



Transportation Driving Growth
A Strategy For Manitoba's Capital Region

TRANSMITTAL LETTER

This report champions the ushering in of 'Capital Region thinking', supported by a 'Strategic Transportation System,' enabled by an appropriate 'Planning and Coordination Model.' It makes two recommendations to realize this vision.

This vision would result in better governance, informed public engagement, investment - not spending - in transportation, all cumulatively benefiting our economic, social and environmental best interests.

It is my very distinct honour to have been asked by the Partnership of the Manitoba Capital Region (PMCR) to chair its Capital Region Transportation Master Plan Working Group (the 'Working Group'), tasked to recommend next steps flowing from the Transportation Master Plan adopted in 2014.

The Working Group included economists, transportation and land-use planners, economic growth champions, industry stakeholders, elected municipal leaders, policy analysts and writers -- all strong thinkers grounded in real world realities, and each committed to materially contributing to a key provincial policy objective - most improved province. I sincerely thank each for their passion and many constructive contributions born of their collective wisdom.

After more than a year of study, debate, consideration, reflection, writing, editing and re-writing, the Working Group is unanimous in presenting for adoption by the PMCR and Manitoba, two recommendations which would give life to the vision embodied in the report.

We ask you to embrace the concept of 'Capital Region thinking' by implementing a 'Strategic Capital Regional Transportation System' and task the Working Group to fully develop and recommend a 'Capital Region Transportation Planning and Coordination Model' complete with associated shared funding options.

We have it good here in the Capital Region. But good is not good enough to meet the challenges and emerging opportunities - we must be great.

To be great we must consider, think and act outside the box with the courage of conviction. That too is what underpins this report and its recommendations.

The PMCR member municipalities have embraced a spirit of collaboration while maintaining local autonomy. The member municipalities are urged to integrate 'Capital Region thinking' into their planning to ensure strong economic growth, benefiting our collective social and environmental best interests.

Clearly we are stronger acting together.

We urge you to embrace this report, and champion its vision to reality.

Very respectfully submitted,



Chris Lorenc, B.A., LL.B.,
Chair,
Capital Region Transportation Master Plan Working Group



PARTNERSHIP OF THE
Manitoba Capital Region

Manitoba's Capital Region is the economic engine of the province, accounting for some 70% of GDP.

The Partnership of the Manitoba Capital Region (PMCR) includes the 18 Municipalities identified in the **Province of Manitoba's Capital Region Partnership Act**: including the City of Winnipeg; the City of Selkirk; the Town of Stonewall; Town of Niverville, Village of Dunnottar and the Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, St. Andrews, St. Clements, St. Francois-Xavier, Springfield, Taché, and West St. Paul. Together, these 18 municipalities make up approximately 1.4% of the land base of the province and had a 2011 population of over 767,000 people, nearly two thirds of the total population of Manitoba.

The Capital Region is now on the cusp of a population surge. That presents opportunity and challenges for a trading province. The challenge is moving people to jobs and goods to market by rail, air, road or marine. This daily traffic is the lifeblood of our economy.

Any impediment to trade and transportation is felt on multiple 'bottom lines' – company ledgers, incomes, our jobs and all government revenues.

But this transportation challenge is about more than just trade, marketable goods and the hard numbers of a balance sheet. It is about the way we live, the way we interact, work and play together and get to our daily destinations, in and across our Capital Region communities.

It is, at heart, about our quality of life, which is envied around the world.

How so?

Anyone who has taken a risk to merge into highway-speed traffic, or sat idling amid a sea of brake lights on city streets, knows the frustration of the "rush hour" jam as the Capital Region's major arteries and corridors get hit with what is **perfectly predictable** traffic volume.

A transportation system that clogs up contributes to pollution, greenhouse gas emissions and stress for motorists, workers, transit riders and those trying to safely navigate the roads on bicycle or on foot. The road is a truck driver's office; the inherent risks on clogged streets are keenly felt by the person at the wheel of a semi-trailer who gets no respite from a state of high alert.

Now imagine almost 1/3rd more vehicles on those same roads. That is the picture of the Capital Region within 20 years, **when the population here is expected to top 1 million residents.**

That population growth is both evident opportunity for, and a real risk to, this province's trade economy. We cannot afford to jeopardize the flow of people and goods because our roads and highways are not up to the job. Further, the growth in population will strain the transportation network and may then detract from those things that embellish our quality of life.

For decades now the 18 municipalities in the Capital Region, along with the provincial government, have recognized **the imperative of thinking, planning and building as a region** to create a strategic transportation network.

In fact, both the Partnership of the Manitoba Capital Region (PMCR) and the City of Winnipeg have transportation master plans that call for coordinated regional transportation planning and execution. And yet, there is an absence of clear planning, coordination and collaboration in the Capital Region on transportation investment. Goods and people are not moving as efficiently as they should.

This lack of **‘Capital-Region thinking’** poses a direct risk to the province’s ability to attract investment, most immediately its share of federal infrastructure funding. The Trudeau government has earmarked some \$180 billion for the next decade for nation-building infrastructure projects, those that have a return on investment to the environment, to the economy and, specifically, Canada’s national and global trade profile.

Now is the time for the Capital Region to get it done – in time to meet the pressure, and shape the potential, of population growth amid a rapid shift in transportation technology and culture.

This document has been prepared by a Working Group established by the PMCR. It is intended to serve as a planning and coordination model for the 18 municipalities and the Province of Manitoba toward the establishment of a Capital Region Transportation system.

Such a model would move the region to think and act collaboratively, and target infrastructure investment strategically across the geographic footprint. That investment would connect identified critical corridors and arteries to move people and goods seamlessly and efficiently.

The goal of this model is to ensure infrastructure investment grows the economy, advances trade, makes active transportation and mass transit a practical choice, benefits the environment and improves the quality of life for all Capital Region residents.

To do that, all land-use and transportation decision-making, at a local level, must work with, not at odds to, a Capital Region Transportation system for the greater good of the whole region.

The transportation planning and coordination model’s role – **‘Capital Region thinking’** -- will include:

- Creating a long-range transportation planning framework to identify priorities for a resilient regional transportation system that: aligns regional land-use and transportation development; promotes environmental sustainability; embraces innovation; grows the economy; and, improves the safety of everyone in the Capital Region;
- Making the most of business and partnership opportunities for the region by preparing business cases for investment, and accessing federal program funding geared to mass transit, green infrastructure and trade-enabling investment;
- Measuring, monitoring and reporting on the regional transportation system against performance targets;
- Collecting and analyzing transportation data for municipalities to use and share to prepare their development plan in concert with regional goals; and
- Engaging the public to ensure transportation planning reflects residents’ needs, incorporates choice in how they get to their jobs, schools, activities or entertainment .

There are abundant benefits for Capital Region residents and governments in establishing a transportation planning and coordination model: stronger governance; better development and investment decisions; more effective use of public dollars; and, more collaboration and public input.

Given the importance of **'Capital-Region thinking'** to planning and coordinating a 'Strategic Capital Region Transportation System' to our collective economic, social and environmental well-being, the Working Group recommends that the Partnership of the Manitoba Capital Region (PMCR) and the Province of Manitoba:

- 1) Support the concept of **'Capital-Region thinking'** through implementation of the 'Strategic Capital Regional Transportation System' and
- 2) Financially support the Working Group to:
 - a) Fully develop and recommend a Capital Region Transportation Planning and Coordination Model to establish and implement a Strategic Capital Region Transportation System;
 - b) Identify and recommend balanced and shared funding options.

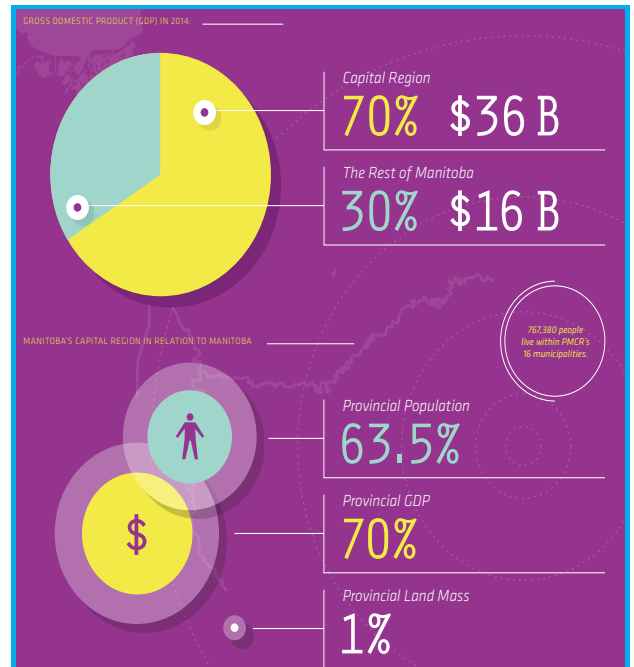
Harnessing the power of **'Capital-Region thinking'** will advance our collective economic and social well-being.

We have it pretty good, in the Capital Region. We are getting bigger. We must go beyond good...to great.

Planning for the future will make us great.

The Manitoba Capital Region ('the Capital Region') is the economic engine of Manitoba.

The Partnership of the Manitoba Capital Region (PMCR) includes the 18 Municipalities identified in the **Province of Manitoba's Capital Region Partnership Act**: the City of Winnipeg; the City of Selkirk; the Town of Stonewall; Town of Niverville, Village of Dunnottar and the Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, St. Andrews, St. Clements, St. Francois-Xavier, Springfield, Taché, and West St. Paul. Together, these 18 municipalities make up approximately 1.4% of the land base of the province and had a 2011 population of over 767,000 people, nearly two thirds of the total population of Manitoba.



On just 1% of the province's land mass, it is home to more than 60% of its people and generates some 70% of Manitoba's GDP. And it is getting bigger. In the next 20 years, the region's population is expected to grow by almost 30%, topping 1 million residents.

The Capital Region is Manitoba's trade and transportation hub: the vast majority of the traffic moves into and out of the City of Winnipeg - rush hour reveals where the system is strained, with backups regularly impeding the movement of people and of goods, lengthening trip time (and expense) and frustrating commuters.

People commute to work every day, across the capital region. While some 27,000-people working in Winnipeg reside outside the city (in the Capital Region), it should be recognized the traffic goes two ways: more than 11,400 Winnipeggers commute to jobs beyond the Perimeter.

Commuters know where and how often regional roads and highways are backing up now. The population growth forecasted will only heighten strain on the Capital Region's arteries and corridors.

Further, transportation technology and culture are shifting dramatically the ways people and goods get to their destinations. People are choosing to walk or cycle, for example, in rising numbers and expect transportation infrastructure to accommodate their choices. Perhaps more significantly, connected and autonomous vehicles are reshaping that infrastructure: Uber and Lyft have given us just a peek at the transformation in how people and goods get on the road.

Trends in population growth and transportation innovation have real implications for the Capital Region and those must be anticipated, planned for and addressed in a coordinated manner.

The City of Winnipeg and the Partnership of the Manitoba Capital Region (PMCR) have each adopted transportation master plans - Winnipeg: 2011 Transportation Master Plan (TMP); Capital Region: 2014 Capital Region Transportation Master Plan (CRTMP).

Common to each - TMP and CRTMP - was the recommendation for coordinated regional transportation planning and execution.

The CRTMP also recommended the creation of a working group to propose an overall approach for coordination and implementation of the report's recommendations.

As a result, a CRTMP Working Group ('the Working Group') was struck with representation from transportation opinion-leaders from across the region, including: Partnership of the Manitoba Capital Region, the City of Winnipeg, Province of Manitoba, CentrePort Canada, Manitoba Heavy Construction Association, Manitoba Trucking Association, and Winnipeg Airports Authority, with consulting support from Stantec. (See Appendix A for Working Group members)

Efficiently **‘moving people to jobs and goods to market’** is vital to a productive, competitive and growing economy. These activities take place on our multi-modal transportation system -- rail, air, road and marine.

Manitoba’s Capital Region is uniquely blessed in transportation and trade assets. At the geographic heart of Canada, the Capital Region is a trade nexus that contains:

- 3 Class-1 railways and 3 short lines;
- A 24-hour international airport, Canada’s busiest for all cargo flights;
- CentrePort Canada, this continent’s largest inland port;
- The headquarters of Canada’s major commercial, long-distance carriers.

Barriers to a seamless multi-modal transportation system cost money, and frustrate commuters, customers and commercial users alike. That, in turn, hurts incomes and impinges on the quality of life for all residents.

The Capital Region needs a model to plan and coordinate transportation investment across the region to reduce traffic barriers by focusing on improving routes and roads that produce maximum economic benefit and growth.

This report outlines how a transportation planning and coordination model used for regional infrastructure and services would:

- Ensure strong regional growth is planned and facilitated through effective movement of people and goods;
- Help create a well-planned, financially and environmentally sustainable transportation system for the Capital Region to support economic growth in keeping with existing and future land uses. The system should give commuters choice in transportation - mass transit, own vehicle and active transportation;
- Connect vital trade and transportation routes to efficiently move goods and services today and into the future.

TRADE - THE BACKBONE OF MANITOBA’S ECONOMY ...

Infrastructure investment that promotes trade produces the greatest economic impact

Standard and Poors said in 2015 “an increase in investment of 1% of real GDP in infrastructure produced an economic return as high as 2.5 times in a 3-year period.”

Half of Manitoba’s \$64-billion GDP is tied to our trade arteries - highways, rail, inland and coastal ports, border crossings, air connections and corridors that move goods in and out.

In total, we know that trade generates \$3.3 billion in annual payroll, or roughly 16 per cent of Manitoba’s total payroll – more than healthcare; it engages more than 5,200 employers, generating employment to roughly 240,000 Manitobans.

OUR GOAL

This report has been prepared by the Working Group to serve as a guide for the PMCR and the Province of Manitoba in creating a model for the planning and co-ordination of a strategic capital region transportation system.

Such a model will help frame the Capital Region's investment priorities in transportation infrastructure to prepare for growth, both in the economy and in population, and increased demand on the transportation system.

That, in turn, enables the Capital Region and the province to engage in **'Capital Region thinking'**. A successfully planned, built and managed transportation system benefits the entire region, with tangible return on investment economically, socially and environmentally, to all municipalities and the province as a whole.

MEETING THE FUTURE — WITH CAPITAL REGION THINKING

The Capital Region needs a transportation system that supports existing and new economic activity, enables trade - the backbone of Manitoba's economy - sets the priorities for strategic investment to support overall economic growth, and works across boundaries to connect, capitalize on and elevate the region's strengths.

An effective transportation planning and co-ordination model is, in effect, a roadmap for a transportation system that is efficient, benefits by predictable investment, is convenient for commuters and, by its nature, is environmentally responsible. It also responds to the demand by commuters for choice in transportation - including active transportation - and is nimble enough to accommodate new options and technologies as they appear (i.e. autonomous and connected vehicles).

A transportation planning and coordination model will also drive development of strong transportation policy.

The Working Group submits that a transportation planning and coordination model would:

- 1) **Create a long-range Capital Region transportation planning framework to guide the development of a resilient regional transportation system that:**
 - Aligns regional land use and transportation - including mass transit and active transportation - planning;
 - Moves people to jobs and goods to markets;
 - Promotes energy efficiency and reduction of GHG;
 - Embraces innovation and adoption of technology;
 - Increases the safety of everyone on the road ;
 - Improves mobility and connectivity within and across communities.

- 2) **Anticipates and prepares for cost-share and partnership opportunities with governments and private sector by:**
 - Preparing and maintaining business cases for strategic investments;
 - Maximizing opportunities to coordinate activities and services across sectors (utilities, railway, etc.) and jurisdictions ;
 - Can access federal program funding geared to address mass transit, green infrastructure and trade enabling infrastructure investments.
- 3) **Measure, monitor and report on the operation of the regional transportation system by:**
 - Establishing performance targets;
 - Establishing measurement criteria;
 - Collecting performance data;
 - Transparently reporting to partners, the public and stakeholders.
- 4) **Develop and use a consistent, current and comprehensive shared transportation model for the Capital Region for all decision making by:**
 - Collecting, storing and managing transportation and land use-data;
 - Sharing data across government, business and public.
- 5) **Ensure authentic public and stakeholder engagement to promote transparency and validate public interest across the region by:**
 - Providing a coordination and consensus-building role;
 - Ensuring transparency and public input in the development of decision criteria

MANITOBA CAPITAL REGION CONTEXT

The 2014 Capital Region Transportation Master Plan (CRTMP) estimated that our population will increase across the region by 28% in 20 years. Some municipalities are predicted to grow 40% and higher; the City of Winnipeg is estimated to grow by 27%. In order to sustainably manage this projected growth, the region will need to renew and upgrade aging and obsolete infrastructure.

Regional trade and commuter routes make the Capital Region economy work. The absence of clear planning, coordination and collaboration on transportation investments, seriously challenge the ability to efficiently move people to jobs and goods to markets, while denying citizens transportation choices. *(For background to the history of transportation planning in the Capital Region, see Appendix B)*

Capital Region municipalities and their provincial and federal partners can choose to set shared priorities now - before the

MOVING ON GHG EMISSIONS

In 2014, transportation accounted for the largest portion, about 39%, of Manitoba's GHG emissions

Cutting the sector's emissions requires targeting congestion on the roads – the stop-start movement that increases fuel consumption, pollution, and greenhouse gas emissions.

Congestion is mitigated by good road design for free-flow (i.e. eliminating at-grade intersections) and reducing the number of single- occupancy vehicles (i.e. increasing use of transit and active transportation).

region's population rises to more than 1 million people - to develop a sustainable, affordable and effective transportation network for the future.

The City of Winnipeg has taken steps to address its long-term needs in the development of 'Our Winnipeg' and the supporting planning documents.

The Province and the Partnership of Manitoba Capital Region have taken steps forward in defining regional transportation needs by supporting the development of the Capital Region Transportation Master Plan (CRTMP). Among its planning framework documents is the Provincial Planning Regulation (2011), which contains significant policy direction for the integration of land use, transportation and infrastructure planning.

Collectively, these documents emphasize the imperatives for a commitment to long-term regional planning and coordination that breaks down barriers.

In contrast, however, the existing short-term planning processes often occur in isolation and without meaningful dialogue across municipalities in the Capital Region. This has substantial impact on regional transportation infrastructure and, therefore, the economy. The Capital Region leaders who initiated the Working Group recognized the need for a coordinated long-term regional vision that transcends local, municipal planning.

PRINCIPLES FOR CAPITAL REGION THINKING

The 2014 Capital Region Transportation Master Plan identified that transportation network planning, infrastructure (roads, rail, etc.), public transit and other transportation services need to be coordinated to ensure that goods and people can move seamlessly in the region, and that infrastructure investment is strategic.

Further, PMCR's Regional Growth Strategy emphasizes that a well-connected transportation network needs to increase choice for commuters and the trade sector, and encourages a modal shift, supporting reduction of greenhouse gas emissions.

As a starting point, the Working Group identified principles and objectives to guide its efforts. The Working Group agreed that transportation planning must be aligned with land use and support the Capital Region Growth Strategy 2016, while providing for the creation of a transparent, sustained and strategic infrastructure (transportation, energy, utilities) investment plan that:

- Is a continuing, long-term strategy;
- Is focused on economic growth and is environmentally and socially conscious;
- Embraces innovation and enables modal choice;
- Harnesses partnerships with the private sector;
- Is funded by a dedicated revenue stream(s) ;
- Is subject to periodic, transparent public review and adjustment for discipline to purpose.

This report sets out the core issues speaking to the need for a regional transportation coordination and planning structure.

This document was a result of workshops held with Working Group members to tap their expertise on the merits of an effective transportation planning and coordination model to serve the unique needs of Manitoba's Capital Region.

There was consensus that a transportation planning and coordination model would guide Capital Region decision makers toward a regional perspective - **‘Capital Region thinking’**- by acting as a resource for planning and consultation among municipalities in defining routes of regional significance. This would encourage municipalities to integrate their land-use and development plans – new neighbourhoods, commercial and industrial business, sewer and water investments, and mass transit and active transportation -- with the Capital Region transportation master plan.

The transportation planning and coordination model would be an open source for municipalities and the province of data and transportation models to guide strategic infrastructure investment and mitigate the temptation of local governments to set aside regional planning documents in favor of a local development opportunity.

Overall, the consensus was that it would provide a foundation for **‘Capital Region thinking’** informed decisions related to strategic transportation system infrastructure investment.

FOUR FORMATIVE QUESTIONS

The Working Group set out to address four formative questions central to the proposal for a coordinated transportation planning and coordination model.

1) What are we trying to achieve?

It was agreed that there needs to be a mechanism to manage capital region transportation planning in a coordinated and strategic way to ensure investments in transportation infrastructure support prioritized and strategic regional economic development against planned targets.

It was also determined that the transportation planning and coordination model would provide planning support for all Capital Region municipalities. This support would include managing and providing data related to its mandate.

2) What is the geographic boundary of interest?

The discussion led to the identification of economic corridors within the Capital Region boundaries, which could form the basis of future efforts to identify strategic boundaries of interest.

The Working Group identified a preliminary strategic transportation system as a starting point for the network footprint. It is based upon the definitions in use by the City of Winnipeg and Manitoba Infrastructure for trade and commuter routes.

Additional analysis is required to identify a complete network, including municipal roads that could be considered part of the strategic transportation system. As well, given the importance of workforce mobility to the regional economy, transit and active transportation need to be incorporated within an overall framework.

The Working Group devised a series of maps to set out the key regional routes for commerce and commuters, strategic connections between Winnipeg and provincial highways and potential multi-modal commuter facilities in the Capital Region.

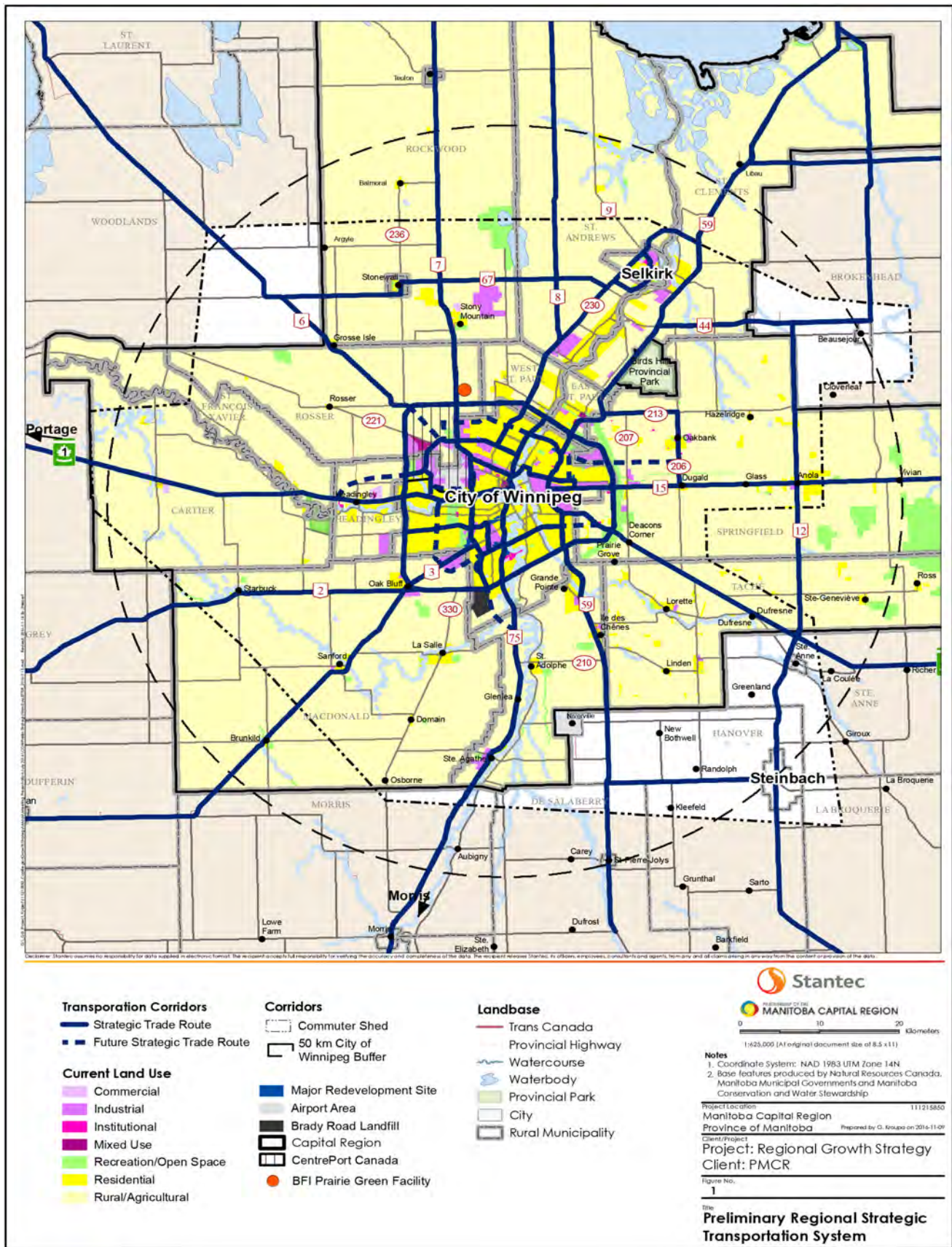


Figure 1 - Preliminary Regional Strategic Transportation System: Fig. 1 identifies roads and highways across the Capital Region critical to moving people to jobs and goods to market. Those roads and highways within the region’s commuter shed - the general area from which the workforce commutes to work - play a vital role in the regional economy, making them part of a strategic transportation system.

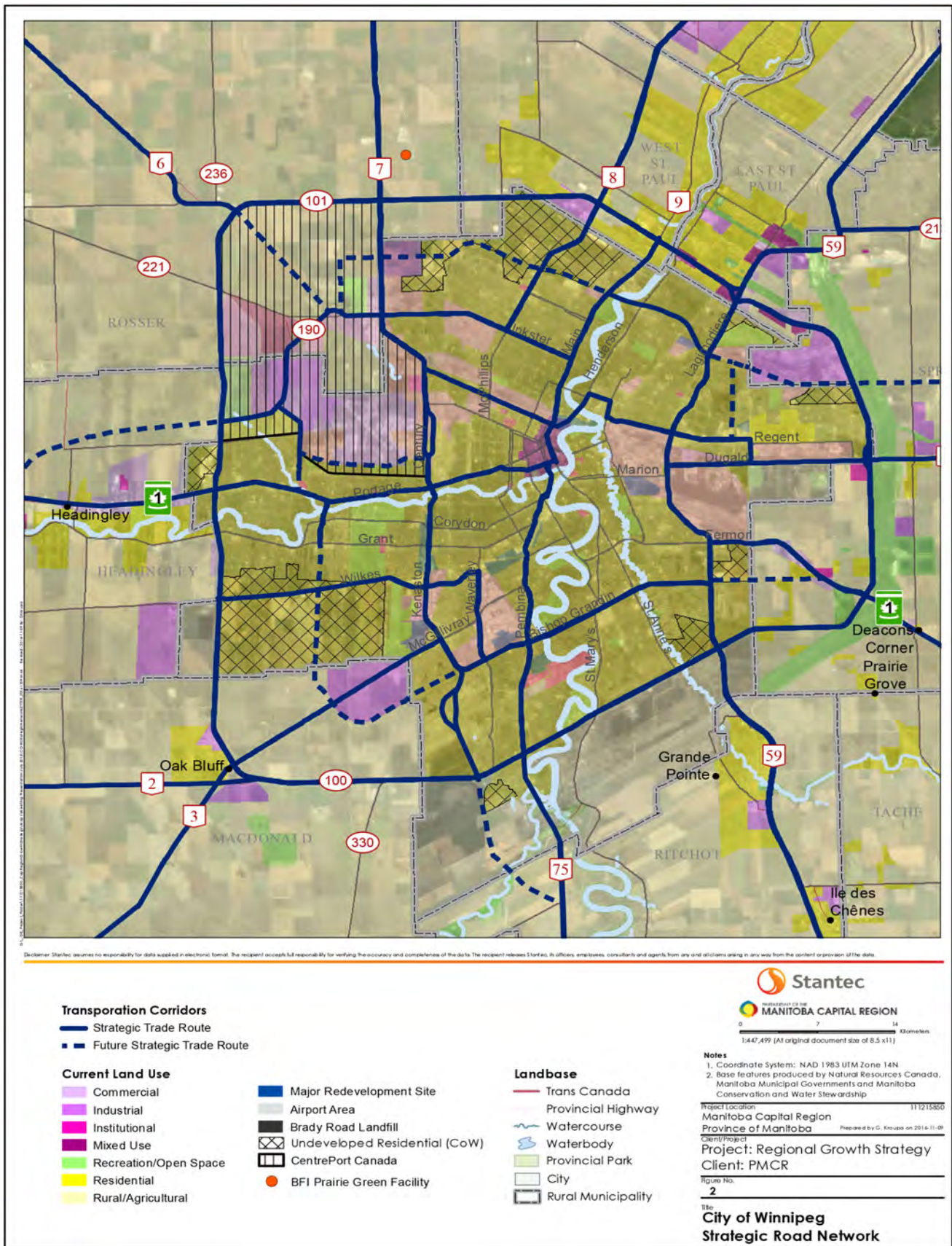


Figure 2 - Intersecting roadways: Fig. 2 identifies how the City of Winnipeg’s Strategic Road Network interconnects with the Province’s strategic highway network. By working together, these strategic routes are closely integrated with land use and seamlessly connect the region in support of the economy.

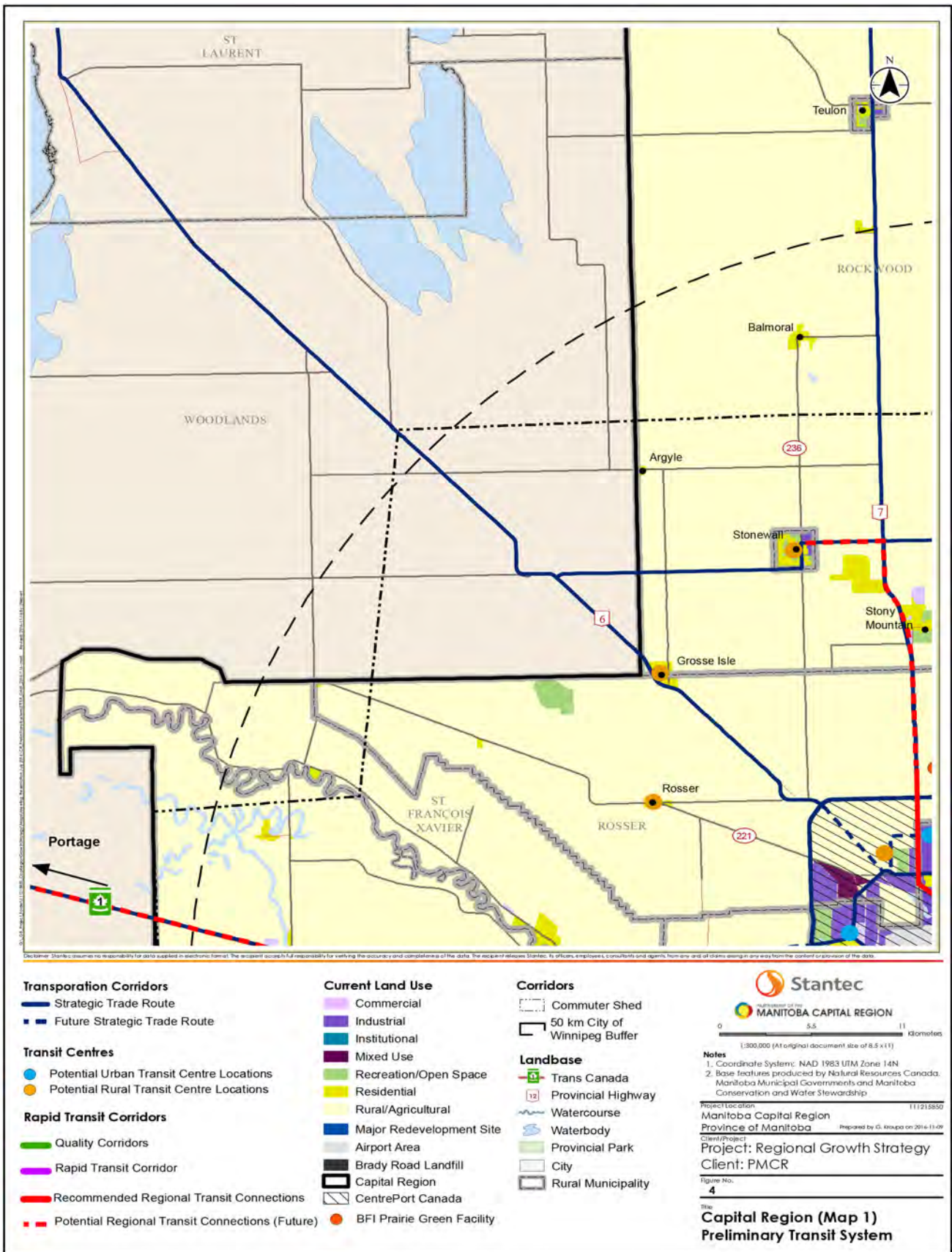


Figure 3b – Preliminary Capital Region Workforce Transportation System-Northwest Quadrant

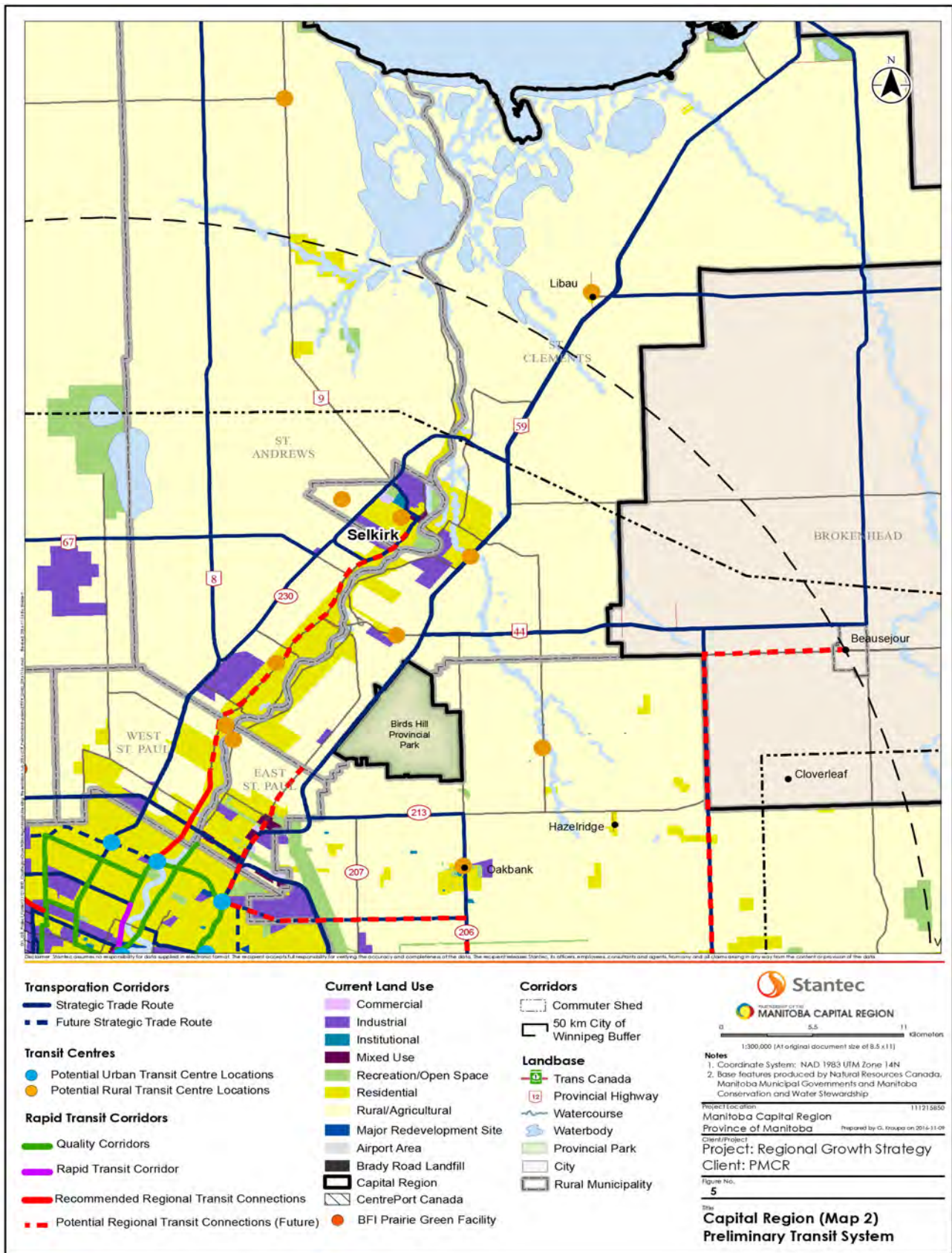


Figure 3c – Preliminary Capital Region Workforce Transportation System-Northeast Quadrant

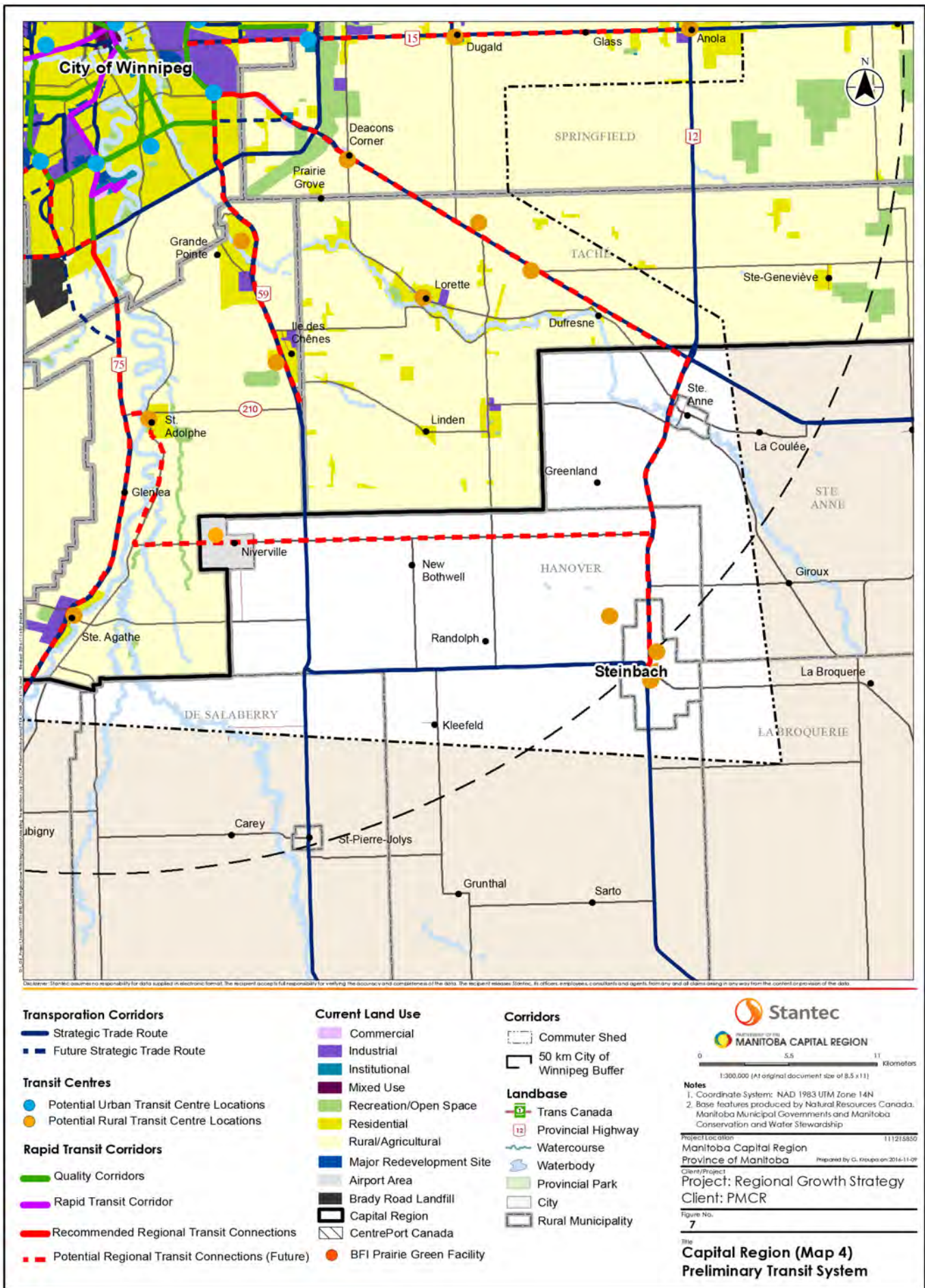


Figure 3e – Preliminary Capital Region Workforce Transportation System-Southeast Quadrant

3) What are the benefits to government?

Better Decisions

Municipal governments, with limited financial and human resources, are hampered now in their efforts to prepare long-term investment strategies by the fact that transportation planning data and information are in various forms and spread across governments. It is not easily accessible.

A transportation planning and coordination model could objectively analyze data and recommend priority projects with high-value economic or social benefit, enabling municipal engagement and good decisions.

The Capital Region could reap public policy and political benefits from a transportation planning and coordination model. Such a model will enable the region to meet the provincial objective to make Manitoba the ‘most improved province,’ by way of a regional transportation master plan.

A transportation planning and coordination model will focus investment of taxpayer funds in government priorities, namely economic development, integrated land use and strategic investment in infrastructure, including mass transit and active transportation. This will be done by identifying and protecting investment priorities via clear rules of engagement and with transparent roles for all governments.

Further, it will work in an open and accountable manner, enabling evidence and results-driven decision making on a regional transportation network.

In summary, a transportation planning and coordination model will **promote investment, as opposed to spending**, in transportation infrastructure, supporting and enabling greater economic growth for the region and the province as a whole.

Harnessing ‘**Capital Region thinking**’ will advance our collective economic and social well-being.

Better Investments

A transportation planning and coordination model would ensure that financial resources are invested in those projects that provide the highest economic returns, widely shares the benefits, minimizes costs and positions the Capital Region for the future.

When scarce financial resources are targeted to the right projects, we will have *invested in our future*. On the other hand, if financial resources are targeted to projects that meet a short-term need for a small segment of the population, we will have *spent our future*.

Ultimately, governments must decide everyday whether to invest in the future, or spend on today. By collaborating, coordinating and planning effectively, we *promote smart investments in transportation infrastructure* for greater economic growth in the region and the province as a whole.

4) What are the benefits to the public?

A planning and coordination model would draw stakeholders into a collaborative process so that decisions would be informed by a variety of perspectives, anticipate infrastructure developments as public transportation demand shifts, support the region's priorities and assure the public their money is being invested wisely. This means better investment with great value of taxpayer dollars.

Overall, the consensus of the Working Group was that the purpose of a transportation planning and coordination model is to provide the foundation for informed, evidence-based decisions on strategic transportation infrastructure investment. It would improve the quality of life for rural and urban residents alike.

RECOMMENDATIONS

Given the importance of **'Capital Region thinking'** to planning and coordinating a Strategic Capital Region Transportation System to our collective economic, social, and environmental well-being best interests, the Working Group recommends that the Partnership of the Manitoba Capital Region and the Province of Manitoba:

- 1) Support the concept of **'Capital Region thinking'** through the implementation of a Strategic Capital Region Transportation System; and
- 2) Financially support the Working Group to:
 - a) Fully develop and recommend a Capital Region Transportation Planning and Coordination Model to implement a Strategic Capital Region Transportation System;
 - b) Identify and recommend balanced and shared funding options.

APPENDIX A

LIST OF WORKING GROUP MEMBERS

Chris Lorenc, Chair	Manitoba Heavy Construction Association
Greg Dandewich	Economic Development Winnipeg
Diane Gray	CentrePort Canada
Ramona Mattix	Manitoba Indigenous and Municipal Relations
Esther Nagtegaal	Manitoba Infrastructure
Erica Vido	Manitoba Infrastructure
Dave Duncan	Manitoba Infrastructure
Rob Bachart	Winnipeg Airport Authority
Terry Shaw	Manitoba Trucking Association
Braden Smith	City of Winnipeg
Luis Escobar	City of Winnipeg
Janice Lukes	Partnership of the Manitoba Capital Region
Fran Smee	Partnership of the Manitoba Capital Region
Brad Erb	Partnership of the Manitoba Capital Region
Bob Bodnaruk	Partnership of the Manitoba Capital Region
Colleen Sklar	Partnership of the Manitoba Capital Region

HISTORY OF REGIONAL PLANNING INITIATIVES

Background and History

There have been a number of reports recommending coordination in regional transportation planning, including:

- A 1957 report to the Metropolitan Planning Commission of Greater Winnipeg recommending the creation of a Metropolitan Transportation Agency -- the first documented call for a separate agency for regional transportation planning (Wilbur Smith and Associates, Traffic Transit Parking);
- In 1998, “**TransPlan 2010**”, a transportation planning study for the City of Winnipeg and surrounding municipalities, concluded the Capital Region needed an improved decision-making and funding model -- either an inter-governmental coordinating committee or an independent agency;
- In 1999, a report to the Strategic Infrastructure Reinvestment Policy Implementation Committee outlined options for alternative transportation service delivery in Winnipeg;
- In its 2005 report, the Winnipeg Rapid Transit Task Force recommended that the City investigate the creation of a Winnipeg Transportation Authority to plan and deliver both road and transit systems. The report also suggested the authority include a Transit Land Development component;
- In November 2011, Winnipeg City Council adopted the Winnipeg Transportation Master Plan which recommended exploring the feasibility of a Regional Transportation Authority to plan, implement and deliver transportation infrastructure and services. This recommendation was affirmed by City Council in 2011;
- In 2014, the PMCR adopted a Regional Transportation Master Plan (CRTMP) that identified the need for a coordinated approach to transportation and land use in the capital region;
- In 2015, The Partnership of the Manitoba Capital Region started development of a Growth Strategy document, to guide the management of growth in the region to 2035. Consistently, the PMCR has highlighted the need for collection, management and sharing of regional data on land use and transportation infrastructure. Discussions included the potential for an independent body with some jurisdictional weight to guide strategic infrastructure development.

HISTORY OF REGIONAL PLANNING INITIATIVES

City Of Winnipeg

The road network in the Winnipeg region developed along historic trails influenced by the rivers and the River Lot Survey of early settlement. Those trails radiated from what is now downtown Winnipeg, and evolved into the modern arterial street network now in place. Key economic routes such as Main Street, Pembina Highway, Henderson Highway and Portage Avenue, all started as trails serving the settlements along the Red and Assiniboine rivers.

As the city grew, a more defined road network followed residential and commercial development. An early network of public transportation, streetcars and trolley buses was eventually replaced by improved roads to accommodate the surge in automobile use.

In the late 1950s Wilbur Smith and Associates conducted a major transportation study for the City of Winnipeg. It called for the city, province, suburban cities and rural municipalities to working together to plan new highway and traffic facilities.

The Wilbur Smith report led to the Winnipeg Area Transportation Study (W.A.T.S.) in 1968, that identified a proposed network of highway and transit improvements. The major highlight of the W.A.T.S. study was the introduction of a freeway network serving all areas of the city and adjacent municipalities.

However, community groups rose up in concern about the impact that urban freeways would have on neighbourhoods, triggering a defining moment in the development of Winnipeg's transportation system. City Council voted against the Northern Freeway and the Sherbrook-McGregor bridge over the CPR Yards in the late 1970s and early 1980s. This derailed the urban freeway concept.

Instead, Winnipeg has developed expressways and arterials, a truncated and disconnected version of the earlier freeway plan. Projects such as Bishop Grandin Blvd and Chief Peguis Trail developed in lieu of the Suburban Beltway, and Sterling Lyon Parkway instead of the Southern Freeway.

The effect of this has been that Winnipeg has an arterial-road network pocked with signalized intersections, rather than a system of freeways with controlled access, the system most common in major cities.

The authors of the supporting documents of Our Winnipeg, Sustainable Transportation, recognized this, and said "Despite relatively modest population growth, this (lack of freeways) has resulted in ever increasing pressure on the arterial street system by both commuters and commercial development over the past 30 years."

The 2011 Winnipeg Transportation Master Plan developed a strategic plan to address the future transportation needs of the city. It touches on the need for cooperation on transportation planning in the Capital Region as population growth in the regional municipalities will have significant impact on Winnipeg's infrastructure.

Despite the consistent and strong desire across the region for cooperation on transportation and infrastructure planning, jurisdictions proceed with infrastructure projects without collaborating with their neighbors, and without considering the regional impact of their decisions.

Municipalities in the Capital Region

Most municipalities in the region use a rural transportation network, based on the Mile Road Grid survey.

Areas adjacent to the Red and Assiniboine Rivers are influenced by the river lot survey from the initial settlement of the area. Roads follow the general alignment of the rivers, as extensions of trails originating Winnipeg. Main Street (PTH 9), Henderson Highway (PR 204), Pembina Highway (PTH 75) St. Mary's Road (PR 200), all run parallel to the Red River and extend well beyond the City of Winnipeg. Portage Avenue (PTH 1) parallels the Assiniboine River and the Portage Trail to Western Manitoba.

In more urbanized municipalities like the Rural Municipality of East St. Paul, a municipal collector and arterial road network is being developed outside the provincial network. These municipal networks are development driven, as development defines the need for additional transportation facilities.

The RM of East St. Paul is the only Capital Region municipality outside of the City of Winnipeg with a transportation master plan in effect. The RM of Springfield has a draft plan only. Other Capital Region municipalities rely on provincial networks.

Municipalities tend to rely on the provincial network to meet their collector and arterial road needs. This has created an unsustainable burden on the provincial network, reducing network efficiency. Municipalities are being asked, as part of the planning process, to develop internal road networks to support local traffic.

Provincial Transportation Network

The first Provincial Highway map was published in 1926. The network expanded greatly in the 1950s and 1960s. In the Manitoba Capital Region, the Perimeter Highways was developed in the late 1950s, showing up on maps in 1959. Its completion did not happen until the 1990, with the addition of the northeast section. It is now a favoured route for many residents in the city and the Capital Region.

A number of provincial highways funnel into the City of Winnipeg. Routes such as PTH 75, PTH 59 and PTH 3 are extensions of Pembina Highway, Lagimodiere Blvd and McGillivray Blvd, respectively. They are major routes for the movement of people and goods, through Winnipeg and into the province, across Canada and into the vital US and Mexican markets in NAFTA, as part of the Mid-Continent Trade Corridor.

While some 27,000-people working in Winnipeg reside outside the city (in the Capital Region), it should be recognized the traffic goes two ways: more than 11,400 Winnipeggers commute to jobs beyond the Perimeter.

The Manitoba Capital Region Transportation Master Plan identified the need for future highway expansion. The map shows the necessary and significant investments for upgrading existing routes and to construct new routes to serve projected traffic volumes.

Many of the new routes are intended to function as bypass routes for existing infrastructure, reflecting the need to control access to major trade and transportation arteries. At present, the numerous driveways and traffic signals on routes such as Pembina Highway make for 'stop and go traffic' that creates safety hazards for people and costly delays to the movement of goods to interprovincial and international markets.

Several key strategic highways of inter-provincial and international significance are located within the Manitoba Capital Region. Canada's National Highway System includes Manitoba highways, PTH 1, PTH 6, PTH 75, PTH 100 and PTH 101. The Manitoba Government has implemented regulatory and planning processes to preserve the ability to enhance the operational safety and efficiency of these routes. The planning processes involved can sometimes be a source of conflict due to competing local, regional and provincial priorities.

UNDERSTANDING REGIONAL TRANSPORTATION GOVERNANCE

Regional Transportation Governance is not the end in itself; it is the means by which a goal is sought. The concept of governance emphasizes the participation and interest of the public as well as strong responsiveness, equity, transparency and accountability of public officials at the centre of public management. It is critical to understand the goal and the purpose of the governance mechanism.

UNDERSTANDING GOVERNANCE STRUCTURE

Regional governance is a deliberate effort by multiple actors to achieve goals in multi-jurisdiction environments. By this definition, regional governance:

- Crosses borders, by definition jurisdictional, and also usually sectoral (public, private, nonprofit, civic) and/or functional (e.g., environment, economic, social);
- Encompasses, but goes beyond, the institutions, tools, or structures that may establish and implement decision-making and action;
- Involves purposes and goals— solving a regional problem or seizing a regional opportunity— as the object of a regional governance effort; and
- Is a kind of politics and does not assume consensus or cooperation as a dominant mode, but does assume the attempt to exercise power on behalf of interests, ideas, and values.

The literature identifies three key types of services mandated to governance structure:

- Policy - focuses on overall policy direction, priorities, financing and funding. Decision-making responsibilities is assigned to an identifiable, accountable, and elected person or body;
- Management - translates the policies into operational plans and programs;
- Implementation - focuses on programs, services and projects.

The research revealed attributes and common practices of successful transportation governance structures, such as:

- Sustainable and diverse funding sources that provide protection in the very likely case that one or more sources of funding be adversely impacted by the economy;
- Strong boards which are focused on achieving regional objectives in an efficient, effective and customer focused manner;
- Performance monitoring and reporting that is integrated into the iterative planning cycle;
- Alignment of investment with land use plans, policies and development approvals;
- Integrated and comprehensive planning across all transportation modes and all time horizons, including alignment of investment planning;
- Responsibility for transportation demand management measures and financing policies (e.g., peak and distance based transit fares, higher parking prices in downtown areas and parking fees in suburban centers) which can be used to influence the level and time of day of travel; and
- Thorough public engagement processes that result in broad public and stakeholder support. Public credibility is also gained by proven success of previous transportation investments and resulting performance measuring.

The literature also identifies some common elements that prevent successful governance:

- The lack of responsibility;
- The lack of transparency;
- There is no advocacy or champion;
- There is a disconnect from the remainder of the region's governance;
- There is lack of improvement in decision-making or efficiency;
- There is an ineffective policy role;
- Leadership is not value based and seen as not effective in the decision making process;
- Governance Board decision-making role is highly constrained;
- Senior governments or larger municipalities seen as having a dominitating influence.

It should be noted that a key finding is that transportation authorities with complete control over all decision making are not common worldwide, seeing as few jurisdictions are willing to divest themselves of full control over aspects of transportation planning or financing. The tendency appears to be towards allowing exclusive control over regional functions, leaving local transportation decisions to municipal and other local authorities.

ELEMENTS OF A STRONG GOVERNANCE STRUCTURE

The following criteria for successful governance were developed to facilitate in rating potential governance structures for the Manitoba Capital Region:

- **Transparency and Accountability:** the degree to which the governance structure exhibits openness in providing political, administrative, environmental and social accountability linkages in addressing the publics perceived "right to know". "Accountability is traditionally defined as the obligation to give an account of one's actions to someone else, often balanced by a responsibility of that other to seek an account" (Scott, 2006, 175);
- **Relationships and Responsiveness:** the degree to which the governance agency can engage the public and build on the strength of relationships. The degree to which it recognizes the dependencies on other entities in decision-making, implementation, monitoring and evaluation. How it can respond to people's needs and how open it is to people's inputs and scrutiny;
- **Advocacy and Clarity of Purpose:** Leading and encouraging public dialogue and acting on its direct public policy issues with a clear understanding of its direct and indirect purposes;
- **Ease of Implementation/ Modification:** The measurement of how easy the implementation process can be structured and how the responsibilities of the entity can be expanded/modified over time as it matures;
- **Revenue Sourcing:** the measure of the ability of the entity to identify and capture new sustainable and diverse funding sources and likelihood of capturing existing revenue streams.

EXISTING GOVERNANCE BODIES REVIEWED

London - Transport for London

- Transport for London (TfL) is a local government body responsible for most aspects of the transport system in Greater London in England;
- TfL has responsibility for London's network of principal road routes, for various rail networks including the London Underground, London Overground, Docklands Light Railway and TfL Rail, for London's trams, buses and taxis, for cycling provision, and for river services;
- In 2015-16, TfL had a budget of £11.5 billion, 40% of which comes from fares. The rest comes from government funding (23%), borrowing (20%), other income (9%) and Crossrail funding (8%).
[1] – Wikipedia;
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[1] – Wikipedia.

Vienna - Wiener Linien

- An Executive City Council is responsible for oversight of Wiener Linien;
- A wholly owned subsidiary of Vienna's utility company;
- Planning responsibility for large scale projects is shared with City's Administrative group.

Stockholm - Storstockholms Lokaltrafik

- Stockholm is a County government;
- Storstockholms Lokaltrafik (Stockholm PTA) is the largest Transit Agency in Sweden;
- The county council is responsible for regional planning and public transport.

Brisbane - Translink

- Division of Queensland Department of Transport and Main Roads;
- Works with Cities to plan services;
- Decision-making responsibility rests with Minister responsible;
- 19 separate transit services.

Toronto - Metrolinx

- Crown Corporation and Agency of Ontario Provincial government;
- Coordinates and integrates all modes of transport in Toronto and Hamilton;
- Responsible to ensure all transportation projects conform to growth plans from 2005 and comply with Provincial transportation policies and plans.

Vancouver - South Coast British Columbia Transportation Authority

- Responsible for regional transportation network of Metro Vancouver;
- Responsible for various modes of transportation in the Metro Vancouver region;
- Owns and maintains the Major Road Network, which comprises most major regional arteries not owned by the provincial government;
- Allocates funding to each municipality for transit improvements, such as transit priority signals, queue-jumping lanes for buses, and bus lanes.

