

Active Transportation

Accelerate Development of Pedestrian and Cycling Networks

While “A Transportation System that Supports Active, Accessible, and Healthy Lifestyle Options” is a strategic goal of the *Our Winnipeg* planning document, “Sustainable Transportation”,¹ we still have a long way to go if we truly want to provide citizens with meaningful options in their mode of transportation (walking, cycling, using public transit or driving). The current budget of \$5.4 million/year² amounts to less than 40% of the \$14 million/year³ recommended in the Pedestrian and Cycling Strategies.

This funding shortfall is being met to some degree by an increased inclusion of walking and cycling infrastructure within other roadway projects. While these added walking and cycling facilities are welcome additions, they often do not connect to existing walking or cycling infrastructure, and rarely represent the priorities identified for the development of the city’s walking and cycling networks. At the same time, many road renewal projects still fail to include improvements to improve walkability or bikeability of streets during rehabilitation or reconstruction projects, when improvements can be added most affordably.

To address this shortfall, we are recommending annual increases to the walking and cycling program of \$.667M/year over the next five years, starting in 2018 with the expectation that this increase will be matched by the two senior levels of government. To access provincial and federal funding, the city should highlight the strong co-benefits that higher rates of walking, cycling, and transit use provide, including health benefits, reduced greenhouse gas emissions, economic impacts, reduced congestion, and workforce productivity benefits.

In addition, we are recommending that consideration for potential walking and cycling im-

provements be integrated into the prioritization and budgeting process for the local and regional street renewal programs, and that any necessary studies and resulting additional construction costs be incorporated into these budget lines rather than taken from the pedestrian and cycling program budget. We feel that this would align practice with the intention of the Pedestrian and Cycling Strategies recommendation to “ensure that bicycle requirements be addressed in all new and renewal road projects that are part of the bicycle network or where the road provides connectivity or support to the bicycle network”⁴ and to “Seek strategic opportunities to implement new sidewalks through partnerships, other capital projects and programs and development opportunities on non-regional roads”.⁵

New Expenditure:

- Increase funding for walking/cycling program: \$667,000

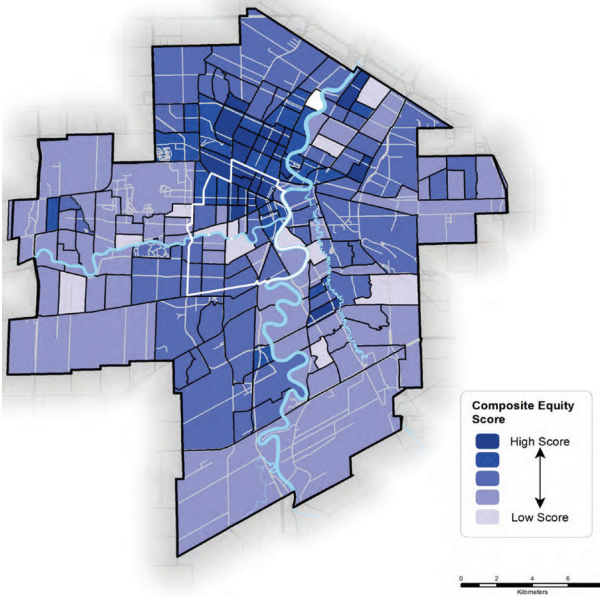
Increase Staffing Devoted to Walking & Cycling Program

With a growing budget devoted to pedestrian and cycling facilities and programs (and increasing budgets for street renewals which often require retrofits to meet updated standards for walking or biking), it is important that city staffing dedicated to the needs of people on foot or bike also grow to manage the increasing workload. As identified in the City of Winnipeg’s Pedestrian and Cycling Strategies,⁶ we are therefore recommending that the city create and fill the following positions as part of the upcoming budget:

- Bicycle and Pedestrian Design Engineer
- Bicycle and Pedestrian Education and Promotion Coordinator

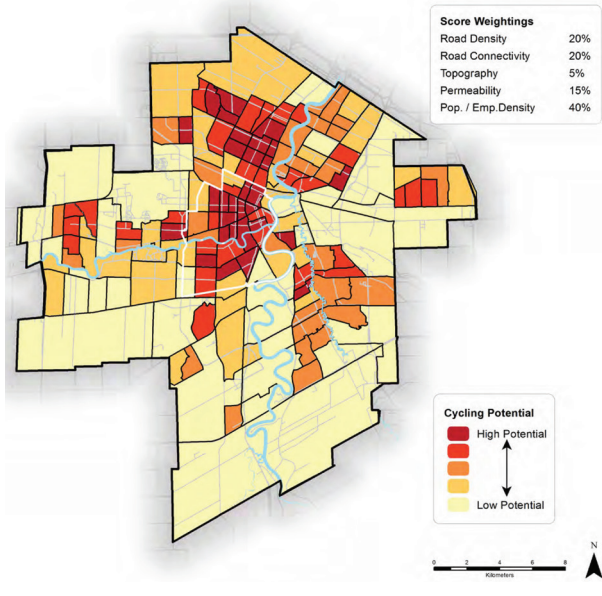
The design engineer position is critical to ensure that designs are consistent and that these designs are routinely included in the planning and budgeting of the increasing number of roadway rehabilitation projects.

FIGURE 1 Equity Analysis



SOURCE: Winnipeg Pedestrian and Cycling Strategies Final Report

FIGURE 2 Walking and Cycling Potential



SOURCE: Winnipeg Pedestrian and Cycling Strategies Final Report

New Expenditure:

- Bicycle and pedestrian design engineer (wages/benefits): \$90,000
- Bicycle and pedestrian education and promotion coordinator: \$60,000

Focus Spending in Downtown & Surrounding Areas, and in Disadvantaged Neighbourhoods

With limited funding available to design and develop infrastructure that will make it more comfortable and convenient to walk, bike, or bus to destinations, it is important to ensure that projects to improve walking and cycling infrastructure are focused on areas of the city that have the highest potential to encourage more trips by foot, bike or bus. It is also important to consider areas of the city where limited access to walking or cycling facilities is compounded by socio-economic challenges.

In Winnipeg, the areas most likely to attract new users are the downtown and surrounding

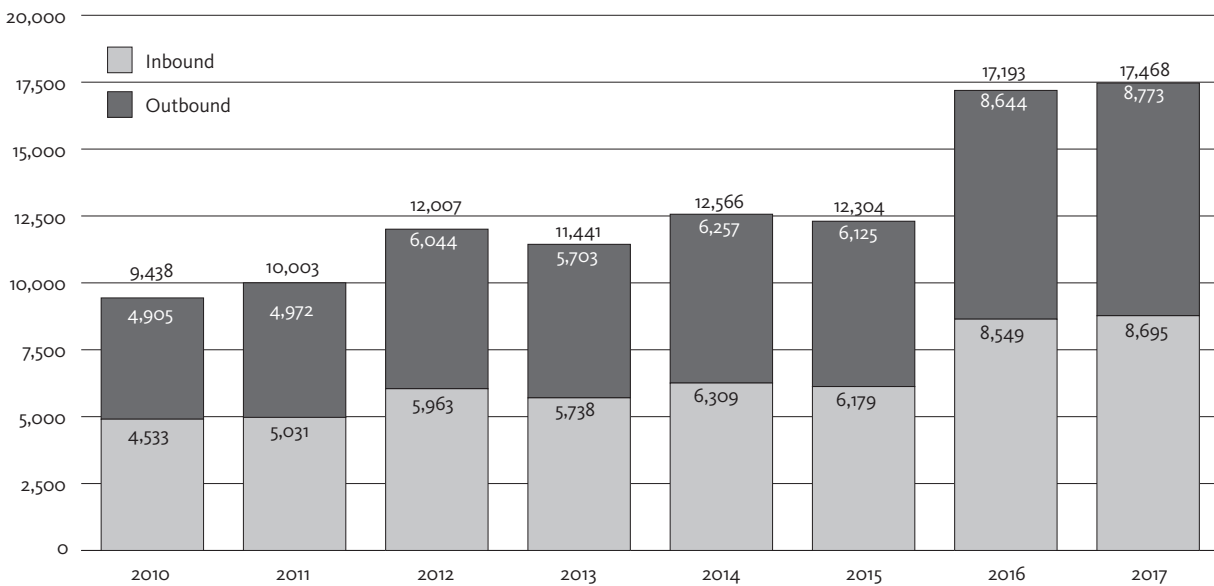
mature neighbourhoods where density is higher and the existing street network forms a connective grid.

Downtown Separated Bicycle Lane Network

Despite having been identified as a short-term “quick win” that should be prioritized in the next one or two years,⁷ construction of the city’s downtown separated bike lane network is only starting to begin three full years after the Pedestrian and Cycling Strategies were passed in July, 2015. Full buildout of the downtown separated bicycle lane network is not within the 3-year planning horizon of the 2018 Pedestrian and Cycling Program Action Plan, and even then the planned network will not provide the level of connectivity recommended in the Downtown by the Pedestrian and Cycling Strategies (400m grid width).⁸

We urge the city to fast track development of the downtown separated bicycle lane network by committing to plan for all remaining segments

FIGURE 3 Total Downtown Bicycle Trips – Annual May Count



SOURCE: City of Calgary Central Business District Cordon Count. The total number of bicycles entering and exiting the downtown are counted annually on a weekday in May from 6 a.m. to 10 p.m. calgary.ca/bikedata

(and proposed additions along St. Mary & York) in 2019, and by installing adjustable separated bike lanes in 2019/2020 to be followed with permanent installations as the roadways undergo planned renewals.

Case Study

In 2015, the City of Calgary fast tracked the planning and installation of a five street downtown protected bike lane network using cheaply installed adjustable barriers (similar to those being piloted in Winnipeg right now).

Results:

- Ridership has tripled along the network.
- Bicycle trips into and out of downtown increased by 40% between the 2015 and 2016.
- Perception of safety of people cycling increased from 68% to 91%.
- People are going one or two blocks out of their way to use the cycle tracks.
- The highest ridership occurs where cycle track routes are closer together.

Cycling Spines

Beyond the Downtown, the city's focus in developing its walking and biking network should emphasize projects that will connect into the Downtown networks or those that will improve access to walking or cycling facilities in areas of the city facing socio-economic challenges and/or historic neglect of the needs of people walking or biking to their destinations. In particular, the following projects should be seen as high priorities:

- St. Matthews & U of W Connection
- North Winnipeg Parkway
- Northwest Hydro Corridor Greenway
- Churchill Pathway
- Transcona Trails Connection to Panet Rd.

Neighbourhood Greenways in Mature Neighbourhoods

Neighbourhood Greenways are local streets (sometimes supplemented with short pathways) where the needs of people on foot or on bikes are prioritized. Cars are allowed, but are treated as

guests. Neighbourhood Greenways are generally designed (or retrofitted) for lower speeds (30 km/hr.) and lower traffic volumes (cut through traffic is discouraged), and provide safe crossing options for people on foot or bike where they must cross higher speed/volume streets. They provide safe, comfortable and convenient access to neighbourhood destinations such as grocery stores, restaurants, or schools, and provide necessary access to the wider walking and cycling networks. Plans for Neighbourhood Greenways should:

- Aim for 2 to 3 studies per year (either corridor or community studies)
- Aim for 2 to 3 implementations per year as plans are developed and budgets allow
- Integrate with School Travel Plan Studies (Active and Safe Routes to School). School travel planning, with the aim of reaching 6–8 schools per year, should be included within the study areas being considered for neighbourhood greenways.
- Focus on Mature neighbourhoods and prioritize disadvantaged neighbourhoods.

Crossing Improvements Reserve

The Pedestrian and Cycling Strategies show a need for \$100 million worth of crossing improvements over 20 years from 2015 onwards.⁹ The AMB recommends that a reserve fund be established to accumulate funds for crossing improvements,¹⁰ with yearly contributions of \$1M to be started in 2018.

New Expenditure:

- Contribution to crossing improvements reserve: \$1M

Regional & Local & Sidewalk Renewals

While funding for regional and local street renewal programs has increased \$13 million per year between 2015 and 2018, none of that increase

has been dedicated towards renewal of our sidewalks. We recommend that beginning in 2018 budgets for sidewalk renewal and within the Local & Regional Street Renewals program be doubled, with a corresponding drop in the amount allocated for Local Street Renewals— Various Locations and for Regional Reconstruction and Major Rehabilitation Works and Regional Mill and Fill Preservation Works.

New Expenditures:

- Regional sidewalk and curb renewal: \$500,000
- Detectable warning surfaces for regional streets: \$100,000
- Local street sidewalk renewal: \$800,000

Total: **\$1.4M**

New Revenue:

- Reduction of spending on regional road construction: \$1.4M

Monitoring

As the city moves forward with implementation of the Pedestrian and Cycling Strategies and its Climate Action Plan, a monitoring strategy that counts how many people are walking or biking along our sidewalks, roads, and pathways is needed to ensure that the strategies are being implemented as intended, and to determine whether the plan is achieving its goals. In addition, a monitoring program may be required to access provincial and federal funding aimed at reducing greenhouse gas emissions.

We are suggesting an annual budget of \$80,000 per year,¹¹ to be taken out of the \$250,000 annual budget for the Transportation Master Plan.

Snow Clearing

We're a winter city. If we want to encourage more people to walk or bike, we need to make

sure that our walking and cycling facilities are maintained through winter. For the most part, our current snow clearing policy dates to 1993 and focuses mainly on the need to move cars. It needs to focus on moving people. We are advocating an increase of \$1 million/per year to be dedicated to improvements in snow clearing of sidewalks, bike lanes, and multi-use pathways.

New Expenditure:

- Improve snow removal for sidewalks, bike lanes and multi-use pathways: \$1M

Use Existing Land Acquisition Budget for AT Related Property Acquisition

Instead of coming out of the general Pedestrian and Cycling Program budget, property acquisition required for pedestrian and cycling facilities may also come from the exist-

ing budget for property acquisition related to transportation improvements. Property acquisition would need to be based on sites identified in completed plans.

Total Expenditures:

- Increase funding for walking/cycling program: \$667,000
- Increased staffing: \$150,000
- Contribution to crossing improvements reserve: 1M
- Regional and local sidewalk renewal: 1.4M
- Sidewalk snow removal: 1M

Total: 4.217M

Total Revenue:

- Reduction in road expansion: \$1,400,000

Net Expenditures: **2.817M**

¹ <http://www.winnipeg.ca/interhom/CityHall/OurWinnipeg/pdf/SustainableTransportation.pdf> Page 6, Sustainable Transportation: An OurWinnipeg Direction Strategy, City of Winnipeg, 2011

² Page 2-1, Adopted Capital Budget, City of Winnipeg, December 2017. http://winnipeg.ca/finance/files/2018AdoptedCapitalBudget_Volume3.pdf

³ Pages 314-315, Winnipeg Pedestrian and Cycling Strategies. 2015, City of Winnipeg. <http://www.winnipeg.ca/publicworks/pedestriansCycling/strategiesActionPlan/pdf/strategy.pdf>
 \$14 million per year is calculated by subtracting \$55 million in bike/pedestrian improvements to be included in existing roadway projects from the estimated \$334 million capital cost for complete implementation of the Pedestrian and Cycling Strategies, then divided by the 20 year horizon of the Pedestrian and Cycling.

⁴ Recommendation 1B.x, Page 291, Pedestrian and Cycling Strategies, City of Winnipeg, 2015
<http://www.winnipeg.ca/publicworks/pedestriansCycling/strategiesActionPlan/pdf/strategy.pdf>

⁵ Recommendation 1A.vi, page 290, Pedestrian and Cycling Strategies, City of Winnipeg, 2015
<http://www.winnipeg.ca/publicworks/pedestriansCycling/strategiesActionPlan/pdf/strategy.pdf>

⁶ Page 319 Winnipeg Pedestrian and Cycling Strategies. 2015, City of Winnipeg. <http://www.winnipeg.ca/publicworks/pedestriansCycling/strategiesActionPlan/pdf/strategy.pdf>

⁷ page 312, Pedestrian and Cycling Strategies, City of Winnipeg, 2015
<http://www.winnipeg.ca/publicworks/pedestriansCycling/strategiesActionPlan/pdf/strategy.pdf>

⁸ Page 135, Pedestrian and Cycling Strategies, City of Winnipeg, 2015

⁹ Page 314, Pedestrian and Cycling Strategies, City of Winnipeg, 2015

¹⁰ The Pedestrian and Cycling Strategies recommend the establishment of a reserve fund for crossing improvements (page 315).

¹¹ Based on a plan developed by the Winnipeg Public Service and presented before the Standing Policy Committee on Infrastructure Renewal and Public Works, December 1, 2017. Item #5, <http://clkapps.winnipeg.ca/dmis/ViewDoc.asp?DocId=16603&SectionId=&InitUrl=>