Minute No. 309
Report – Standing Policy Committee on Infrastructure Renewal and Public Works – March 10, 2009

Item No. 7 2009 Active Transportation Action Plan
eFile ST-7.2

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That the Director of Public Works be authorized to prioritize other Active Transportation projects if extra funding is available due to projects being completed below estimates.

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

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – March 10, 2009

DECISION MAKING HISTORY:

Moved by Councillor Clement,

That the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 19, 2009, 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 March 10, 2009, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in recommendation 3 of the Winnipeg Public Service, and submitted the matter to the Executive Policy Committee and Council.

STANDING COMMITTEE DECISION:

On March 10, 2009, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in recommendations 1, 2 and 4 of the Winnipeg Public Service.

Further on March 10, 2009, the Standing Policy Committee on Infrastructure Renewal and Public Works received submissions in support of the 2009 Active Transportation Action Plan from the following:

- Nona Pelletier, Member of the North Commuter Cyclists and Friend of St. John's Park, submitted a communication dated March 6, 2009
- Janice Lukes, Winnipeg Trails Coordinator, Winnipeg Trails Association, submitted a presentation dated March 10, 2009

RE: 2009 ACTIVE TRANSPORTATION ACTION PLAN

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

ORIGINAL REPORT SIGNED BY: **L.S.W. Larkin, P. Eng., Director Public Works**

REPORT DATE: **March 4, 2009**

RECOMMENDATIONS:

1. That the recommended 2009 Active Transportation program identified in Table 1 be approved.
2. That the Proposed Active Transportation Network illustrated in the map in Appendix A be referred to the 2010 Budget Process.
3. That the Director of Public Works be authorized to prioritize other Active Transportation projects if extra funding is available due to projects being completed below estimates.
4. That the 2009 Capital Budget for the Public Works Department, Recreational Walkways and Bike Paths, be increased by $600,000 to reflect reimbursement from the Manitoba Rural Infrastructure Fund program for recreational path construction on the Harte Trail and the Bishop Grandin Greenway west of the Red River.

Report Summary

Key Issues:

- Annual review of the Action Plan is required.
- The Public Works Department has increased the priority of Active Transportation (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 is receiving special consideration.
- Opportunities exist with other funding sources to advance projects identified by the Active Transportation Advisory Committee (ATAC).

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

( ) Within approved current and/or capital budget
(X) 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. The Sharrows program and the Bike Lanes and Bikeway programs are estimated to add a further $133,000 to future operating budgets. If all pathway and sidewalk projects recommended in this report are constructed in 2009, future operating costs are estimated to increase by $3,500 and $1,300 annually respectively.

Report

REASON FOR THE REPORT:

On December 16, 2008, as part of the Council adoption of the 2009 Annual Capital Budget, the Public Service was requested to report back on the recommended Active Transportation Plan.

HISTORY AND DISCUSSION:

Public awareness of, and demand for, year-round active transportation facilities and programs continues to increase significantly.

2009 Recommended Active Transportation Program

The Public Works Department, in consultation with the ATAC, proposes the following 2009 Active Transportation Program, as identified in Table 1:

Table 1:
Active Transportation Projects Recommended for Construction in 2009

Project	Recreational Walkways and Bike Paths	Other Funding Sources	Other Funding Source Details
Pathways			
Bishop Grandin Greenway West from Pembina Hwy. to Waverley St. (Design and Construction of Phase I)	$250,000	$400,000	Two-thirds of the project will be funded from the Federal and Provincial Governments upon completion, as per the MRIF agreement.
Trail Head Signage	$50,000		
North Winnipeg Parkway	$205,000	$200,000	MRIF funding from the 2008 Active Transportation Program
Red River Crossing Feasibility Study	$250,000		
Silver Avenue Trail	$170,000	$200,000	2009 Parks and Playgrounds Capital Account
Donald Street Pathway	$325,000		
Total Recreational Walkways and Bike Paths	**$1,250,000**	**$800,000**	

Table 1 continued:

Project	Active Transportation Corridors	Other Funding Sources	Funding Source Details
Active Transportation Corridors			
Spot Improvements	$200,000		
Bike Parking	$170,000		
AT Signage System Strategy	$200,000		
Pembina study	$ 95,000		
McDermot/Bannatyne Bike Lanes	$115,000		
Eugenie Bikeway	$ 80,000		
Promotion			
Commuter Challenge	$ 10,000		
Bike to Work Day	$ 20,000		
New Cycling Map	$ 20,000		
International Trails Day	$ 10,000		
Graphic & Website Design	$ 25,000		
Research			
GPS Cycle Route Study	$ 25,000		
Design Guidelines and Standards	$ 10,000		
Zoning By-law Reviews	$ 10,000		
Bridge and Underpass audit	$ 10,000		
Total Active Transportation Corridors	**$1,000,000**		

Project	New Regional Sidewalks	Other Funding Sources	Funding Source Details
New Regional Sidewalks			
St. Vital Bridge approaches	$120,000		
Levis Street	$40,000		
Carlton Street	$40,000		
Hargrave Street	$50,000		
Total New Regional Sidewalks	**$ 250,000**		

Summary	
Total Recreational Walkways and Bike Paths	**$1,250,000**
Total Active Transportation Corridors	**$1,000,000**
Total New Regional Sidewalks	**$ 250,000**
Total 2009 Adopted Budgets - AT	**$2,500,000**
Parks and Playgrounds Capital	**$ 200,000**
Total Other Funding Sources - MRIF	**$ 600,000**
2009 Active Transportation Funding Total	**$3,300,000**

2009 Recommended Active Transportation Program Detail

More detail on each of the projects identified in Table 1 is provided below.

Bishop Grandin Greenway West (west of Pembina Highway, Design and Phase I)

- This project is the next phase of the Manitoba Rural Infrastructure Fund (MRIF) project started in 2008. The project is the construction of a multi-use pathway extending west from Pembina Hwy toward Waverley Street. The City of Winnipeg will be reimbursed two-thirds of the funding for this project as per the MRIF agreement. Funding in the amount of $400,000 will be contributed from MRIF in 2009 for the Bishop Grandin Greenway West (Pembina Hwy to Waverley) project.

Trail Head Signage

- Trail head signage is important for navigation and education, and to help promote the breadth and existence of the City's AT networks, particularly the recreational and natural trails component, to potential users. This funding has been successfully used as seed funding by the Winnipeg Trails Association to generate sponsorship opportunities and other funding contributions.

North Winnipeg Parkway

- This section of the North Winnipeg Parkway is part of the Trans Canada Trail. It is an important link on the network, one which will also serve to solve a dangerous situation with children running out in front of the Redwood Bridge, and will create tremendous added value to an existing route stretching from Kildonan Park to Waterfront Drive. Funding in the amount of $200,000 will be contributed from MRIF from the 2008 Bishop Grandin Greenway West (Red River to Pembina Hwy).

Red River Crossing Feasibility Study

- This involves a feasibility study to identify options for a pedestrian and cycling bridge over the Red River for the purpose of connecting St. Vital with the University of Manitoba. A Steering Committee will be set up to determine the Terms of Reference for the study and to give guidance as the study is conducted.

Silver Avenue Pathway

- This project is the first phase of the Silver Avenue Pathway, which will ultimately connect Hamilton Ave to St. Mathews Ave along the currently undeveloped Silver Avenue right-of-way. The first phase will connect Hamilton Avenue with Sturgeon Road.

Donald Street Pathway

- This project will enhance the BRT project that is being constructed along Donald Street in 2009. There are two places along the BRT in which available space does not allow for the construction of a multi-use pathway. Specifically behind the Masonic Temple on the southeast corner of Osborne Street and Corydon Avenue and behind the apartment buildings on the southeast corner of Donald Street and Stradbrook Avenue.

Active Transportation Corridors

Spot Improvements

- The ATAC has indicated that there are many locations on the street network in Winnipeg that are barriers to Active Transportation (AT). The ATAC recommends that a budget line item be created to solve these neighbourhood specific issues or Spot Improvements. Projects that qualify for funding from this line item will be located City-wide and not necessarily on the proposed AT Network. Funding from this line item would not be available for studies but for capital infrastructure improvements up to a maximum of $45,000 per project. Projects would be prioritized on the following criteria:
    - Level of Demand
    - Degree of Barrier
    - Potential Benefit
    - Cost/Ease of improvement

Bike Parking

- An important component of the ATAC recommendations for the 2009 Capital Budget is the recommendation of funding for a bike parking program that will allow for the addition of bike parking at destinations / facilities throughout the city.

AT Signage System Strategy

- The ATAC has identified the need for a new AT signage system. Work by the Winnipeg Trails Association and the City of Winnipeg to develop special signage for the Winnipeg Parkway System and trails under the umbrella of the Winnipeg Trails Association has identified the importance of promoting and marketing AT facilities. It is recommended that a similar strategy be developed for on-road AT facilities.

Pembina Study

- The proposed AT Network identifies routes that, once complete, will provide the basic framework of an AT Network in Winnipeg. It does not yet address major thoroughfares such as Pembina Highway or recommend the methods by which the routes should be developed. Possible examples include bike lanes, bike boulevards and separate multi-use pathways. It is recommended that Pembina Highway be added to the AT Network and that funding be budgeted for a study to investigate the best options for the addition of AT facilities.

McDermot/Bannatyne Bikeways

- This project is the addition of on road cycling infrastructure to McDermot and Bannatyne Avenues between Waterfront Drive and Sherbrook Street. While the goal here is the addition of a bike lane on each of these streets final design is contingent on a detailed feasibility study.

Eugenie/Des Meurons Bikeway

- This project is the development of a Bike Boulevard on Eugenie Street and Rue Des Meurons to connect the Norwood Bridge with the Niakwa Trail along Fermor Avenue.

Promotion

Sponsorship

- The City of Winnipeg is currently considering alternatives to funding facility and program development. The City is working to implement a Sponsorship Program to provide public-minded individuals, businesses, corporations, foundations, and community groups with the opportunity to sponsor the delivery of AT services. Each of the following projects would be a good candidate for sponsorship:

Commuter Challenge

- The Commuter Challenge is an annual event that encourages Canadians to walk, cycle, take transit, carpool or tele-work instead of driving alone to work. It is coordinated by Resource Conservation Manitoba (RCM), a non-profit organization, non-governmental centre for environmental education and sustainable living. The City of Winnipeg has participated in and supported the Commuter Challenge for many years.

  The Commuter Challenge supports workplaces as they encourage their employees to leave their cars at home for their personal health, the health of their communities and the health of the environment. Individuals can also participate. The program is based on a friendly competition between workplaces and communities across Canada to see which has the highest percentage participation rates during the week. The 2009 event represents the 10th Commuter Challenge for RCM and the City of Winnipeg. Participation continues to grow each year.

Bike to Work Day

- The first new event to promote programs and encourage AT among the public (Active Transportation Study (ATS) Recommendation 12) was implemented in 2008. The first annual "Bike to Work Day" was held on June 20, 2008 and was a tremendous success. The event was planned and carried out in partnership with the City of Winnipeg, Bike to the Future, Climate Change Connection, Manitoba Cycling Association, Natural Cycle, Resource Conservation Manitoba, and the Winnipeg Trails Association. Bike to Work Day is planned again for June 19, 2009.

  Bike to Work Day achieved participation from a wide spectrum of the population and it convinced many people to give cycle commuting a try for the first time. A total of 2,177 cyclists registered for the event and 2,543 cyclists were counted cycling the day of the event. Approximately 20% of those registered were first time commuters. Bicycle traffic counts were done in 12 locations throughout the city and showed an average increase in cyclist traffic of 64% on that day. The range was 13% to 145% depending on location.

  Bike to Work Day was the first AT event to explore the possibility of sponsorship. In total, 52 companies, groups and organizations supported the event with financial or in-kind contributions. Financial contributions exceeded $27,600. Approximately 70 volunteers supported the event throughout the City.

New Cycling Map

- One of the most important initiatives identified by ATAC is the renewal of a Winnipeg Cycling Map. The most current cycling map was produced in 1999 by the Manitoba Cycling Association and is based on the 1993 City of Winnipeg Bicycle Facilities Study. This map was produced to suggest routes for commuter and recreational cyclists, in part to support cycling to venues at the Pan Am Games.

  Recent demand for the map has increased significantly and supplies are limited. In addition, significant AT improvements have been completed in many areas of the city since the map's inception. As a result, it has been decided that funding from the 2008 AT Corridors Capital Budget be utilized to produce a new Winnipeg Cycling Map in time for distribution on Earth Day, April 22, 2009.

  The new cycling map will be based on the Winnipeg proposed AT Network. In the interests of ensuring that the AT Network reflected in the cycling map is usable in 2009, the proposed adjustments to the AT Network are recommended for approval.

International Trails Day

- International Trails Day is an annual celebration of trails, trail development and the healthy lifestyle they encourage. It is celebrated throughout the world on the first Saturday in June. This year, 2009, will be the third celebration in Manitoba. The Winnipeg Trails Association initiated the movement to bring International Trails

Day to Manitoba and has organized this event with partner organizations in Winnipeg for the past two years.

Graphic and Website Design

- The Website gives information to the general public about the AT Network and cycling safety. Development of the website is in its infancy and more information will be added in the future. ATAC recommends that funding for improved Graphic and Website Design be included in the budget for the 2009 AT Action Plan.

Research

Global Positioning System Cycle Route Study

- This report recommends that $25,000 be budgeted to partner with the Centre for Sustainable Transportation for a Federation of Canadian Municipalities Green Municipal Fund application to study the detailed routes used by cyclists in Winnipeg. Routes used by cyclists will be determined using Global Positioning System (GPS) technology. Currently, data on cyclists are collected only at specific locations in the city. Although useful, this data does not provide the origin and destination of cyclist activity. The City of Winnipeg is also awaiting the results of a large origin and destination study; however, this study is limited in that it collects origin and destination of cyclists but does not provide information on the specific routes cyclist use between their origin and destination. The subject study will provide detailed routes used by cyclists and will be extremely useful in determining which of the elements of the City-wide AT Network should be the highest priority for development.

Design Guidelines and Standards

- The integration of AT facilities in private development through tools used within the development review process is the subject of ATS Recommendation 5. This report supports this by recommending that right-of-way design guidelines and standards be developed as part of the 2009 AT program. These guidelines and standards should clarify how pedestrian and bicycle traffic should be accommodated on various street types. Ultimately these guidelines should be endorsed by Council for application to new and rehabilitative infrastructure projects. It is anticipated that these standards will be similar to the Complete Streets Design Guidelines of the National Complete Streets Coalition (http://www.completestreets.org/policies.html).

Zoning By-law Reviews

- This report further recommends that both Zoning By-Laws of the City of Winnipeg be reviewed for potential additional AT facility requirements

Bridge and Underpass Audit

- Bridges and underpasses are crucial components of the city's AT network (as those that do not facilitate AT act as barriers). ATAC has recommended that each bridge and underpass in the City of Winnipeg be audited to determine the current state of accessibility and identify necessary changes or alternatives.

New Regional Sidewalks

St. Vital Bridge approaches

- Sidewalks will be added on the west side of the St. Vital Bridge approaches.

Levis Street

- A sidewalk will be added on the west side of Levis Street between Watt Street and 100 meters west of Watt Street.

Carlton Street

- A sidewalk will be added adjacent to the bike lane on Carlton Street between St. Mary Avenue and York Avenue.

Hargrave Street

- A sidewalk will be added to the west side of Hargrave Street between St. Mary Avenue and York Avenue.

Additional Active Transportation Facilities Planned for 2009-2010 Construction

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 Plaza Drive and the new Bishop Grandin Greenway west multi-use pathway in 2009. This will include pathways under the bridge on the east and west sides of the Red River.

McGillivray Boulevard from Waverley Street to Columbia Drive

- A separate multi-use asphalt pathway was constructed along the north side of McGillivray Boulevard from Kenaston Boulevard to Waverley Street in 2008. The pathway from Kenaston Boulevard to Columbia Drive and a separate multi-use pathway on the south side of McGillivray Boulevard from Waverley Street to Pembina Highway will be constructed in 2009.

Bishop Grandin Boulevard (Island Shore Blvd. to Lagimodiere Blvd.)

- A separate multi-use pathway will be constructed along the south side of Bishop Grandin Boulevard, and a path along the west side of Lagimodiere between East Mint Place and Burmac Road, in 2009.

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 from Henderson Highway to Lagimodiere Boulevard, including connections to the Northeast Pioneers Greenway. Construction of the pathway is expected to take place in 2010.

Inkster Boulevard from Keewatin Street to Brookside Boulevard

- A separate multi-use asphalt pathway is planned along this roadway twinning project, from Brookside Boulevard to Keewatin Street. Construction of the pathway is expected to take place in 2010.

Disraeli Bridges Rehabilitation Project

- **Powers Bikeway**
  - The Powers Bikeway is the development of a Bike Boulevard on Powers Street from Leila Avenue to Sutherland Avenue.

- **Active Transportation Bridge**
  - In September 2008 City Council approved a plan for rehabilitation of the Disraeli Bridges, which includes the provision of a new Pedestrian/Cycle Bridge over the Red River. The AT bridge will be included in the Request for Proposal (RFP) process.

Proposed Active Transportation Network

The Public Works Department proposes that the Active Transportation network illustrated in the map in Appendix A be referred to the 2010 Budget process. The most significant recommendation of the 2008 AT Action Plan was the development of the City's proposed AT Network. For the first time, the City of Winnipeg has a clear goal regarding the initial form of the facilities that will allow Winnipeg to compete with other cities from an AT perspective. The proposed AT Network identifies routes that, once complete, will provide the basic framework.

Financial Impact Statement

Date: February 24, 2009

Project Name: **First Year of Program** **2009**

2009 ACTIVE TRANSPORTATION ACTION PLAN

	2009	2010	2011	2012	2013
Capital					
Capital Expenditures Required	$ 3,300,000	$ -	$ -	$ -	$ -
Less: Existing PW Budgeted Costs	2,700,000	-	-	-	-
Additional Capital Budget Required	$ 600,000	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
External	-	-	-	-	-
Manitoba Rural Infrastructure Fund	600,000	-	-	-	-
Reserves, Equity, Surplus, Other	-	-	-	-	-
Total Funding	$ 600,000	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ 600,000				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ 299,300	$ 299,300	$ 299,300	$ 299,300
Less: Incremental Revenue/Recovery	153,687	-	-	-	-
Net Cost/(Benefit)	$ (153,687)	$ 299,300	$ 299,300	$ 299,300	$ 299,300
Less: Existing Budget Amounts	(153,687)	161,500	161,500	161,500	161,500
Net Budget Adjustment Required	$ -	$ 137,800	$ 137,800	$ 137,800	$ 137,800

Additional Comments: 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 need to be included in the Public Works Department's future years' operating budgets.

"Original Signed by 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:

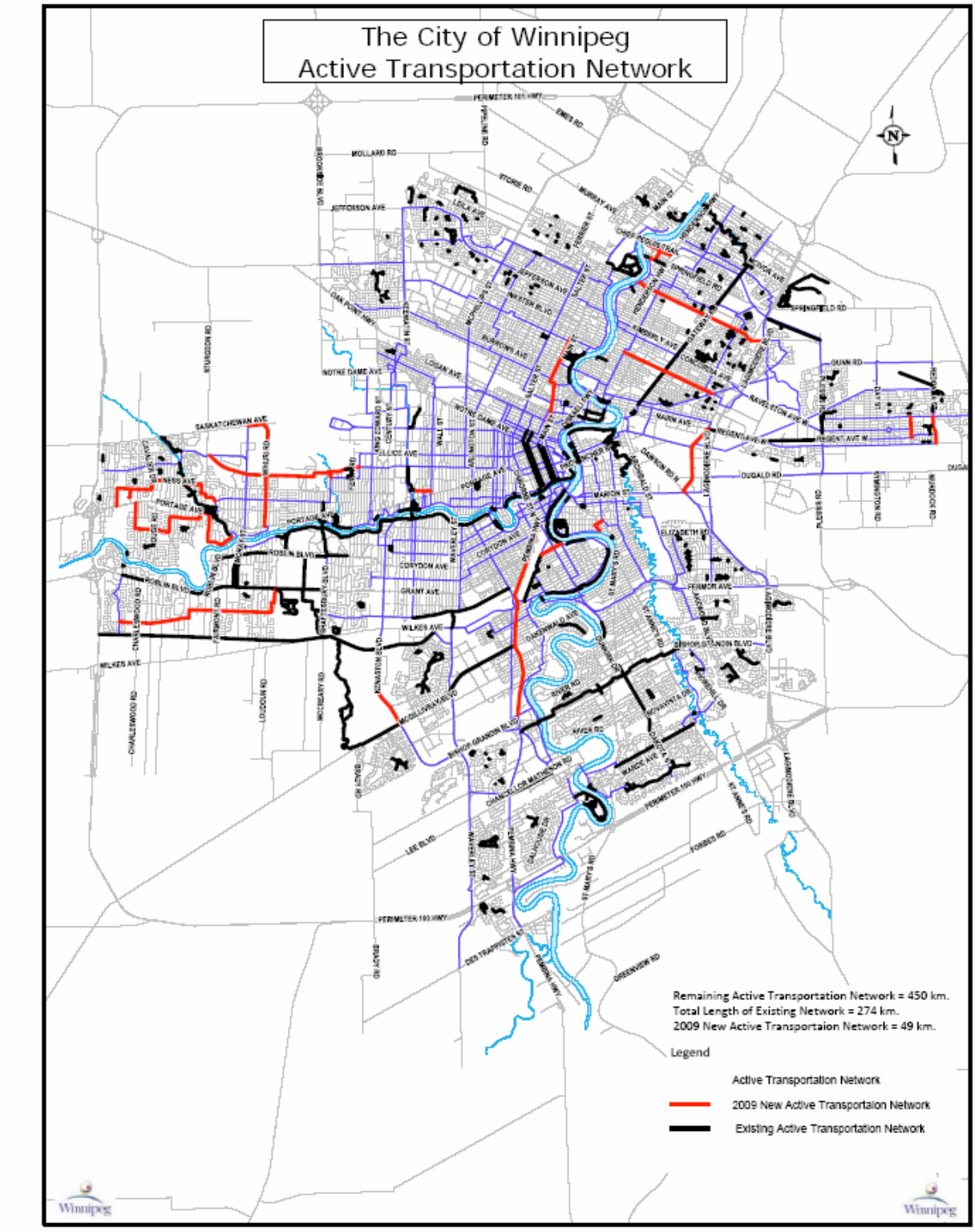
Active Transportation Advisory Committee

THIS REPORT SUBMITTED BY:

Department: Public Works
Division: Transportation
Prepared by: Kevin Nixon, Active Transportation Coordinator..... 986-4966
Processed by: Carol Kawaza, Transportation Clerk 986-5288
File No.: h:\transportation folders\2009 reports\kevin nixon\2009 active transportation action plan report.doc:

Appendix A


Active
Transportation Netwo


The City of Winnipeg
Active Transportation Network
Remaining Active Transportation Network = 450 km.
Total Length of Existing Network = 274 km.
2009 New Active Transportaion Network = 49 km.
Legend
Active Transportation Network
2009 New Active Transportaion Network
Existing Active Transportation Network
Winnipeg
Winnipeg