



**MORE PEOPLE BIKING
MORE OFTEN**

March 2, 2018

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Urban Planning and Design Division, Property and Development
City of Winnipeg

Re: City of Winnipeg Climate Action Plan Recommendations

Dear Lindsay,

Thank you very much for the opportunity to present recommendations on the City of Winnipeg Climate Action Plan. We think that this is a very important issue for the City, and one in which we hope that Winnipeg can prove itself to be a leader. We feel that the Low Carbon Path Scenario outlined in the Golder Report is a minimum that the city should be pursuing in its target for greenhouse gas emission reductions. In the transportation sector, we believe that there is room to increase reductions planned under this scenario, and that a more walkable/bikeable and transit friendly city provide a pathway to these reductions. The recommendations that follow, which focus on our area of expertise, provide what we believe to be a practical and realistic pathway to the successful achievement of that goal.

Key Recommendations:

1. Set modal share targets for the transportation sector. Targets should be based on planned actions and policies that will encourage/enable people to make more trips on foot, by bicycle, and on public transit.
2. Adopt a transportation hierarchy policy for Winnipeg placing the most vulnerable users at the top and single occupant vehicles at the bottom.
3. Adopt a Vision Zero Policy to provide vulnerable road user's with the level of safety needed to encourage/enable more trips on foot, by bicycle, and on public transit.
4. Accelerate build out of the Pedestrian and Bicycle Networks to provide the safe spaces needed to encourage/enable more trips on foot, by bicycle, and on public transit.
5. Focus development of the walking and cycling networks in the Downtown & surrounding Areas, and in high equity areas where socio economic challenges are compounded by a lack of comfortable and convenient access to public transit and walking and cycling facilities.
6. Establish a targeted marketing/individualized marketing campaign to raise awareness of the availability of sustainable transportation options and their potential benefits.
7. Increase staffing devoted to the city's walking & cycling program.
8. Update the city's snow clearing policy & plan to recognize the importance of walking, biking, and public transportation as key transportation options for the citizens of Winnipeg.
9. Establish a monitoring strategy to count and estimate how many people are walking or biking along our sidewalks, roads, and pathways to ensure that the modal targets set out in the Climate Change Action Plan are being met.

Setting Modal Targets in the Transportation Sector

By setting modal targets for walking, cycling, public transit, and drive alone trips, the Climate Action Plan will provide city administrators with clear direction of expected use levels on city transportation infrastructure, and will help guide the prioritization of spending to match those expectations. Together with the monitoring strategy outlined below, modal targets allow progress towards our Climate Action Plan goals to be assessed, and for plans to be modified to close gaps in the plan, or to take advantage of trends that are advancing those goals.

It is imperative that modal targets be based on actions outlined in the Climate Change Action Plan aimed at increasing levels of sustainable transportation, such as the expansion or improvement of the walking and cycling networks, increased transit service, or education/encouragement campaigns. Individual projects should include targets for walking, cycling, and transit trips, along with existing counts of walking/cycling/transit trips. Similarly, neighbourhood development and roadway construction or expansion projects should also include estimates of induced driving trips.

Cities such as Vancouver, Calgary, Seattle, and Minneapolis have included transportation mode targets in their plans, and happily they are well on their way to meeting or exceeding their modal targets.

We think that a target of 5% of trips (as measured in the summer months) by bike by 2022 (at least for areas designated as “Mature Areas” in the city’s Complete Communities planning document) would be achievable if the city followed the recommendations within this paper to accelerate development of the city’s bicycle network and establish improved promotional programs and snow clearing.

Currently Budgeted Projects that will be completed by 2021

- Downtown Protected Bike Lanes Network
 - Garry/Notre Dame Protected Bike Lanes Completed by April 2019
 - McDermot/Bannatyne Protected Bike Lanes Completed by Summer 2018
 - Wolseley/Westminster/Balmoral/Granite Protected Bike Lanes – Phase I by 2020
- SWRTC Completed in December 2019
- Chevrier Protected Bike Lanes 2018
- Transcona Trail – Regent to Panet by 2019
- Churchill Pathway – Churchill Drive to Togo by 2020
- Yellow Ribbon Trail connection to St. Mathews @ Ferry Rd in 2018
- Fermor Street Bridge by 2019
- Archibald to Northeast Pioneers Greenway 2018
- Sherbrook/Maryland Improvements 2019
- Empress – Assiniboine Parkway to St. Mathews 2019
- Perimeter Highway/PTH 75 Through Pass Fall 2018
- Waverley Underpass – 2019
- Taylor Widening 2019

Additional Projects that could/should be completed by 2021 with Accelerated Development

- Downtown Protected Bike Lanes Network
 - Wolseley/Westminster/Balmoral/Granite Protected Bike Lanes – Completed by 2021
 - Hargrave & Carlton Protected Bike Lanes by 2021
 - Princess Protected Bike Lane by 2021
 - St. Mary/York completed by 2021
 - Cumberland by 2021
- North Winnipeg Parkway Upgrades completed by end of 2021 – Rover to Kildonan Park
- Northwest Hydro Corridor Greenway - Chief Peguis Trail to McPhillips Street Station by 2021
- Disraeli to Brazier pathway completion
- Arlington – William to Notre Dame 2022 as part of planned Rehabilitation
- Southwood Pathway Upgrades
- Neighbourhood Greenways
 - Aim for 2-3 new studies per year
 - Aim for 2-3 implementations per year
 - Ruby/Banning (study complete, waiting for implementation)
 - East Fort Garry (study underway)
 - Alexander/Elgin (crossing improvements)
 - St. George/Eggerton/Enfield/St. Jean Baptiste (study complete, waiting for implementation)
 - Qu'Appelle
 - D'Arcy
 - Riverton
 - McMillan
 - North End East/West Routes
 - Hartford
 - Kingsbury
 - Enniskillen

Encouragement

- Program development in 2019
- 20,000 households reached in 2020
- 20,000 households reached in 2021

Example – Minneapolis Climate Change Plan

- <http://www.minneapolismn.gov/www/groups/public/@citycoordinator/documents/webcontent/wcms1p-106441.pdf>
- Achieve the City’s adopted targets for bicycle mode share and bicycle counts and adopt a stretch goal of 15 percent for 2025. The City has adopted targets for bicycle mode share of 6 percent by 2012 and 7 percent by 2014. In addition, the City has adopted a target to increased cyclists in annual counts by 60 percent over 2008 by 2014. Consider a mode share goal for 2025 of 15 percent. (Pg. 25).

Adopt a transportation hierarchy policy

Similar to Vancouver, Winnipeg should adopt a transportation mode hierarchy to generally reflect a “hierarchy of modes” for moving people, as prioritized below.

1. Walking
2. Cycling
3. Transit
4. Taxi / Commercial Transit / Shared Vehicles
5. Private Automobiles

Such a policy would provide the city administration with clear direction on the need to develop the city’s pedestrian and cycling networks, and

Example: Vancouver Transportation 2040 Plan

The City’s transportation decisions will generally reflect a “hierarchy of modes” for moving people, as prioritized below.

1. Walking
2. Cycling
3. Transit
4. Taxi / Commercial Transit / Shared Vehicles
5. Private Automobiles

The hierarchy is intended to help ensure that the needs and safety of each group of road users are sequentially considered when decisions are made, that each group is given proper consideration, and that the changes will not make existing conditions worse for more vulnerable road users, such as people on foot, bicycle, and motorcycle. Each time a new roadway is designed or an existing one changed, opportunities for improving walking and cycling will be reviewed. Separated cycling facilities are to be included in all new major roadway design and construction.

This is a general approach and does not mean that users at the top of the list will always receive the most beneficial treatment on every street. In highly constrained urban environments, it is not always possible to provide the ideal facilities for all users’ needs, and compromises sometimes have to be made, including accommodating some users on parallel streets. This is especially the case for streets with limited rights-of-way that play a special role for a particular mode or use (such as transit or goods movement). Where modes lower in the hierarchy are

prioritized, the reasons for this approach will be outlined and improvements to parallel alternative routes considered.

Source: http://vancouver.ca/files/cov/Transportation_2040_Plan_as_adopted_by_Council.pdf
Transportation 2040 | B. Directions Page 16 of 84

Adopt a Vision Zero Policy

Adopt a Vision Zero Policy to provide vulnerable road user's with the level of safety needed to encourage/enable more trips on foot, by bicycle, and on public transit.

Read more: <http://www.visionzeroinitiative.com/>

Accelerate Build Out of the Pedestrian and Bicycle Networks

While "A Transportation System that Supports Active, Accessible, and Healthy Lifestyle Options" is a strategic goal of the City of Winnipeg Our Winnipeg planning document, Sustainable Transportation, 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/year amounts to less than 40% of the \$14 million/year 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 accelerate the development of Winnipeg's pedestrian and bicycle networks, we are recommending the following increases to funding:

- Increase funding for the Walking and Cycling Program by \$2 million/year in 2019, with an additional \$2 million/year being added in 2020, 2021 and 2022.
 - 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 to tap into provincial and/or federal funding.
- Establish a Walking and Cycling Crossings Improvement Reserve to be used for the construction of major walking/biking crossing improvements, such as walk/bike bridges.
 - Funding should start out a \$1 million/year
 - The reserve would be used to leverage provincial and/or federal funding.

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

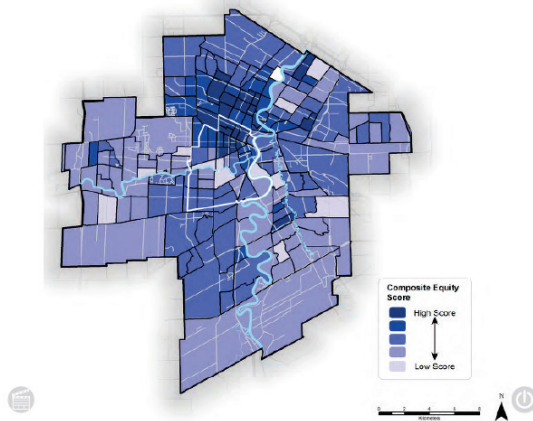
into the these budget lines rather than taken from the pedestrian and cycling program budget. This practice would align with the intention of the Pedestrian and Cycling Strategies recommendation to “ensure that bicycle requirements be addressed in all new and renewal road projects that are part of the bicycle network or where the road provides connectivity or support to the bicycle network” and to “Seek strategic opportunities to implement new sidewalks through partnerships, other capital projects and programs and development opportunities on non-regional roads”.

Focus Development in the Downtown & Surrounding Areas

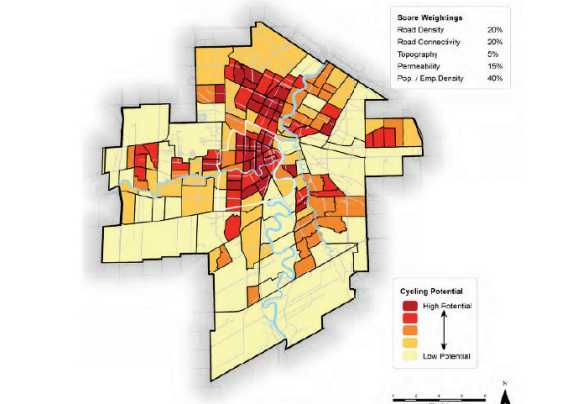
With limited funding available to design and develop infrastructure that will make it more comfortable and convenient to walk, bike, or bus to destinations, it is important to ensure that projects to improve walking and cycling infrastructure are focused on areas of the city that have the highest potential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

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 grid providing needed connectivity.

Map 2.6:
Equity Analysis



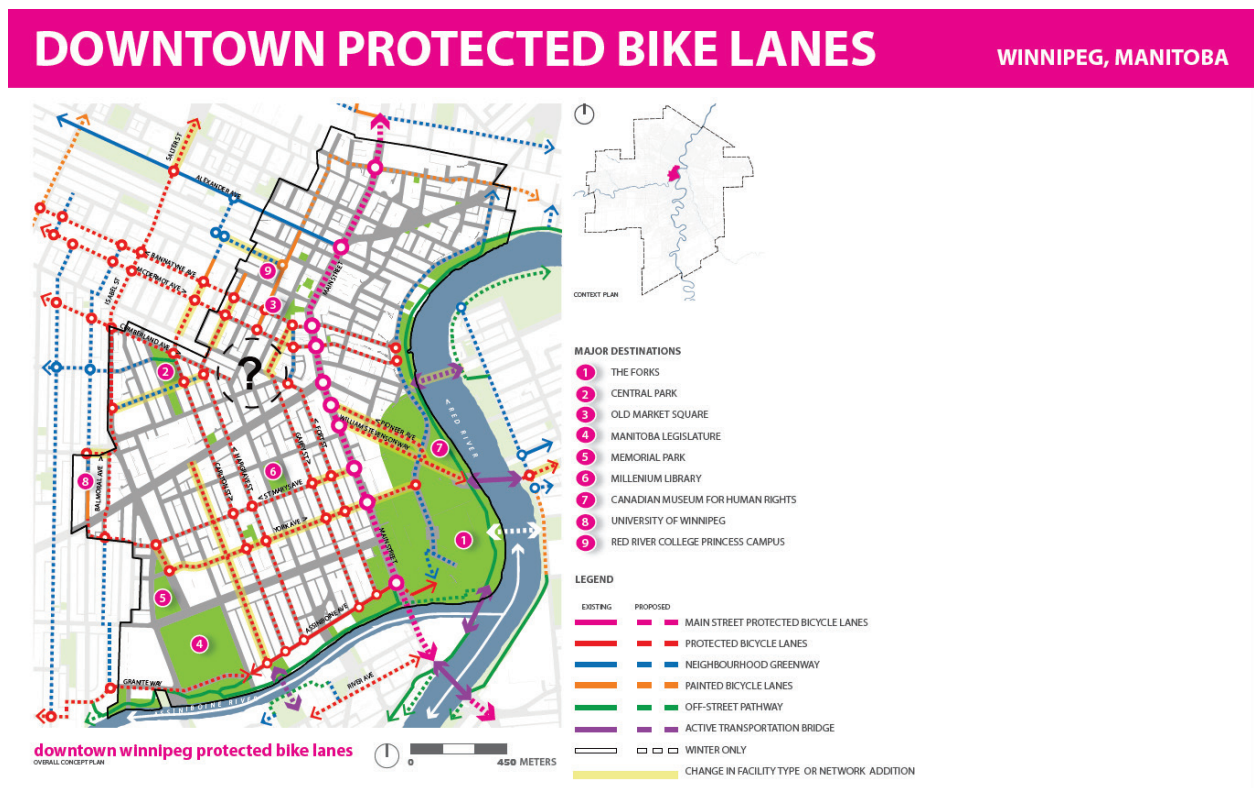
Map 2.7:
Walking and Cycling Potential



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, 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 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 (200m grid width).

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



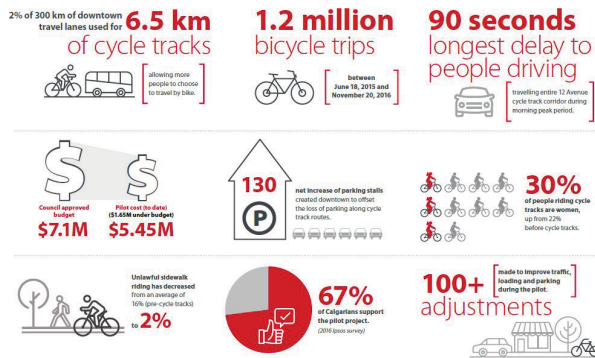
Case Study

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:

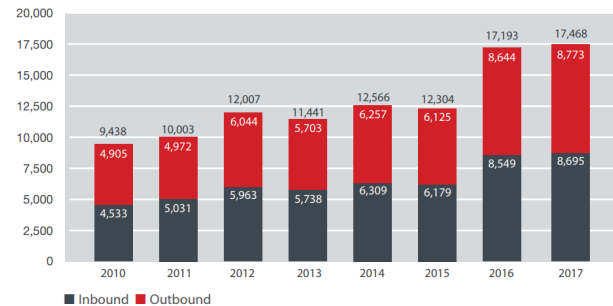
- Ridership has tripled along the network.
- Bicycle trips into and out of downtown increased by 40% between the 2015 and 2016.
- Perception of safety of people cycling increased from 68% to 91%.
- People are going one or two blocks out of their way to use the cycle tracks.
- The highest ridership occurs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

Fast facts about the cycle track pilot



Total Downtown Bicycle Trips

Annual May Count



Source: The 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

Cycling Spines

Beyond the Downtown, the city's focus in developing its walking and biking network should emphasise 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

Scheduled work on the Churchill Pathway and Transcona Trails extensions would continue as planning will be in place for these projects..

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.

- Aim for 2 to 3 studies per year (either corridor or community studies)
- Aim for 2 to 3 implementations per year
- Integrate with School Travel Plan Studies (Active and Safe Routes to School)
- Focus on Mature neighbourhoods and prioritize high equity neighbourhoods

Establish a Targeted Marketing/Individualized Marketing Campaign

Providing new infrastructure and new or improved services is a proven way to increase the number of people walking, biking, or taking transit for their day to day travel, but new infrastructure or services shouldn't be considered as standalone investments. To gain the most from our investments in sustainable transportation, we also need to reach out to people who live, work, and play in the areas served by those services/infrastructure and encourage them to use it.

Targeted marketing campaigns, or individualized marketing (IM), provide tailored outreach to educate people about their travel choices. This customized information allows each marketing program to focus on the unique travel needs of an individual neighbourhood, institution, or audience. It's an effective way to bridge the information gap and support a change in travel behavior—driving less and using alternative travel options more. In fact, it's been shown to decrease the number of km's being travelled, especially when initiated alongside major transit service and/or infrastructure projects that make it easier to walk, bike, or bus. For instance, a Portland study showed that areas targeted for individualized marketing after installation of a new rapid transit line saw four times the reduction in driving trips compared to areas that were not targeted by individualized travel marketing.

The 2009 WinSmart Community Based Travel Marketing Pilot program (based on targeted/individualized marketing) showed that this type of program could be quite successful in Winnipeg. Results from the project showed an 11.7% reduction in drive-alone and an 18.2% reduction in trip-related CO2 emissions. This was supported by a 54.3% relative increase in cycling, 3.4% increase in walking and 8% increase in carpooling. There was also a 5.4% reduction in vehicle kilometres travelled (VKT).

In Winnipeg, we are suggesting that the city launch an individualized marketing program that will reach 20,000 households per year, starting in 2020 with the opening of the Southwest Rapid Transit Corridor (SWRTC). Program planning would need to begin in 2019 to be ready for the 2020 opening of the SWRTC.

Increase Staffing Devoted to the City's 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, 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.

The education and promotion coordinator position is critical for the development and coordination of encouragement programs, such as the SmartTrips program called for in this chapter, which we would hope to see being delivered beginning in 2020.

Update the City's Snow Clearing Policy

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. Instead, Winnipeg's current snow clearing policy often leaves people on foot or on bike with a level of service far below expectations, greatly discouraging people to make trips on foot, by bicycle, or on transit.

Without significant change that recognizes the need to provide a reasonable level of service and to prioritize routes based on the needs of the people walking or cycling along them, we cannot expect people to shift their transportation options over to sustainable modes of travel (walking, biking, or transit).

Establish a Monitoring Strategy

Establish a monitoring strategy to count and estimate how many people are walking or biking along our sidewalks, roads, and pathways to ensure that the modal targets set out in the Climate Change Action Plan are being met. In addition to kms of sidewalk, bike lane, or pathway constructed, we would also like to see measures related to the walkability and bikeability of neighbourhoods and the city as a whole. Measures such as [People for Bike's Bicycle Network Analysis](#) scores provide a good measure of bikeability by accounting for both the quantity and quality of cycling facilities, and incorporating a measure of access to opportunity (e.g. access to employment, shopping, or services) in their ratings. Plans brought before the city administration forecast a budget of \$80,000/year for this strategy.