

Road Safety Strategic Action Plan

Focus Areas and Actions

The City of Winnipeg is developing a Road Safety Strategic Action Plan, which will serve as a roadmap for setting the direction and pace of road safety investments over the next 3-5 years and beyond.

After hearing from you on what matters most when it comes to road safety in Winnipeg, the draft focus areas and actions are here and we want to hear from you! This document outlines all the actions for the five focus areas of the Winnipeg Road Safety Strategic Action Plan.

What is a focus area?

Focus areas represent top road safety priorities in Winnipeg. The Winnipeg Road Safety Strategic Action Plan's **five focus areas** have been developed based on collision data, technical expertise, and public and stakeholder input received during Phase 1 of engagement. These focus areas will help us allocate resources and develop targeted action and implementation plans to improve road safety.



Focus Area 1 - Signalized intersections

By addressing safety issues at signalized intersections, the City can make a big impact on road safety within a relatively short time frame and at a low cost.



Focus Area 2 - Pedestrians

It is important to focus on pedestrians, as they are more likely to be seriously injured or killed in a collision than any other road user. Pedestrian collisions are overrepresented at intersections (meaning they occur more often at intersections compared to other locations on the road network), and are also overrepresented in the downtown and northwest areas of the city.



Focus Area 3 - Cyclists

Similar to pedestrians, cyclists are at a higher likelihood of being seriously injured or killed in collisions. Cyclist collisions are also overrepresented at intersections and in the downtown and northwest areas of the city.



Focus Area 4 - Speed

Speed is a top priority when working towards zero fatalities. Focusing on speed doesn't just mean targeting speeding as a behaviour. Rather, the City must focus on setting safe and appropriate speed limits, implementing engineering measures to better control the speeds at which drivers can safely travel, and - finally - enforcing speed limits via ticketing and other means.



Focus Area 5 - Road safety culture

Road Safety Culture is more of a journey than a destination. Building a road safety culture will involve a societal shift, beginning with creating widespread awareness of the issues and moving towards long-term sustainable social change. The shift will involve both internal work and partnerships, and should include implementing organizational training, policies, and processes, as well as public educational initiatives to address problematic behaviours such as aggressive, distracted, and impaired driving.



Focus Area 1 - Signalized intersections

Action	Description
Review no right-turn on red (NRTOR) policies and implement NRTOR at select locations	Review and update practices related to no right-turn on red (NRTOR). Implement NRTOR at selected locations, such as those with high right-turn conflicts with vulnerable road users, high right-turn collisions, and limited visibility. 
Review pedestrian crossing timing plans and implement improvements at select locations	Review pedestrian signal timing plans and determine if the pedestrian crossing time is adequate for the demographics in the area.
Review protected left-turn phasing policy and implement protected phasing at select locations	Review current policies for left-turn phasing and implement protected left-turns at intersections when alignment, turning vehicle demand, and/or pedestrian volumes require temporal separation. Collision history should also form part of the site review.
Review signal visibility and implement improvements at select locations	Review and increase signal visibility for all road users by removing obstructions like trees and adding additional signal heads, advance warning signs, and reflective tape where applicable. This action may be related to lines of sight or conspicuity. 
Review locations that encourage high-speed right-turn movements and implement improvements at select locations	Assess the need for right-turn channels vs simple right turns whenever possible and retrofit existing locations at intersections with right turn channels that encourage high speed right-turn movements. Smart channels are a preferred tool to ensure decreased speeds at right turn channels.

Action	Description
Review advanced warning flashers policy and install treatment at select locations	Review policy for installing advanced warning flashers at signalized intersections. Install advanced warning flashers to warn drivers to prepare to stop at an upcoming traffic signal.
Review access management policy	Review the current access management policy to rationalize the accesses on priority corridors and reduce the number of conflict areas. Following this review, create updates if required and ensure alignment with by-law. Effective access management provides systematic control of the location, spacing, design, and operation of entrances and intersections to maximize the safety and efficiency of arterial road operations.
Develop guidelines and install overhead/advanced intersection signage	Develop City guideline for installing overhead/advanced intersection signage, crossing road information, or large overhead signage, especially in advance of large intersections with complex operations, to allow the drivers to get into appropriate lanes prior to approaching the intersection. Review retro reflectivity requirements in Technical Guideline and Practice related to sign sheeting. Ensure font sizes are consistent with national standards. Install overhead lane designation signs for large intersections with multiple lanes to provide guidance for drivers to avoid driver confusion.
Install or extend raised medians	Once access management policy is implemented, install or extend raised medians in accordance with the review of the access management policy to restrict driveways due to operational or safety concerns. Extended medians also can provide additional crossing protection for pedestrians at bus stop locations. Also review the minimum curb height standards.
Enhance pavement markings	Evaluate various pavement marking and pathway construction materials to enhance durability, including around pedestrian crossing locations and corridors, and bicycle lanes, shared facilities, and facility transitions.
Review and update roundabout installation policy	Review and update existing policy to determine the requirement of roundabouts at new or existing intersections.

Action	Description
Update safety performance functions (SPFs) and network screening	Develop new and recalibrate safety performance functions (SPFs); update the initial (arterial) Street network screening. Bring in a practice of re-calibration of SPFs on a five-year basis. Use network screening for strategy/ focus areas (such as pedestrian collisions) as part of a systemic approach, to identify statistical overrepresentation of collision types, and to identify locations and opportunities to undertake diagnosis.
Create policy for road safety audits (RSAs) and in-service road safety reviews (ISRSRs) as a component of capital projects	Create a mandate or parameters to undertake road safety audits (RSAs) and in-service road safety reviews (ISRSRs) as a part of capital projects. Introduce protocols for inclusion of road safety audits or in-service road safety reviews on capital projects where appropriate.
Create a policy for in-service road safety reviews as part of network safety performance review	Create a mandate or parameters to undertake road safety audits and in-service road safety reviews based on the safety performance of intersections/corridors. Have the Technical Guidelines and Practices reflect a more rigorous approach to road safety diagnosis that is not organized around outcomes and is not limited to the current topics in the guidelines.
Conduct road safety audits and in-service road safety reviews	Implement a practice to conduct a formal audit of proposed road designs or existing facilities from a safety standpoint to identify potential problems and suggest measures that could improve safety. Reviewing the proposed design (or existing facility) holistically to see how different design elements blend together to create a safe roadway corridor for all road users. For existing facilities, conduct reviews at locations with the potential for improvement, based on SPFS and network screening results.



Focus Area 2 - Pedestrians

Action	Description
Prioritize pedestrian safety improvements in areas with high levels of vulnerable pedestrians	Prioritize pedestrian crossing studies and the installation of pedestrian safety measures such as crosswalks, sidewalks, and traffic calming measures, at locations with high volumes of children, older adults, and other more vulnerable types of pedestrians, (e.g., around schools, playgrounds, senior centres, retirement homes, neighbourhood greenways, within geographic areas of high poverty, etc.).
Review and update Active and Safe Routes to School Program	Review and update current program related to active and safe routes to school and school travel plans. Accelerate and expand this program and include funding for recommended improvements. 
Develop Leading Pedestrian Interval (LPI) policy and implement LPI at select locations	Leading pedestrian intervals (LPIs) provide a head start for pedestrians to begin crossing the intersection before the signal turns green for vehicles. Develop policy for prioritization of LPI treatment and implement LPIs at warranted locations. Ensure LPI implementation is compatible with other policies that are applied at signalized intersections. Coordinate the implementation of this action with Action I2 “Review pedestrian crossing timing plans and implement improvements at select locations”.
Install curb bump-outs	Starting in the Downtown core, determine feasible locations where curb bump-outs would assist pedestrians in crossing intersections. Consider traversable treatments on bump-outs to limit impacts to cyclists. 
Develop and implement a pedestrian traffic monitoring program	Leveraging advanced technologies in active transportation traffic monitoring, and following guidance from TAC’s Traffic Monitoring Guide, a traffic monitoring program for pedestrian traffic volumes should be developed to support safety analysis and subsequent decisions regarding pedestrian activity. Pedestrian activity should be monitored within the transit network and on various facility types. The existing design of the pedestrian traffic monitoring program for Downtown should continue to be implemented.

Action	Description
Calibrate TAC's Pedestrian Crossing Control Guide (PCCG)	Conduct a robust evaluation of the safety performance of existing pedestrian facilities based on roadway characteristics and socioeconomic characteristics. The results of this evaluation should be used to calibrate TAC Pedestrian Crossing Control Guide (PCCG) to align with Winnipeg's unique characteristics of traffic volume, speed, cross section, and demographics.
Review existing pedestrian crossing controls for appropriateness of treatment type	Review existing pedestrian crossing control to ensure they align with new policy based on TAC's Pedestrian Crossing Control Guide calibrated for Winnipeg conditions. Conduct assessment of existing pedestrian crossing control across the city and determine locations that may require upgrades. Once these locations are identified, an implementation plan should be developed to ensure continual and timely implementation of upgrades. To the extent possible, strive to upgrade locations based not only on the 'recommended' components of each treatment type identified in the PCCG, but also include 'desirable' components identified for each treatment type.
Install pedestrian refuge islands	Update internal guidelines to match TAC's Pedestrian Crossing Control Guide calibrated for Winnipeg conditions to include criteria for pedestrian refuge islands. Pedestrian refuge islands can support mid-block transit stops where applicable based on the City's design criteria. 
Review connectivity of transit and pedestrian facilities	Review the existing pedestrian network to determine any gaps in the network and provide pedestrian linkages and direct walking routes to Winnipeg's transit facilities. Review bus stop locations to ensure that pedestrians can easily navigate the transit network within the existing pedestrian network.
Review potential for pedestrian scramble signals	Evaluate the feasibility of pedestrian scramble operation at signalized intersections with high pedestrian volumes. 

Action	Description
Review policy on installation of breakaway devices	Review policy for the installation of breakaway devices, ensuring particular attention is directed at installation practices in areas with high pedestrian volumes.
Review policy for playground zones	Review internal technical guideline on playground zones. Develop additional criteria for designating playground zones and develop guidance on installing signage and other safety measures.
Formalize pedestrian infrastructure maintenance requirements	Develop a monitoring and maintenance program for pedestrian infrastructure, and update snow clearing policies.



Focus Area 3 - Cyclists

Action	Description
Upgrade catch basins along cycling routes	Upgrade catch basins from horizontal gates to diagonal gates to prevent bike tires from becoming caught in the catch basin starting along cycling routes and expanding throughout the road network. Ensure catch basins are not broken or raised.
Upgrade cycling infrastructure	Accelerate implementation of updated Pedestrian and Cycling Strategies.
Review multi-use path and/or cyclist crossings	Review multi-use paths and cyclist crossing locations; evaluate the requirement for additional signage, markings, or traffic control, and proceed with improvement projects.



Action	Description
Develop cycling traffic monitoring program	Leveraging advanced technologies in active transportation traffic monitoring, and following guidance from TAC's Traffic Monitoring Guide, a traffic monitoring program for bicycle traffic should be developed to support safety analysis and subsequent decisions regarding cycling activity. Bicycle counting should be implemented for the whole road network.
Support school cycling education programs	Coordinate with school divisions to provide education to students in elementary, middle and high schools to foster student understanding of bicycle safety. Provide tools (e.g., locks, helmets, reflective items, etc.) to encourage safe riding. Coordinate the implementation of this action with Action P2 "Review and update Active and Safe Routes to School Program". 
Formalize cycling infrastructure maintenance requirements	Develop a monitoring and maintenance program for cycling infrastructure, and update snow clearing policies.
Develop cyclist signal phasing strategy	Develop a strategy to identify where to install bicycle signal heads and their characteristics as well as criteria for installing leading bike intervals and fully protected phases for cyclists.
Develop and implement cycling facility design guide	Develop and implement cycling facility design guide specific for Winnipeg conditions that includes geometric design, pavement markings, and signage.
Conduct cyclist conflict studies	Conduct cyclist conflict studies and other safety performance evaluation of existing cycling facilities to inform site specific changes and future design practices. Capture findings in the new cycling facility design guide.
Collaborate with Province on Highway Traffic Act (HTA)	Collaborate with the Province on bicycling-related issues pertaining to the Highway Traffic Act, such as passing distance and right of way at crossings.
Monitor and mitigate safety impacts of micromobility devices	Monitor the safety implications of micromobility devices, including e-bikes, scooters, and skateboards on all road users. Collaborate with the Province regarding regulating the use of these devices on City streets.



Focus Area 4 - Speed

Action	Description
Implement 30 km/h neighbourhood greenways	Neighbourhood greenways are a bicycle facility type where motorists and cyclists share the roadway. While the majority of Winnipeg's greenways are currently designated 50 km/h, best practice is to have greenways operate with 30 km/h speed limits. A pilot program to trial these reduced speeds is currently in progress on four existing greenways. Further progress on this action is dependent on the outcomes of the pilot program. 
Review speed limits	Review speed limits to ensure they are safe and appropriate. The science on speed is clear: lower vehicle speeds result in reduced collision frequency and severity. Lower speed limits, supported by appropriate road design and operations, would improve safety and livability. One of the first steps for this action will be to carry out the Council-directed review of residential speed limits, which includes trialing 30 km/h and 40 km/h speed limits on residential streets, public engagement, and hiring a consultant to report on lowering the 50 km/h default speed limit in Winnipeg. Reviewing speed limits on some arterial streets is also a priority as the majority of fatal and major injury collisions occur on arterials streets.
Promote data-driven speed enforcement	Engage in strategic collaboration with Winnipeg Police Service regarding data (e.g., speed data, enforcement data) sharing to inform enforcement programs.
Implement traffic calming measures	Continue to implement the current traffic calming policy approved in May 2020 and finalize second stream of this policy for neighbourhood-wide studies. Proactively implement traffic calming measures as part of new residential developments where appropriate. Coordinate this action with Action Item S2 "Review speed limits".
Develop and implement speed management policy	Develop a speed management policy for arterial streets and implement it in the context of the default speed limit and other relevant actions.
Review and update policy for implementing school areas and 30 km/h reduced speed school zones	Review current policies for implementing school areas and reduced speed school zones. Refine installation criteria to consider additional factors, such as roadway attributes, school layout, and surrounding land use. Review requirements for traffic control devices and other safety measures around schools. Coordinate with Action Items S1, S2, S4 and S5.



Focus Area 5 - Road safety culture

Action	Description
Conduct public perceptions surveys	Conduct recurring surveys in order to gain insight to the public's perception of safety in Winnipeg. This provides an understanding as to whether people feel safe on the roads, which complements other safety performance measures, like collisions.
Develop road safety promotional plan	Contribute to building road safety culture by implementing targeted communications to educate the public on safe use of transportation infrastructure, Vision Zero, how to navigate changes to the network and more.
Create road safety committee	Create a Road Safety Committee to keep the RSSAP plan moving; continue with the implementation of programs; discuss the data trends including best practices and lessons learned from other jurisdictions; adapt actions and schedules as needed. Regularly hold RSSAP meetings to discuss current plans, new plans, new trends in data, lessons learned, potential or current barriers, and others.
Improve quality of collision data	Collaborate with Manitoba Public Insurance to improve the consistency and quality of collision data to allow for more accurate analysis. For example, the location coding of collisions needs improvement.
Create evaluation plans for selected countermeasures	Conduct post-installation evaluation of the safety impact of selected safety countermeasures or other policies that impact road users. Prioritize evaluation of treatments where CMFs and other past research are not available. Share the results with the Road Safety Committee for future actions and programs.
Establish a fatal collision review committee	Establish a multidisciplinary, multi-departmental committee to review fatal collisions with the goal of providing collision information to key stakeholders in a timely manner. Such a committee could be very valuable in raising awareness of fatal collisions with senior management outside of the Winnipeg Police Service and broadening understanding of contributing factors to fatal collisions beyond what is available in collision reports.
Establish a fatal & serious injury collision review committee	Establish a review committee for serious injury collisions that occur in Winnipeg. Similar to the Fatal Collision Review Committee, but review periodically throughout the year to review collisions and report to senior management of the committee's findings and recommendations for improvement and broadens the understanding of contributing factors that cause serious injury collisions.

Action	Description
Partner on education programs to reduce distracted road use	Formalize participation in existing and future campaign development, coordinating with Manitoba Public Insurance and Winnipeg Police Service to ensure distracted driving campaigns feature and target all road users. 
Coordinate with Winnipeg Committee for Safety	Coordinate with Winnipeg Committee for Safety to engage the public to participate in the institutionalization of road safety within their community. The Winnipeg Safety Committee can provide their input on safety priorities and recommendations for improvements within a given area. This committee of volunteer citizen members is mandated to support, assist, stimulate, and mobilize the community on matters related to safety.
Integrate road safety education into internal professional development	Create a learning culture in the City supported by learning programs and training opportunities for City employees to enhance their road safety knowledge. Invite universities and professionals who work for and with the City to expand on road safety. Provide tools for employees within the City to be able to access road safety resources.
Participate in speed reduction driver education campaigns	Formalize participation in existing and future campaign development, coordinating with Manitoba Public Insurance and Winnipeg Police Service to implement messaging that warns against the dangers of speeding.
Create a road safety branch	Create a Road Safety Branch within the Transportation Division with new staff specifically assigned to implement the actions of the Road Safety Strategic Action Plan (RSSAP) and coordinate with the Road Safety Committee established as part of Action Item R3 to monitor the results and lessons learned from other jurisdictions on implementation of different Vision Zero and/or Road Safety Strategic Plans and determine/update best practices as they become available.
Implement annual road safety reporting	Develop annual road safety reporting that tracks progress with respect to the state of road safety in Winnipeg and progress on the Road Safety Strategic Action Plan.
Integrate road safety into engineering asset management prioritization	Use network screening results and other metrics to support capital funding business cases for safety projects. Incorporate safety metrics into the process that identifies and prioritizes future road renewal projects.

Action	Description
Develop research partnerships	Develop research partnerships with post-secondary institutions in Manitoba on Winnipeg-specific road safety issues.
Expand use of surrogate safety data	Expand the City's use of proactive, surrogate road safety measures, like conflicts, to inform road safety programs and resource allocation.
Develop and implement guideline for Traffic Impact Assessments	Develop and implement Traffic Impact Assessment Guidelines for new developments, with explicit consideration of road safety in the analysis and recommendation process.
Conduct a safety and equity analysis	Conduct a safety and equity analysis to assess the relationship between high collision neighbourhoods, geographic areas of high poverty, other available demographic information, and the frequency of 311 traffic safety requests.
Recommend expanding the capacity of the commercial vehicle safety inspection program	Expand the capacity of the Winnipeg Police Service's commercial vehicle safety inspection program by exploring partnerships, approaches, and training opportunities.
Promote stronger car seat education programming	Coordinate with Manitoba Public Insurance and Winnipeg Police Service to ensure important messages about car seat regulations, proper use, and compliance are publicized.