

Winnipeg Road Safety Strategic Action Plan

Final Public Engagement Report

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HTFC Planning & Design

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1.0 Introduction

The Winnipeg Road Safety Strategic Action Plan will serve as a roadmap for implementing both short-term solutions and long-term investments over the next five years and beyond in a coordinated and focused manner, to ensure the City is doing its part in preventing serious injury and death on our roads.

The RSSAP is important, as motor vehicle collisions are the leading cause of death and disability in many jurisdictions and also result in significant economic costs, pain and suffering, and life-altering consequences. Over the last 10 years, Winnipeg has seen an annual average of 13 fatal collisions and 145 collisions resulting in serious injuries. In fact, while fatal collisions have decreased year-over-year, the number of injury-causing collisions has increased over the last 20 years. Serious injuries and deaths on the road are preventable. Winnipeggers, as a group, are becoming less tolerant of these incidents.

As part of the strategy development process, the City undertook a comprehensive public engagement program to hear from Winnipeggers. This is a summary of that program's activities and key findings.

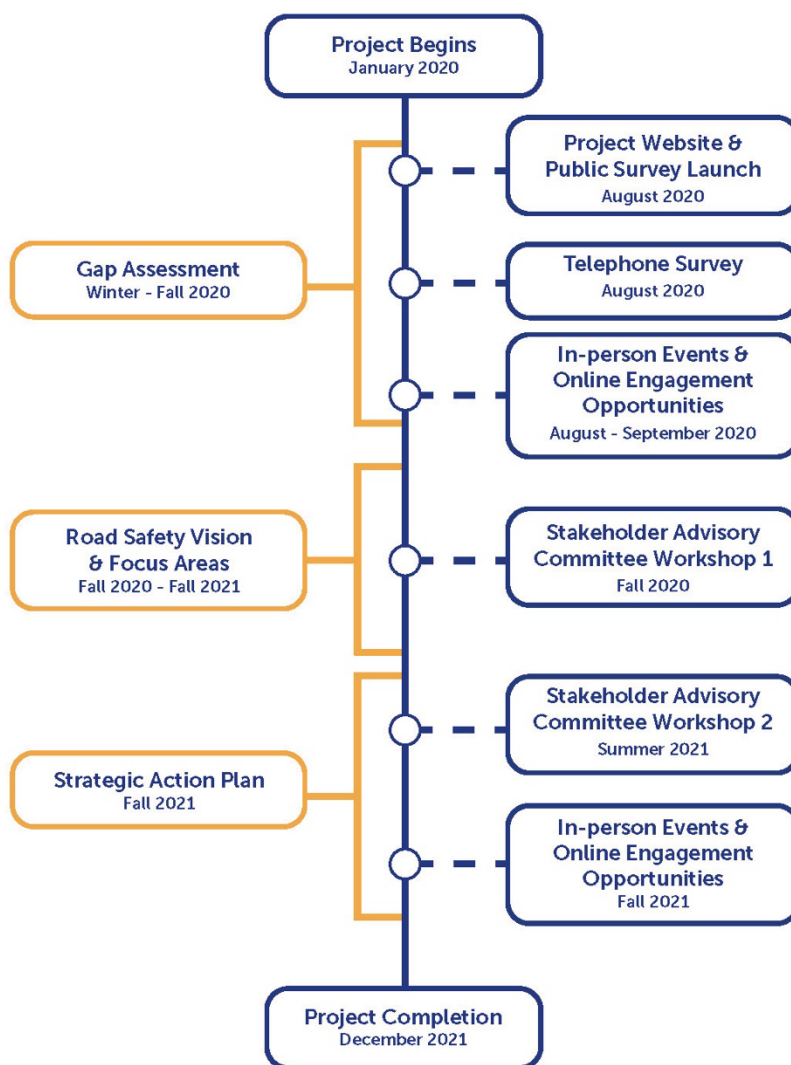


Figure 1. Study timeline

2.0 Strategy

Phase 1 public engagement ran from August to September 2020, and included a series of online and in-person opportunities for the general public to provide input on road safety concerns and feedback on the City's approach to road safety. Phase 1 engagement aimed to assess the public's general awareness of road safety and key road safety issues and to gain insight into potential improvements to the road network and the public's vision for safer roads in Winnipeg; this program highlighted areas of concern and potential opportunities for road safety improvements. Phase 1 included:

- Forming and meeting with a Stakeholder Advisory Committee (SAC) virtual meeting (1 meeting – 11 representative organizations attending)
- Creating and launching an interactive project website with informational video, survey and mapping tool (4,500 views; 802 survey responses; and 224 map points)
- Undertaking a statistically representative public opinion survey (600 respondents)
- Promoting downloadable discussion kits for organizations to conduct their own facilitated discussions (156 downloaded or handed out, 4 kits completed by 13 participants)
- Holding pop-up events to facilitate on-the-ground discussions with Winnipeggers (4 locations with a total of 165 interactions)
- Facilitating virtual public meetings using the Zoom platform (2 events – 24 participants)

Phase 2 engagement occurred in June 2021 and focused on stakeholder input obtained through a Stakeholder Advisory Committee workshop (1 meeting – 12 individuals representing nine agencies and organizations).

After hearing from Winnipeggers, analyzing collision data, and looking to technical expertise and best practices, the technical team developed five draft focus areas and a series of actions for each.

In September 2021, Phase 3 engagement gathered public feedback on the draft focus areas and actions to identify any concerns and confirm they reflect Winnipeggers' values and priorities. The Phase 3 public and stakeholder engagement opportunities included:

- Public survey (246 participants completed an online and paper survey)
- Pop-up events (four locations with a total of 40 interactions)

Public engagement opportunities were promoted using the City of Winnipeg project website (winnipeg.ca/roadsafetyplan), promotional video, social media (Facebook and Twitter), a news release, City of Winnipeg engagement newsletter, printed postcards, French and English newspaper advertisements, and media coverage. Promotional materials can be viewed in *Appendix A*.

3.0 Engagement Activities

The following table summarizes each engagement activity and associated participation level for Phases 1-3 of engagement (Phases 1 and 3 included public engagement; Phase 2 solely targeted stakeholders).

Date	Activity	Participation
Phase 1		
July 30, 2020	Stakeholder Advisory Committee workshop	11 representative agencies and organizations attended a virtual meeting to provide feedback on current road safety issues their organizations or members face, and opportunities for improvement.
August 19 to September 30, 2020	Public survey and mapping tool	802 participants completed an online or paper survey. Participants dropped 224 points on the mapping tool to indicate road safety issues on a particular street and intersections of concern, and characterize the issue.
August 6 to August 21, 2020	Representative public opinion survey	600 randomly recruited respondents of the general adult population
August 19 to September 30, 2020	Discussion kit	Winnipeggers downloaded 156 kits; 13 participants completed four kits.
September 5 to September 15, 2020	Pop-up events (4)	165 participants visited pop ups and provided more than 150 comments at local farmers markets, neighbourhood centres, and other community events. To encourage attendance, event materials advertised free bike tune-ups by the WRENCH at two of four events.

Date	Activity	Participation
September 22 and September 24, 2020	Virtual engagement sessions (2)	24 participants had the opportunity to learn about the project and provide input during one of two Zoom virtual webinars.
Phase 2		
June 17, 2021	Stakeholder Advisory Committee workshop	12 individuals representing nine agencies and organizations attended a virtual meeting to critically review the actions and to provide preliminary prioritization to the focus areas and the actions within each focus area.
Phase 3		
September 7 to September 30, 2021	Public survey	246 participants completed an online or paper survey.
September 11 to September 23, 2021	Pop-up events (4)	114 participants visited pop-ups and provided 40 comments at local farmers' markets, neighbourhood centres, and other community events. To encourage attendance, event materials advertised free bike tune-ups by the WRENCH at the Salvation Army Barbara Mitchell Family Resource Centre pop-up event.

3.1 Stakeholder engagement

In Phase 1, stakeholders were invited to attend a workshop to support plan development and to provide representation of various perspectives and relevant road safety organizations. The workshop explored issues that would help the project team identify and develop recommendations, focus areas, and actions relating to road safety.

In Phase 2, stakeholders were invited to attend a virtual workshop to review and discuss the five focus areas and proposed actions developed by the project team. Participants were asked to critically review the actions and to provide preliminary prioritization to the focus areas and the actions within each focus area. This information was used to refine the focus areas and actions, and develop the final report.

There were no stakeholder activities in Phase 3.

3.2 Online engagement

Phase 1 online engagement included an online survey and interactive mapping tool that allowed participants to provide information on road safety issues on particular streets and intersections of concern, and characterize the issue related to engineering, enforcement, education or 'other.' This input helped develop the five focus areas and draft actions for the project.

Phase 3 included an online survey that asked participants to review the draft focus areas and associated actions and provide feedback on whether or not the actions addressed road safety concerns and if anything important was missing from the actions. This information was used to refine the draft focus areas and actions for the final report.

3.3 Public events

No large in-person events were held due to the COVID-19 pandemic and Provincial public health orders. In Phase 1, participants were invited to attend one of four pop-up events and/or a virtual engagement session to learn about the project and speak directly with the project team. During Phase 3, participants were invited to attend one of four pop-up events to review and provide feedback on the draft focus areas and actions.

4.0 Analysis

This section outlines what we heard and learned from the many individuals and organizations who participated in engagement. For more detailed information on Phase 1 analysis and results, please review Phase 1 Public Engagement Report available [here](#).



Figure 2. Bronx Park Farmers' Market pop-up event.

Data collected through the various methods was analyzed in the following ways.

- Qualitative data collected through the pop-up events was recorded by an outreach team. The comments were analyzed according to topics and main themes that emerged.
- Bang the Table, a community engagement and public participation software was used to provide analysis and weighting for a statistically representative population of Winnipeg, which participated in the public survey.
- Open-ended comments in both surveys were reviewed, coded by keywords, and analyzed according to main themes and number of times referenced.

5.0 Phase 1 results

Engagement aimed to assess the public's general awareness of road safety and key road safety issues and to gain insight into potential improvements. Several key gaps and opportunities were identified by these inputs and are listed below.

- Improvements to road safety education need to be considered for all road users.
- Further enforcement required to limit unsafe behaviours.
- Road safety is a priority for many Winnipeggers, as more than half of respondents feel that most serious road injuries and deaths are preventable.
- Road design is a major influence on road safety and gaps in infrastructure need to be addressed to improve safety for all road users.
- Driver action is viewed to be the main contributing factor to major collisions and fatalities.
- Reaching your destination safely and quickly are highest priorities when travelling.
- Winnipeggers feel that roads are modestly safe for drivers and pedestrians, and quite unsafe for cyclists.

6.0 Phase 2 results

6.1 Stakeholder Advisory Committee meeting

The project team held a virtual workshop for the project's Stakeholder Advisory Committee (SAC) to introduce and discuss the five focus areas and proposed actions. This was followed by interactive exercises where participants were asked to critically review the actions and to provide preliminary prioritization to the focus areas and the actions within each focus area. The project team received 18 responses related to road safety culture, 15 responses related to signalized intersections, 13 responses related to pedestrians, 10 responses related to cyclists, and seven responses related to speed. The feedback received during the SAC meeting was used to help refine the draft actions prior to presenting and receiving input from the public. The following list of SAC member organizations attended the meeting on June 17, 2021.

- Coalition of Motorcycle Groups
- Manitoba Trucking Association
- CAA Manitoba
- Safe Speeds Winnipeg
- Safety Services Manitoba
- Winnipeg Regional Health Authority
- Manitoba School Boards Association
- Bike Winnipeg
- Winnipeg Trails Association

Some key comments that emerged from this meeting included:

- **Signalized Intersections**

- It is important to prioritize practical, achievable tasks, and use data to prioritize actions.
- Safety audits should start as soon as possible.
- Enhanced markings and review signal timing plans could be started and completed more quickly.
- Should the City prioritize sites or review sites and timing plans individually?
- Changes to signalized intersections should also include the following:
 - Review of timing standards for pedestrians and cyclists to facilitate alternative modes of transportation; and
 - Improved visibility and advanced warning for all drivers.

- **Pedestrians**

- Location of transit stops and pedestrian crossing controls need to be considered when implementing new infrastructure.

- **Cyclists**

- Curbs and catch basins can pose safety hazards to cyclists if infrastructure is broken or in need of repair (broken grates, potholes, etc.).
- The Highway Traffic Act is very restrictive for new infrastructure as options are limited, such as side by side cycling, which can support other objectives in the report.
- The City could host a design ‘shark tank’ charrette and describe the top 10 cycling safety issues to support the development of a design guide, currently not found in documents such as the Pedestrian Cycling Strategy.

- **Speed**

- It is important to not call out specific areas that have potential vulnerable road users (e.g., seniors crossing).
- There are many types of vulnerable users throughout the entire city.

- **Road Safety Culture**

- There is an opportunity to expand current mapping to learn about 311 calls for traffic concerns, looking at neighborhoods without high collisions, but have underlying safety risks.
- The City should look at places beyond where collisions happen.
- Policies need to be communicated to the public more effectively.
- Changing public behaviour is very difficult as behaviour is causing many collisions, advised to hire advertising experts for road safety campaigns, etc.
- Access to collision data should be shared between stakeholders to allow for better data collection and reporting.

7.0 Phase 3 results

Phase 3 of engagement had a lower public participation rate than Phase 1. It became evident in the survey responses and comments received in person at the pop-up events, that this was due in part to the technical nature, transportation focused language, and complexity of the Road Safety Strategic Action Plan. Many participants provided comments related to current issues and location specific concerns, rather than action specific feedback.

7.1 Pop-up events

In September, four pop-up events in areas of the city that experience higher rates of severe collision allowed the project team to engage with communities and hold more than 110 one-on-one conversations. Events were held at: Bronx Park Community Centre (37), Barbara Mitchell Family Resource Centre (22), Central Park (20) and True North Square (35). The pop-up events provided attendees an overview of the draft focus areas and actions helped the project team gather feedback on whether the draft reflected Winnipeggers' values and priorities. The following summarizes key comments from participants regarding the focus areas and actions.



Figure 3. Winnipeg Central Global Market in Central Park pop-up event.

- **Signalized intersections:**
 - The City should enhance signage and remove push buttons at intersections.
- **Pedestrians:**
 - The City should integrate more pedestrian crosswalks to improve connectivity and accessibility.
 - The City should increase enforcement around jaywalking.
- **Cyclists:**
 - Visibility should be increased at intersections.
 - There should be more physical barriers between vehicles and cyclists.
 - The City should consider the benefits of educational signage that indicate the distance vehicles should allocate for cyclists.
 - Why there is an underreporting of collisions involving cyclists? This should be investigated.
 - Other aspects of feedback relate to connectivity and addressing gaps in cycling infrastructure.
- **Speed:**

- Grassroot signage should be increased (such as “Slow Down, Children Playing” lawn signs).
- The City should look at decreasing speed limits in high-collision areas.
- **Road safety culture:**
 - The City should increase enforcement and education to limit unsafe behaviours.
 - An online tool to self-report near misses between cyclists and vehicles would be useful.
 - There should be a more transparent claims process.
 - Further consideration should be given to snow clearing to ensure safe conditions for all.

7.2 Public survey

The survey was available both online and in paper for those without internet access or who chose not to participate online. It collected public feedback on the draft road safety focus areas and actions, with a total of **246 participants** who completed the survey. The online survey was available for 24 days, from September 7- 30, 2021, on the project webpage, and the paper survey was available at the four pop-up locations.

Overall, 49 percent of survey respondents (121 of 246) indicated the draft focus areas and actions address their road safety concerns. The following bullets provide a breakdown of each focus area:

- **Signalized intersections:** 57 percent of respondents (139 of 242) agree or strongly agree that the proposed signalized intersection actions address their safety concerns
- **Pedestrians:** 54 percent of respondents (130 of 241) agree or strongly agree that the proposed pedestrian actions address their safety concerns
- **Cyclists:** 50 percent of respondents (121 of 242) agree or strongly agree that the proposed cyclist actions address their safety concerns
- **Speed:** 72 percent of respondents (110 of 240) agree or strongly agree that the proposed speed actions address their safety concerns
- **Road safety culture:** 44 percent of respondents (106 of 240) agree or strongly agree that the proposed road safety culture actions address their safety concerns

7.2.1 Focus Areas & Actions

Focus areas represent top road safety priorities in Winnipeg and were developed based on collision data, technical expertise, and public and stakeholder input. These focus areas will help us allocate resources and develop targeted action and implementation plans to improve road safety. Below is key feedback we heard on the five focus areas:

- **Signalized intersections:**
 - 85 percent of respondents (208/245) agreed or strongly agreed they understand the signalized intersections road safety actions;

- 84 percent agreed or strongly agreed that they understand the importance of the signalized intersections road safety actions;
- When asked if they feel that the focus area addresses their road safety concerns, 57 percent of respondents (139/242) agreed or strongly agreed; and
- 47 percent indicated there is nothing missing or unanswered.
- **Pedestrians:**
 - 85 percent of respondents (206/242) agreed or strongly agreed they understand the pedestrian road safety actions;
 - 84 percent of respondents agreed or strongly agreed that they understand the importance of pedestrian road safety actions;
 - 54 percent of survey respondents (130/241) agree or strongly agree that the proposed pedestrian actions address their safety concerns; and
 - 41 percent indicated there is nothing missing or unanswered.
- **Cyclists:**
 - 85 percent of respondents (206/243) agreed or strongly agreed they understand the cyclist road safety actions;
 - 82 percent of respondents agreed or strongly agreed they understand the importance of the cyclist road safety actions;
 - 50 percent of survey respondents (121/242) agree or strongly agree the proposed cyclist actions address their safety concerns; and
 - 50 percent indicated there is information missing they feel is important.
- **Speed:**
 - 77 percent of respondents (186/242) agreed or strongly agreed they understand the speed road safety actions;
 - 72 percent of respondents agreed or strongly agreed they understand the importance of the speed road safety actions;
 - 46 percent of respondents (110/240) agreed or strongly agreed the proposed speed actions addressed their safety concerns; and
 - 51 percent indicated there is information missing they feel is important, or they are unsure.
- **Road safety culture:**
 - 83 percent of respondents (199/241) agreed or strongly agreed they understand the road safety culture actions;
 - 77 percent of respondents agreed or strongly agreed they understand the importance of the road safety culture actions;
 - 44 percent of survey respondents (106/240) agree or strongly agree that the proposed road safety culture actions address their safety concerns;
 - 33 percent indicated there is nothing missing or unanswered; and
 - 44 percent indicating that there is information missing they feel is important.

7.2.2 Other

When asked if they had any other thoughts or felt there focus areas were incomplete, respondents provided a total of 689 open-ended comments. This data was coded into frequent key words to help organize the comments into themes. The following summarize key themes the respondents felt were important, but unanswered among the focus areas:

- **Maintenance:**
 - Visibility barriers exist at intersections due to maintenance of trees and snow.
 - Snow clearing requires regular maintenance.
- **Enforcement:**
 - All cyclists should be required to be licensed and bikes should be registered.
 - Revenue should be reallocated from bike insurance to infrastructure.
 - There should be increased enforcement of safety laws that are applicable to cyclists.
- **Education:**
 - Driver and pedestrian education of how to use crossings should be increased.
 - The City should incorporate vehicular signage to demonstrate correct methods of passing cyclists.
 - Work should be done to encourage more respectful co-existence on roadways.
 - All road users require more education on distracted commuting.
 - There needs to be awareness built around sustainable modes of transportation.
- **Design:**
 - The City should increase cyclist and pedestrian priority crossings.
 - Pedestrian beg buttons, also known as push-buttons, should be removed.
 - Traffic light transitions should be longer.
 - The City should install traffic signals for pedestrians and cyclists to not impede with traffic flow.
 - Connectivity of cycling infrastructure needs to be increased.

8.0 Conclusion and next steps

The third and final phase of engagement helped the project team understand whether the draft focus areas and actions reflect the values and priorities of Winnipeggers. The following table describes the key findings, how the information was considered, and how it informed the final Winnipeg Road Safety Strategic Action Plan.

What We Heard	How It Was Considered
Focus Area: Signalized intersections Respondents want to see an increase in pedestrian and cycling crossing times, as well as priority lighting for pedestrians and cyclists at signalized intersections. Respondents also want better seasonal maintenance around signalized intersections, including snow clearing of roadways, cycling lanes and sidewalks, and tree pruning for better visibility.	Many comments received relate to existing draft actions within the signalized intersections focus area and the pedestrian and cycling focus areas. All comments were reviewed and considered by the technical team to ensure existing actions met their intent; in cases where this was not the case the team proposed new actions to capture the feedback received.
Focus Area: Pedestrians Similar to signalized intersection focus area comments, respondents want to see increased crossing times for pedestrians at signalized intersections, eye-level flashing lights at crosswalks, and more pedestrian education, including distracted road use and respect for other modes.	Many comments received relate to existing draft actions within the pedestrian focus areas. All comments were reviewed and considered by the technical team to ensure existing actions met their intent; in cases where this was not the case the team proposed new actions to capture the feedback received. Education primarily falls under the jurisdiction of other road safety stakeholders. The action plan identifies the need for the City to promote and participate in educational initiatives led by other agencies, where possible.
Focus Area: Pedestrians Similar to signalized intersection focus area comments, respondents want to see increased crossing times for pedestrians at signalized intersections, eye-level flashing lights at crosswalks, and more pedestrian education, including distracted road use and respect for other modes.	Many comments received relate to existing draft actions within the pedestrian focus areas. All comments were reviewed and considered by the technical team to ensure existing actions met their intent; in cases where this was not the case the team proposed new actions to capture the feedback received. Education primarily falls under the jurisdiction of other road safety stakeholders. The action plan identifies the need for the City to promote and participate in educational initiatives led by other agencies, where possible.

What We Heard	How It Was Considered
Focus Area: Speed Respondents want to see an increase in speed limit signage throughout the city, including default speed limit signage, as well as an increase in traffic calming measures such as speed bumps and roundabouts, or reduced speed limits.	Many comments received relate to existing draft actions within the speed and road safety culture focus areas. All comments were reviewed and considered by the technical team to ensure existing actions met their intent; in cases where this was not the case the team proposed new actions to capture the feedback received.
Focus Area: Road safety culture Respondents feel that aggressive driving has not been captured in the road safety culture actions and requires a clear way to report and enforce aggressive driving, as well as education about and encouraging alternative modes of transportation, other than driving.	Education primarily falls under the jurisdiction of other road safety stakeholders. The action plan identifies the need for the City to promote and participate in educational initiatives led by other agencies, where possible. This information, as well as enforcement-related comments, were used to refine, and/or propose new actions to capture the feedback received in relation to enforcement strategies, infrastructure design, and other methods of improving driver behaviour. An action specific to partnering on aggressive driver education campaigns was added to the plan.

Information gathered during Phase 3 of engagement served to refine the final Road Safety Strategic Action Plan recommendations that will be presented to City of Winnipeg Council for their consideration in early 2022.