# MULTIMODAL TRANSPORTATION PLAN MOVING RED DEER FORWARD





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# **EXECUTIVE SUMMARY**

Providing viable, attractive transportation alternatives for citizens, including walking, cycling and transit, is critical in building a healthy, sustainable community. This doesn't mean driving shouldn't – and won't – continue to be the primary mode of transportation for most residents, it simply means that we need to work towards a balanced network that gives Red Deerians choice when it comes to how they move in our city.

And that's what Moving Red Deer Forward, our new multimodal transportation plan, sets out to do. The plan puts all of The City's past work on multimodal transportation into action and is the foundation for how we will improve our transportation network today, tomorrow and in the future. Enabling us to plan, prioritize and evaluate transportation projects, this plan aims to improve the safety, quality, comfort and connection of all modes, and provide more choice for residents.

#### Key features of the plan include:

- Outcomes for each transportation mode (driving, walking, cycling, transit and future rail)
- Priority routes for each mode
- A new tool to measure and evaluate the walking, cycling and transit experience
- A focus on community engagement

This plan looks at each mode individually, but also considers how they work together to create a balanced network: a network that provides choice, takes advantage of existing infrastructure when possible, doesn't try to make all modes equal on all routes, and contributes to the well-being and enjoyment of all users.

# MOVING RED DEER FORWARD: **OUR MULTIMODAL TRANSPORTATION PLAN**

Our transportation system is the network we use to move around the city. There are several ways to reach destinations where we live, work, and play, whether by vehicle, bus, foot or bike, or any combination of these modes

The quality and efficiency of the system is important and is defined by how safe, connected, comfortable and accessible the route is for the travel mode you are using.

The overall goal of this plan is to improve safety, guality, comfort and connection of all modes, and provide more choice for citizens.

BACKGROUND

Red Deer is a city of opportunity with a strong emphasis on the quality of life in the community<sup>1</sup>. The City's transportation system contributes to this quality of life.

Specific to transportation, our community's vision is one that provides for the safe and efficient movement of people and goods; encourages alternative ways to move throughout our city; and coordinates land use and transportation in city planning efforts, as stated in The City of Red Deer's Municipal Development Plan<sup>2</sup>.

The *Mobility Playbook*, approved in 2013 by City Council as a planning tool, identified six plays to meet this vision:

- 1) Put pedestrians first
- 2) Create a balanced network
- 3) Tie land use and mobility together
- 4) Make transit part of the journey
- 5) Connect the trails

6) Nurture a culture of change

Further, all modes must be safe, accessible and enjoyable for people to use. The Mobility Playbook The plan's success will be measured against identifies criteria to help assess the attractiveness of stated outcomes through ongoing monitoring and various modes of transportation. When people find application of the MTI and related scoring criteria a given mode of transport enjoyable, they are more and indicators for each mode. likely to use it.

Council also adopted mode-specific mandate statements for vehicles, pedestrians, cyclists and transit riders in 2014, providing further direction leading to the development of this plan.

<sup>1</sup>City of Red Deer – Municipal Development Plan (2013)

Moving Red Deer Forward aligns with the vision and mandate statements. The plan defines safety, connection, quality and comfort for each of the modes. We score the current system with a made-in-Red Deer tool called the Multimodal Transportation Index (MTI), which applies these criteria to routes in the system. The scores tell us something about where we are now, which will help us measure as we progress. Areas with low scores are identified for future improvements. This data-based approach provides consistency and objectivity in determining improvements to the overall system for each mode.

The intention is to have the various modes contributing together toward greater mobility choice and enjoyment, and a more desirable city to live and work in.

Within this plan, each mode has stated outcomes to describe what a future user of the transportation system will experience in Red Deer. The outcomes are separated by travel type (mode) for clarity and can be found in the specific mode sections.



### DATA-BASED, METHODICAL APPROACH TO MEASURE QUALITY

The Mobility Playbook identified mobility quality criteria to make it more attractive for people to walk, cycle, drive or take transit. All modes must be safe, accessible and enjoyable for people. Quality encourages the use and enjoyment of a given mode of travel.

The plan defines criteria for safety, connection, guality, and comfort for each mode. It applies these criteria to measure each mode and evaluate how well it is working.

These criteria are described below in general. Each of the mode sections have specific measures related to these criteria. The MTI provides the ability, at any point in time, to see if quality is improving for each mode or in the overall transportation system:

#### Safety

Safety refers to evaluating actual and perceived concerns with the transportation system. Safety statistics are used to inform changes that need to occur. There are also physical elements such as signage, connections, rapid-flashing beacons, wheelchair accessibility, or sufficient lighting that contribute to improved safety.

#### Connection

Connection means there is a logical, efficient network that people can use and access to reach desired destinations in the city. Examples of how this can be measured include monitoring trip time, citizen feedback, or the inventory of actual linkages and route geometry.

#### Quality

Quality is measured in terms of the extent to which transportation assets, such as roads, trails, sidewalks, or cycling infrastructure, meet The City's standards related to design, construction, maintenance and usability.

#### Comfort

The comfort of a mode comes from the physical elements that make moving around easy and enjoyable. Elements impacting comfort can include the width of trails and sidewalks, closeness to other transportation modes, whether the tree canopy is continuous, the amount of light and number of benches, and how effectively signs or markers help people find their way. Each mode has different elements that affect its comfort level

The table below shows the different elements that can be influenced when designing for the different modes.



The MTI is linked with The City's Geographic Information System (GIS), allowing Administration to make enquiries about the transportation network based on specific community outcomes. For example, it is possible to enquire specifically about transit routes linking population centers, the number of missing sidewalks near schools, or trails linking large parks to neighbourhoods in the city.

The City currently uses two tools to evaluate our system of roads:

- The Geometric Design Guide for Canadian Roads (Transportation Association of Canada)
- The City's Engineering Design Standards

The MTI expands beyond these tools, by looking at how roads connect to other modes of transportation. This makes it possible to identify gaps and find ways to improve the network as a whole.

+Well prepared paving and ramps

+ Lane speed ~ 30km/h

Wide Sidewalk

2

# AN OVERALL VIEW OF HOW WE MOVE IN THE CITY

The plan provides the overall view of where The City is going with multimodal transportation, and considers each mode in future planning of the network. The plan even considers the possibility of rail as a long-term option for citizens. These efforts directly support key plays in the Mobility Playbook, including "create a balanced network", "put pedestrians first" and "make transit part of the journey".

The physical network is a system that integrates the different mode options, but which still identifies priority routes for each of the modes. Pedestrians are now considered in the overall transportation plan and have the option of choosing a quality route where they may choose to walk, bike or take any other self-propelled method. Transit continues to be an integral, reliable and comfortable option with stops that are located based on density, and key origins and destinations.

+ Narrowed Crosswalk

EXAMPLE OF A

**PEDESTRIAN PRIORITY STREET** 

It is important to clarify that not all routes will accommodate all modes of travel equally. As an example, a high-quality route for motor vehicles such as an expressway will not be a high-quality route for pedestrians, and nor should it be.

As the image below illustrates, a route that is identified as a priority route for motor vehicles, such as the future expressway, or 67th Street, will have improvements completed that increase quality criteria for vehicles such as speed or minimal stops. It will still be designed to accommodate other modes, but the highest level of quality may not be achieved for these other modes.

Conversely, a priority pedestrian route, such as Little Gaetz Avenue, is planned for the highest level of quality for the pedestrian. While this benefits the pedestrian primarily, it requires a decreased speed limit for motorists.

> EXAMPLE OF A MOTOR VECHICLE PRIORITY ROAD







The *Mobility Playbook* recognized the need to "tie mobility and land use together." The type of land use must be considered in mode connection and quality criteria, as particular land uses will generate the number of users for the given modes of travel. For instance, higher-density land uses should be located near neighbourhood entrances and along arterials to support integration with our transit system, as density is needed to support transit viability and efficiency.

The transit section of this plan specifically recognizes the major destinations in the city where many people live, work or visit. The transit system needs to connect with hubs, centres of education, and centres of employment in an integrated, efficient, and logical manner.

Administration has separate technical design documents, policies and procedures that support designing and building infrastructure. This plan serves as the baton-toss to Administration to implement the vision and update these documents.

The vision has been translated into quantifiable quality criteria and has guided the identification of priority routes for each mode. Administration has direction to implement this vision through policies, procedures, design standards and budget recommendations.

The plan allows departments to now continue their work in their specific areas. As an example, the Engineering Design Standards will need to be updated to reflect and implement this direction. Moving Red Deer *Forward* guides the development of project lists and details for trails and pathways, transit, and transportation. This administrative document updates the previous Trails and Pathways, Transit, and Transportation Master Plans and brings them all into one document.

The plan outlines key improvements for each mode to increase overall quality throughout our transportation system. These will be recommended by Administration in the budget.

### CONSIDERATION FOR LAND USE IN TRANSPORTATION PLANNING

### MULTIMODAL DIRECTION FOR OPERATIONAL IMPLEMENTATION







The plan provides Council the flexibility to determine the speed of implementation and the level of quality desired to achieve a particular transportation system improvement through the budget process.

This plan differs from other plans in that it doesn't prescribe specific projects and timelines, but instead takes an outcome-based approach. Further, the MTI allows us to measure and demonstrate the progress on these outcomes.

transportation planning.

For example, the 2019 Canada Winter Games is a priority for The City. As key amenity projects are being built, it may be efficient to recommend transportation improvements around or between these facilities. A potential budget recommendation would be improving the route between the Red Deer Arena and Central School to encourage walking and cycling between the destinations.



community.

### FLEXIBILITY IN SPEED AND DEGREE OF IMPLEMENTATION

By not having specific detailed timelines and project lists, Council has the ability to account for strategic priorities and their influence on

### ENSURES THE COMMUNITY IS ENGAGED IN DECISION MAKING AT THE APPROPRIATE TIME

Based on the scope and scale of the project, and the degree of improvement, we will engage the community in decision making at various stages of project planning.

As projects go forward through the budget process, the public will have the opportunity to provide feedback through our budget consultation process. Additionally, other larger scale projects will have opportunities for community engagement to ensure they meet the needs of the

# MOVING RED DEER FORWARD: **MULTIMODAL CHOICE**

### **MOTOR VEHICLE**

Motor vehicles are one of the community's preferred modes of travel. Motor vehicle travel requires a network of road types to accommodate different classifications of vehicles, land uses, speeds, and volumes of traffic. Transit is one of the classifications of vehicles. Other documents, such as the Land Use Bylaw, need to consider what to do with motor vehicles when they arrive at their destination.

Pavement quality - The Pavement Quality Index is a Currently, The City has a motor vehicle network tool currently used within The City which monitors comprised of roads classified as local, collector and for defects in pavement quality, acting as an arterial. There are several elements that differentiate important data-set and trigger for The City to take the experience - speed, width, signage, pavement preventive measures to ensure quality roadways. quality, signals, and sight lines.

The mandate for motor vehicles seeks to achieve a network whereby:

"Drivers in Red Deer will drive on quality roads. Trips will be efficient and unimpeded by frequent stops, blind spots, and other mode users. The driving experience will be safe and convenient."

#### Outcomes

With the implementation of this plan, future users of the motor vehicle network will experience:

- Safe travel on roads designed for the posted speed limit
- A network that anticipates future capacity needs and considers all modes
- Roads that are well-maintained year round

#### MULTIMODAL CHOICE

#### Measuring Quality

The quality criteria for motor vehicles is defined below. The list of criteria, applied in the MTI will enable standard evaluation of a given transportation asset and identify what can be improved.

#### QUALITY

#### COMFORT

Visual Interest - Landscaping, trees and visual aesthetics create an appealing, comfortable experience. This can be measured by assessing density of streetscaping over a given distance.

#### CONNECTION

Volume - Vehicular volume impacts user experience in high-demand corridors between destinations. The existing level of service score for each road or street is used to monitor road capacity.

Destinations - The directness of routes between destinations such as work and home can impact connectivity and user experience. Closer origins and destinations mean less travel time, less congestion, and therefore more efficient use of land and transportation resources. Land-use mix is an important indicator of the need for efficient transportation system connections.

Trip time - Trip time is recognized as a measure of connectivity between key destinations, and is a percentage of expected time to travel versus actual. This measure can be used to understand the flow of motor vehicles and to assure routes are connected in ways that minimize trip time.

#### SAFETY

Intersections - Intersections create the overall transportation network effect, and are required to permit the safe connections for motor vehicles. Lights and signals will be maintained to a high standard which results in low collision rates and high level of service scores. Traffic engineers measure the flow of traffic through intersections using a level of service standard that gives a score related to how long a vehicle waits an intersection.

Wayfinding - Signs and markings will be maintained to national standards to indicate to motorists possible directions of travel and opportunities adjacent to roadways to minimize driver inattention. Adequate wayfinding will be monitored and measured through the MTI, ongoing assessments, and community feedback.

Sight Lines - Sight lines refer to the range of view for a motorist approaching intersections, permitting awareness of oncoming traffic or pedestrians. Sightlines at intersections will be enhanced, as required, to national standards based on the speed limit and volume.



Roads connect citizens' movements throughout the city and all roads will continue to be improved to meet standards. The City will continue to invest in the quality of this overall vehicle network with projects such as crown paving, repairing pot holes, signage and intersection improvements.

The map on the following page highlights the existing and future routes within comfort. As an example, future projects

the scale of the project.

The future road network extensions are such as Major Area Structure Plans and Area Structure Plans. These projects will

traffic data to inform budget recommendations for future network. The timing or speed and degree

Engineering Design Guidelines and the of Canada).

#### MOTOR VEHICLE NETWORK MAP



----- FUTURE EXTENSIONS TO THE ROAD NETWORK BASED ON GROWTH PRIORITY ROUTES IN THE EXISTING ROAD NETWORK FOR VEHICLES PRIORITY ROUTES IN THE FUTURE ROAD NETWORK FOR VEHICLES FUTURE INTERSECTION IMPROVEMENTS THAT WILL BE COMPLETED WHEN GROWN OCCURS A CONNECTION OUTSIDE OF THE CITY'S MUNICIPAL BOUNDARY TO THE REGIONAL NETWORK ■ INVESTMENT WILL CONTINUE IN EXISTING ROAD NETWORK

#### MULTIMODAL CHOICE

#### **ACTIVE TRANSPORTATION** WALKING, BIKING AND OTHER SELF-PROPELLED MODES

Active Transportation is the use of self-propelled means (bicycle, walking or other) to travel to work, school, or for daily errands. Currently, we have an active transportation network comprised of trails, sidewalks and some on-road infrastructure. It is the interconnection between these that is important as outlined in the "connect the trails" play in the Mobility Playbook.

There are several elements which add to the experience and use of the network, such as highguality, well-maintained surfaces of sufficient width, lighting, seating and wayfinding. The City further promotes urban design components to encourage pedestrian and cyclist accessibility by providing functional and attractive linkages for travel within and between neighbourhoods, and other parts of the city.

The mandate statements for active transportation envision a network whereby:

"Pedestrians in Red Deer will have high quality footpaths that are well maintained. continuous, and connected to all destinations; pathways will be designed for safety and comfort, and accessible to all ages and abilities."

And whereby:

"Cyclists in Red Deer will be able to move through the city on separated or designated pathways that are free of barriers, well lit, clear of snow

and debris. and connected to key destinations and amenities. Pathways will be safe, comfortable, enjoyable and understood by Red Deerians."

#### Outcomes

With the implementation of this plan, future users of the network will experience active transportation options for pedestrians and cyclists that:

- Are free from gaps
- Provide direct routes to key destinations
- Ensure the best use of existing infrastructure (e.g., multi-use trail system)
- Are connected to transit stops
- Are well-maintained year-round
- Are accessible for all ages and abilities
- Are well-signed and easy to navigate
- Are designed for safety of all users
- Are connected to regional trails

#### **Measuring Quality**

The quality criteria for active transportation are defined below. The list of criteria, applied in the MTI, will enable a standard evaluation of an asset and identify what can be improved.

To enable active transportation, engineering guidelines and standards shall promote quality, comfort, connection, and safety on concrete or asphalt sidewalks, multi-use trails and park trails with the following elements:

#### QUALITY

Surface conditions free of trip hazards and inaccessible slopes (with exceptions).

#### COMFORT

Sufficiently wide sidewalks and trails, located away from fast vehicle movements.

Amenities such as benches, lighting, public art, wayfinding and garbage bins.

#### CONNECTION

Building-facade elements such as multiple openings, weather protection and building to the front lot line.

Using 'walk-score' to give a high level account of local destinations in combination with a weighted matrix to evaluate the ratio of 'mixed land use'.

Fill the missing sidewalks (245), trail gaps or extensions (140), crosswalks (138), pedestrian signals (13), Rectangular Rapid Flashing Beacons (19), and marked crossings on multi-use trails.

#### SAFFTY

Intersection crossings are well-marked and signed with geometric curb treatments as required.

Universally Accessible to all ages and abilities.

Separation between bicycles and pedestrian as well as bicycles and motor vehicles.





use the sidewalks, multi-use trails and park trails to offer a

locations and height, or other details will lift these routes to

The map on the following page highlights the existing

The routes are classified as 1, 2 and 3 to distinguish between

budget process.

determined by Engineering Design Guidelines.

#### **ACTIVE TRANSPORTATION MAP**



PRIORITY 1 ROUTES WHERE IMPROVEMENTS WOULD BE MINOR BUT HAVE AN IMMEDIATE IMPROVEMENT TO THE NETWORK

- DARK GREEN LINE ROUTES ARE BETTER ESTABLISHED
- RELATION TO OTHER IMPROVEMENTS AND CORRIDOR AVAILABILITY.

#### MULTIMODAL CHOICE

PRIORITY 2 ROUTES WHERE IMPROVEMENTS WOULD BE MORE COMPLEX, AND OCCUR AFTER

PRIORITY 3 ROUTES WHERE FUTURE IMPROVEMENTS ARE DEPENDENT ON GROWTH, SEQUENCING IN



#### ACTIVE TRANSPORTATION PLAN CURRENT MTI SCORE



### MULTIMODAL CHOICE

#### BUS TRANSIT: BUS RAPID TRANSIT AND DESTINATIONS MAP

#### TRANSIT

The City works to ensure the coordination of safe roads, transit, bicycling and pedestrian facilities to maintain the ability for all citizens to move throughout Red Deer. Quality transit is acknowledged as an option to the private automobile and one that contributes to improved air quality. Bus Rapid Transit (BRT) is an expresstype service, and Administration will identify key corridors as potential routes and determine the appropriate right-of-way requirements of roadways, land use and urban design that will support a successful BRT line. Regional transportation considerations shall include bus, rail and air service and the development of a high speed passenger rail service with a stop in or near Red Deer.

The mandate statement for transit envisions a network whereby:

"Transit Riders will have access to a frequent, connected and friendly transit service. Transit stops will provide a comfortable and safe waiting experience protected from the elements and provide current information that is easily attainable by riders."

#### Outcomes

As the implementation of this plan proceeds, transit users will experience:

• A bus transit network which is fast and frequent, linking destinations along arterial routes, with excellent timetable information at well-lit and comfortable shelters.

- Transit routes that link the commercial, retail and institutional destinations in assisting the Neighbourhood Planning and Design Standards to support mixed-use, high activity nodes.
- One or two Bus Rapid Transit-like routes being direct and frequent, with quality shelters and presence in the right-of-way (dedicated lanes, advanced lights).
- A bus transit network which extends to other communities in a regional approach to mobility.

#### **Measuring Quality**

Administration will determine the best locations for stops and timetabling for the transit routes, while also evaluating the service on the following criteria:

#### QUALITY

Direct-routing, taking people to destinations with few detours, and shortened travel time.

#### COMFORT

Frequent services, low headway, and shortening the wait time for the transit user.

#### CONNECTION

Bus routes link to multiple destinations, making the routes useful to more users.

Bus stops have timetable information, with wayfinding signage, on continuous firm surface of asphalt or concrete linked to trails and other sidewalks, and have a bicycle lock-up.

#### SAFETY

Universally accessible stops clear of debris and snow/ice.

Well-lit stops with garbage bins.

Transit will have changes to and as a desirable means to transit shelters to improve the



THE POTENTIAL BUS RAPID TRANSIT LINE ALONG THE GAETZ AVENUE CORRIDOR.

- GROCERY STORES, AND THE DOWNTOWN.

0

#### MULTIMODAL CHOICE



MAJOR INSTITUTIONAL DESTINATIONS, INCLUDING RECREATION FACILITIES, SCHOOLS, AND THE COLLEGE.

MAJOR RETAIL/COMMERCIAL DESTINATIONS, WHICH INCLUDE AREAS SUCH AS LARGE SHOPPING CENTRES,

#### POTENTIAL RAIL MASS TRANSIT: LONG TERM OPTIONS MAP

#### RAIL

High Speed Rail linking Red Deer to Calgary and Edmonton is still many years away. Advocating for it needs to be paired with land use plans and design concepts for the stations. Similarly, a Light Rail Transit line in the City of Red Deer requires land use changes in the chosen corridor(s) and plans to integrate it with other public transit.

Red Deer remains part of ongoing discussions regarding Light Rail Transit (LRT) and High Speed Rail (HSR) with other tiers of government and will continue to prepare for changes in technology and plan infrastructure to accommodate changes.

#### **General Rail Preparation**

- Continue working towards positive changes in economic and social well-being, and planning for an increase in population.
- Create incentives in key corridors and nodes to accept higher order transit (trains):
- Through land use changes.
- Through maintenance of right-of-ways, keeping these free of development encroachment.

#### Light Rail Transit

- Establish the destinations as future higherdensity and activity areas through the Land Use Bylaw.
- Creates incentives for land owners to use urban design principles of passive surveillance, multiple openings, more mixes of use and higher-densities on their properties at train stops through the Land Use Bylaw.
- Restrict encroachment into a dedicated right-ofway for Light Rail.
- To be successful the service should be frequent and stop only at one (1) km given time to accelerate, travel for a 750 meter distance at top speed, and decelerate. Land use will help determine stop locations.

#### **High Speed Rail (HSR)**

- Advocate for inclusion in the decision making process with other tiers of government and/or any third party private partner.
- The City should advocate for research into the emerging technologies available, and not be restricted to any one provider or technology.
- Advocate for the High Speed Rail station to be inside the boundary of Red Deer so that the urban design and multiple benefits of this station rest with the City.
- The Station must be significant and welcoming
- The station should be architecturally designed to announce its location and importance.
- The station precinct should have food services, other traveler services, clear pedestrian access from parking lots, appropriate signage, and lighting.
- To be successful the HSR service should be frequent and have station spacing at one hundred (100) km or more. This station spacing gives the train time to accelerate, travel at top speed for a good distance, and decelerate.
- Given this, there may be a stopping pattern which skips Red Deer on a small-station pattern, but as Red Deer is the major link in the route between Calgary and Edmonton it fits into the ideal station spacing distance.

The options for Light Rail Transit are depending on the needs of The City and High Speed Rail lines could be situated



#### MULTIMODAL CHOICE

# MOVING RED DEER FORWARD: **PUTTING IT ALL TOGETHER**

This diagram highlights how we will plan, prioritize and evaluate transportation projects in a coordinated way and bring them forward for approval and public consultation through our budget process.

One of the key benefits of the plan is that it is datadriven, and has many sources to draw on including:

- Legislative and planning documents (Municipal Development Plan, Strategic Plan, Environmental Master Plan, etc.)
- Feedback received from the public about traffic, safety concerns, specific routes/modes, etc.
- The Multimodal Transportation Index (MTI), a tool we've developed to measure and evaluate

the walking, cycling and transit experience based on specific criteria including, safety, connection, quality, comfort, and cost. Much like the Pavement Quality Index is used to evaluate and identify areas for improvement in our road network, the MTI will be used to evaluate and identify gaps in our trail, sidewalk, cycling and transit networks.

This data will then assist Administration to plan and prioritize multimodal transportation projects as we prepare our annual budget submission. Next, Council will review these budget submissions and, if approved, projects will be implemented. Throughout this process, there will be opportunities for community engagement to ensure the needs of the community are reflected in the decisions.

**OPPORTUNITIES** FOR COMMUNITY ENGAGEMENT

DATA

/ PLANNING

DOCUMENTS

## **IMPLEMENTATION**

# **COUNCIL APPROVAL**

## **BUDGET SUBMISSIONS**

## **PROJECT PLANNING & PRIORITIZATION**

### LEGISLATIVE | PUBLIC MULTIMODAL FEEDBACK | TRANSPORTATION **INDEX**

### **COLLECTION**

IMPLEMENTATION

## MULTIMODAL TRANSPORTATION PLAN

RED DEER 2017

