

PART 1 Setting The Stage



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The City of Winnipeg is a vibrant and growing community in the heart of the Canadian prairies. As the largest city in Manitoba, the 660,000 residents who currently call Winnipeg home represent 60% of Manitoba's total population. Incorporated in 1873, Winnipeg's growth and development patterns were originally shaped by the railway, which supported the farming and agricultural industry of the region. Situated in the fertile Red River floodplain, the highly productive agricultural lands of the area have long defined the local character and economic life of Winnipeg, and as such, farmland has historically influenced the settlement pattern and growth of the community. Today, Winnipeg has many natural and economic assets that attract many people to live in and visit the City, and to enjoy its services, amenities and distinct culture.

The City's land use and development patterns are shaped by its major road and rail transportation networks that are critical to support the local and regional economy. However, the City also recognizes the importance of developing a multi-modal and sustainable transportation system, and has continually sought improvement opportunities for transit and active modes of transportation such as walking and cycling. Promoting walking and cycling as attractive and convenient transportation choices can help reduce automobile dependence, increase physical activity levels, improve public health, reduce infrastructure demands, and create more livable and vibrant communities.



Enabling walking and cycling is a key part of the vision and directions to increase transportation choices in a number of the City's plans, including OurWinnipeg and the Transportation Master Plan. The Transportation Master Plan calls for the development of comprehensive Pedestrian and Cycling Strategies.

The City's unique physical geography provides several opportunities and challenges for promoting walking and cycling. The city's flat topography, compact and vibrant Downtown, large educational institutions, and scenic and well-developed pathway system present exceptional opportunities for supporting walking and cycling in many areas of the community.

However, development in Winnipeg has historically followed a pattern of outward growth, creating many neighbourhoods and destinations that favour automobile use over walking, cycling, or transit. There are also notable gaps in the walking and cycling networks that make active modes less attractive to connect to certain areas of Winnipeg. In addition, the Red and Assiniboine Rivers, several highways and major streets, as well as the numerous rail corridors present significant barriers to walking and cycling within Winnipeg.

In fact, the 2011 National Household Survey reports that 77% of daily trips to work are made by automobile while approximately 15% of daily trips are made by transit. Walking and cycling only account for approximately 6% and 2% of all daily trips, respectively.



The City has made significant investments in recent years in pedestrian and bicycle infrastructure and support measures, which have resulted in increases in walking and cycling activity in many areas of the city. However, there remains a significant opportunity to create a balanced and multi-modal transportation system that provides more transportation options for both residents and visitors to Winnipeg. The City of Winnipeg is committed to providing greater transportation options resulting in improved quality of life, attractive neighbourhoods and vibrant city streets. Guided by Our Winnipeg, and supporting Directions Strategies, including the Complete Communities Direction Strategy (CCDS), as well as the Transportation Master Plan, the Pedestrian and Cycling Strategies will support the City's goals of ensuring travel options and creating a sustainable transportation system to meet the needs of all residents and visitors.





1.1 Study Purpose

The purpose of the Pedestrian and Cycling Strategies is to increase transportation choices in Winnipeg, and to establish a long-term vision for walking and cycling. The Pedestrian and Cycling Strategies are intended to directly complement and build on the directions in OurWinnipeg, the CCDS and the Transportation Master Plan. The Transportation Master Plan contains a goal of ensuring that a range of mobility options are available to Winnipeg residents, visitors, and employees. In order to achieve this, the Transportation Master Plan contains directions that call for the development of comprehensive Pedestrian and Cycling Strategies to provide guidance on the City’s efforts to support mobility and connectivity as it relates to walking and cycling.

Ultimately, the Strategies seek to maximize transportation options by ensuring accessibility, comfort, and safety of walking and cycling in Winnipeg, and by establishing directions for walking and cycling policies, infrastructure, and programs over the next 25 years and beyond. By doing so, the Strategies are intended to provide a detailed implementation plan with short, medium, and long-term priorities for walking and cycling improvements throughout the city.

More detail regarding the Policy framework in Winnipeg can be found in [Part 2 Shaping Influences](#).



1.2 Planning Process

Over the past year, the City has been working with the community to develop these comprehensive ‘made in Winnipeg’ strategies that will serve as the overall guide for planning and implementing walking and cycling improvements in Winnipeg over the next 25 years and beyond. The development of the Pedestrian and Cycling Strategies evolved over a four phase process with check-in points with community stakeholders and the general public. The Strategies were also guided by a Stakeholder Advisory Committee.

The four-phase process moved from discussions about the walking and cycling issues and challenges facing the City today and in the long-term through to more in-depth conversations about the vision for walking and cycling in Winnipeg, along with specific goals and directions to enable walking and cycling. These aspirations formed the foundation for the process to identify and develop transportation possibilities for the long-term to be considered in the Strategies.

The sequencing of the phases, and the process for the development of the City’s Pedestrian and Cycling Strategies is described below:

1

Phase 1: *Launching (Winter / Spring 2013).*

In this initial phase, the project team gathered information about existing policies and programs, the state of current infrastructure, trends in local pedestrian and cycling travel behaviour, as well as best practices in pedestrian and bicycle planning. During this first phase, key stakeholder groups were identified for participation in the Stakeholder Advisory Committee.

2

Phase 2: *Create the Vision (Fall 2013).*

We consulted with stakeholders and the community at large about their needs, values, and priorities. Feedback and input received during this phase informed the formation of a study vision, goals, and strategic directions.

3

Phase 3: *Develop the Draft Strategies (Winter 2013 / 2014).*

Based on the analysis of information gathered, as well as the articulated vision, goals, and objectives from previous phases of work, a series of draft recommendations and actions were developed related to the walking and cycling networks, along with support, policies, standards, programs, and partnerships.

4

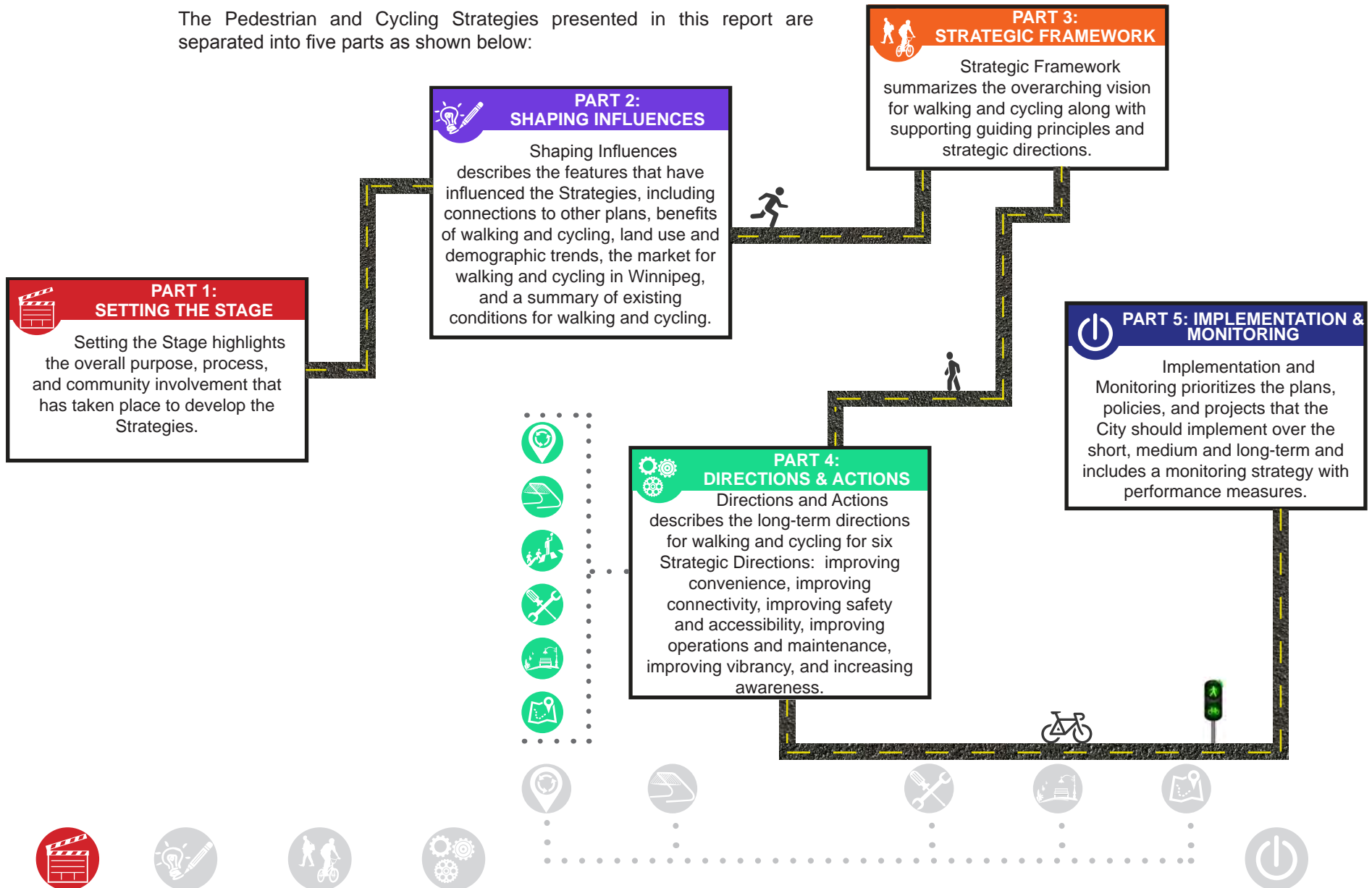
Phase 4: *Final Strategies (Spring/Fall 2014).*

With public and stakeholder input gathered throughout the process, this last phase involved fine tuning the draft recommendations and actions, as well as preparing the final document for Council approval. This final document presents the final recommended actions, along with an affordable, practical and prioritized implementation plan.



1.3 Report Overview

The Pedestrian and Cycling Strategies presented in this report are separated into five parts as shown below:





Through the planning process, we have heard from over three thousand Winnipeggers, including:

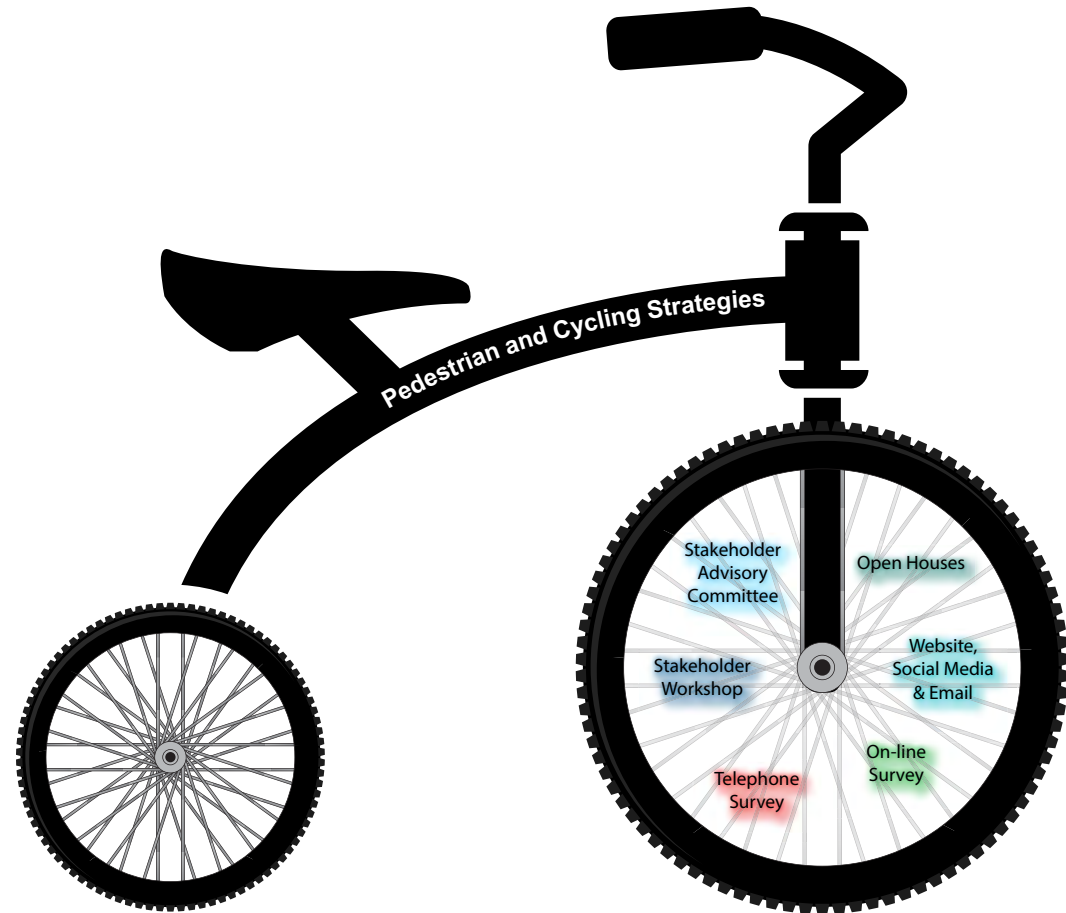
- ▶ 600 telephone survey responses
- ▶ Over 1,600 on-line survey responses
- ▶ Nearly 100 participants at a stakeholder workshop
- ▶ Over 500 open house attendees
- ▶ Over 300 completed open house questionnaires



1.4 Communications and Engagement

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. **Figure 1.1** shows the range of public consultation activities where feedback and input was collected to inform the Pedestrian and Cycling Strategies, each of which are described in further detail in the next few pages.

Figure 1.1:
Range of Public Consultation Activities That Informed the Plan.



- ▶ A **Stakeholder Advisory Committee (SAC)** was formed to provide an advisory group that would collaborate with the City and project consultants. Fifteen sectors, with a variety of interests, were represented on the SAC, including:

⚙️ Cyclists	⚙️ Post-Secondary Students
⚙️ Environment	⚙️ Road Safety
⚙️ Health Promotion	⚙️ School Aged Children and Youth
⚙️ Inner City Communities	⚙️ Senior Active Living
⚙️ Land Development	⚙️ Suburban Communities
⚙️ Local Business	⚙️ Tourism & Economic Development
⚙️ New Canadians	
⚙️ Trails Groups	
⚙️ Persons with Disabilities	

Multiple meetings with the SAC were held throughout the project to gather input and feedback to develop a project vision and goals, and on walking and cycling needs and interests, to identify walking and cycling network improvements.

- ▶ A **Stakeholder Workshop** was held on November 30, 2013 at the Millennium Library in Downtown Winnipeg from 10 a.m. to 4 p.m. Over 90 stakeholder participants participated. The workshop began with a keynote presentation on best practices for walking and cycling, followed by a presentation on key issues and opportunities heard to date through the on-line survey. The majority of the workshop was used for stakeholder discussion on a number of topics related to walking and cycling. Topics for both walking and cycling included: snow removal, infrastructure maintenance, safety & security, wayfinding & signage, education & encouragement, site design, children & youth, seniors, transit integration, bicycle parking, enforcement, accessibility, and rest areas & amenities.





“Winnipeg has a large number of green spaces - small parks, trees etc. I like seeing the green in the summer.”

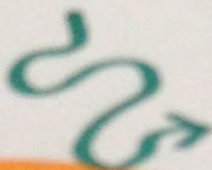
MAP LEGEND



OUR HOMES



WHERE WE
BIKE TO



OUR BIKE ROUTE

To discuss these topic areas, participants gathered at a table for a 20 minute facilitated discussion on a particular topic. The format of the workshop allowed each participant the opportunity to discuss in-depth three walking topics and three cycling topics of their choice. At the end of the workshop, participants were asked to identify their top three priorities based on the topics discussed.



A **Telephone Survey** was conducted between October 1 and November 12, 2013 and involved a random sampling of 600 Winnipeggers in an approach that was statistically representative of Winnipeg's total population. The survey was approximately ten minutes in duration, and quotas were used to ensure that certain age demographics and neighbourhood areas were represented. Findings related to current walking and cycling habits, types of pedestrians and cyclists, obstacles to walking and cycling, and suggested improvements that would increase walking and cycling. The telephone survey questions are included in **Appendix B**.



An **On-line Survey** was available in October and November 2013 and provided over 1,600 responses. The responses provided findings on similar issues to the representative telephone survey. The on-line survey captured a more limited demographic than the telephone survey, focusing on active pedestrians and cyclists. Survey respondents were generally characterized as young professional, well educated, and high income. The on-line survey questions are included in **Appendix A**.



In addition to the on-line survey, four "**questions of the week**" were also posted on the City's website to gather community input. These questions included:

- What are some of your favorite places to walk in your neighbourhood? Why?
- If you could make three changes to biking conditions in your neighbourhood where would they be and why?
- If you could make three changes to walking conditions in your neighbourhood where would they be and why?
- What are some of your favorite places to cycle in your neighbourhood? Why?





Website, social media and email. On-line and social media initiatives included establishing a project website with relevant project materials (i.e. Open House boards, on-line survey), and information on the study process, including upcoming events. A project logo was developed to create a recognizable ‘brand’ for the study, and was used as a link to the project website from the City of Winnipeg homepage. A project email was established for people to submit questions and inquiries to, and platforms such as SpeakUp Winnipeg, Facebook and Twitter were used to spread awareness about the project and provide opportunities for input and feedback.



Open Houses were held in April 2014 to gain public input and feedback on the draft policies, actions, and network concepts for the Pedestrian and Cycling Strategies. Attendees were given the opportunity to review Open House boards, talk with City staff and consultants, and fill out an Open House questionnaire. In total, approximately 500 residents attended the three Open Houses. Questionnaires were provided to participants at the Open House to provide input on the draft Strategies. Over 300 completed questionnaires were received. The open house questionnaire is included in **Appendix C**. The dates, locations, and times of the open houses were as follows:

April 12, 2014 at the Manitoba Theatre for Young People, from 11 a.m. to 4 p.m.

April 15, 2014 at the Manitoba Hydro Building, from 3 p.m. to 8 p.m.

April 15, 2014 at the Sinclair Community Centre from 3 p.m. to 8 p.m.

The results of the above Public Engagement process are presented in **Chapter 2 Shaping Influences**.



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“I like being able to walk by the river. I like the fresh air and exercise. I like the emotional/mental benefits. I like living within walking distance of a grocery store, liquor store, pharmacy, post office and school. We are a very green city... literally! We have a lot of parks and green spaces, and canopys of trees especially in older neighbourhoods. It is great to feel immersed in nature while walking in our city. I think some of the best walkways are along our rivers and creeks.”



