Agenda – Executive Policy Committee – June 17, 2025

Report – Standing Policy Committee on Public Works – June 12, 2025

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Item No. 3 Transportation Master Plan (Transportation 2050)

STANDING COMMITTEE RECOMMENDATION:

On June 12, 2025, the Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service, as amended, and submitted the following to Council:

1. That the following documents be adopted as the long-range transportation planning policies for the City of Winnipeg:

    A. Transportation 2050: Reimagining Mobility – City of Winnipeg Transportation Master Plan (as presented in Appendix A); and,
    B. The Pedestrian and Cycling Strategies Update (as presented in Appendix B).

2. That the Public Service be directed to report back to the Standing Policy Committee on Public Works by January 2026 on the progress and implementation of the Strategic Road Network Study.

3. That the Public Service be directed to report back by March 2026 with a prioritization and funding strategy for implementation of the Goods Movement Study (Appendix D), including the Proposed Truck Route Network.

4. That the Public Service be directed to report back to the Standing Policy Committee on Public Works by April 2026 on the progress and implementation of the following projects:

    A. Winnipeg Area Transportation Study; and
    B. St. Mary's Road/Downtown Corridor Study

5. That the Public Service be directed to report back by May 2026 with a funding strategy for development of the Curbside Management Strategy.

6. That the Public Service be directed to report back by December 2026 with a funding strategy for development of the following:

    A. Complete Streets Implementation Plan
    B. Multimodal Corridor Studies Guidelines

Report – Standing Policy Committee on Public Works – June 12, 2025

STANDING COMMITTEE RECOMMENDATION (continued):

7. That the Public Service be directed to report back annually to the Standing Policy Committee on Public Works, starting June 2027 on the progress of the Transportation 2050 Plan, as well as the list of prioritized actions to be funded each year.

8. That the Public Service be directed to report back annually to the Standing Policy Committee on Public Works, with the first report to be received no later than June 2027, on the following:

    A. The status of business cases for the following pilot projects:
        i. Designated truck lanes pilot
        ii. Pop-up active transportation infrastructure pilot
        iii. Secure bike parking pilot
        iv. Curbside management pilot
        v. Reduced parking pilot for arterial roads
        vi. Autonomous vehicle bus testing pilot

9. That the Public Service be directed to report back by December 2027 with a funding strategy for development of the following:

    A. Transportation Demand Management Strategy
    B. Transit-Oriented Development Implementation Plan
    C. Zero-Emission Vehicle Strategy

10. That the Public Service be directed to report back to the Standing Policy Committee on Public Works with a prioritized list and recommended hiring timeline of the following positions:

    A. Goods Movement Engineer (1.0 FTE; WAPSO 4) to focus on planning, design, coordination and regulatory issues associated with the movement of freight in Winnipeg ($135,305).

Report – Standing Policy Committee on Public Works – June 12, 2025

STANDING COMMITTEE RECOMMENDATION (continued):

B. Sustainable Transportation Planners (2.0 FTE; WAPSO 4) to be dedicated to developing mobility hubs (e.g. – Union Station and major transit stations and Park & Rides), engage with public and private sector partners to implement micro-mobility options (e.g. – car share, e-bike and e-scooter vendors), update policies and guidelines related to universal design and accessibility, engage with community members who are economically disadvantaged, underrepresented and/or underserved on all transportation projects, develop the Zero Emission Vehicle Strategy, Complete Streets Implementation Strategy and Guidelines for multimodal corridor studies, and write annual Transportation 2050 progress reports. ($270,610).

C. Bicycle and Pedestrian Design Engineer (1.0 FTE; WAPSO 4) to be dedicated to bikeway design and drafting actions identified in the Pedestrian and Cycling Strategy as part of the Transportation 2050 Plan ($135,305).

D. Bicycle and Pedestrian Education and Outreach Coordinator (1.0 FTE; WAPSO 4) to be dedicated to educational and communication-related actions identified in the Pedestrian and Cycling Strategy as part of the Transportation 2050 Plan ($135,305).

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

Agenda – Executive Policy Committee – June 17, 2025

Report – Standing Policy Committee on Public Works – June 12, 2025

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On June 12, 2025, the Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- Delete Recommendations 1 – 7 and replace with the following:

  "1. That the following documents be adopted as the long-range transportation planning policies for the City of Winnipeg:

     A. Transportation 2050: Reimagining Mobility – City of Winnipeg Transportation Master Plan (as presented in Appendix A); and,
     B. The Pedestrian and Cycling Strategies Update (as presented in Appendix

  2. That the Public Service be directed to report back to the Standing Policy Committee on Public Works by January 2026 on the progress and implementation of the Strategic Road Network Study.

  3. That the Public Service be directed to report back by March 2026 with a prioritization and funding strategy for implementation of the Goods Movement Study (Appendix D), including the Proposed Truck Route Network.

  4. That the Public Service be directed to report back to the Standing Policy Committee on Public Works by April 2026 on the progress and implementation of the following projects:

     A. Winnipeg Area Transportation Study; and
     B. St. Mary's Road/Downtown Corridor Study

  5. That the Public Service be directed to report back by May 2026 with a funding strategy for development of the Curbside Management Strategy.

  6. That the Public Service be directed to report back by December 2026 with a funding strategy for development of the following:

     A. Complete Streets Implementation Plan
     B. Multimodal Corridor Studies Guidelines

Report – Standing Policy Committee on Public Works – June 12, 2025

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

7. That the Public Service be directed to report back annually to the Standing Policy Committee on Public Works, starting June 2027 on the progress of the Transportation 2050 Plan, as well as the list of prioritized actions to be funded each year.

8. That the Public Service be directed to report back annually to the Standing Policy Committee on Public Works, with the first report to be received no later than June 2027, on the following:

    A. The status of business cases for the following pilot projects:
        i. Designated truck lanes pilot
        ii. Pop-up active transportation infrastructure pilot
        iii. Secure bike parking pilot
        iv. Curbside management pilot
        v. Reduced parking pilot for arterial roads
        vi. Autonomous vehicle bus testing pilot

9. That the Public Service be directed to report back by December 2027 with a funding strategy for development of the following:

    A. Transportation Demand Management Strategy
    B. Transit-Oriented Development Implementation Plan
    C. Zero-Emission Vehicle Strategy

10. That the Public Service be directed to report back to the Standing Policy Committee on Public Works with a prioritized list and recommended hiring timeline of the following positions:

    A. Goods Movement Engineer (1.0 FTE; WAPSO 4) to focus on planning, design, coordination and regulatory issues associated with the movement of freight in Winnipeg ($135,305).

Report – Standing Policy Committee on Public Works – June 12, 2025

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

B. Sustainable Transportation Planners (2.0 FTE; WAPSO 4) to be dedicated to developing mobility hubs (e.g. – Union Station and major transit stations and Park & Rides), engage with public and private sector partners to implement micro-mobility options (e.g. – car share, e-bike and e-scooter vendors), update policies and guidelines related to universal design and accessibility, engage with community members who are economically disadvantaged, underrepresented and/or underserved on all transportation projects, develop the Zero Emission Vehicle Strategy, Complete Streets Implementation Strategy and Guidelines for multimodal corridor studies, and write annual Transportation 2050 progress reports. ($270,610).

C. Bicycle and Pedestrian Design Engineer (1.0 FTE; WAPSO 4) to be dedicated to bikeway design and drafting actions identified in the Pedestrian and Cycling Strategy as part of the Transportation 2050 Plan ($135,305).

D. Bicycle and Pedestrian Education and Outreach Coordinator (1.0 FTE; WAPSO 4) to be dedicated to educational and communication-related actions identified in the Pedestrian and Cycling Strategy as part of the Transportation 2050 Plan ($135,305).

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

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

The following persons submitted communications:

- Donna Ansell, in opposition to the matter
- Chris Lorenc, in support of the matter
- Adam Johnston, in support of the matter
- Charles Feaver, in support of the matter
- Ian Walker, in support of the matter
- Tim Fennell, in support of the matter

ADMINISTRATIVE REPORT

Title: Transportation Master Plan (Transportation 2050)

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

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Patman. P.Eng.	J. Berezowsky	T. Graham	M. Dryburgh Acting Interim CAO

EXECUTIVE SUMMARY

This report presents the City of Winnipeg's updated Transportation Master Plan (Transportation 2050). Transportation 2050 is a long-term, strategic planning document. It directs policies, programs, and infrastructure through 2050. Its goal is to provide a safe, sustainable, and integrated transportation system. The plan was developed over a five-year period. It is data-driven and informed by a comprehensive stakeholder and public engagement program.

Transportation 2050 provides policy direction on multiple aspects of Winnipeg's transportation system. It considers many factors:

- Winnipeg is a vibrant and growing city that will be home to one million people in the coming decades.
- Demand on the city's transportation system is increasing. More people are living, working, and recreating in the city. The same goes for communities outside of Winnipeg, whose people move through the city. The volume of goods moving through Winnipeg is growing in tandem.
- Many bridges are approaching the end of their useful life.
- Accommodating the single-occupant automobile is and will continue to be challenging for Winnipeg. Roads take up significant space and are expensive to build and maintain. The City's 2018 State of the Infrastructure Report identified an approximately $6.9-billion gap between estimated future capital funding and required capital investment.

As a long-term strategic planning document, Transportation 2050 sets a vision for the future of transportation, grounds strategic planning in guiding principles, identifies focus areas and key directions; and, establishes policies to direct us towards a more sustainable and integrated transportation system.

The plan sets four targets:

1. Accessibility and equity
2. Road safety
3. Economic prosperity
4. Mode share

To reach these targets, Transportation 2050 provides a roadmap that will allow us to:

- Prioritize maintaining existing infrastructure over building new;
- Make strategic investments to move more people and goods using existing roads;
- Support development of complete communities where people can access their daily needs within a short distance; and,
- Make it so Winnipeggers can get where they need, using their mode of choice.

It is estimated $4.3 billion would be required over the next 25 years to implement all aspects of Transportation 2050. This includes all staffing, planning, designing, and capital costs for related infrastructure projects.

The report recommends adopting two documents as long-range transportation planning policies:

- Transportation 2050: Reimagining Mobility – City of Winnipeg Transportation Master Plan (as presented in Appendix A); and,
- The Pedestrian and Cycling Strategies Update (as presented in Appendix B).

It also identifies the need for a funding strategy to undertake a series of short-term planning strategies:

- Transportation Demand Management Strategy;
- Transit-Oriented Development Implementation Plan;
- Zero-Emission Vehicle Strategy;
- Complete Streets Implementation Plan;
- Curbside Management Strategy; and,
- Multimodal Corridor Studies Guidelines.

It recommends the Public Service report back annually on the status of a series of projects:

- Designated truck lanes pilot;
- Pop-up active transportation infrastructure pilot;
- Secure bike parking pilot;
- Curbside management pilot;
- Reduced parking pilot for arterial roads; and
- Autonomous vehicle bus testing pilot.

It also recommends a number of staff positions for budgetary consideration.

Finally, it recommends the Public Works Department continue to lead planning and roll-out of transportation projects. This would require specific projects and actions be submitted to each year's annual budget process until the Transportation 2050 Plan is fully implemented.

RECOMMENDATIONS

1. That the following documents be adopted as the long-range transportation planning policies for the City of Winnipeg:

    A. Transportation 2050: Reimagining Mobility – City of Winnipeg Transportation Master Plan (as presented in Appendix A); and,
    B. The Pedestrian and Cycling Strategies Update (as presented in Appendix B).

2. That the Public Service be directed to report back by January 2026 with a funding strategy for development of the following short-term planning documents:

   A. Transportation Demand Management Strategy
   B. Transit-Oriented Development Implementation Plan
   C. Zero-Emission Vehicle Strategy
   D. Complete Streets Implementation Plan
   E. Curbside Management Strategy
   F. Multimodal Corridor Studies Guidelines

3. That the Public Service be directed to report back by March 2026 with a prioritization and funding strategy for implementation of the Goods Movement Study (Appendix D), including the Proposed Truck Route Network (Appendix E).

4. That the Public Service be directed to report back annually to the Standing Policy Committee on Public Works, with the first report to be received no later than December 2026, on the following:

   A. The status of business cases for the following pilot projects:
      i. Designated truck lanes pilot
      ii. Pop-up active transportation infrastructure pilot
      iii. Secure bike parking pilot
      iv. Curbside management pilot
      v. Reduced parking pilot for arterial roads
      vi. Autonomous vehicle bus testing pilot

   B. The progress of the Transportation 2050 Plan, as well as the list of prioritized actions to be funded each year.

5. That the Public Service be directed to report back to the Standing Policy Committee on Public Works by July 2027 on the implementation of the following projects:

   A. Winnipeg Area Transportation Study;
   B. Strategic Road Network Study; and
   C. St. Mary's Road/Downtown Corridor Study.

6. That the following positions and required estimated annual salary, benefits and other associated costs, increasing annually in accordance with the Collective Agreement, be referred to the 2026 Operating Budget process:

   A. **Goods Movement Engineer** (1.0 FTE; WAPSO 4) to focus on planning, design, coordination and regulatory issues associated with the movement of freight in Winnipeg ($135,305).
   B. **Sustainable Transportation Planners** (2.0 FTE; WAPSO 4) to be dedicated to developing mobility hubs (e.g. – Union Station and major transit stations and Park & Rides), engage with public and private sector partners to implement micro-mobility options (e.g. – car share, e-bike and e-scooter vendors), update policies and guidelines related to universal design and accessibility, engage with community members who are economically disadvantaged, underrepresented and/or underserved on all transportation projects, develop the Zero Emission Vehicle Strategy, Complete Streets Implementation Strategy and Guidelines for

multimodal corridor studies, and write annual Transportation 2050 progress reports. ($270,610).

C. **Bicycle and Pedestrian Design Engineer** (1.0 FTE; WAPSO 4) to be dedicated to bikeway design and drafting actions identified in the Pedestrian and Cycling Strategy as part of the Transportation 2050 Plan ($135,305).

D. **Bicycle and Pedestrian Education and Outreach Coordinator** (1.0 FTE; WAPSO 4) to be dedicated to educational and communication-related actions identified in the Pedestrian and Cycling Strategy as part of the Transportation 2050 Plan ($135,305).

7. 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

The City of Winnipeg Charter requires that its municipal development plan be reviewed and re-adopted/replaced every five years. Council is responsible for approving the plan, referred to as OurWinnipeg 2045, along with its subsidiary plans, policies, strategies, guidelines, programs, and actions. The Transportation Master Plan is one of these subsidiary plans.

In 2016, the City of Winnipeg informed the Province of Manitoba that it officially commenced its review of OurWinnipeg, the City's development plan. The Transportation Master Plan (TMP), together with the accompanying Winnipeg Pedestrian and Cycling Strategies Plan, are the City's blueprint for planning, investing, developing and operating its walking, cycling, transit and road networks over the next three decades.

The update to the Transportation Master Plan was identified in the 2017 Budget. Work commenced on the project with the release of the suite of RFPs for the elements of the reports in late 2019 / early 2020.

IMPLICATIONS OF THE RECOMMENDATIONS

Adopting Transportation 2050 and the Pedestrian and Cycling Strategies Update would result in the following:

- The existing Pedestrian and Cycling Strategies would be replaced by the Pedestrian and Cycling Strategies Update;
- The policies contained within Transportation 2050 and the Pedestrian and Cycling Strategies Update would take effect and guide transportation planning for the next 25 years;
- The Public Service would begin working on the following next steps:
    - Creating a funding strategy for development of the short-term planning documents as outlined in Recommendation 2;
    - Creating terms of reference for a working group on transportation and equity; and
    - Implementing the projects outlined in Recommendation 4.

The Public Service will begin work on prioritizing the actions contained within the Goods Movement Study for implementation.

Concurrence with Recommendation 6 will allow funding for the four identified FTEs to be proposed in the 2026 Operating Budget process.

Additionally, the Public Service would be required to prioritize and implement projects and actions prioritized by Transportation 2050 and the Pedestrian and Cycling Strategies Update as mid- and long-term initiatives.

The plans identify departments and branches required to take primary and supportive responsibility for each action; these departments and branches would be required to undertake appropriate planning, business case development, budgeting, and implementation.

Full implementation of Transportation 2050 and the Pedestrian and Cycling Strategies is contingent on both departmental and branch involvement and additional funding.

HISTORY/DISCUSSION

UPDATING THE TRANSPORTATION MASTER PLAN

The City of Winnipeg Charter requires that *Plan Winnipeg* be reviewed and re-adopted/replaced every five years. Council is responsible for approving the plan, referred to as OurWinnipeg 2045, and any subsidiary plans, policies, strategies, guidelines, programs, and actions. As a sub document of the municipal development bylaw plan, the Transportation Master Plan 2050 (Transportation 2050) provides policy direction on multiple aspects of Winnipeg's transportation system.

In 2016, the City of Winnipeg informed the Province of Manitoba that it officially commenced its review of OurWinnipeg, the City's development plan. The Transportation Master Plan (TMP), together with the accompanying Winnipeg Pedestrian and Cycling Strategies Plan, are the City's blueprint for planning, investing, developing and operating its walking, cycling, transit and road networks over the next three decades. The update to the Transportation Master Plan was identified in the 2017 Budget and appeared in the 2018-2022 5 Year Forecast: See the November 29, 2016 Agenda for the Standing Policy Committee on Public Works. Work commenced on the project with the release of the suite of RFPs for the elements of the reports in late 2019 / early 2020.

Transportation 2050 is the City's policy blueprint for planning, investing in, developing, and operating its transportation system over the two and a half decades. It fits within a hierarchy of City plans and policies. It is directed by the City of Winnipeg Charter and is both directed by and supports priorities of OurWinnipeg 2045 Development Plan, and Complete Communities 2.0. It is further informed by and informs several citywide policies and plans and will result in updates to or creation of an additional number of strategic documents.

PREPARING THE TRANSPORTATION 2050 PLAN

The Public Service engaged Arcadis Canada (formerly IBI Group), MORR Transportation Consulting Ltd., WSP Canada, Dillion Consultants, who were supported by Mobycon Corp., Gehl Architects, David Kreiger Consulting Inc., Scatliff+Miller+Murray, and Probe Research Inc., to develop Transportation 2050, the Pedestrian and Cycling Strategies update, and the Goods Movement Study for Winnipeg and its Region.

Transportation 2050 was developed through a comprehensive, multi-component study that involved in-depth, evidence-based research and analysis, as well as extensive public and stakeholder engagement. Using a variety of data sources and modelling scenarios, as well as

public engagement, the overall intent was to understand challenges, forecast gaps and identify opportunities impacting the City's transportation system through 2050.

There were three phases to the project:

- Phase 1 was a complete review of the current state of the transportation network including the physical infrastructure (roads, bridges, bike lanes, and sidewalks), service available (goods movement by truck, rail, air, and transit service) and an analysis of the performance trends. This work resulted in the Transportation Current State Report released in August 2021.
- Phase 2 developed a long-term vision for the future transportation system as well as targets and key directions for the plan.
- Phase 3 developed the policies, actions and implementation plan required to achieve a sustainable transportation system by 2050, and ensured alignment with other City policies, priorities and mandates. At a high level, it outlined costs to implement the plan.

The project team employed a data-driven approach to identify transportation challenges and issues and develop solutions. Policies and actions were developed to address key issues, based on research and proven experience in other jurisdictions. While the COVID-19 pandemic affected travel behaviours in the short term, the lasting impacts of the pandemic on Winnipeg's transportation system are still unfolding as patterns return to normal. Other trends such as the changing climate, emerging technologies and an increased focus on road safety are also prevalent and will continue to influence transportation in Winnipeg in new and evolving ways. It was important to the project team to employ an approach that combined available data with public and stakeholder input.

OVERVIEW OF THE TRANSPORTATION 2050 PLAN

Transportation 2050 emphasizes moving people using sustainable modes of transportation. It aims to provide convenient, accessible, and realistic transportation choices while making the network safer for all users. Although walking, cycling, and transit are more sustainable modes of transportation and an important component of the system, the Public Service still expects people to make many daily trips by car well into the future.

With this in mind, Transportation 2050 identifies policies and actions that move towards a more sustainable and integrated transportation system by:

- Providing Winnipeggers with better travel options;
- Supporting a thriving economy, managing impacts of moving goods and services, and maintaining effective emergency services; and
- Defining the dynamic between land use and transportation.

While the plan identifies some site-specific action items (such as network recommendations), most actions are broader, systemic changes that – as implemented – would each result in more focused and site-specific action plans. These actions are intended to build upon each other over time to help achieve the City's transportation vision.

Transportation 2050 Plan: Reimagining Mobility

Transportation 2050 defines reimagined mobility as a transportation system where:

- Half of trips are made using sustainable mobility options;
- Sustainable transportation is a desirable and realistic option for everyday travel;
- An efficient network provides access and mobility to both people and goods; and

- People of all ages and abilities can safely move around without experiencing death or serious injury.

To put this reimagination into practice, the plan sets four targets:

1. ***Economic prosperity***: Goods can move efficiently by air, rail, and truck, ensuring support for economic growth
2. ***Mode share***: Winnipeggers make 50 percent of trips by walking, cycling, transit and ride sharing by 2050
3. ***Road safety***: Achieve a 20 percent reduction in fatal and serious injury collisions by 2026
4. ***Accessibility and equity***: The transportation system is designed and built to be accessible and affordable to all Winnipeggers

To reach these targets, Transportation 2050 provides a roadmap that will allow us to:

- Prioritize maintaining existing infrastructure over building new infrastructure;
- Make strategic investments to move more people and goods using the roads already in place;
- Support development of complete communities where people can access their daily needs within a short distance; and
- Empower people to travel by their preferred mode.

The Transportation 2050 Plan uses seven key directions to guide its policies and actions. These directions also link each separate piece of the plan to the broader vision and are as follows:

1. Integrate land use and transportation planning
2. Provide safe and sustainable mobility options for all
3. Optimize the network to consider future demand and encourage active and alternative mode use
4. Prioritize sustainability and maintenance of roads and bridges
5. Improve reliability of goods movement
6. Make active transportation a more viable choice for more Winnipeggers
7. Provide infrastructure that ensures connected transit service

A brief overview of the policy highlights and key actions are as follows:

- ***Land Use***: The intent is to enhance the utility and attractiveness of Winnipeg's streetscapes, build places where people want to live and businesses want to invest, align street design with planned land uses in *Complete Communities 2.0*, ensure people are able to move by bus, bike, or foot more often, help businesses efficiently deliver and receive goods, and manage parking and curbside space to support people and business.
- ***Walking and cycling***: The object is to close the gaps in walking and cycling networks, make walking and cycling easier, safer, and convenient, improve year-round maintenance of bike lanes and sidewalks, make these changes without reducing the movement of cars and trucks, and educate the public about active modes.
- ***Transit***: Support the Council-approved Transit Master Plan and ensure the number of people taking transit increases, provide transit that is safe, comfortable, and reliable, improve transit mobility Downtown, make sure transit is inclusive, and balance investment and prices for users. Note that many Winnipeggers are curious about light rail transit (LRT). The Transportation 2050 Plan directs the City to investigate when and

where LRT might be needed in the future. High-capacity transit will be essential to increasing sustainable trips.

- ***Motor Vehicles***: The goal is to reduce the infrastructure deficit by repairing existing roads and bridges, prepare for more electric vehicle usage and mode shift, advance Winnipeg's *Towards Zero* road safety target, improve the experience of driving Downtown, and embed equity and inclusion in decision making.

Integrated regional transportation planning

A collaborative and integrated approach to sustainable transportation system connectivity and efficiency on a regional scale is required to address infrastructure costs, promote public health benefits, and reduce greenhouse gas emissions. Partnerships and strong working relationships with metropolitan and Provincial partners are important to develop a regional Transportation Demand Management strategy.

The development and growth of regional services in cities like Toronto, Montreal, Calgary, and Edmonton can offer successful examples of various models that can be explored as potential future alternatives to the car. From car-share and taxi service to mobility hubs, van or mini-bus connecting to city transit routes, or full-on independent bus routes from downtown to regional centres are options to be studied.

As growth continues in the Winnipeg Metropolitan region, the demand for sustainable transportation options will lead the need to study and consider public transportation services.

Pedestrian and Cycling Strategies update

The Pedestrian and Cycling Strategy (PCS) seeks to maximize transportation options by ensuring accessibility, comfort, and safety of walking and cycling in Winnipeg. The strategies aim to create a transportation network where:

- Walking and cycling are safe, convenient, practical, and attractive transportation choices for people of all ages and abilities
- Equitable access to walking and cycling provides greater transportation choices for residents and visitors in neighbourhoods across Winnipeg. This will improve personal mobility, promote healthy living, and reduce greenhouse gas emissions, thus contributing to quality of life and community wellbeing
- The community is engaged in transparent processes to invest in and prioritize cost-effective, progressive, and innovative infrastructure, support programs, and policies
- Walking and cycling infrastructure are strategically integrated with land use to foster walkable and bicycle-friendly communities in existing and new neighbourhoods
- Walking and cycling infrastructure will be maintained in good repair, operational in all seasons, including establishment of priority networks for winter maintenance
- Winnipeg is recognized as a leading Winter City in promoting walking and cycling throughout the year.

The Transportation 2050 Plan sets high-level policy to guide planning and implementation for expanding the pedestrian and cycling networks. The PCS document details these policies further.

They outline more specific policy statements as well as direction for infrastructure and programs over the next 25 years and beyond. By doing so, they provide a detailed implementation plan

with six strategic directions that organize 94 actions into short, medium, and long-term priorities for walking and cycling improvements throughout the city.

The Transportation 2050 Plan does not go into deep detail regarding actions directly related to walking and cycling; these are contained within the PCS. Please refer to the PCS document for more information.

Goods Movement Study for Winnipeg and its Metropolitan Region

With its mid-continental location, Winnipeg is a key node in multi-modal, transcontinental goods movement networks connecting roads, rail, and air transportation methods. And like in many cities, locally, trucks and courier vehicles move goods around.

This means there is a strong linkage between the urban, regional, and long-haul transportation of goods on city streets and Winnipeg's economic development. It also means there is a significant footprint of inter-modal infrastructure, associated with rail yards and the airport, involved with goods movement in Winnipeg and the surrounding area.

As Winnipeg is an important multimodal freight hub, its road network must accommodate substantial truck traffic while balancing trucking needs with those of cars and other modes of transportation.

The rail network has an extensive footprint across the city, with railway yards and more than 200 at-grade crossings. The rail network in general creates physical barriers and pinch points throughout the city, while at-grade crossings contribute to road network delays.

As more industrial activity starts to take place outside the city's boundary, there will also be an increased need for cross-jurisdictional coordination of land-use and transportation planning.

The following are key actions from the goods movement study:

1. ***Protect the viability of goods movement in land use planning and development***
   Continue to provide a robust grid of truck routes that supports reliability, efficiency, and the distribution of truck traffic across multiple streets without compromising safety of pedestrians and other road users. Also ensure access to destinations by continuing to provide and efficiently manage loading zones. Work with stakeholders in planning for future accommodation of long combination vehicles in industrial developments.
2. ***Promote seamless intermodal connectivity***
   Support the James A. Richardson Winnipeg International Airport's role as the primary air gateway for passengers and cargo in Manitoba. Also cooperate with Metropolitan Region municipalities to support the development of CentrePort and ensure cross-boundary coordination of both rail, truck and cycling access for effective goods movement.
3. ***Collaborate with regional partners to increase goods movement safety, efficiency, and reliability and ensure inter-jurisdictional coordination of plans and policies***
   Advocate for the establishment of a regional goods movement advisory council to advise on matters involving freight project priorities and policy considerations that affect the movement of freight into, around and out of Winnipeg and its metropolitan region.

4. ***Invest in transportation infrastructure and operational improvements to improve the movement of goods and anticipate new technologies***
   There is an opportunity to review and update signal timing plans to enhance the flow of goods on the Strategic Road Network while maintaining a safe environment for all other users. Also investigate the feasibility of piloting a truck-only lane on a high truck volume corridor such as Route 90.
5. ***Improve the services provided for goods movement in the last mile***
   Continue to support adoption of low-/zero-carbon emission freight vehicles. Also encourage stakeholders to consider active transportation such as electric assist cargo bikes for the job of small parcel deliveries in dense residential urban neighbourhoods.
6. ***Prioritize data collection on freight-related issues to help with decision making and, going forward, support the development of improved analytical tools***
   Ask the Province of Manitoba to reinstate the Manitoba Highway Traffic Information System in the Metropolitan region to provide essential data needed to make informed decisions about planning, design and operation for trucks on the transportation road system.

Therefore, it is critically important for the City's economy for businesses to have a reliable network of roadways where light commercial vehicles and heavy trucks can travel safely and efficiently. The Transportation 2050 Plan and its associated Goods Movement Study propose investment in strategic infrastructure and maintenance of existing roads and bridges facilities that is essential to a thriving economy and high quality of life. Both documents also strive for balance that improves efficiency of goods movement while also implementing measures to upgrade transit efficiency and improve road, cycling and pedestrian safety. Please refer to the Goods Movement document for more information (Appendices D and E).

IMPLEMENTATION

If Council adopts the Transportation 2050 Plan, the Public Service will then develop a funding strategy to ensure policies, actions and projects are implemented over the next twenty-five years.

The Plan also outlines initial moves that are to be completed in one to two years following adoption, including:

- Developing a transportation project prioritization methodology and updating the WATS study to replace the previous Inner Ring Road Study (the Public Service is already working on this project, known as the Strategic Road Network, or SRN)
- Developing implementation strategies for:
  - Transportation Demand Management Strategy
  - Transit-Oriented Development (TOD) Implementation Strategy
  - Zero Emission Vehicle Strategy
  - Complete Streets Implementation Strategy
  - Curbside Management Strategy
  - Forming a working group on transportation and equity
  - Updated guidelines for multimodal corridor studies

The Transportation 2050 Plan also recommends for further consideration six pilot projects for implementation in the short-term:

- ***Designated truck lanes*** - Investigate the feasibility of piloting a truck-only lane on a high truck volume corridor. A 12-month pilot is recommended to account for a full year of

traffic and weather conditions. (Supports Policy 3.1 - Account for the needs of all road users in transportation decision making.)

- ***Pop-up active transportation infrastructure*** - The City should pilot the increased implementation of temporary infrastructure measures to formalize active transportation routes, such as temporary speed displays, planters, paint, and traffic calming curbs and barricades. These could be implemented along the former enhanced summer bike routes and other locations that close gaps in the cycling network for a 12-month pilot.
- ***Secure bike parking*** – Pilot a publicly-available full-serve bicycle parking station or long-term secure bike parking in an area of high cycling activity. If successful, plan to implement other similar facilities at key locations in the city.
- ***Curbside management*** - Downtown Winnipeg has many loading zones that have been in place for decades, with little or no re-evaluation of their use despite changing land use and transportation demands. Rethinking the management of curbside space would allow for a more efficient use of this valuable commodity in the downtown area. Providing for convenient access and high turnover will maximize the number of people that can access a particular destination during event times. A three to six-month pilot testing various loading zone options should be conducted.
- ***Reduce parking on arterial roads*** - Arterial roads are intended to move people and goods as their primary function. Existing curbside parking or loading spaces may sometimes be redundant, particularly where there is abundant accessory parking and loading for the properties along the corridor. In some situations, parking could be limited to introduce additional capacity for an improved flow of people and goods (particularly during peak periods), prioritizing sustainable mobility options. A 12-month pilot project is recommended.
- ***Autonomous vehicle bus testing*** - Automated buses are ready for real-world testing and Winnipeg's Southwest Transitway is an ideal testing location, as a fully separated right-of-way that experiences cold and winter conditions. Potentially, autonomous buses could be tested in this location outside of revenue service hours, noting that this may be precluded by existing agreements.

MONITORING THE PLAN

Transportation 2050 is a living document that must be regularly reviewed to ensure it continues to meet the transportation needs of Winnipeg. A robust monitoring program is a vital component of the Transportation 2050 Plan's implementation to understand and communicate progress. Understanding progress helps guide continued implementation and future updates by determining what actions have been completed, what impact they have had, and what gaps remain. Communicating progress to City employees, Council, stakeholders, partners, and the public demonstrates transparency and accountability – key components of OurWinnipeg 2045's Leadership and Good Governance Goal.

The progress of this plan will be monitored through Status Updates and Progress Reports. Status Updates will be conducted annually and list the status of all the actions within the Transportation 2050 Plan. Progress Reports are more robust, involving measuring and reporting progress on key indicators. Progress Reports will be completed regularly, such as on a five-year cycle.

FINANCIAL IMPACT

Financial Impact Statement

Date: March 28, 2025

Project Name:

Transportation Master Plan (Transportation 2050)

First Year of Program **2026**

	2026	2027	2028	2029	2030
Capital					
Capital Expenditures Required	$ 24,750,000	$ 6,810,000	$ 7,128,000	$ 27,592,000	$ 27,726,000
Less: Existing Budgeted Costs	24,750,000	6,810,000	7,128,000	27,592,000	27,726,000
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 676,525	$ 690,056	$ 703,857	$ 717,934	$ 732,292
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 676,525	$ 690,056	$ 703,857	$ 717,934	$ 732,292
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 676,525	$ 690,056	$ 703,857	$ 717,934	$ 732,292

Additional Comments: The Transportation Master Plan is a long-term policy framework that sets the direction of the future vision, goals and objectives for the transportation network in Winnipeg. As identified in Appendix A, Exhibit 5.1, the estimated cost of fully implementing the plan as contemplated in this report is $5.9 billion (Class 5 estimate presented in 2021 dollars). The financial impact related to the implementation of aspects of the master plan will be tabled for Council consideration in separate reports or as part of the annual budget process.

Capital expenditures in the table above represent projects that have been forecast in the 2025 Capital budget (see Appendix F). Current expenditures represent the operating costs associated with the 5 FTE's being referred to the 2026 budget process in Recommendation #8, increasing by 2% per annum.

J. Ruby, 2025-03-28

J. Ruby CPA, CA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with:

- Good Movement Advisory Committee (GMAC)
- Manitoba Transportation and Infrastructure

OURWINNIPEG POLICY ALIGNMENT

The Transportation 2050 Plan is aligned with OurWinnipeg 2045 on 02 Sustainable Transportation - “A safe, efficient and equitable transportation system for people, goods and services”.

Complete Communities 2.0 identifies the need to improve accommodation of cyclists and pedestrians, particularly on specified corridors.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The transportation sector is the second ranked contributor to GHG emissions in Canada, with personal vehicles and commercial vehicles largely responsible. Commercial and personal motor vehicles are the largest source of transportation emissions in Winnipeg at 49.7% of overall community GHG emissions. With a focus on the sustainable and efficient operation of the transportation network, Transportation 2050 policies and actions can support the efforts of the Winnipeg Climate Action Plan to reduce inefficiency and reduce transportation-related GHGs.

3.5 Reduce Traffic Congestion.
3.6 Increase the Use of Zero-Emission Vehicles.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The Transportation 2050 Plan is aligned with *Goal 5: Transportation System Equity is Enhanced* of the Winnipeg Poverty Reduction Strategy. Many policies and actions would make streets more walkable and bike-friendly, which is important for those who rely on these modes. Some of the actions which align with Goal 5 include upgrades to pedestrian facilities in areas with significant incidence of low-income households, upgrade cycling infrastructure, improve accessibility to transit service, encourage ride sharing options and improve infrastructure maintenance.

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: Alex Regiec, RPP, Transportation Master Plan Lead
Date: April 1, 2025

Attachments:
Appendix A – Transportation 2050: Reimagining Mobility. Transportation Master Plan (including Public Engagement Reports)

Appendix B – 2024 Pedestrian and Cycling Strategies

Appendix C – Pedestrian and Cycling Strategies Maps

Appendix D – Goods Movement Study for Winnipeg and its Metropolitan Region

Appendix E – Proposed Truck Route Network

Appendix F – Transportation Master Plan Projects Forecasted in the 2025 Capital Budget