under 16 Avenue is great to see.”          “Quality walk/bike connections with fewer conflict points.”</p>
<p><b>Integrated view of the study</b>  <b>Traffic flow</b></p>	<p><b>Sample comments</b></p>
<p><b>Topic: Traffic flow and speed</b>  <i>Participants generally felt traffic flow is aligned with faster travel time and not having to stop.</i></p>	<p>“Great outcome for vehicles on 16 Avenue, but reduced connections and convenience for other movements/modes.”          “Most efficient option.”</p>
<p><b>Future planning</b>  <b>Environmental Health</b>  <b>Preserve/enhance quality of life</b></p>	<p><b>Sample comments</b></p>
<p><b>Topic: Land use</b>  <i>Participants viewed the additional land potential as very positive.</i></p>	<p>“Like freeing up land by eliminating ramps.”          “Leaves open more river pathway adjacent land for redevelopment which is more desirable than the land within the road network.”</p>



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## No-build concept

### Benefits

The participants identified the following themes for benefits: 1) Lowest cost option short-term; 2) The current design is understood by frequent users.

### Challenges

The participants identified the following theme for challenges: 1) There are many perspectives based on different uses.

### Changes

The participants identified the following theme for change: 1) There are many perspectives based on different uses.

Participant-identified significant topics within each community theme	
<b>Safety</b>	<b>Sample comments</b>
<b>Topic: Traffic flow and speed</b> <i>Participants viewed the current infrastructure and connections as confusing.</i>	“This intersection is insane. It’s confusing, the merges are very short, and the traffic flow is too fast.”
<b>Access to businesses</b> <b>Community connections</b>	<b>Sample comments</b>
<b>Topic: Property and community impacts</b> <i>How to connect and provide access is important with no current standout perspective.</i>	“Current design feels like a major waste of land. The land inside the area can’t be used for anything at the moment.”
<b>Balance between transportation modes</b>	<b>Sample comments</b>
<b>Topic: Pedestrian and cyclist safety and access</b> <i>Without the need for a river crossing, there is confusion among participants on how this land can best benefit all transportation modes.</i>	“This area is meant for vehicles. For bicycles and walking there are adjacent pathways that work well. We do not need to introduce these onto the roadway.”
<b>Integrated view of the study</b> <b>Traffic flow</b>	<b>Sample comments</b>
<b>Topic: Traffic flow and speed:</b> <i>Participants generally felt traffic flow is aligned with faster travel time and not having to stop.</i>	“Free flow on 16 Avenue and with Shaganappi on/off ramps is great at this time.” “As scary as this configuration is, it’s definitely efficient. No lights = no waiting and no idling.”



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<b>Future planning Environmental Health Preserve/enhance quality of life</b>	<b>Sample comments</b>
<b>Topic: Land use:</b> <i>Participants had mixed views on the value of the land and whether or not there would be opportunities to re-purpose the land for other quality uses.</i>	"This is a huge amount of space." "I'm not sure that anything can be done in the study area to enhance land opportunities. No business nor residential development would reasonably take place here."



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## Draft short-term recommendations

### Benefits

The participants identified the following themes for benefits: 1) Removal of 16 Avenue westbound to Shaganappi Trail southbound; 2) Attention and willingness to integrate pedestrian and bike connections.

### Challenges

The participants identified the following themes for challenges: 1) May add traffic in Montgomery through Bowness Road; 2) Addition of signalized intersections may reduce traffic flow; 3) Clarity on the cost/benefit for short-term; is it worth it?

### Changes

The participants identified the following themes for changes: 1) Information about the benefits and impact considerations of the 43 Street and 16 Avenue signalized intersection; 2) Look at optimal alignment for safe merge from eastbound 16 Avenue to northbound Shaganappi Trail.



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## Verbatim Comments

Please see Appendix A.