**Minutes – Executive Policy Committee – July 13, 2022**

**Report – Standing Policy Committee on Infrastructure Renewal and Public Works – July 5, 2022**

**Item No. 3 Winnipeg Road Safety Strategic Action Plan**

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

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 Winnipeg's Road Safety Strategic Action Plan, a copy of which is attached in Appendix A, be approved for implementation.

2. That the Public Works Department be directed to prepare an annual Departmental submission to the Multi-Year Budget Process to support implementation of the Road Safety Strategic Action Plan, and that it be incremental in nature to the operating and capital budgets.

3. That the following positions and required estimated annual salary and benefits, increasing annually in accordance with Collective Agreement, be referred to the 2023 Operating Budget:

    A. Senior Road Safety Engineer position (1.0 FTE; WAPSO 5) to manage the new Road Safety Branch, oversee the creation of the Road Safety Committee, and oversee the overall implementation of the Road Safety Strategic Action Plan ($132,574).

    B. Road Safety Engineer position (1.0 FTE; WAPSO 4) to focus on implementation of individual actions identified in the strategy ($121,651).

    C. Public Education Lead position (1.0 FTE; WAPSO 4) to be dedicated to educational and communication-related actions within the Road Safety Culture focus area identified in the Road Safety Strategic Action Plan ($121,651).

4. That the Winnipeg Public Service no longer be required to provide quarterly verbal reports on road safety to the Standing Policy Committee on Infrastructure Renewal and Public Works (SPCIRPW), and that instead, the Winnipeg Public Service be directed to provide annual written reports to SPCIRPW, commencing in June 2023, on the progress of the Road Safety Strategic Action Plan as well as the list of prioritized actions to be funded each year.

5. 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 – July 5, 2022

DECISION MAKING HISTORY:

Moved by Councillor Allard,

That the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works be concurred in and forwarded to Council.

| | | |
|---|---|---|
| Yea: | Bowman, Allard, Browaty, Chambers, Gilroy, Mayes, Rollins | 7 |
| Nay: | | 0 |

Carried

STANDING COMMITTEE RECOMMENDATION:

On July 5, 2022, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service with the following amendment:

- In Recommendation 2, add the words ", and that it be incremental in nature to the operating and capital budgets" after the words "Road Safety Strategic Action Plan"

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

Orly Linovski, Associate Professor, Department of City Planning, University of Manitoba, submitted a communication in support of the matter

# ADMINISTRATIVE REPORT

**Title:** Winnipeg Road Safety Strategic Action Plan

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

**AUTHORIZATION**

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| D. Patman, P.Eng. | J. Berezowsky | C. Kloepfer | M. Jack |

**EXECUTIVE SUMMARY**

This report presents the City of Winnipeg's first Road Safety Strategic Action Plan (RSSAP); the plan would set the direction and pace of road safety investments over the next five years and beyond in a coordinated and focused manner. The RSSAP was developed over a two-year period with support from external consultants with expertise in road safety. It is driven by data and informed by a comprehensive engagement program that obtained input from the public and key road safety stakeholders.

The need for such an action plan is clear: between 2012 and 2018, 98 people were killed and 1,113 suffered major injuries as a result of collisions on Winnipeg streets. Although fatal collisions have decreased year over year, the number of injury-causing collisions has increased. The RSSAP seeks to reverse this trend; it sets a long-term vision of *a transportation system that allows people of all ages and abilities to safely move around without experiencing death or serious injury*. The RSSAP is built upon five focus areas, representing high-priority categories with the best opportunities to improve safety:

- Signalized intersections
- Pedestrians
- Cyclists
- Speed
- Road safety culture

The focus areas together contain 67 specific actions designed to be implemented to achieve a 20 percent reduction in fatal and serious injury collisions over the next five years. Two of the foremost actions are establishing, with key stakeholders, a road safety committee, and creating a road safety branch within the Transportation Division of Public Works to serve as the guardian of the plan.

Implementing the RSSAP will require the commitment of the City and partner agencies, as well as the approval of increased and dedicated resources, both human and financial. While some actions reflect new initiatives and areas of work, other actions are already underway and part of existing and funded programs within the Public Service. For example, there is overlap between some actions in the RSSAP and work currently funded by the Traffic Engineering Improvement Program and the Pedestrian and Cycling Strategies. It is estimated at a high-level (beyond a

Class 5 estimate) that implementation of the RSSAP would require an investment of $22 million over the next five years. It is recommended that the Public Works Department consolidate road safety initiatives and submit specific actions to each year's annual budget process until the RSSAP is fully implemented, starting with approximately $376,000 for three (3) new FTEs in the 2023 Public Works operating budget.

## RECOMMENDATIONS

1. That Winnipeg's Road Safety Strategic Action Plan, a copy of which is attached in Appendix A, be approved for implementation.

2. That the Public Works Department be directed to prepare an annual Departmental submission to the Multi-Year Budget Process to support implementation of the Road Safety Strategic Action Plan.

3. That the following positions and required estimated annual salary and benefits, increasing annually in accordance with Collective Agreement, be referred to the 2023 Operating Budget:

    A. Senior Road Safety Engineer position (1.0 FTE; WAPSO 5) to manage the new Road Safety Branch, oversee the creation of the Road Safety Committee, and oversee the overall implementation of the Road Safety Strategic Action Plan ($132,574).
    B. Road Safety Engineer position (1.0 FTE; WAPSO 4) to focus on implementation of individual actions identified in the strategy ($121,651).
    C. Public Education Lead position (1.0 FTE; WAPSO 4) to be dedicated to educational and communication-related actions within the Road Safety Culture focus area identified in the Road Safety Strategic Action Plan ($121,651).

4. That the Winnipeg Public Service no longer be required to provide quarterly verbal reports on road safety to the Standing Policy Committee on Infrastructure Renewal and Public Works (SPCIRPW), and that instead, the Winnipeg Public Service be directed to provide annual written reports to SPCIRPW, commencing in June 2023, on the progress of the Road Safety Strategic Action Plan as well as the list of prioritized actions to be funded each year.

5. 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

On April 25, 2019, Council allocated $2.5 million in additional one-time Federal Gas Tax funding to road safety improvements. The Public Service allocated a portion of this funding to retain a consultant to develop a road safety strategic action plan. A plan of this nature requires the approval of Council.

## IMPLICATIONS OF THE RECOMMENDATIONS

If the RSSAP is approved, the Public Service would prioritize road safety actions in their departmental plans, budgetary processes, and service delivery. The RSSAP identifies departments and branches that should have primary and supporting responsibilities for every action. These departments and branches would have to ensure the funding requirements for each action planned per fiscal year are submitted for consideration in the annual multi-year budget process and/or develop a business case for its successful implementation. The implementation of each action is contingent on the appropriate resources being approved.

## HISTORY/DISCUSSION

### THE NEED FOR A ROAD SAFETY STRATEGIC ACTION PLAN

Motor vehicle collisions are the leading cause of death and disability in many jurisdictions, and result in significant economic costs, pain and suffering, and life altering consequences. Between 2012 and 2018, 98 people were killed and 1,113 suffered major injuries a result of collisions on Winnipeg streets. Although fatal collisions have decreased year over year, the number of injury-causing collisions has increased. Serious injuries and deaths on the road are preventable – and Winnipeggers are in the midst of a cultural shift to a mindset wherein such incidents are no longer tolerated.

On January 10, 2017, the Standing Policy Committee on Infrastructure Renewal and Public Works directed the Winnipeg Public Service to create a road safety strategy which takes into consideration the principles of “Towards Zero”. The Winnipeg Public Service then worked with the Manitoba Provincial Government on *the Manitoba Road Safety Plan 2017-2020*, which was released publicly in September 2017 and has provided the focused strategic direction for road safety in Winnipeg since its release. As the provincial plan concluded in 2020, there was a need to develop a plan specific to Winnipeg’s needs and operating context to be able to achieve the long-term vision of *Towards Zero.* A road safety strategic action plan clarifies priorities and improves agency transparency and accountability. It creates opportunities for stakeholder collaboration and improves project alignment, as all work toward an articulated and common road safety goal.

The RSSAP is linked to and informed by many key planning documents that influence transportation movements within the City. It is shaped by direction from OurWinnipeg, the Complete Communities Direction Strategy, and the Transportation Master Plan. The RSSAP was developed concurrent to work on the Transportation Master Plan 2050 (TMP2050) to help inform the safety elements of transportation planning in Winnipeg. While the TMP2050 has a longer-term planning horizon, the RSSAP is focused on road safety actions that can be initiated within the next five years. Adoption and implementation of the RSSAP will ensure the City is doing its part in preventing serious injury and death on our roads.

### PREPARATION OF THE ROAD SAFETY STRATEGIC ACTION PLAN

The Public Service engaged MORR Transportation Consulting Ltd., who were supported by CIMA+ Engineering, HTFC Planning and Design, Navigats Inc., and Probe Research Inc., to develop the RSSAP.

The RSSAP was guided by Vision Zero principles and the Safe System approach, which articulates that no human loss of life is acceptable because of transportation mobility. This approach recognizes that people make mistakes when using the road transportation system, and their bodies are fragile, meaning they can only withstand so much force before an injury occurs. The road system must be planned and designed to forgive user's mistakes so that injury is prevented.

There were three phases to the project:

- Phase 1 was an assessment of the current state of road safety in Winnipeg which identified gaps and opportunities for improvement.
- Phase 2 developed a long-term vision for road safety in Winnipeg as well as a goal and focus areas for the plan.
- Phase 3 developed the action and implementation plan required to achieve the road safety goal, address each focus area, and synergize with other City policies, priorities and mandates. It identified, at a high level, resources required to implement the plan as well as responsibilities for different agencies.

The project was guided by a technical working group comprised of representatives from the following organizations and departments:

- Transportation Division, Public Works Department; with representation from all branches
- Streets Maintenance division, Public Works Department
- Property Planning and Development Department
- Office of Public Engagement
- Winnipeg Police Service
- Winnipeg Fire and Paramedic Service
- Winnipeg Transit
- Manitoba Public Insurance
- Manitoba Infrastructure

The project team employed a data-driven approach to identify road safety issues and develop solutions. A comprehensive collision analysis of Winnipeg data was completed to highlight areas of concern and opportunities for improvement. Actions were developed to address key issues, based on research and proven experience in other jurisdictions. As there are gaps in the City's road safety data (e.g., no information on slips and falls, under-reporting of cyclist collision, etc.,) it was important to employ an approach that combined available data with public and stakeholder input.

The public was engaged in Phases 1 and 3 of the project. Engagement summary reports for both phases are appended to this report. The engagement program was designed to assess general awareness of road safety issues, people's perception of safety, and opinions on key road safety issues. Engagement tactics included a telephone public opinion survey, online surveys, virtual events, and in-person pop-up events. The in-person events were located in high poverty areas of the city where there is an over-representation of severe collisions. A project website, informational video, and print and social media campaign supported project promotion and communication.

A stakeholder advisory committee was established to promote an understanding of a range of perspectives of road users and provide a forum to hear from diverse communities to

constructively identify and develop recommendations relating to road safety. The committee was engaged in each project phase, through an inaugural meeting in Phase 1 and workshops in Phases 2 and 3. The committee was comprised of representatives from the following organizations:

- Assembly of Manitoba Chiefs
- Bike Winnipeg
- CAA Manitoba
- Canadian National Institute for the Blind (CNIB)
- Coalition of Manitoba Motorcycle Groups
- Eagle Urban Transition Centre
- Green Action Centre
- Immigrant & Refugee Community Organization of Manitoba (IRCOM)
- Independent Living Resource Centre (ILRC)
- MADD Winnipeg
- Manitoba Association of Parent Councils
- Manitoba Association of School Business Officials
- Manitoba Association of School Superintendents (MASS)
- Manitoba Child Care Association
- Manitoba Heavy Construction Association
- Manitoba Metis Federation
- Manitoba School Boards Association
- Manitoba Trucking Association
- Safe Speeds Winnipeg
- Safety Services Manitoba
- Social Planning Council of Winnipeg
- Society for Manitobans with Disabilities (SMD)
- Transportation Options Network for Seniors (TONS)
- Winnipeg Regional Health Authority (WRHA)
- Winnipeg Trails
- Youth Agencies Alliance

## OVERVIEW OF THE ROAD SAFETY STRATEGIC ACTION PLAN

The RSSAP establishes a high-level, long-range vision for road safety in Winnipeg, as *a transportation system that allows people of all ages and abilities to safely move around without experiencing death or serious injury.*

It also sets a short-term goal intended to help measure progress to ensure the City is on-track to meeting the long-term vision. The goal of the RSSAP is to achieve a 20 percent reduction in fatal and serious injury collisions in the first five years that the plan is implemented.

### *Focus Areas and Select Actions*

The RSSAP is built upon five focus areas, representing high-priority categories with the best opportunities to improve safety:

- Signalized intersections
- Pedestrians
- Cyclists

- Speed
- Road safety culture

The focus areas together contain 67 specific actions, which are prioritized based on the following factors:

- Timeframe envisioned to initiate implementation
- Road safety benefits
- Type of projects and strategies (i.e., ongoing, expanded, new)
- Resources (i.e., anticipated budget and staff availability)

Signalized intersections contain multiple conflict points between road users where the potential for a collision can occur. The majority of fatal and major injury causing collisions at arterial/arterial and arterial/collector intersections occurred at signalized intersections. There are 15 actions planned to improve safety at signalized intersections, including:

- Reviewing the policy for implementing protected left turn phasing and implementing this phasing at select locations.
- Reviewing the policy for implementing advanced warning flashers and implementing these flashers at select locations.
- Reviewing and updating the roundabout installation policy.

Pedestrians are vulnerable road users who are more likely to be killed or injured in a collision compared to any other road user. There are 14 actions planned to improve pedestrian safety in Winnipeg, including:

- Conducting a robust evaluation of the safety performance of existing pedestrian crosswalks in Winnipeg, and updating the policy for how to select pedestrian crossing treatment types based on this evaluation.
- Installing pedestrian refuge islands and curb bulb outs to reduce crossing distances and improve visibility.
- Reviewing and updating the Safe Routes to School Program.

Similar to pedestrians, cyclists are vulnerable road users who are at a higher likelihood of being seriously injured or killed in a collision. There are 11 actions planned to improve cyclist safety in Winnipeg, including:

- Upgrading cycling infrastructure by accelerating the implementation of the Pedestrian and Cycling Strategies.
- Supporting school cycling education programs.
- Reviewing multi-use path crossing locations to determine if additional safety measures are required.

Speed management is a top priority when working toward zero road fatalities. Lower operating speeds mean better road safety outcomes, as people are less likely to be killed or injured when impact speeds are reduced. Six actions fall under this focus area, including:

- Reviewing speed limits to ensure they are safe and appropriate.
- Implementing traffic calming and speed management measures.
- Promoting data-driven speed enforcement.

Creating a positive road safety culture is fundamental to achieving the vision and goal of the RSSAP. The road safety culture should prioritize safety, encourage safe road user behaviour, and facilitate cooperation among stakeholders. There are 21 actions planned to build the road safety culture in Winnipeg, including:

- Partnering on educational programs related to distracted road use, speed reduction, and aggressive driving.
- Improving road safety data and expanding the use of surrogate safety data, like conflict or near-miss analysis.
- Establishing multi-disciplinary committees to review fatal and serious injury collisions.

***Implementation***

There are two actions that are critical to successful implementation of the RSSAP: creating a road safety committee (comprised of some of the representatives who participated in developing the plan) to continue collaboration and partnership efforts, and establishing a road safety branch within the Transportation Division of Public Works to be the 'guardian' of the plan. An essential function of this branch would be to coordinate with the road safety committee to monitor the results of implementation and lessons learned from other jurisdictions and identify best practices as they become available.

The RSSAP also outlines communication requirements to support implementation, as well as the need to monitor and evaluate results to ensure the goal and vision can be met.

Implementing the RSSAP will require the commitment of the City and partner agencies, as well as the approval of increased and dedicated resources, both human and financial. While some actions reflect new initiatives and areas of work, other actions are already underway and part of existing and funded programs within the Public Service. For example, there is overlap between some actions in the RSSAP and work currently funded by the Traffic Engineering Improvement Program and the Pedestrian and Cycling Strategies. It is estimated at a high-level (beyond a Class 5 estimate), that implementation of the RSSAP would require an investment of $22 million over the next five years. It is recommended that the Public Works Department consolidate road safety initiatives and submit specific actions to each year's annual budget process until the RSSAP is fully implemented. The first of these considerations would be three FTE positions required to form the aforementioned road safety branch.

The complete RSSAP is contained in Appendix A.

## FINANCIAL IMPACT

**Financial Impact Statement** **Date:** May 26, 2022

**Project Name:**
**Winnipeg Road Safety Strategic Action Plan**

**COMMENTS:**

There is no financial impact associated with the recommendations of this report.

The additional 3.0 FTE's that have been referred to the 2023 budget process have an estimated annual cost of $375,876 beginning in 2023 and increasing by inflation thereafter.

In order to implement the strategy as detailed in Appendix A of this report, capital expenditures totaling $21.8 million (not yet at a Class 5 estimate) over 5 years are required. No funding source is identified at this time. Full implementation of the strategy is contingent on additional funding being provided to support the strategy.

*J. Ruby, 2022-05-26*
J. Ruby CPA, CA
Manager of Finance & Administration

## CONSULTATION

This Report has been prepared in consultation with: N/A

## OURWINNIPEG POLICY ALIGNMENT

The RSSAP is fully aligned with OurWinnipeg 2045 on all sustainable development goals through actions that fit within 24 of its policies.
Complete Communities 2.0 identifies the need to improve accommodation of cyclists and pedestrians, particularly on specified corridors. Site selection for implementing pedestrian and cyclist-focused actions in the RSSAP would consider safety data, while also seeking to align with the corridors identified in Complete Communities 2.0, where possible. Pedestrian and cyclist safety improvements on the corridors identified in Complete Communities 2.0 could contribute to achieving the City's land use goals.

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Pedestrian and cyclist safety are two focus areas in the Road Safety Strategic Action Plan. This aligns with key direction 1.4 from the Winnipeg Climate Action Plan to encourage sustainable transportation options.

## WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The Road Safety Strategic Action Plan is aligned with *Goal 5: Transportation System Equity is Enhanced* of the Winnipeg Poverty Reduction Strategy. Many RSSAP actions would make streets more walkable and bike-friendly, which is important for those who rely on these modes. Some RSSAP actions that align with Goal 5 are:

- P01 – Prioritize pedestrian safety improvements in areas with high levels of vulnerable pedestrians
- P09 – Review connectivity and accessibility of transit and pedestrian facilities
- P13 – Formalize pedestrian infrastructure maintenance requirements
- C02 – Upgrade cycling infrastructure
- C06 – Formalize cycling infrastructure maintenance requirements
- S02 – Review speed limits
- S04 – Implement traffic calming measures
- R04 – Improve the quality of collision data
- R18 – Conduct a safety and equity analysis

## SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: R. Peterniak, M.Sc., P.Eng., $RSP_1$, Community Traffic Engineer
Date: May 26, 2022

**Attachments:**

Appendix A – Winnipeg Road Safety Strategic Action Plan

Appendix B – Phase 1 Public Engagement Summary Report

Appendix C – Phase 3 Public Engagement Summary Report