Agenda – Council – May 14, 2008

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – May 1, 2008

Item No. 1 Active Transportation Network – Municipal Rural Infrastructure Fund Application
File ST-7.2

STANDING COMMITTEE RECOMMENDATION:

On May 7, 2008, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and submits the following to Council:

1. That a policy be adopted to incorporate Active Transportation facilities into any reconstruction or rehabilitation required on any infrastructure identified as an Active Transportation facility in the Proposed Active Transportation Network (Appendix A).

2. That the Council decision of February 21, 2007 be amended to reflect that the City become the proponent to the Rivers West/Winnipeg Trails Association's Municipal Rural Infrastructure Fund grant and be authorized to negotiate a contribution agreement with the MRIF Secretariat.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Agenda – Council – May 14, 2008

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – May 1, 2008

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 7, 2008, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On May 1, 2008, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation and referred the Proposed Active Transportation Network illustrated in the map in Appendix A to the 2009 Budget Process.

Further on May 1, 2008, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That a policy be adopted to incorporate Active Transportation facilities into any reconstruction or rehabilitation required on any infrastructure identified as an Active Transportation facility in the Proposed Active Transportation Network (Appendix A).

2. That the Council decision of February 21, 2007 be amended to reflect that the City become the proponent to the Rivers West/Winnipeg Trails Association's Municipal Rural Infrastructure Fund grant and be authorized to negotiate a contribution agreement with the MRIF Secretariat.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing,

and submitted the matter to the Executive Policy Committee and Council.

And further on May 1, 2008, the Standing Policy Committee on Infrastructure Renewal and Public referred to the Winnipeg Public Service the need for a 300 metre long sidewalk/path from the Southland Park subdivision along the west side of Lagimodiere Boulevard, from East Mint Place to Burmac Road, for prioritization within the proposed Active Transportation Plan.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – May 1, 2008

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE DECISION:

On May 1, 2008, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service that the 2008 Active Transportation program identified in Appendix A be approved.

COUNCIL DECISION:

On February 21, 2007, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the City of Winnipeg endorse the application for funding from Rivers West through the Municipal Rural Infrastructure Fund for their "Connecting Winnipeg - Pathways to the Future" project.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

RE: **2008 ACTIVE TRANSPORTATION ACTION PLAN**

FOR SUBMISSION TO: **Standing Policy Committee on Infrastructure Renewal and Public Works**

ORIGINAL REPORT SIGNED BY: **Director Public Works**

REPORT DATE: **April 24th, 2008**

RECOMMENDATION:

1. That the recommended 2008 Active Transportation program identified in Appendix A be approved.

2. That the Proposed Active Transportation Network illustrated in the map in Appendix A be referred to the 2009 Budget Process.

3. That Council adopt a policy to incorporate AT facilities into any reconstruction or rehabilitation required on any infrastructure identified as an Active Transportation facility in the Proposed Active Transportation Network (Appendix A).

4. That the Council decision of February 21, 2007 be amended to reflect that the City become the proponent to the Rivers West/Winnipeg Trails Association MRIF grant and be authorized to negotiate a contribution agreement with the MRIF Secretariat.

Report Summary

Key Issues:

- Annual review of the Action Plan is required.
- The Active Transportation (AT) Network needs to consist of three independent networks, a pedestrian network and two cycling networks, one for advanced cyclists and another for novice cyclists.
- The Public Works Department has increased the priority of AT in its everyday business operations. This includes regular snow clearing in the winter months and increased attention to spring cleanup for major cycling routes.
- The Downtown must receive special consideration.
- A north/south AT spine should be completed in Winnipeg as soon as possible
- An east/west AT spine should be completed in south Winnipeg.
- Opportunities exist with other funding sources to advance projects identified by the Active Transportation Advisory Committee and included in the Proposed Active Transportation Network.
- Many of the proposed AT network elements require property negotiations. These are the subject of a second “In Camera” report.

Implications of the Recommendation(s):

General Implications

	None
X	For the organization overall and/or for other departments
X	For the community and/or organizations external to the City
	Involves a multi-year contract

Comment(s): Development of the Active Transportation Network outlined in this report will result in an increase in service to the citizens of Winnipeg.

Policy Implications

X	No
	Yes

Comment(s):
Supports the following policy statements from Plan Winnipeg 2020 Vision:
1A-02: Encourage Downtown Living
1A-03: Promote a Safe Downtown
1A-06: Encourage Accessibility To and Within the Downtown
2A-01: Commit to Citizen Engagement
2B-02: Commit to the Reduction of Greenhouse Gas Emissions
2B-03: Commit to Responsive Government
3A-02: Promote Compact Urban Form
3A-03: Integrate Land use, Urban Design, and Transportation Planning
3C-01: Provide Integrated Transportation Network
3C-03: Commit to Traffic Operation Improvements
3D-02: Invest Strategically in New Infrastructure
5A-04: Encourage Energy Efficiency
5C-01: Maintain and Expand the System of Public Parks
5D-01: Promote Active Living

Supports the following policy statements from the Active Transportation Study:
8: Provide information to the general public about facilities and programs.
9: Market new programs and facilities.
22: Create and maintain an up to date facilities database.
27: Consider alternatives to funding.
33: Develop demonstration facilities.
34: Develop an AT network.

Regulatory Implications

X	None
	Eliminates or reduces regulatory impact
	Proposes regulatory impact

Comment(s):

Environmental Implications

	No
X	Yes

Comment(s):
Supports the following policy statements from Plan Winnipeg 2020 Vision:
2B-02: Commit to the Reduction of Greenhouse Gas Emissions
3A-02: Promote Compact Urban Form
5A-04: Encourage Energy Efficiency
5C-01: Maintain and Expand the System of Public Parks
5D-01: Promote Active Living

Human Resources Implications

	No
X	Yes

Comment(s): This increase in service creates additional infrastructure that will result in a future impact on the Operating budget of the City of Winnipeg in terms of requiring additional staff to maintain the new infrastructure.

Financial Implications

X	Within approved current and/or capital budget
	Current and/or capital budget adjustment required

Comment(s): Adoption of this plan will result in an impact on the Operating budget of the City of Winnipeg. If all pathway projects recommended in this report are constructed in 2008 future operating costs are estimated to increase by $33,300. The Sharrows program and the project connecting the Northeast Pioneers Greenway to the Forks are estimated to add a further $34,000 to future operating budgets. The Bikeway and Bike Lane projects outlined in this report require detailed analysis to identify the best methods for their implementation. Until this analysis is complete estimation of operating costs are impossible.

Report

REASON FOR THE REPORT:

On April 25, 2007, Council adopted the Active Transportation Study Implementation Plan, dated February 26, 2007, which recommended, in part, the development of a detailed Action Plan with time frames to be developed by the Active Transportation Coordinator in consultation with the Active Transportation Advisory Committee.

HISTORY and DISCUSSION:

Public awareness of and demand for year round active transportation facilities and programs has increased significantly in the last several years. This public demand is a result of the emergence of the issues of global warming because of increasing green house gas emissions as well as decreasing public health as a result of our sedentary life styles.

On January 25, 2006, Council approved the Active Transportation Study, dated February 2005, to serve as a resource in formulating future active transportation policies and programs for the City of Winnipeg. This AT Study made 36 recommendations within the following five broad principles:

1. The City shall adopt active transportation principles as an integrated part of doing business.
2. The City shall actively promote active transportation among staff and the citizens of Winnipeg.
3. The City shall develop an active transportation strategy.
4. The City shall be innovative and seek partnerships in funding and supporting AT facilities and programs.
5. The City shall establish a comprehensive citywide network of active transportation facilities.

As a result of this the Public Works Department has increased the priority of AT in its everyday business operations. This includes regular snow clearing in the winter months and increased attention to spring cleanup for major cycling routes.

On April 25, 2007, Council adopted the Active Transportation Study Implementation Plan, dated February 26, 2007, which called for the following four actions:

1. Hire an Active Transportation Coordinator

   The Active Transportation Study identified that a number of its recommendations, particularly with regards to programs and policies, require the dedication of an Active Transportation Coordinator. The Active Transportation Coordinator was hired in July 2007. A significant responsibility of this position is the implementation/coordination of policy, programs, education, promotion and funding activities including the preparation of reports to the Standing Policy Committee on Infrastructure Renewal and Public Works. This individual fulfills a facilitation/coordination role with

community groups and various City Departments and also supports and complements the work of the Active Transportation Advisory Committee.

2. Establish an Active Transportation Advisory Committee (ATAC)

This Committee was formed in July 2007 and reports to the Director of Public Works for the purpose of providing advice and recommendations on Active Transportation policies, programs, priorities, facilities and standards. This Committee has a diverse membership comprised of representatives from the following organizations which support and advocate for Active Transportation:

- Resource Conservation Manitoba
- Manitoba Cycling Association
- Winnipeg Trails Association
- Physical Activity Coalition of Manitoba
- Bike to the Future
- Mayor's Environmental Advisory Committee
- Pedestrian Representative, A member of the Prairie Pathfinders
- Active Living Coordinator, Community Development Recreation Services Division, City of Winnipeg
- Park Strategic Planner, Planning Property and Development Department, City of Winnipeg
- Senior Transportation Planner, Planning Property and Development Department, City of Winnipeg
- Transportation Facilities Planning Engineer, Public Works Department, City of Winnipeg
- Operations Planner, Transit Department, City of Winnipeg.

The ATAC plays an important role in ensuring that the vision of an integrated and coordinated approach to Active Transportation is achieved and facilitates the implementation of the recommendations of the City of Winnipeg Active Transportation Study.

3. Build Awareness and Foster Dialogue Regarding Active Transportation

A key aspect of many of the 36 recommendations of the City of Winnipeg Active Transportation Study is the need to inform the public about Active Transportation and, wherever possible and appropriate, provide an opportunity for public input. Public consultation of this nature is consistent with the recommendations of the Red Tape Commission report, in terms of improved customer service, increased stakeholder consultation and improved responsiveness to the community.

4. Develop a Detailed Action Plan with Time Frames

The implementation of the recommendations of the City of Winnipeg Active Transportation Study will deliver on a vision for Active Transportation in Winnipeg. These recommendations need to be translated into a more specific and detailed

action plan with identification of responsibilities and time frames for implementation with a public consultation component.

2008 Recommended Active Transportation Program

The Public Works Department has collaborated with the ATAC and proposes the 2008 Active Transportation Program identified in Appendix A. The projects and their corresponding budgets are explained in more detail below in Table 1.

Table 1: Active Transportation Projects and their corresponding budgets recommended for construction in 2008.

Table 1			
Project	**Recreational Walkways & Bike Paths**	**Other funding sources**	**Funding source details**
Pathways			
Phase II Northeast Pioneers Greenway (NPG)	$500,000		
Bishop Grandin Greenway from Glen Meadow Street to River Road	$128,000	$372,000	On June 20, 2007, Council approved a sale of surplus land on the southwest corner of St. Mary's Road and Avalon Road. Council further directed that the net proceeds be utilized for this project and the remainder be allocated to the Recreational Trails and Bike Paths Capital Works Program. The amount of the net proceeds is unknown at this time and the land sale is subject to a successful rezoning application. The results of the rezoning application and the amount of the net proceeds will not be known until late in the 2008 construction season. This project needs to be constructed early in 2008. **The projects identified below in italics will be held in abeyance until the funding from the above land sale is realized and there is sufficient funding to allow the projects identified in italics to proceed.**
Harte Trail		$253,000	Funding from the Assiniboia Community Committee Land Dedication Reserve will be utilized to front end the entire cost of the pathway. The Assiniboia Community Committee Land Dedication Reserve will be reimbursed two thirds of the eligible funding from the Manitoba Rural Infrastructure Fund program once the pathway is completed
Bishop Grandin Greenway West (Red River to Pembina)	$400,000		Funding from the Recreational Trails and Bike Paths Capital Works Program will be utilized to front end the entire cost of the pathway. The Recreational Trails and Bike Paths Capital Works Program will be reimbursed two thirds of the eligible funding from the Manitoba Rural Infrastructure Fund program once the pathway is completed
Winnipeg Tails Association Trailhead & ID Signage	$80,000		
WinSmart Pathway (Osborne to the Red River)	$150,000		
Southpoint Pathway	$109,000	$291,000	*This project will be mostly funded from the Planning, Property and Development Department – Riverbank Greenway Programs ($291,000)*
North Winnipeg Parkway (Alfred to St. Johns Park) (Study)	$50,000		
Sub - Total	**$1,417,000**	**$916,000**	

Total Recreational Walkways & Bike Paths and other funding sources	**$2,333,000**	

Table 1 continued			
Project	**Active Transportation Corridors**	**Other funding sources**	**Funding source details**
Active Transportation Corridors			
Sharrows (Roblin/Grant; Plessis/Regent; Dakota/Dunkirk)	$50,000		
*Unallocated Funding	$550,000		*Remaining projects are listed in order of priority. They will be built in that order up to $550,000. Any remaining projects will be considered for implementation in 2009.
*NPG to The Forks (via Higgins and Waterfront)			Estimate Pending
*Assiniboine Bikeway			Estimate Pending
*Alexander/Pacific Bikeway			Estimate Pending
*Carlton/Hargrave Bike Lane			Estimate Pending
*Fort/Garry Bike Lane			Estimate Pending
Total Active Transportation Corridors	**$600,000**		
Total Recreational Walkways & Bike Paths and other funding sources	**$2,333,000**		
Grand Total – All funding Sources	**$2,933,000**		

1. Several Active Transportation initiatives had been previously identified for programming in 2008.

   - The second phase of the Northeast Pioneers Greenway at an estimated cost of $500,000.
   - $80,000 for partial funding for the production and installation of trailhead and trail identification signage
   - Installation of “Sharrows” on key routes. Sharrows are special lane markings combined with signage that encourages vehicles and cyclists to share a widened curb lane.

2. Projects for which there are other sources of funding (eg. Land dedication funding, MRIF funding, proceeds of land sales) have been advanced to 2008. These include:

- **Bishop Grandin Greenway between Glen Meadow and River Road**
  (On June 20, 2007, Council approved a sale of surplus land on the southwest corner of St. Mary's Road and Avalon Road. Council further directed that net proceeds realized from the sale of the surplus land be utilized for this project and the remainder be allocated to the Recreational Trails and Bike Paths Capital Works Program. The land sale is subject to a successful rezoning application. The results of the rezoning application will not be known until late in the 2008 construction season. This project needs to be constructed early in 2008. The projects identified in *italics* in Table 1 will be held in abeyance until this funding is realized.
- **Harte Trail extension east to Shaftesbury**
  (Funding from the Assiniboia Community Committee Land Dedication Reserve will be utilized to front end the entire cost of the pathway. The Assiniboia Community Committee Land Dedication Reserve will be reimbursed two thirds of the eligible funding from the MRIF program once the pathway is completed)

- **Bishop Grandin Greenway West from the Red River to Pembina Highway**
  (Funding from the Recreational Trails and Bike Paths Capital Works Program will be utilized to front end the entire cost of the pathway. The Recreational Trails and Bike Paths Capital Works Program will be reimbursed two thirds of the eligible funding from the MRIF program once the pathway is completed)

3. Given the importance of the Downtown network the following projects, are proposed for 2008 construction by the Public Works Department:

   - Carlton Street & Hargrave Avenue Street Bicycle Lanes

   - Fort Street & Garry Street Bicycle Lanes

   The goal of these projects is to develop bicycle lanes along these Streets in the Downtown area. This project requires detailed analysis by the Public Works Department in order to identify feasible options and construction and operating costs.

Proposed Active Transportation Network

The fifth principle of the 2005 Active Transportation Study is that Winnipeg establish a comprehensive citywide network of active transportation facilities. It will be difficult to build an AT network without a concrete goal to work towards. On the other hand the goal must be attainable in a reasonable time frame. The goal must also be flexible enough to adapt to changing circumstances and the inevitable increase in AT knowledge, as it relates to the unique situation in Winnipeg, as the program moves forward. Building on the recommendations of the Active Transportation Advisory Committee, the Public Works Department proposes that the Active Transportation network illustrated in the map in Appendix A be referred to the 2009 Budget process.

Policy to Incorporate AT Facilities into any Reconstruction or Rehabilitation of Infrastructure

On January 25, 2006, Council approved the Active Transportation Study, dated February 2005, to serve as a resource in formulating future active transportation policies and programs for the City of Winnipeg. The first principle of the 2005 Active Transportation Study was that the City of Winnipeg adopt Active Transportation principles as an integrated part of doing business. The study recommended that the City strive to implement AT facilities in all Civic facilities; incorporate AT facilities in all new transportation infrastructure projects and in all infrastructure renewal projects where feasible. The Public Works Department proposes that Council adopt a policy whereby AT facilities shall be incorporated into new infrastructure or infrastructure renewal projects identified in the proposed AT network illustrated in Appendix A.

Other AT Facilities Planned for 2008

In keeping with the above all infrastructure renewal projects scheduled for design or construction in 2008 have been reviewed from an AT perspective and recommendations made regarding the feasibility of incorporating AT facilities into each project where feasible. In addition to the above AT program, the following capital infrastructure renewal projects will have AT facilities incorporated into them.

- **Fort Garry Bridge**
  Separate multi-use asphalt pathways will be developed from River Road connecting to the Fort Garry Bridge. This will include pathways under the bridge on the east side of the Red River.

- **McGillivray Boulevard from Waverley Street to Columbia Drive**
  A separate multi-use asphalt pathway is planned along McGillivray Boulevard from Columbia Drive to Pembina Highway.

- **Chief Peguis Trail from Henderson Highway to Lagimodiere Boulevard**
  A separate multi-use asphalt pathway is planned along this roadway for the entire length of the project.

- **Inkster Boulevard from Keewatin Street to Brookside Boulevard**
  A separate multi-use asphalt pathway is planned along this roadway for the entire length of the project.

New Regional Sidewalks

Projects under the New Regional Sidewalks Capital Account will be the subject of a subsequent report.

Financial Impact Statement **Date:** April 24, 2008

Project Name: **First Year of Program** **2008**

2008 – 2010 ACTIVE TRANSPORTATION ACTION PLAN

	2008	2009	2010	2011	2012
Capital					
Capital Expenditures Required	$ 2,933,000	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	2,933,000	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 33,650	$ 286,560	$ 286,560	$ 286,560	$ 286,560
Less: Incremental Revenue/Recovery	69,240	-	-	-	-
Net Cost/(Benefit)	$ (35,590)	$ 286,560	$ 286,560	$ 286,560	$ 286,560
Less: Existing Budget Amounts	(35,590)	286,560	286,560	286,560	286,560
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: The funding for the capital costs for these projects has been identified as: 2008 Recreational Walkways and Bike Paths - $1,246,000 ($267,000 of this amount is anticiapted to be repaid with funding from an MRIF grant); 2007 Recreational Walkways and Bike Paths - $171,000; 2008 Active Transportation Corridors - $600,000; 2008 Riverbank Greenway Programs - $291,000; Proceeds of surpus land sale on the southwest corner of St. Mary's Road and Avalon Road - $372,000; and Assiniboia Community Committee Land Dedication Reserve - $253,000 (2/3 of this amount is anticipated to be repaid with funding from an MRIF grant).

The Current expenditure costs include debt and finance charges on Cash to Capital funded projects. Projected additional operating costs related to maintenance of these paths, to the extent they could be quantified, will be included in the Public Works Department's future years' budgets. The additional 2008 maintenance costs will be covered by the Department's existing adopted budget.

"Original Signed by Darcy Stewart, CA"

D. Stewart, CA
Manager of Finance & Administration

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By:

Community Services Department
Planning, Property and Development Department
Winnipeg Parking Authority

External Consultation With:

Active Transportation Advisory Committee

THIS REPORT SUBMITTED BY:

Department:	Public Works
Division:	Transportation Engineering
Prepared by:	Kevin Nixon 986-4966
Processed by:	K. Ross 986-4141
File No.:	TBD
File Name:	L:\Admin\Reports 2008\Kevin Nixon\April\Active Transportation Action Plan\2008 - 2010 Active Transportation Action Plan Report.doc

Attach.

Appendix A



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