

## EXECUTIVE SUMMARY

Winnipeg is a vibrant and growing community in the heart of the Canadian prairies. As the provincial capital and the largest city in Manitoba, the 660,000 residents who currently call Winnipeg home represent 60% of Manitoba's total population. Winnipeg and the Manitoba Capital Region are growing at a pace we have not seen in several decades. Our economy is booming as businesses take advantage of Winnipeg's unique trade position in North America. Consequently, we are welcoming more new Winnipeg 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 – all things that have always brought great pride to Winnipeggers. By 2031, it is projected that Winnipeg and the surrounding areas will be approaching one million residents. This growth will place increasing pressures on our transportation system. As a response to these challenges, Winnipeg has reviewed its long term development plans, which shape and influence Winnipeg's Pedestrian and Cycling Strategies. These shaping influences include:

- ▶ **OurWinnipeg**, Winnipeg's municipal development plan, provides a 25-year blueprint that will guide the growth of the physical, social, environmental, and economic development of our city as per The Winnipeg Charter.

OurWinnipeg integrates four Direction Strategies that provide detailed policies, directions, and strategies necessary for its implementation. The four direction strategies are **Complete Communities, Sustainable Transportation, Sustainable Water and Waste Infrastructure, and A Sustainable Winnipeg**.

- **The Complete Communities Direction Strategy** represents more than two years of research and analysis about what should be part of a 'state of the art' land use and development plan.

The Complete Communities Direction Strategy is a practical and innovative "playbook" to guide land use and development in Winnipeg for the next 25 years. It is the product of an extensive public engagement process and an unprecedented amount of background research.

The Complete Communities Direction Strategy sets Winnipeg on a new path. New tools and approaches will foster development that establishes Winnipeg as an urban leader; a city of unique, sustainable and complete communities.

Complete communities are places that offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and play in close proximity to one another. One of the important goals of complete communities is to enable a range of sustainable transportation options.

- **The Sustainable Transportation Direction Strategy** provides an outline of how transportation will be provided in Winnipeg for the next 25 years. Its emphasis is on moving people, goods and services in a way that is socially, environmentally and economically sustainable.

Meeting future demand for continued mobility requires a balanced approach, intended to develop a community where transportation is easy and convenient today while not compromising the mobility needs of future generations.

The practices contained in the Sustainable Transportation Direction Strategy will result in the ability to better integrate land use and transportation planning. They will enable Winnipeg to assess future transportation needs systematically and proactively.

The Sustainable Transportation Direction Strategy formed the authority and the policy framework for the development of the Transportation Master Plan.

- **Winnipeg's Transportation Master Plan (TMP)** was approved by Council in November 2011. The purpose of the TMP is to present a long-term strategy to guide the planning, development, renewal and maintenance of a multi-modal transportation system in a manner that is consistent with projected needs, and aligned with the City's growth and the overall vision for a sustainable Winnipeg as expressed in OurWinnipeg, the Complete Communities Direction Strategy, and the Sustainable Transportation Strategy.

With increased growth comes greater 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 provides an opportunity to invest and shape our transportation system to improve the efficiency of the movement of people and goods by road. It will also require us to enable more sustainable forms of travel including walking, cycling and transit.

A key underlying goal of the TMP 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. Specifically, the TMP directly calls for the development of the Pedestrian and Cycling Strategies.

The Pedestrian and Cycling Strategies seek to maximize transportation options by ensuring the accessibility, comfort, and safety of walking and cycling in Winnipeg, and to establish directions for walking and cycling policies, infrastructure, and programs over the next 20 years and beyond. By doing so, the Strategies are intended to provide a detailed implementation strategy with short, medium, and long-term priorities for walking and cycling improvements.

The Pedestrian and Cycling Strategies have been developed with the broad participation of Winnipeggers. Community involvement was key in ensuring that the Strategies reflect the values and interests of residents and key stakeholders. In total, the City heard from over 3,000 Winnipeggers during the development of the Pedestrian and Cycling Strategies. There were several opportunities for public input through various forums, including an on-line survey, telephone survey, stakeholder workshop, and open houses. The Strategies were also guided by input and feedback received from City Staff and a Stakeholder Advisory Committee that represented a variety of key stakeholders and sectors.

The vision and goals of the Pedestrian and Cycling Strategies inform the overall direction of the strategies, and serve as the basis for the directions and recommended action areas.

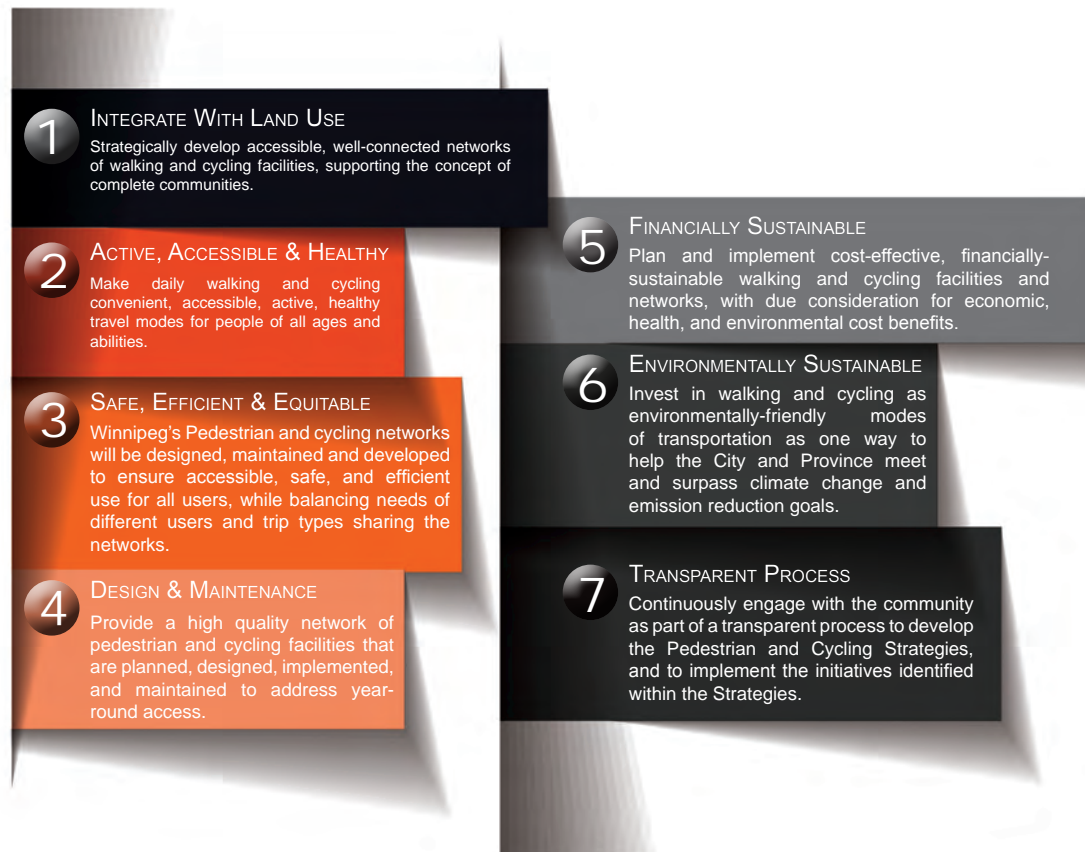
The Pedestrian and Cycling Strategies include a long-term vision for walking and cycling in Winnipeg, supported by seven overarching goals and a series of six strategic directions with supporting key directions and actions. The vision has been designed to describe the broad aspirations for the future of walking and cycling in Winnipeg. The vision consists of a series of inspirational statements that act as the framework to guide the direction of walking and cycling in Winnipeg into the future. The vision statement for the Strategies describes the future desired “end state”, or result, of implementing the Strategies:

- 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 well-being.
- 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 facilities 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.



This vision statement is supported by seven main goals that are aligned with the City's overarching objectives as stated in Our Winnipeg, the CCDS and the Transportation Master Plan, and provide the foundational elements that shape the specific walking and cycling directions and actions. The goals also set the basis for the performance measures and prioritization criteria, which are outlined in Part 5 of the Strategies.

The Pedestrian and Cycling Strategies then include six Strategic Directions along with supporting Key Directions and Actions that support the vision and goals.



The Pedestrian and Cycling Strategies provide a framework for making walking and cycling more safe, convenient, and comfortable modes of transportation in Winnipeg. The Strategies include a comprehensive package of actions that are intended to guide Winnipeg's planning and capital investment decisions as well as on-going operations and maintenance activities to enable walking and cycling over the long-term. The full cost to implement the Pedestrian and Cycling Strategies is estimated to be approximately \$334 million over the long-term. In addition the Pedestrian and Cycling Strategies are estimated to require approximately \$3.7 million in Annual Operating Costs.



**1** *Improve Connectivity*

- A. Expand the Bicycle Network
- B. Expand and Enhance the Sidewalk Network
- C. Address Barriers

Recognizing that the long-term vision will require significant investment, an implementation strategy was developed to prioritize improvements and identify short-term, medium-term, and long-term improvements.



**2** *Improve Convenience*

- A. Provide Bicycle Parking and End-of-Trip Facilities
- B. Increase and Improve Multi-Modal Connections

The implementation strategy for the Pedestrian and Cycling Strategies is based on a number of principles that the City should follow as it moves forward with implementing the Strategies.



**3** *Improve Safety & Accessibility*

- A. Provide Accessible Infrastructure
- B. Improve Pedestrian and Cyclist Safety
- C. Provide Pedestrian and Cyclist Crossing Treatments
- D. Provide Well Lit and Visible Pedestrian and Cyclist Facilities
- E. Develop Safe Routes to School

**The Pedestrian and Cycling Strategies are the first step, not the last step.** The Pedestrian and Cycling Strategies are the first strategies of their kind developed for Winnipeg and represent a comprehensive package of engineering, programming, and education initiatives to enable walking and cycling. However, the Strategies are intended to lay the foundation for implementing the plan over the short, medium and long-term. In that regard, the Strategies should be seen as the first step in a long-term commitment to enabling walking and cycling. Implementation of the Strategies will require sustained and dedicated financial and staff resources over the long-term.



**4** *Improve Maintenance*

- A. Maintain the Sidewalk Network
- B. Maintain the Bikeway Network

**The Pedestrian and Cycling Strategies is a flexible and living document that should be reviewed and updated frequently.** The Pedestrian and Cycling Strategies recommend a wide range of short-term initiatives to be implemented over the next five years. As such, the City should monitor progress implementing the Strategies on a regular basis, and should commit to reviewing and updating the Strategies every five years to update changing priorities and needs and to reflect completed projects.



**5** *Improve Vibrancy*

- A. Enhance Streetscapes and the Public Realm
- B. Land Development and Site Design

**The City should develop a yearly Pedestrian and Cycling Action Plan** to identify upcoming projects and initiatives as part of its efforts to keep the Strategies a living document on an annual basis.



**6** *Increase Awareness*

- A. Enhance Wayfinding, Signage, and Trip Planning
- B. Improve Education and Awareness
- C. Increase Marketing and Communication

WOLSELEY AVE



**The City should engage in Neighbourhood- Based Public Consultation to implement many recommendations of the Strategies.** Many of the initiatives in the Strategies require more detailed input and technical work, and the City should work closely with its partners and with neighbourhoods as it works to move forward with priorities in the Strategies.

Public consultation, design and construction of pedestrian and cycling infrastructure can only be done effectively over several years. Furthermore, it is important that processes be found that are effective in getting neighbourhood participation in the planning and design of pedestrian and cycling opportunities.

The process is intended to be much more effective in getting neighbourhood participation in the planning and decision making process concerning plans to improve the ability of residents to use pedestrian and cycling as mobility options. The process is modeled after the teachings of the International Association for Public Participation (IAP2).

Successful implementation of the Pedestrian and Cycling Strategies will require significant changes in operational practices for the city of Winnipeg. The most important of these changes are highlighted below:

***Increased funding levels:***

The full cost to implement the Pedestrian and Cycling Strategies is estimated to be approximately \$334 million over the long-term, approximately 20 years). In addition the Pedestrian and Cycling Strategies are estimated to require approximately \$3.7 million in Annual Operating Costs. Increased funding levels for active transportation, as well as identifying partnerships and leveraging other funding sources, will be required to meet these costs.

***Increase staff resources:***

Implementation of the Pedestrian and Cycling Strategies includes not only additional financial resources, but the City requires additional staff resources to implement the various strategies. The TMP commits to allocating sufficient funding in future capital and operating budgets to complete the pedestrian and cycling networks (Enabling Strategy (d) in the Active Transportation section). Evidence from cities across North America clearly demonstrate that having several staff members dedicated exclusively to walking and cycling is critical to enabling walking and cycling. An analysis of the 40 largest U.S. cities shows that cities with larger staff, both in count and per capita, have higher levels of bicycling than cities with smaller staffs.

In addition to maintaining a dedicated full-time Pedestrian and Cycling Coordinator position, this should include at least three dedicated full-time staff resources in the following positions:

Bicycle and Pedestrian Design Engineer

Bicycle and Pedestrian Planner

Bicycle and Pedestrian Education and Promotion Coordinator

***Improved monitoring:***

A monitoring strategy is essential to ensure that the Pedestrian and Cycling Strategies are implemented as intended, and to determine whether the plan is achieving its goals. A monitoring program will also enable City staff to appropriately allocate monetary and staff resources and to implement prioritized initiatives of the Pedestrian and Cycling Strategies. Monitoring also provides a means of identifying changing conditions which would require changes to the Strategies.

The monitoring program will focus on identifying ‘measures of success’ for two components: first, the degree of progress in implementing the plan, and secondly, the outcomes of the plan. Measures of success are described in the table starting on page 310. These include general measures of success for the overall Pedestrian and Cycling Strategies, as well as specific measures of success related to each Strategic Direction.

To assist in monitoring these, and other, measures of success, the City should expand its current pedestrian and cycling monitoring initiatives, and should develop and implement a comprehensive **Pedestrian and Cycling Monitoring Program** within one year of adoption of this plan. This Pedestrian and Cycling Monitoring Program will help to identify baselines for each of these measures of success.

The City should follow this up by communicating the results of its Pedestrian and Cycling Monitoring Program by developing and publishing a Walking and Bicycle Account. A **Walking and Bicycle Account** is a tool to monitor the development of bicycling and walking activity in a community on a regular basis, and is used to assess if a community is achieving its cycling and walking objectives. Walking and Bicycle Accounts typically report on important public input that can be used and incorporated into the bicycle and pedestrian planning process. The Bicycle and Walking Account can also be, in itself, an opportunity to do community-wide marketing and communication on bicycling and walking.



### ***Continued collaboration with stakeholders***

Many of the actions recommended in the Pedestrian and Cycling Strategies simply direct the Winnipeg public Service to begin or to continue collaborating with stakeholders on specific issues. It is the intention of the strategies that the existing Active Transportation Advisory Committee (ATAC), which was approved by Council on February 26, 2007, be the forum by which this is accomplished.

The mandate of ATAC is to provide advice and recommendations on pedestrian and cycling related policies, programs, priorities, facilities and standards to the Director of Public Works. Inform the public about Active Transportation and, where possible and appropriate, provide opportunities for public input. And to provide a forum in which AT issues can be discussed among the various stakeholder groups with the intent of reaching consensus on these issues. The role of the ATAC is both strategic and responsive. It advises the Director of Public Works on the strategic direction of the AT program as well as makes recommendations on unexpected issues.

Through each of these implementation principles, the City can continue to improve transportation choices for people of all ages and abilities and work towards the vision and goals of the Pedestrian and Cycling Strategies.