Minute No. 62
Report – Standing Policy Committee on Infrastructure Renewal and Public Works – November 15, 2011

Item No. 1 Transportation Master Plan

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works, as amended by the Executive Policy Committee, and adopted the following:

1. That in order to meet the requirements of OurWinnipeg, the Winnipeg Transportation Master Plan be adopted as the long range transportation policy for the City of Winnipeg, incorporating the following amendments:

    A. That inasmuch as the eastern extension of the Rapid Transit Corridor as shown in the Transportation Master Plan is consistent with Complete Communities in that it runs along a Regional Mixed Use Corridor and terminates at a Regional Mixed Use Centre, should future development or land use changes occur that warrant a shift in the alignment or staging within the Plan, appropriate changes would be contemplated at that time.

    B. That the description of the Summary of Road Network Improvements on page 11 of the Transportation Master Plan, Executive Summary, under the Link heading in the Short-term (by 2016) Timeframe, be amended as follows:

        i. That "Marion-Goulet Connection – Youville to Lagimodiere" be deleted and replaced with "Marion Street Widening/Grade Separation and Improvements - Archibald to Lagimodiere".

    C. That the timeframes for the following Rapid Transit Corridors on page 9 of the Transportation Master Plan, Executive Summary, be amended as follows:

        i. For the Southwest (Graham Mall to U of M), delete "Before 2031" and replace with "By 2016 (Short-term)"; and

        ii. For the East (Graham Mall to Lagimodiere) delete "Before 2031" and replace with "By 2021 (Medium-term)".

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COUNCIL DECISION (continued):

D. That the following be added as an additional bullet under the Key Strategic Goals Heading on page 3 of the Transportation Master Plan, Executive Summary:

i. A transportation system that reduces its greenhouse gas emissions footprint and meets or surpasses climate change and emissions reduction goals set by the City and the Province.

2. That the Winnipeg Public Service be directed to develop recommendations for financing property acquisition for future transportation facilities.

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

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DECISION MAKING HISTORY:

Moved by Councillor Vandal,

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

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 16, 2011, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works, with the following amendment:

- Delete the wording for Recommendation 1.D.i. and replace with the following: "A transportation system that reduces its greenhouse gas emissions footprint and meets or surpasses climate change and emissions reduction goals set by the City and the Province"

- Delete Recommendation I.E, pertaining to the future extension of the Chief Peguis Trail, from Edward Schreyer Parkway to PTH 101, in its entirety,

and submitted the matter to Council.

Also on November 16, 2011, the Executive Policy Committee received submissions with respect to the Transportation Master Plan from:

- Janice Lukes, Winnipeg Trails Coordinator, Winnipeg Trails Association
- Beth McKechnie, Green Action Centre

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DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On November 15, 2011, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

A. That inasmuch as the eastern extension of the Rapid Transit Corridor as shown in the Transportation Master Plan is consistent with Complete Communities in that it runs along a Regional Mixed Use Corridor and terminates at a Regional Mixed Use Centre, should future development or land use changes occur that warrant a shift in the alignment or staging within the Plan, appropriate changes would be contemplated at that time.

B. That the description of the Summary of Road Network Improvements on page 11 of the Transportation Master Plan, Executive Summary, under the Link heading in the Short-term (by 2016) Timeframe, be amended as follows:

    i. That “Marion-Goulet Connection – Youville to Lagimodiere” be deleted and replaced with “Marion Street Widening/Grade Separation and Improvements – Archibald to Lagimodiere”.

C. That the timeframes for the following Rapid Transit Corridors on page 9 of the Transportation Master Plan, Executive Summary, be amended as follows:

    i. For the Southwest (Graham Mall to U of M), delete "Before 2031" and replace with "By 2016 (Short-term)"; and
    ii. For the East (Graham Mall to Lagimodiere) delete "Before 2031" and replace with "By 2021 (Medium-term)".

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – November 15, 2011

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

D. That the following be added as an additional bullet under the Key Strategic Goals Heading on page 3 of the Transportation Master Plan, Executive Summary:

   i. A transportation system that reduces greenhouse gas emissions.

E. That verbal recommendation from Winnipeg Public Service be concurred in, namely, the future extension of the Chief Peguis Trail, from Edward Schreyer Parkway to PTH 101, as outlined on Map 3 on the Strategic Road Network, be deleted,

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

On November 4, 2011, the Standing Policy Committee on Infrastructure Renewal and Public Works laid over the matter to its meeting on November 15, 2011.

Also, on November 4, 2011, the Standing Policy Committee on Infrastructure Renewal and Public Works received from Peter Miller, Policy Committee Chair, Green Action Centre, a communication dated January 17, 2011 from Colin Crolly, President, Board of Directors, Green Action Centre, along with his presentation in support of the Transportation Master Plan.

ADMINISTRATIVE REPORT

Title: Transportation Master Plan

Critical Path: Standing Policy Committee on Infrastructure Renewal & Public Works - Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
L. Escobar, P. Eng. PTOE Manager of Transportation	B.W. Sacher, P.Eng. Director of Public Works	n/a	D Joshi COO

RECOMMENDATIONS

In order to meet the requirements of OurWinnipeg, The Winnipeg Public Service recommends that the Winnipeg Transportation Master Plan be adopted as the long range transportation policy for the City of Winnipeg.

That Council directs the Public Service to develop recommendations for financing property acquisition for future transportation facilities.

REASON FOR THE REPORT

A report of this nature requires the approval of Council. This report is the implementation framework for the Sustainable Transportation Strategy, a component of OurWinnipeg.

IMPLICATIONS OF THE RECOMMENDATIONS

The recommendations in this report provide a policy framework for transportation in Winnipeg for the next 20 years. Its emphasis is on moving people, goods and services in a way that is sustainable and consistent with OurWinnipeg and the Complete Communities Strategy.

HISTORY

On January 27, 2010, Council endorsed the “Call to Action for OurWinnipeg”. The Transportation Master Plan was one of the actions contained within the document.

On July 21, 2010, Council adopted the Executive Policy Committee’s recommendation for endorsement of OurWinnipeg, Complete Communities, and endorsed in principle the Sustainable Transportation Strategy.

On June 27, 2011 The City of Winnipeg received approval of OurWinnipeg by the Province of Manitoba and on July 20, 2011 OurWinnipeg and Complete Communities received third reading from Council.

These events established the legislative framework for the Sustainable Transportation Strategy and the Transportation Master Plan as a support policy document for OurWinnipeg.

OurWinnipeg integrates four Direction Strategies, one of them being Sustainable Transportation. The next step of Sustainable Transportation is the completion of the Transportation Master Plan as the implementation framework for Sustainable Transportation Strategy.

The purpose of this Transportation Master Plan (TMP) is to present a long term strategy to guide the planning, development, renewal and maintenance of a multi-modal transportation system in a manner that is consistent with projected needs, and the overall vision of Sustainable Winnipeg.

THE NEED FOR A TRANSPORTATION MASTER PLAN

Winnipeg and the Manitoba Capital Region are growing at a pace not seen in several decades. The City's economy is thriving as businesses take advantage of Winnipeg's unique trade position in North America. Consequently, Winnipeg is experiencing an increase in residents, seeking the opportunities the region is presenting. Once here, residents are discovering a range of housing choices, livable communities and opportunities to be civically engaged. By 2031, it is projected that Winnipeg and the surrounding areas will be approaching one million people.

This growth translates into opportunities and challenges for transportation. From a transportation planning perspective, Winnipeg has been relatively fortunate in that growth in the recent past has been stable and predictable. However, the higher level of growth projected over the next two decades will require innovative and proactive transportation solutions in order to ensure the transportation system delivers the necessary performance to nurture Winnipeg's current and future economic prosperity.

Fortunately, growth and economic development also provide an opportunity to invest in and shape our transportation system to improve the efficiency of the movement of people and goods by road. It will also require us to encourage more sustainable forms of travel including walking, cycling and transit.

The policy framework for the TMP consists of five strategic goals:

- A transportation system that is dynamically integrated with land use
- A transportation system that supports active, accessible and healthy lifestyle options
- A safe, efficient and equitable transportation system for people, goods and services
- Transportation infrastructure that is well maintained
- A transportation system that is financially sustainable

The integration of transportation and land use planning ensures that the vision for land use development for Winnipeg, as articulated in OurWinnipeg and Complete Communities, is achieved by providing a transportation network that supports the approved urban structure and the concept of complete communities. This includes creating a network of rapid transit routes and quality transit corridors that can become the focal points for new development and redevelopment. It also includes providing complete, safe, and accessible transportation options for all residents of all abilities.

As part of this plan, a significant amount of work was done to test different land use and transportation scenarios. The path forward is to concentrate and intensify development in order to support and encourage alternatives to driving as per OurWinnipeg and Complete Communities. It is clear from the scenario testing that these efforts would create significant dividends in terms of reduced congestion, increased transit ridership, reduced emissions and reduced personal transportation costs.

IMPROVING TRAVEL CHOICES

A key underlying goal of the transportation plan is to expand the range of travel options that are available to residents, workers and visitors, and to ensure that people are not dependent on one single mode. Expanded travel choice creates countless community benefits. Providing greater access and options for walking, cycling and transit will lead to improved health, increased personal mobility, more livable and socially active communities, and reduced impacts on the environment and our climate. Included in this plan are a series of short, medium and long term strategies to:

- Ensure that transportation projects, programs, and initiatives reflect accessibility and universal design principles
- Support community stakeholders in the development and implementation of travel demand management initiatives
- Move to a road classification system that recognizes multi-modal travel needs and the concept of "complete streets"
- Ensure that the pedestrian network is planned, designed, implemented and maintained to address year-round pedestrian needs
- Work with community stakeholders to ensure that the pedestrian network changes meet their needs

- Continually improve the city-wide cycling network, to close gaps, mitigate barriers and areas of conflict between cyclists and other transportation network users
- Work with community stakeholders to ensure that the cycling network changes meets their needs
- Provide efficient and effective transit service to all areas of the city
- Further strengthen the base transit network to support the efficiency and accessibility of transit
- Implement a rapid transit network as part of the transit system to provide a viable alternative to the automobile and to reduce existing and future road congestion
- Align land use and transportation planning decisions to support the rapid transit network
- Ensure that a safe, connective and sustainable road network is part of the balanced, multimodal transportation system
- Enhance the efficiency of the road network
- Ensure an effective and sustainable goods movement network that includes key trade corridors and truck routes as part of the balanced, multimodal transportation system
- Support sustainable transportation linkages between Winnipeg and the surrounding municipalities
- Provide for an effective and appropriate level of parking supply
- Expand the existing transportation asset management program to respond to current and anticipated infrastructure maintenance requirements

ROAD NETWORK

Future growth and increasing demands to efficiently move people and goods within and through Winnipeg will intensify the need for a safer, more connective and sustainable road network.

Investment in new infrastructure and expansion of the strategic road network cannot solely accommodate future growth and demands. In addition, strategies and initiatives to enhance the existing road network in Winnipeg must also be implemented. They should reflect best practices for policy, design features, and implementation of Intelligent Transportation Systems (ITS) to foster a full range of mobility options and increase safety for all users.

In addition to improvements in the Strategic Road Network and traffic signal management system, it will also be necessary to undertake other modifications to the existing major street network at key locations to replace transportation infrastructure that is beyond its useful life and to mitigate existing spot congestion problems. Examples include assessing the options for replacement of the Arlington Street Bridge, widening of the Pembina Highway and Osborne Street Underpasses, and construction of a Grade Separation at Waverley Street and the CN Mainline.

RAPID TRANSIT

The need for rapid transit exists in Winnipeg because of the power of rapid transit to shape growth and contribute to a more sustainable transportation system. Building rapid transit provides capacity for the city to grow efficiently and to accommodate transportation demands for generations to come. Rapid transit is also needed to ensure viable alternatives for people, so that road space can be freed up for essential needs including economic trade.

The TMP has confirmed the viability of rapid transit in multiple corridors. Initial priorities include the southwest corridor (stage one is under construction), a western corridor along Portage Avenue, and an easterly corridor, with a possible extension north on Main Street. Corridors in the northeast and southeast could be implemented as extensions to the primary corridors using staged and less expensive approaches and then converted to full rapid transit in the longer term.

Following the adoption of this master plan, the next steps will be to carry out detailed studies on specific alignments and to develop a funding and delivery strategy.

PREPARATION OF THE TRANSPORTATION MASTER PLAN

This TMP was prepared by IBI Group in association with MMM Group Limited and McCormick Rankin Corporation. The development of the TMP was guided by a Steering Committee and an Advisory Committee. The Steering Committee consisted of representatives from the City's Public Works, Planning, Property and Development, and Winnipeg Transit departments. The Advisory Committee consisted of representatives from the Green Action Centre, Winnipeg Access Advisory Committee, the Mayor's Environmental Advisory Committee, Winnipeg Chamber of Commerce, Winnipeg Parking Authority and a local transportation academic.

The preparation of the TMP consisted of the following major components:

- Confirmation of the vision for sustainable transportation
- Development of a state-of-the-art transportation model
- Assessment of strategic transportation and land use alternatives based on OurWinnipeg and the Complete Communities Direction Strategy
- Identification and assessment of directions and strategies to support integrated planning and transportation choice
- Identification and assessment of specific directions and strategies related to pedestrian, cycling, transit, and road networks, integrated planning, Transportation Demand Management (TDM), accessibility, parking and goods movement; and,

Development of:

- options for funding the transportation network
- recommendations for implementation
- a performance measurement plan

To support the noted tasks, research was conducted in the following areas:

- Transportation Trends, Issues and Opportunities
- Requirements related to the road, transit, active transportation and goods movement networks
- Parking and Travel Demand Management
- Financing and Implementation
- Measuring and Monitoring Performance

A range of consultation activities were conducted with the intent of providing the public and stakeholders the opportunity to provide input. Those activities included:

- Three open houses in November 2010, July 2011 and October 2011
- A web-survey to solicit views on transportation, with over 500 responses
- Hosting of three Advisory Committee meetings
- Preparation of newsletters to inform the public at various stages of the plan
- Internet input was provided via www.transportation.speakupwinnipeg.com

Meetings with 16 stakeholder groups including:

- Active Transportation Advisory Committee
- Urban Development Institute
- Economic Development Winnipeg
- CentrePort Canada
- Manitoba Trucking Association
- Mayor's Seniors Advisory Committee
- Post Secondary Student Unions
- Manitoba Section of the Institute of Transportation Engineers
- Immigration and Refugee Organizations
- Unicity Taxi and Duffy's Taxi
- Rapid Transit Coalition
- Aboriginal Council of Winnipeg
- Winnipeg Access Advisory Committee

- Winnipeg Airports Authority
- Winnipeg BIZ Association
- Winnipeg Chamber of Commerce

TRANSPORTATION MASTER PLAN IMPLEMENTATION

The Transportation Master Plan will be implemented through:

- The City's short-, medium- and long-range financial plans including annual budgets, the five-year capital forecast and strategic financial plans
- Various transportation and land use plans, projects, and initiatives
- Strategic internal and external partnerships
- The OurWinnipeg Implementation Strategy

FINANCIAL IMPACT

Financial Impact Statement **Date:** September 27, 2011

Project Name:

Transportation Master Plan

COMMENTS:

The Transportation Master Plan is the long term policy framework that guides planning, development, renewal and maintenance of the transportation system in a manner that is consistent with OurWinnipeg. Costs associated with transportation projects to comply with the Transportation Master Plan will be inlcuded in the various capital project budgets and annual operating budgets when identified.

"Original Signed by D. Stewart, CA"

Manager of Finance & Administration

CONSULTATION

In preparing this report there was consultation with:

Planning, Property and Development Department, Winnipeg Transit, and a number of external stakeholders.

SUBMITTED BY

Department: Public Works
Division: Transportation Division
Prepared by: L. Escobar, P.Eng., PTOE, Manager of Transportation
Date: November 1, 2011
File No. P-61

Appendix: Transportation Master Plan Executive Summary
Transportation Master Plan – Full Report


TTRWinnipegTMP.pdf


ExecutiveSummary.pdf