Agenda – Council – July 15, 2015

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – June 23, 2015

Item No. 4 Pedestrian and Cycling Strategies

STANDING COMMITTEE RECOMMENDATION:

On July 8, 2015, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and submitted the following to Council:

1. That the Winnipeg Public Service adopt the Pedestrian and Cycling Strategies as the long range pedestrian and cycling transportation policy for the City of Winnipeg attached hereto as Appendix A.

2. That the addition of a Pedestrian and Bicycle Planning position as a permanent full time position within the Transportation Facilities Planning Branch of the Transportation Division, Public Works, be approved. This position will be funded through the Bicycle Corridors Capital Program (formerly Active Transportation Corridors) managed by the Public Works Department Transportation Division.

3. That an amendment to the Transportation Master Plan be approved, attached hereto as Appendix B, whereas the City-wide Long-Term Bicycle Network of the Pedestrian and Cycling Strategies supersedes Map 4 – Active Transportation of the Transportation Master Plan.

4. That the Public Service to do all things necessary to complete and enhance the City-wide pedestrian network gaps and deficiencies as identified in the Pedestrian and Cycling Strategies

5. That the Public Service to do all things necessary to implement the Action Items listed within the Pedestrian and Cycling Strategies.

6. 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 – June 23, 2015

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 8, 2015, 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.

On July 8, 2015, the Executive Policy Committee received submissions from the following:

In support of the matter:

- Councillor Gerbasi, Fort Rouge – East Fort Garry Ward, submitted a document titled "How much does your commute cost (or save) society?"
- Lisa Richards, Medical Officer of Health, Winnipeg Regional Health Authority, submitted a communication dated July 8, 2015
- Mark Cohoe, Executive Director, Bike Winnipeg, submitted a presentation titled "Bike Winnipeg Welcomes Winnipeg's First Ever Pedestrian and Cycling Strategies."
- Sigrun Bailey, Co-Chair, River East Neighbourhood Network - Trail Committee, submitted a presentation titled "Pedestrian/Cycling Strategies"
- Anders Swanson provided a PowerPoint Presentation
- Leah McCormick, Executive Director, West Broadway Business Improvement Zone, submitted a communication dated July 7, 2015
- Ian Frank submitted a communication dated July 7, 2015
- Julie Penner

With respect to the matter:

- Steve Snyder submitted a PowerPoint Presentation titled "City of Winnipeg Pedestrian and Cycling Strategy"
- Aaron Russin, Operations Manager, Peg City Car Co-op.

STANDING COMMITTEE RECOMMENDATION:

On June 23, 2015, the Standing Policy Committee on Infrastructure Renewal and Public Works reaffirmed its recommendation of May 5, 2015 and concurred in the recommendation of the Winnipeg Public Service, contained in the *Pedestrian and Cycling Strategies* report, and submitted the following to Council:

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – June 23, 2015

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

1. That the Winnipeg Public Service adopt the Pedestrian and Cycling Strategies as the long range pedestrian and cycling transportation policy for the City of Winnipeg attached hereto as Appendix A.

2. That the addition of a Pedestrian and Bicycle Planning position as a permanent full time position within the Transportation Facilities Planning Branch of the Transportation Division, Public Works, be approved. This position will be funded through the Bicycle Corridors Capital Program (formerly Active Transportation Corridors) managed by the Public Works Department Transportation Division.

3. That an amendment to the Transportation Master Plan be approved, attached hereto as Appendix B, whereas the City-wide Long-Term Bicycle Network of the Pedestrian and Cycling Strategies supersedes Map 4 – Active Transportation of the Transportation Master Plan.

4. That the Public Service to do all things necessary to complete and enhance the City-wide pedestrian network gaps and deficiencies as identified in the Pedestrian and Cycling Strategies

5. That the Public Service to do all things necessary to implement the Action Items listed within the Pedestrian and Cycling Strategies.

6. 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 – June 23, 2015

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

On June 23, 2015, the Standing Policy Committee on Infrastructure Renewal and Public Works reaffirmed its recommendation of May 5, 2015 and concurred in the recommendation of the Winnipeg Public Service, contained in the *Pedestrian and Cycling Strategies* report, and submitted the matter to the Executive Policy Committee and Council.

Councillor Browaty, North Kildonan Ward, submitted a communication, undated, with respect to Pedestrian and Cycling Strategies.

Councillor Wyatt, Transcona Ward, submitted a communication, dated June 23, 2015, with respect to Pedestrian and Cycling Strategies.

STANDING COMMITTEE DECISION:

On June 23, 2015, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in, as amended, the recommendation of the Winnipeg Public Service in the report titled *Review of Public Consultations for the Pedestrian and Cycling Strategies*, and approved the following:

1. That the Standing Policy Committee on Infrastructure Renewal and Public Works receive as information the Review of Pedestrian and Cycling Strategies Public Engagement Activities, outlined in *Appendix A*, as conducted by the Office of Public Engagement;

2. That the Public Service be requested to report back with a Public Engagement Policy for Pedestrian and Cycling Annual Action Plan, and that the Policy incorporate best practices for public engagement as identified by the International Association for Public Participation (IAP2). A sample section of tactics that may be contained in such a Policy is provided in *Appendix B*.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 13, 2015, the Executive Policy Committee passed the following motion:

WHEREAS the Pedestrian and Cycling Strategies outlines a 20-year framework for building an active transportation network throughout the City of Winnipeg;

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – June 23, 2015

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

AND WHEREAS public engagement is an important aspect of major projects that the City of Winnipeg undertakes;

AND WHEREAS it is important to gain feedback from all community stakeholders, including active transportation advocates, the business community, and citizens at large;

AND WHEREAS engagement with communities to mitigate conflicts with different users of the transportation system was one of the main directives to follow during development of the strategies originating from the Transportation Master Plan;

AND WHEREAS given that some members of our community have expressed concerns with the 2013 consultation process;

THEREFORE BE IT RESOLVED that the Pedestrian and Cycling Strategies be referred to the Office of Public Engagement to review the public consultations that have already occurred;

BE IT FURTHER RESOLVED that the Office of Public Engagement provide recommendations regarding public engagement activities for future active transportation infrastructure projects;

BE IT FURTHER RESOLVED that the Office of Public Engagement report back to the June meeting of the Standing Policy Committee on Infrastructure Renewal and Public Works.

Executive Policy Committee received submissions from the following:

With respect to the Pedestrian and Cycling Strategies:

- Len Van Roon, submitted a presentation titled “Pedestrian Cycling Strategies Report”
- Anders Swanson, on behalf of Winnipeg Trails Association, submitted a PowerPoint Presentation, and a presentation titled “Local Neighbourhood Transportation: Design review of 2015 local street renewal projects”
- Bob Axford, submitted a communication, undated
- Beth McKechnie, Green Action Centre, submitted a communication dated May 13, 2015 and a PowerPoint Presentation titled “Why Adopt the Winnipeg Pedestrian and Bicycle Strategies”.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – June 23, 2015

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION:

On May 5, 2015, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service, titled Pedestrian and Cycling Strategies, and submitted the matter to the Executive Policy Committee and Council.

The Standing Policy Committee on Infrastructure Renewal and Public Works received submissions from the following:

With respect to the Pedestrian and Cycling Strategies:

- Beth McKechnie, on behalf of Green Action Centre, submitted a communication, dated May 5, 2015
- Anders Swanson, on behalf of Winnipeg Trails Association, submitted a presentation titled Local Neighbourhood Transportation: Design review of 2015 local street renewal projects, undated
- Stéphane Dorge submitted a presentation titled Boulevard Provencher - Pistes Cyclables Protégées / Protected Bike Lanes, undated
- Stephanie Voyce, on behalf of Downtown Biz, submitted a presentation titled Proposed Open Streets Pilot, undated
- Mark Cohoe, on behalf of Bike Winnipeg, submitted communication, undated
- Steve Snyder submitted a communication, dated May 4, 2015.

In support of the matter:

- Ian Hall submitted a communication, dated May 3, 2015.

ADMINISTRATIVE REPORT

Title: Pedestrian and Cycling Strategies

Critical Path: Standing Policy Committee on Infrastructure Renewal and Public Works – Executive Policy Committee – Council

AUTHORIZATION

Author	Acting Department Head	CFO	CAO
S. Suderman, P.Eng.	B.W. Sacher, P. Eng.	Georges Chartier A/CFO	M. Jack A/CAO

RECOMMENDATIONS

1. The Winnipeg Public Service recommends that Council adopt the Pedestrian and Cycling Strategies as the long range pedestrian and cycling transportation policy for the City of Winnipeg attached hereto as Appendix A.

2. That Council approve the addition of a Pedestrian and Bicycle Planning position as a permanent full time position within the Transportation Facilities Planning Branch of the Transportation Division, Public Works. This position will be funded through the Bicycle Corridors Capital Program (formerly Active Transportation Corridors) managed by the Public Works Department Transportation Division.

3. That Council approve an amendment to the Transportation Master Plan, attached hereto as Appendix B, whereas the City-wide Long-Term Bicycle Network of the Pedestrian and Cycling Strategies supersedes Map 4 – Active Transportation of the Transportation Master Plan.

4. That Council directs the Public Service to do all things necessary to complete and enhance the City-wide pedestrian network gaps and deficiencies as identified in the Pedestrian and Cycling Strategies

5. That Council directs the Public Service to do all things necessary to implement the Action Items listed within the Pedestrian and Cycling Strategies and that the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

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

IMPLICATIONS OF THE RECOMMENDATIONS

The recommendations in this report provide a policy framework for active modes of transportation in Winnipeg for the next 20 years.

The employment costs including benefits of the additional permanent full time employee will be funded through the Bicycle Corridors Capital Program (formerly Active Transportation Corridors) managed by the Public Works Department Transportation Division.

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, including Sustainable Transportation. The main step of Sustainable Transportation was the completion of the Transportation Master Plan.

The Transportation Master Plan specifically directs the City of Winnipeg to develop Pedestrian and Cycling Strategies.

The purpose of these Pedestrian and Cycling Strategies is to help shape changes in infrastructure and support programs that will encourage Winnipeggers to walk and cycle more – whether for work, pleasure, or day to day personal travels for shopping, visiting friends and family, or running errands. The Pedestrian and Cycling Strategies will provide direction for civic investments in infrastructure and support programs over the short, medium, and long-term to help make walking and cycling safe, convenient, attractive, and accessible.

The objectives of the Pedestrian and Cycling Strategies are to:

1. Demonstrate a comprehensive understanding of the public's needs, concerns and hopes for the future of walking and cycling in Winnipeg and to increase public understanding of Active Transportation.
2. Prioritize recommendations for policy, infrastructure and program enhancements related to pedestrian and cycling facilities.
3. Provide policy to effectively guide the pedestrian and cycling network development.
4. Include a pedestrian and bicycle network that will demonstrate an increase in usage, accessibility, safety, maintainability and support to other types of transportation such as transit.

The plan is prioritized through the development of a set of criteria to be used to assess and prioritize all pedestrian and cycling projects. It will identify a phasing plan for short, medium and long-term projects.

THE NEED FOR PEDESTRIAN AND CYCLING STRATEGIES

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 whether they choose to drive, ride a bike, walk or take public transit.

These Strategies were developed in collaboration with the multiple stakeholders and the general public to see what their vision, concerns and hopes are for the future of walking and cycling in Winnipeg. Through this process it was clear that whether it's by choice or necessity having the ability to safely walk or ride a bike in our City was a key priority for Winnipeggers of all demographics. This was evident in the amount or public participation as well as in our statistical findings, for example:

- Almost half of all Winnipeggers regularly walk or cycle in non-winter months to get to work/school, destination in their neighborhood or for exercise or pleasure.
- The market for walking in Winnipeg is high, 7% of Winnipeggers walk as their main mode of transportation, and almost half of Winnipeg want to walk more often.
- The market for cycling is growing rapidly in Winnipeg, 10% of Winnipeggers said cycling is one of their more common forms of regular transportation and about 61% of Winnipeggers are either already cycling, or would like to cycle more.

This process identified barriers that the City needs to address in order to support and encourage Winnipeggers to walk and cycle more. The highest priorities were:

- Snow removal for sidewalks;
- Bicycle network connectivity;
- Providing facilities that separate all mode of transportation, which includes the separation of pedestrians and cyclists.

If the City provides safe, accessible and well maintained infrastructure that is designed for people of all ages and abilities, Winnipeggers will walk and cycle more.

The Pedestrian and Cycling Strategies present a Vision and accompanied Goals for the future of walking and cycling in Winnipeg and were developed in collaboration with the general public and are in line with existing City policy documents. This Vision and Goals are supported through six Strategic Directions that are broken down into more detailed and manageable Key Directions and Actions to implement the Key Directions.

The policy framework for the Pedestrian and Cycling Strategies consists of seven Goals:

1. Strategic, accessible and well-connected networks that **Integrate with Land-use.**
2. Provide convenient travel opportunities for people of all ages and abilities to support an **Active, Accessible and Healthy** City.
3. Networks that are designed maintained and developed for all users to ensure a **Safe, Efficient and Equitable** network that balances the needs of all users.

4. Provide high quality networks that include the appropriate **Design and Maintenance** to address year-round access.
5. Plan and implement **Financially Sustainable** walking and cycling facilities and network with due consideration for economic, health and environmental cost benefits.
6. Invest in walking and cycling as one **Environmentally Sustainable** way to help the City and Province meet and surpass climate change goals and emission reduction goals.
7. Continually engage with the community as part of a **Transparent Process** to implement the initiative within the Strategies.

IMPROVING TRAVEL CHOICES

A key underlying goal of the Transportation Master 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. Encouraging walking and cycling 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 which are defined through the following six Strategic Directions:

- **Improve Connectivity**
  - Expand the Bicycle Network
  - Expand and Enhance the Sidewalk Network
  - Address Barriers

- **Improve Convenience**
  - Provide Bicycle Parking and End-of-Trip Facilities
  - Increase and Improve Multi-Modal Connections

- **Improve Safety and Accessibility**
  - Provide Accessible Infrastructure
  - Improve Pedestrian and Cycling Safety
  - Provide Pedestrian and Cyclist Crossing Treatments
  - Provide Well Lit and Visible Pedestrian and Cyclists Facilities
  - Develop Safe Routes to School

- **Improve Maintenance**
  - Maintain the Sidewalk Network
  - Maintain the Bicycle Network

- **Improve Vibrancy**
  - Enhance Streetscapes and the Public Realm
  - Enhance Land Development and Site Design

- **Increase Awareness**
  - Enhance Way-finding, Signage and Trip Planning
  - Improve Education and Awareness
  - Increase Marketing and Communication

PREPARATION OF THE PEDESTRIAN AND CYCLING STRATEGIES

The Pedestrian and Cycling Strategies were prepared by Urban Systems Limited in association with MORR Transportation Consulting, Freig & Associates, Alta Planning and Design, and Prairie Research Associates. The development of the Pedestrian and Cycling Strategies was guided by a Steering Committee consisted of representatives from the City Public Works, Planning, Property and Development, and Winnipeg Transit Departments. The Stakeholder Advisory Committee consisted of representatives from The University of Winnipeg Students Association, Downtown Winnipeg Biz, Genstar Development Company, Green Action Centre, Seven Oaks General Hospital, Bike Winnipeg, Winnipeg Regional Health Authority, Manitoba Public Insurance, Economic Development Winnipeg, Manitoba Public Insurance, Anders Swanson, Health in Common, League of Persons with Disabilities, Island Lakes Residents Association, Immigration Family Services, Inner City Neighborhood Associations

The preparation of the Pedestrian and Cycling Strategies consisted of the following major components:

- A comprehensive public engagement and consultation program designed to reach out to the general broad public.
- An assessment of the current state of walking and cycling and the magnitude of the potential market.
- Identification and assessment of directions and strategies to support transportation choice.
- Development of a new city wide Cycling Map.
- Development of Pedestrian maps identified gaps and deficiencies.
- Development of a vision statement for the future of walking and cycling in Winnipeg.
- Class 4 cost estimates for the recommended actions and network with associated operating costs.
- An Implementation plan with a Prioritized Cycling Network.

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

- Three Stakeholder Advisory Committee meetings that included 15 representatives from a broad range of sectors.
- A city wide telephone survey that interviewed 601 residents of varying demographics and geographic locations that accurately identified the attitudes of the average Winnipegger regarding walking and cycling.
- An online survey that received over 1600 completed surveys.
- A stakeholder workshop that was attended by 90 representatives from a broad range of sectors.
- Three public open houses that were attended by over 500 residents in which the City received over 300 completed detailed surveys.
- Communications were provided through Speak-up Winnipeg, the City's Facebook and Twitter accounts, a dedicated project website and through local and city wide media.

PEDESTRIAN AND CYCLING STRATEGIES IMPLEMENTATION PLAN

The Pedestrian and Cycling Strategies will be implemented though:

- 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 addition of at least one permanent full time employee dedicated to the implementation and monitoring of the development of Pedestrian and Cycling networks and policies and will provide interdivisional and interdepartmental support to implement the foregoing.
- Comprehensive review of progress by the administration in the short term and follow up with all project stakeholders.

The full cost to implement the Pedestrian and Cycling Strategies could be approximately $334 million (2014 dollars) over the next twenty years. In addition to the full implementation of the capital programs and infrastructure requirements, the Pedestrian and Cycling Strategies would require approximately $3.7 million in Annual Operating Costs to support those improvements. The Pedestrian and Cycling Strategies is a living document and will be reviewed regularly with respect to the five years forecasts in the Capital Budget. Increased funding levels for active transportation, as well as identifying partnerships and leveraging other funding sources, will be required to meet these goals.

The Pedestrian and Cycling Strategies document is found in Appendix 'A'.

FINANCIAL IMPACT

Financial Impact Statement

Date: March 11, 2015

Project Name:
Pedestrian and Cycling Strategies

First Year of Program **2015**

	2015	2016	2017	2018	2019
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
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	$ 39,041	$ 81,858	$ 84,818	$ 88,211	$ 90,416
Less: Incremental Revenue/Recovery	39,041	81,858	84,818	88,211	90,416
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: The development of the Pedestrian and Cycling Strategies are directed by the Transportation Master Plan. Costs associated with the Pedestrian and Cycling Strategies will be included in various capital project budgets and annual operating budgets when identified. The Direct costs are the salaries and benefits of the Pedestrian and Bicycle Planning position. It is estimated that upon approval, this position will be filled in July 2015 and will be funded by recoveries from the Bicycle Corridors Capital Program (formerly Active Transportation Corridors Program).

"Original signed by D. Stewart, CA"
D. Stewart, CA
Manager of Finance & Administration

CONSULTATION

In preparing this report there was consultation with:
Planning Property & Development
Winnipeg Transit
Legal Services
Corporate Support Services.

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: S. Suderman, P. Eng.
Processed by: C. Cropo
Date: March 19, 2014
File No.
Filename: Pedestrian and Cycling Strategies

Attachments: Appendix A – New City of Winnipeg Policy – Pedestrian and Cycling Strategies
Appendix B – Amendment to Policy – Transportation Master Plan


Appendix A - City Policy - PCS.docx


Appendix B - City Policy Amendment - T