Agenda – Executive Policy Committee – April 21, 2021

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – April 20, 2021

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Item No. 4 Extending the Sunday / Holiday Bicycle Route

STANDING COMMITTEE RECOMMENDATION:

On April 20, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service, as amended, and submitted the following to Council:

1. That the Traffic By-Law No. 1573/77 be amended as follows:

    A. Include the following additional streets set as Sunday/holiday bicycle routes and provide that the restrictions on motor vehicle traffic on those streets will be in place daily from 7 a.m. to 9 p.m. from May 3, 2021 to November 5, 2021:

        i. Alexander Avenue – Arlington Street to Princess Street
        ii. Ravelston Avenue – Plessis Road to Brewster Street
        iii. Linwood Street – Portage Avenue to Silver Avenue
        iv. Harbison Avenue West – Henderson Highway to eastern terminus
        v. Rose Lake Court surrounding Rose Lake Green
        vi. Assiniboine Avenue – Ferry Road to Winston Road
        vii. Wellington Avenue – Maryland Street to Strathcona Street
        viii. Assiniboine Avenue – Parkside Drive to Ferry Road

    B. That Youville Street – Eugenie Street to Haig Avenue be set as a Sunday/holiday bicycle route once the reconstruction of Desmeurons Street, scheduled for the 2021 construction season, has been completed.

    C. That Subsection 17.1(3) be amended as follows:

        i. Replace “08:00 – 20:00” with “7:00 a.m. to 9:00 p.m.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – April 20, 2021

STANDING COMMITTEE RECOMMENDAITON (continued):

ii. Delete the period in clause (c) after the word "inclusive" and replace with the following:

"; and any day between May 3, 2021 and November 5, 2021, inclusive, excluding Rover Avenue and Scotia Street."

2. That signage in both official languages be erected at every intersection on Lyndale Drive between Lawndale Avenue and Highfield Street indicating that residents living in the bays are allowed to drive on the Sunday/holiday bicycle route to access their properties.

3. That the Winnipeg Public Service be directed to:

   A. Send notification of the program by mail, prior to May 3, 2021, to residents whose properties front the streets identified as Sunday/holiday bicycle routes, and include residents on the following additional streets:

      i. Balsam Place
      ii. Beechwood Place
      iii. Cedar Place
      iv. Hemlock Place
      v. Larchwood Place
      vi. Rosewood Place

   B. Update all applicable signage in consultation with Corporate Communications.

   C. Report back to the Standing Policy Committee on Infrastructure Renewal and Public Works with options for additional garbage receptacles along the Sunday/holiday bicycle routes prior to the 2022 Budget Review Process.

4. That the Public Service be directed to, concurrent to the pilot program and prior to further discussions on permanent implementation, liaise with the Province to investigate an amendment to the Highway Traffic Act to enact By-laws that permits pedestrians to walk on the roadway when a sidewalk is present, and provide a verbal progress report to the Standing Committee within 30 days.

5. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – April 20, 2021

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On April 20, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- Delete Recommendation 1 in its entirety and replace with the following, and renumber the remaining recommendations accordingly:

  "1. That the Traffic By-Law No. 1573/77 be amended as follows:

  A. Include the following additional streets set as Sunday/holiday bicycle routes and provide that the restrictions on motor vehicle traffic on those streets will be in place daily from 7 a.m. to 9 p.m. from May 3, 2021 to November 5, 2021:

  i. Alexander Avenue – Arlington Street to Princess Street
  ii. Ravelston Avenue – Plessis Road to Brewster Street
  iii. Linwood Street – Portage Avenue to Silver Avenue
  iv. Harbison Avenue West – Henderson Highway to eastern terminus
  v. Rose Lake Court surrounding Rose Lake Green
  vi. Assiniboine Avenue – Ferry Road to Winston Road
  vii. Wellington Avenue – Maryland Street to Strathcona Street
  viii. Assiniboine Avenue – Parkside Drive to Ferry Road

  B. That Youville Street – Eugenie Street to Haig Avenue be set as a Sunday/holiday bicycle route once the reconstruction of Desmeurons Street, scheduled for the 2021 construction season, has been completed.

  C. That Subsection 17.1(3) be amended as follows:

  i. Replace "08:00 – 20:00" with "7:00 a.m. to 9:00 p.m.

  ii. Delete the period in clause (c) after the word "inclusive" and replace with the following:

  "; and any day between May 3, 2021 and November 5, 2021, inclusive, excluding Rover Avenue and Scotia Street."

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – April 20, 2021

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

2. That signage in both official languages be erected at every intersection on Lyndale Drive between Lawndale Avenue and Highfield Street indicating that residents living in the bays are allowed to drive on the Sunday/holiday bicycle route to access their properties.

3. That the Winnipeg Public Service be directed to:

   A. Send notification of the program by mail, prior to May 3, 2021, to residents whose properties front the streets identified as Sunday/holiday bicycle routes, and include residents on the following additional streets:

      i. Balsam Place
      ii. Beechwood Place
      iii. Cedar Place
      iv. Hemlock Place
      v. Larchwood Place
      vi. Rosewood Place

   B. Update all applicable signage in consultation with Corporate Communications.

   C. Report back to the Standing Policy Committee on Infrastructure Renewal and Public Works with options for additional garbage receptacles along the Sunday/holiday bicycle routes prior to the 2022 Budget Review Process."

- In Recommendation 4, delete the period after the word "present" and replace with the following:

  ", and provide a verbal progress report to the Standing Committee within 30 days."

and submitted the matter to the Executive Policy Committee and Council.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – April 20, 2021

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

The following persons submitted communications:

- Heather Foulger submitted a communication in opposition to the matter
- Lloyd Penner submitted a communication in opposition to the matter
- Melanie Dennis Unrau submitted a communication in opposition to the matter
- Emma Maendel submitted a communication in opposition to the matter
- M.K. Driedger submitted a communication in opposition to the matter
- Ben Nobbs-Thiessen submitted a communication in opposition to the matter
- Donald M. Sourisseau and Margaret J. Simpson submitted a communication in opposition to the matter
- Annie Deeley submitted a communication in opposition to the matter
- David Grant submitted a communication in opposition to the matter
- Nathalie Roche submitted a communication in opposition to the matter
- Peter Watts submitted a communication in opposition to the matter
- Rachel Mills submitted a communication in opposition to the matter
- Jason Carter submitted a presentation titled Bike Winnipeg Open Streets Count Survey in opposition to the matter
- Diane Pellerin submitted a presentation in opposition to the matter
- Ian Walker submitted a communication in opposition to the matter
- Tom Pearson submitted a communication dated April 15, 2021 in opposition to the matter
- David Grant submitted a communication with respect to the matter
- Jason Carter submitted a presentation titled Bike Winnipeg Open Streets Count Survey with respect to the matter
- Emma Durand-Wood submitted a communication with respect to the matter
- Joe Ackerman submitted a communication with respect to the matter
- Karla Braun submitted a communication with respect to the matter
- David Letkemann submitted a communication with respect to the matter
- Linda Taylor submitted a communication with respect to the matter
- Mark Cohoe, Executive Director, Bike Winnipeg, submitted a communication dated with respect to the matter April 16, 2021
- Briony Haig submitted a communication with respect to the matter
- John Anderson submitted a communication with respect to the matter
- Jennifer Engbrecht submitted a communication with respect to the matter

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – April 20, 2021

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

On March 11, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works granted a further extension of time to its April 16, 2021 meeting for the Winnipeg Public Service to report back on the matter.

On February 11, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works granted a further extension of time of 30 days for the Winnipeg Public Service to report back on the matter.

On November 10, 2020, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service and granted an extension of time to its February 11, 2020, meeting to report back on the recommendations on future open streets programs, namely:

1. Options for additions to the Sunday/Holiday Bicycle Route in wards that have not previously been included in the listing, in their report back to the Standing Committee.

2. Results of the extended Sunday / Holiday Bicycle Route, and recommendations for establishing permanent year-round active transportation routes.

COUNCIL DECISION:

On September 30, 2020, Council adopted the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works, which included the following:

3. That the Winnipeg Public Service be directed to include options for additions to the Sunday/Holiday Bicycle Route in wards that have not previously been included in the listing, in their report back to the Standing Committee.

On June 26, 2020, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works as amended, and adopted the following:

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – April 20, 2021

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

1. That the Winnipeg Public Service be directed to amend By-law No. 1573/77 and take all other necessary steps to extend the Sunday / Holiday Bicycle Route from the current expiry date of July 6, 2020 to September 7, 2020 for the following streets:

    A. Lyndale Drive – Cromwell Street to Gauvin Street

    B. Scotia Street – Anderson Avenue (at St. Cross Street) to Armstrong Avenue

    C. Wellington Crescent – Academy Road (at Wellington Crescent) to Guelph Street

    D. Wolseley Avenue – Raglan Road to Maryland Street

    E. Churchill Drive – Hay Street to Jubilee Avenue

    F. Egerton Road – Bank Avenue to Morier Avenue

    G. Kildonan Drive – Helmsdale Avenue to Rossmere Crescent & Larchdale Crescent to Irving Place

    H. Kilkenny Drive – Burgess Avenue to Patricia Avenue and Kings Drive

    I. Rover Avenue - Hallet Street to Stephens Street

2. That the Winnipeg Public Service be requested to work with the Councillor of the Charleswood -Tuxedo - Westwood Ward to find an alternate temporary active transportation route within the area.

3. That the Winnipeg Public Service be directed to consult with local Councillors to determine if any changes are required to the above noted active transportation routes that are located within a local Councillor’s ward.

4. That the Winnipeg Public Service be directed to report back to the Standing Policy Committee on Infrastructure Renewal and Public Works within 120 days, with the results of the extended Sunday / Holiday Bicycle Route, and recommendations for establishing permanent year-round active transportation routes.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – April 20, 2021

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

5. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the forgoing.

On May 29, 2020, Council ruled automatic referral of the following motion to the Standing Policy Committee on Infrastructure Renewal and Public Works:

Moved by Councillor Rollins,
Seconded by Councillor Mayes,

WHEREAS on May 5, 2020, in an effort to assist with physical distancing requirements during the COVID-19 pandemic, the City extended its annual active transportation route schedule and expanded the temporary routes to include additional streets;

AND WHEREAS these active transportation routes limit vehicular traffic from 8 am to 8 pm, 7 days a week until July 6, 2020;

AND WHEREAS these routes have been well received by the public, encouraging greater physical activity and creating a safer environment for cyclists and pedestrians;

AND WHEREAS it is appropriate as part of the COVID-19 recovery efforts to consider continuing these routes throughout the summer on a pilot basis and explore possibilities to continue them beyond 2020;

AND WHEREAS it is important that the local Councillor have input on any changes to the active transportation routes that are located within their respective wards;

THEREFORE BE IT RESOLVED that the Public Service be directed to amend by-law 91/2014 and take all other necessary steps to extend the annual active transportation route schedule from the current expiry date of July 6, 2020 to September 7, 2020 for the following streets:

1. Lyndale Drive - Cromwell Street to Gauvin Street

2. Scotia Street - Anderson Avenue (at St. Cross Street) to Armstrong Avenue

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – April 20, 2021

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

3. Wellington Crescent - Academy Road (at Wellington Crescent) to Guelph Street

4. Wolseley Avenue - Raglan Road to Maryland Street

5. Assiniboine Avenue - Bedson Street to Westwood Drive

6. Churchill Drive - Hay Street to Jubilee Avenue

7. Egerton Road - Bank Avenue to Morier Avenue

8. Kildonan Drive - Helmsdale Avenue to Rossmere Crescent & Larchdale Crescent to Irving Place

9. Kilkenny Drive - Burgess Avenue to Patricia Avenue and Kings Drive

AND BE IT FURTHER RESOLVED that the public service be directed to consult with local Councillors to determine if any changes are required to the above noted active transportation routes that are located within a local Councillor's ward;

AND BE IT FURTHER RESOLVED that the Public Service be directed to report back to the appropriate standing policy committee in 120 days with the results of the extended active transportation route initiative, and the feasibility of establishing permanent year-round active transportation routes;

AND BE IT FURTHER RESOLVED that the Proper Officers of the City do all things necessary to implement the intent of the foregoing.

ADMINISTRATIVE REPORT

Title: Extending the Sunday / Holiday Bicycle Routes

Critical Path: Standing Policy Committee on Infrastructure Renewal and Public Works – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Patman P.Eng.	J. Berezowsky	C. Kloepfer	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

As a response to the COVID-19 pandemic, in April 2020, the City of Winnipeg opened its four annual Sunday/Holiday Active Transportation Routes for daily use between 8:00 a.m. and 8:00 p.m. to accommodate increased outdoor activity while also accommodating social distancing. These routes, which were known as o*pen streets*, provided a traffic-calmed environment by restricting vehicle traffic to one block at a time and were used by pedestrians and cyclists. In June 2020, the Public Service expanded the pilot program to include five additional routes. During that time, one of the original routes was removed at the request of its respective area residents.

In September 2020, Winnipeggers – particularly those who use the open streets and those who live adjacent to them – were asked to provide feedback on the pilot program to help the Public Service understand their usage, challenges, and future opportunities.

The first report, released at the November 10, 2020 Standing Policy Committee on Infrastructure Renewal and Public Works (SPC-IRPW) meeting, presented initial findings from the public feedback program, as well as some key lessons learned by the Public Service. Selected data from 2020 pilot is included as Appendix A: 2020 Open Streets (Enhanced Sunday/Holiday Routes) Analysis.

Upon more in-depth analysis of the 2020 pilot program, the Public Service determined two factors prevent recommendation of a permanent implementation: legal limitations of the Highway Traffic Act (HTA) (as it relates to pedestrian traffic on the right-of-way) and, secondarily, limitations of the previous pilot program to inform long-term implementation of a permanent open streets program.

First, the HTA currently prohibits pedestrian use of the roadway when a sidewalk is present on the street in question. Year 1 of the pilot was conducted under these conditions; however, it was implemented quickly on an emergent basis due to the combination of weather and pandemic conditions and the need for Winnipeggers to have a safe space to recreate at the required physical distance.

Based on the above information, the Public Service recommends that the 2021 program be undertaken as a second pilot that excludes pedestrians on the streets, at least until such a time as the legal and resulting safety issues are mitigated (if mitigation is possible prior to the pilot's suggested conclusion). Thus, a rebranding is required to communicate the change, the Public Service recommends referring to the 2021 pilot as the **Enhanced Summer Cycling Route** pilot.

Second, any long-term planning would be dependent upon resolution of the HTA limitations, and would require a consulting assignment to conduct three primary streams of analysis: a location-specific safety analysis to determine how to facilitate safe pedestrian inclusion; an in-depth technical analysis of each open street area beyond the street itself (to determine impact on adjacent streets and the community as a whole); and further public engagement (to confirm pedestrian, cyclist, and area resident views, wants, and needs through a more permanent lens). Though the public engagement conducted midway through the 2020 pilot program touched on these topics, it only scratched the surface of the issue; a far more robust and in-depth program would be required before decisions are made on permanent installation.

This report, then, outlines recommended parameters for the recommended 2021 **Enhanced Summer Cycling Route Pilot Program**, which – as mentioned above – would be limited only to cyclists, and would take place on the following streets:

- Lyndale Drive – Cromwell Street to Gauvin Street
- Scotia Street – Anderson Avenue (at St. Cross Street) to Armstrong Avenue
- Wellington Crescent – Academy Road (at Wellington Crescent) to Guelph Street
- Wolseley Avenue – Raglan Road to Maryland Street
- Churchill Drive – Hay Street to Jubilee Avenue
- Egerton Road – Bank Avenue to Morier Avenue
- Kildonan Drive – Helmsdale Avenue to Rossmere Crescent & Larchdale Crescent to Irving Place
- Kilkenny Drive – Burgess Avenue to Patricia Avenue and Kings Drive
- Rover Avenue – Hallet Street to Stephens Street
- Youville Street – Eugenie Street to Haig Avenue
- Alexander Avenue – Arlington Street to Princess Street
- Ravelston Avenue – Plessis Road to Wayota Street
- Linwood Street – Portage Avenue to Silver Avenue
- Harbison Avenue West – Henderson Highway to eastern terminus

In addition to identifying streets for implementation, it also outlines selection criteria, design criteria, and a number of other considerations.

RECOMMENDATIONS

1. That the Traffic By-Law No. 1573/77 be amended (Appendix C - draft amending by-law) to include the streets set out in this report as Sunday/holiday bicycle routes and to provide that the restrictions on motor vehicle traffic on those streets will be in place daily from 7 a.m. to 9 p.m. from May 3, 2021 to November 5, 2021.

2. That the Public Service be directed to, concurrent to the pilot program and prior to further discussions on permanent implementation, liaise with the Province to investigate

an amendment to the Highway Traffic Act to enact By-laws that permits pedestrians to walk on the roadway when a sidewalk is present.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the pilot program as outlined in this report

REASON FOR THE REPORT

On June 26, 2020, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works as amended and adopted the following:

1. That the Winnipeg Public Service be directed to amend By-law 91/2014 and take all other necessary steps to extend the annual active transportation route schedule from the current expiry date of July 6, 2020 to September 7, 2020 for the following streets:

    a) Lyndale Drive - Cromwell Street to Gauvin Street
    b) Scotia Street - Anderson Avenue (at St. Cross Street) to Armstrong Avenue
    c) Wellington Crescent - Academy Road (at Wellington Crescent) to Guelph Street
    d) Wolseley Avenue - Raglan Road to Maryland Street
    e) Churchill Drive - Hay Street to Jubilee Avenue
    f) Egerton Road - Bank Avenue to Morier Avenue
    g) Kildonan Drive - Helmsdale Avenue to Rossmere Crescent & Larchdale Crescent to Irving Place
    h) Kilkenny Drive - Burgess Avenue to Patricia Avenue and Kings Drive
    i) Rover Avenue – Hallet Street to Stephens Street

    This direction was completed and does not require reporting back on.

2. That the Winnipeg Public Service be requested to work with the Councillor of the Charleswood – Tuxedo – Westwood Ward to find an alternative temporary active transportation route within the area.

    This direction was completed and does not require reporting back on. As a result of this request, the following street was implemented on July 31, 2020:

    j) Vialoux Drive – Alcrest Drive to Wexford Street)

3. That the Winnipeg Public Service be directed to consult with local Councillors to determine if any changes are required to the above noted active transportation routes that are located within a Councillor's ward.

4. That the Winnipeg Public Service be directed to report back to the Standing Policy Committee on Infrastructure Renewal and Public Works within 120 days, with the results of the extended Sunday / Holiday Bicycle Route, and recommendations for establishing permanent year-round active transportation routes.

Subsequently, on September 30, 2020 Council concurred with the Standing Policy Committee on Infrastructure Renewal and Public Works and directed:

1. That the Winnipeg Public Service be directed to include the following additional streets, or portions of streets, in their report back to the Standing Committee with recommendations for establishing permanent year-round active transportation routes, as directed by Council on June 26, 2020:
   A. Glenwood Crescent
   B. Alexander Avenue from King Edward Street to McPhillips Street
   C. Alexander Avenue from Arlington Street to Princess Street
   D. Youville Street from Eugenie Street to Haig Avenue
   E. Vialoux Drive
   F. Rosseau Avenue West from Day Street to Plessis Road
   G. Ellen Street between Notre Dame Avenue and William Avenue

2. That the Winnipeg Public Service be directed to add all streets included in the Sunday/Holiday bicycle route to the Pedestrian and Cycling Strategies document.

3. That the Winnipeg Public Service be directed to include options for additions to the Sunday/Holiday Bicycle Route in wards that have not previously been included in the listing, in their report back to the Standing Committee.

4. That that the days and hours of operation of the Sunday/Holiday Bicycle Route be consistent with the Traffic By-law No. 1573/77, starting the Saturday of the long weekend in May, ending on Thanksgiving Monday in October, and that they be open daily from 8:00 a.m. to 8:00 p.m.

5. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the forgoing.

IMPLICATIONS OF THE RECOMMENDATIONS

An Enhanced Summer Cycling Route pilot program will be implemented on the streets identified in this report with an estimated cost of $168,539 funded by the 2021 Pedestrian and Cycling Program (Public Works Capital Project#1832000121). Funding will be made available under the authority of the Director to reallocate the funds within the Pedestrian Cycling Program. The Harrow Street Southwest Transitway Multi-use path connection is pending completion of ongoing Water and Waste work in the area anticipated to be completed in 2022, and will provide the funding shortfall in the 2021 Pilot Cycling Projects budget.

The Public Service will liaise with the Province throughout the pilot program to investigate an amendment to the Highway Traffic Act to enact By-laws that permits pedestrians to walk on the roadway when a sidewalk is present, prior to permanent implementation.

HISTORY/DISCUSSION

Historically, four streets (Wellington Crescent, Wolseley Avenue, Lyndale Drive, and Scotia Street) have been identified in City of Winnipeg By-law No. 91/2014 as Sunday/Holiday Bike Routes to provide an improved operating environment for cyclists by restricting motor vehicle traffic to one block of travel during a specified time of year. This By-law came into force on August 1, 2014 and amends the City of Winnipeg Traffic By-law 1573/77. The By-law is in effect

between the hours of 8:00 a.m. to 8:00 p.m. from the Sunday immediately preceding Victoria Day and every Sunday and holiday thereafter until Thanksgiving Day.

As a part of the COVID-19 pandemic rapid response effort, the City of Winnipeg expanded the Sunday/Holiday Bike Routes schedule as a pilot program to promote active living and physical activity while also accommodating physical distancing restrictions. These routes, commonly referred to as *Open Streets,* provided an improved environment for pedestrians and cyclists by restricting motor vehicle motor vehicle traffic to one block of travel during all days between the hours of 8:00 a.m. to 8:00 p.m.

The initial phase of 2020 open streets pilot included:

- Lyndale Drive – Cromwell Street to Gauvin Street
- Scotia Street – Anderson Avenue (at St. Cross Street) to Armstrong Avenue
- Wellington Crescent – Academy Road (at Wellington Crescent) to Guelph Street
- Wolseley Avenue – Raglan Road to Maryland Street

This program was originally enacted to last until July 1, 2020. In June 2020, the Public Service expanded the program to include five additional routes:

- Assiniboine Avenue – Bedson Street to Westwood Drive
- Churchill Drive – Hay Street to Jubilee Avenue
- Egerton Road – Bank Avenue to Morier Avenue
- Kildonan Drive – Helmsdale Avenue to Rossmere Crescent & Larchdale Crescent to Irving Place
- Kilkenny Drive – Burgess Avenue to Patricia Avenue and Kings Drive

On June 26, 2020, the program's end-date was extended by Council to September 6, 2020; Council also removed Assiniboine Avenue from the program at the request of area residents and added Rover Avenue – Hallett Street to Stephens Street. As part of this decision, Council directed the Public Service to report back within 120 days on Winnipeggers' experiences with the Open Streets and to provide recommendations on future open streets programs.

In September 2020, Winnipeggers – particularly those who used the open streets and those who live adjacent to them – were asked to provide feedback on the program to help the Public Service understand their usage, challenges, and future opportunities. This feedback as well as lessons learned by the Public Service was presented to SPC-IRPW at its meeting on November 10, 2020. At this time, the Committee concurred in the recommendation of the Winnipeg Public Service and both received the report as information and granted an extension of time to its March 11, 2020, meeting to report back on the recommendations on future open streets programs.

The following factors prevent the Public Service from recommending expanding the Sunday/Holiday Bicycle Route program to permanent year-round active transportation routes at this time:

- **Legal limitations of the Highway Traffic Act:** In accordance with section 90 (1), clauses (d) and (n) of the Highway Traffic Act (HTA) of the Province of Manitoba; the City of Winnipeg's Traffic Authority is able to make rules and by-laws prescribing routes of travel for vehicles and the directions that vehicles must follow on certain streets or

roadways. As such, the City has the authority to take a regulatory/by-law approach to restricting motor vehicle traffic to one block of travel.

However, the City does not currently have the ability to enact by-laws which explicitly promote pedestrians walking on the roadway when sidewalks are present. It is recommended that the City liaise with the Province to investigate an amendment to the Highway Traffic Act to allow the City to enact a by-law permitting pedestrians to walk on roadways where there is an adjacent sidewalk if certain safety considerations are implemented.

- **Limitations of 2020 Open Streets Pilot Program data:** When the 2020 pilot program was in operation, traffic patterns were greatly impacted by the COVID-19 pandemic. Although the program was generally deemed successful, further evaluation of a secondary pilot phase conducted under “normal” conditions would be required prior to recommending permanent programming.

Due to the above, the Public Service recommends that the 2021 program be undertaken as a pilot that excludes pedestrians. As the pilot would no longer be a true *open street* program, it would be prudent to refer to it as the **Enhanced Summer Cycling Route** Pilot. The Enhanced Summer Cycling Route Pilot would provide an improved operating environment for cyclists by increasing the number and operative hours of routes, on which motor vehicle traffic would be restricted to one block of travel.

Future recommendations for establishing permanent routes would be dependent upon resolution of the HTA limitations, and would likely require a consulting assignment to investigate the following inter-related streams of analysis: a safety analysis to determine how to facilitate safe pedestrian inclusion (including more permanent traffic calming measures) along with enhanced safety measures for cycling including but not limited to a 30km/h posted speed; an in-depth technical analysis of each open street area beyond the street itself (to determine impact on adjacent streets and the community as a whole); and further public engagement (to confirm pedestrian, cyclist, and area resident views, wants, and needs through a more permanent lens). Though the public engagement conducted midway through the 2020 pilot program touched on these topics, a far more robust and in-depth program would be required before decisions are made on permanent installation. (Note that the new streets in the 2021 pilot will have similar public engagement (online survey) work carried out as was done in 2020.)

The Public Service recommends it be directed to, concurrent to the pilot program and prior to further discussions on permanent implementation, liaise with the Province to investigate an amendment to the Highway Traffic Act to mitigate the legal concerns outlined above; if the legal issues are resolved during the pilot period, the Public Service would then return to SPC-IRPW with a recommendation that it be directed to tender a consulting assignment for community traffic analysis on and around each of the piloted streets with the intent of implementing permanent open streets. However, the time required to liaise with the Province likely means that should changes to the HTA come about, action would not be possible until after the 2021 pilot is complete.

Determining and evaluating new routes

To evaluate the streets recommended for investigation and ensure a consistent approach to any future open streets or Enhanced Summer Cycling Routes, the Public Service has created a set of warrant criteria that looks primarily at safety, context, and usage, and is based on the existing

Sunday/Holiday Bicycle Routes By law 91/2014, Transportation Association of Canada Guidelines, and professional judgement and insight.

The following components comprise the evaluation criteria:

- The street should be classified as either a Local Residential or Residential Collector Street
- The street should not be a transit route, or is only a transit route for a short segment with low frequency
- The pavement width should be 10 m
    - Pavement widths below 10 m may be considered in cases of low parking utilization or if parking can be removed
- The street has minimal businesses or institutions with direct access
- The street either serves to eliminate a key gap in the active transportation network or is of a sufficient length in itself or as part of a greater route (approximately 2 km) to provide an improved operating environment for cyclists
- The surrounding roadway network should provide sufficient connectivity to ensure residents living on or near the open street / enhanced summer cycling route maintain adequate property access
- Traffic volumes should exceed 500 vehicles per day
    - Traffic volumes below 500 vehicles per day do not require the open street / enhanced summer cycling route designation; note that these streets may still have the speed limit reduced to 30 km/h to promote lower speeds for existing vehicle traffic
- Safe crossing opportunities must exist at major intersecting roadways
    - Intersection control may need to be reviewed and revised for minor intersecting roadways
- A need for community, stakeholder, and Ward Councillor support
- Analysis must show the surrounding roadway network can adequately accommodate displaced or diverted traffic

2021 Enhanced Summer Cycling Route Pilot Project

Based on the warrant criteria, routes included in the 2020 program, routes directed by Council, and discussions with Councillors, the Public Service recommends the following street segments be included in the 2021 Enhanced Summer Cycling Route Pilot. (See Appendix B for maps)

- Lyndale Drive – Cromwell Street to Gauvin Street
- Scotia Street – Anderson Avenue (at St. Cross Street) to Armstrong Avenue
- Wellington Crescent – Academy Road (at Wellington Crescent) to Guelph Street
- Wolseley Avenue – Raglan Road to Maryland Street
- Churchill Drive – Hay Street to Jubilee Avenue
- Egerton Road – Bank Avenue to Morier Avenue
- Kildonan Drive – Helmsdale Avenue to Rossmere Crescent & Larchdale Crescent to Irving Place
- Kilkenny Drive – Burgess Avenue to Patricia Avenue and Kings Drive
- Rover Avenue – Hallet Street to Stephens Street
- Youville Street – Eugenie Street to Haig Avenue
- Alexander Avenue – Arlington Street to Princess Street

- Ravelston Avenue – Plessis Road to Wayota Street
- Linwood Street – Portage Avenue to Silver Avenue
- Harbison Avenue West – Henderson Highway to eastern terminus

Though SPC-IRPW previously directed any routes recommended for 2021 would operate daily from 8 a.m. to 8 p.m. from the Saturday of May long weekend through Thanksgiving Monday, the Public Service – based on public feedback on the 2020 program – recommends daily operations from 7 a.m. to 9 p.m. It is also recommended the designation be in effect from as early as May 3, 2021 to the week of November 1, 2021, recognizing actual implementation will likely be later in May.

Details on the routes recommended as new for 2021 are outlined below.

Alexander Avenue from Arlington Street to Princess Street
While the street has a narrower-than-ideal 7.5 m pavement width, parking utilization is moderate and traffic volumes are very low; pavement width is not deemed a significant factor. Street length is very close to the 2.0 km outlined in the new open street / enhanced summer cycling route Warrant Criteria (outlined in the following section) and is a key segment of the current bicycle network as a spine route in the Pedestrian and Cycling Strategies. Dufferin School is located along the route; however, it does not have direct access from Alexander Avenue. Further consultation with the school is recommended prior to implementation.

Youville Street from Eugenie Street to Haig Avenue
While the street has a narrower-than-idea 7.5 m pavement width, parking utilization is low; pavement width is not deemed a significant factor. There is not anticipated to be significant impact to access for local businesses, particularly a golf course and curling club; however, further consultation with these businesses is recommended prior to implementation. The street is shorter than indicated in the warrant criteria; however, implementing the pilot here would fill a key gap in the bicycle network as it would connect the Egerton Road Sunday/Holiday bicycle route to the Eugenie Street neighbourhood greenway.

Linwood Street from Portage Avenue to Silver Avenue
While the street has a narrower-than-idea 7.5 m pavement width, parking utilization is low; pavement width is not deemed a significant factor. The street is shorter than indicated in the warrant criteria, however implementing the pilot here would fill a key gap in the bicycle network and connect the Yellow Ribbon Greenway at Silver Avenue to the Assiniboine Park footbridge. Linwood School is located along the route; however, it does not have direct access from Linwood Street. Further consultation with the school is recommended prior to implementation.

Ravelston Avenue from Plessis Road to Wayoata Street
While the street has a narrower-than-idea 7.5 m pavement width, parking utilization is low; pavement width is not deemed a significant factor. The route is more than two kilometres long, and is already noted as a “low-stress route” on the City of Winnipeg Bike Map. There are several schools along this route, one with direct access from Ravelston Avenue W (St. Joseph the Worker School). Further consultation with the schools is recommended prior to implementation.

Harbison Avenue West from Henderson Highway to its Eastern Terminus
While the street has a narrower-than-idea 7.5 m pavement width, parking utilization is low; pavement width is not deemed a significant factor. The street is shorter than indicated in the warrant criteria; however, this route connects directly to the North East Pioneers Greenway (NEPG) and has a new bicycle and pedestrian signal at Watt Street to help facilitate neighbourhood connectivity to the NEPG. Crossing Henderson Highway is accommodated one block north by a signal at Larson Ave and Henderson Hwy.

Streets Identified but Not Recommended

A number of the streets included in the September 30, 2020 disposition are not being recommended as they do not sufficiently meet the warrant criteria. Rationale for each is outlined below.

Glenwood Crescent
Glenwood Crescent does not meet warrant criteria; it is only 800-m long and does not eliminate a key gap in the Bicycle Network. Due to the one-way southbound limitation on the street, significant intersection traffic control changes and warning signage would be required to operate the street for two-way bikes; this makes open street / enhanced summer cycling route designation prohibitive. That said, there is space and potential for further investigation of a bike facility in the future.

Alexander Avenue from King Edward Street to McPhillips Street
Alexander Avenue from King Edward Street to McPhillips Street is not recommended for inclusion in the program due to the uncontrolled crossing of Keewatin Street and Weston Street as well as high parking utilization on a 7.5-m wide street.

Rosseau Avenue West from Day Street to Plessis Road
Rosseau Avenue West from Day Street to Plessis Road is not recommended for inclusion in the program; the Public Service instead recommends the inclusion of a parallel adjacent street (Ravelston Avenue) which provides a longer route.

Ellen Street between Notre Dame Avenue and William Avenue
Ellen Street between Notre Dame Avenue and William Avenue is not recommended for inclusion in program. The street does not meet the warrant criteria for length, nor does it fill a key gap in the bicycle network as it already has bicycle lanes. Also, the context of this location is a more complex urban environment with circulating vehicular traffic and adjacent land uses such as a Canada Post facility and Winnipeg Fire Hall No. 1.

Along with the above-mentioned streets from the September 30, 2020 Council meeting, the public service reviewed Vialoux Dr, which was one of the 2020 open streets. Vialoux Drive is not recommended for inclusion in the program as 2020 public engagement showed a lack of community support for the street.

Other considerations & implications

Installation and maintenance of barricades
A key component of open street / enhanced summer cycling route design is the barricades used to delineate the route. The 2020 pilot made use of temporary metal construction closure barricades that have been used in the Sunday/Holiday Bicycle Routes for years. This was done

for ease of rapid implementation and did not require financial expenditure as the City has many of these in stock.

The Public Service learned two key lessons related to these barricades during the 2020 pilot:

1. **Maintenance:** staff had to check each open street daily as the barricades would often be moved or would collapse on the ground.

2. **Unsightliness:** The Public Service received anecdotal but direct feedback from community members, advocacy organizations, and City Councillors that the barricades were unsightly, and that other measures both would be preferred and would beautify the area. The most notable suggestion involved planter boxes, which were deployed by a third-party on Rover Avenue as part of a simultaneous community-led traffic calming initiative. (The planter boxes were not used to enforce the open street condition, but contributed to a positive look and feel along the open street on this corridor).

While the Public Service agrees that planter boxes are much more attractive than barricades and there is merit in making use of such a treatment, this would require additional resources and a plan for long-term storage and maintenance. Considering 2021 will be a continuation of the pilot state, the Public Service recommends making use of the existing metal barricades until a permanent decision is made and will continue to monitor each site daily.

The previous report on this matter indicated that the Public Service consider how to potentially incorporate **tactical urbanism** concepts in the 2021 program; however, given the limitation to cyclists and ongoing pilot nature of implementation, the Public Service does not recommend investing in or endorsing any tactical urbanism installations that could represent hazards to vehicles traveling multiple blocks at speeds up to 50 km/h during the non-pilot hours (overnight) and that could draw pedestrians to the road surface throughout the day. The incorporation of tactical urbanism type interventions such as planters would be part of the long-term investigation into this concept. The concept of tactical urbanism interventions on the street should be further discussed in a subsequent administrative report.

Barricades are used to denote the Enhanced Summer Cycling Routes where they start and end and at intersections along the length of the corridors. Note that additional barriers may be required on longer corridor segments, to reduce speeds.

Cost & budgeting
The estimated cost for the 2021 pilot program is $168,539. A cost breakdown is as follows:

Fabrication of additional one-block restriction signs
    $45 per sign x 130 signs = $5,850
Daily check of routes
    1 hour per day per street (14 streets)
    $60 per hour x 184 days = $154,560
Installation and removal of enhanced summer cycling route barricades
    $115 per hour x 28 hours (14 hours to open; 14 hours to close) = $3,220
Public Works overheads
    $4,909

Funding of this program will be derived from the 2021 Pedestrian and Cycling Program (Public Works Capital Project#1832000121). The maintenance of the 2020 pilot project was absorbed by extra staff time available due to reduced workload during the COVID pandemic. The expanded costs are also a result of the expanded number of routes.

Length of pilot and time of day

Public feedback on timing – both in terms of time of day and time of year – varied, though most respondents favoured open streets operating during daylight hours, seven days per week, in spring, summer, and fall. The Public Service concurs with these sentiments and recommends the 2021 cycling-only pilot be operated according to this schedule as to not conflict with snow clearing operations and to account for the increased safety provided to users during daylight hours.

The recommended time frame for the 2021 program is as early as May 3, dependent upon receipt of signs and installation logistics (as well as street cleaning), to November 1. Taking into consideration logistics of sign and barricade installation, the actual implementation and start of operation of the Enhanced Summer Cycling Routes could be later and the actual removal of the Enhanced Summer Cycling Routes would be between November 1 and November 5.

It is recommended the designation be put into place from 7 a.m. to 9 p.m. daily. This reflects public feedback indicating a preference for operations from 8:00 am to 8:00 pm (or, secondarily, some expanded timeframe) but not overnight. The recommended timeframe allows active modes of transportation to make use of the routes during the morning commute and reflects time-of-day count data that represents a spike in usage around 8 p.m.

Communications requirements

A strong communications plan will be required to both frame the project under the new banner of Enhanced Summer Cycling Routes, and to ensure Winnipeggers understand the limitations (and distinct differences from the 2020 pilot) of the 2021 pilot (e.g. that pedestrians are not to use the routes as they did in 2020). An opportunity also exists to increase both the profile of the pilot and benefits of enhanced access to designated cycling routes (including proper usage for all modes of road user, how they improve health and well-being, and the breadth of other community impacts); this will be considered in development of a promotional program for the pilot.

Addition of Sunday/Holiday Bicycle Routes (Enhanced Summer Cycling Routes) to the Pedestrian and Cycling Strategies

The addition of enhanced cycling routing will be entrenched in the Pedestrian and Cycling Strategies as part of the current, ongoing update process. This will be treated as a facility type and include a discussion of the appropriate context for use and benefits. Any long-term implementation of this concept will require a by-law, which is the appropriate documentation to entrench individual streets and street segments.

Traffic Analysis Discussion

The Public Service will endeavor to complete traffic analysis for the corridors during the 2021 pilot as traffic patterns should be closer to “normal” and provide better insight.

Traffic analyses were completed for Wellington Crescent in 2020 as this roadway is classified as a collector and has higher average daily traffic volumes (7,000 – 9,100 vehicles per day) than other 2020 pilot locations. Traffic impacts were evaluated along Academy Road as this is where

the majority of Wellington Crescent motor vehicle traffic will be diverted. Some traffic will also likely be diverted to Corydon Avenue and east-west collectors but it is estimated this additional traffic will have minimal impacts on existing traffic operations.

Analysis of the signalized intersections along Academy Road shows the following.

- The intersection of Kenaston Boulevard and Academy Road currently operates at capacity during both the morning and afternoon peak periods. The increased traffic volumes are expected to cause traffic conditions to exceed capacity.
- The intersection of Stafford Street/Academy Road currently operates at capacity during both the morning and afternoon peak periods. The increased traffic volumes are expected to cause traffic conditions to exceed capacity.
- The intersection of Wellington Crescent/Academy Road/Sherbrook Street/Maryland Street currently operates at capacity during both the morning and afternoon peak periods. The decreased traffic volumes on Wellington Crescent are expected to improve traffic conditions for most movements at this intersection.
- All other signalized intersections (Lockwood Street, Lanark Street, Queenston Street, Oak Street, and Harrow Street) currently operate below capacity and are expected to continue to operate below capacity.

Based on the traffic analysis of Academy Road, the following changes will be completed preemptively to coincide with the start date of the Wellington enhanced summer cycling route:

- The NO RIGHT TURN restriction (08:00-09:00, Mon-Fri) at the westerly intersection of Wellington Crescent and Academy Road will be removed.
- The signal phasing at the intersection of Wellington Crescent/Academy Road/Sherbrook Street/Maryland Street will be modified to not provide the left-turn protected-permissive signal phase from eastbound Wellington Crescent to Sherbrook Street.

Based on the traffic analysis of Academy Road, traffic conditions will be monitored, and - dependent on observed traffic operating characteristics - the following may need to be implemented to improve traffic flow.

- NO LEFT TURN restriction (07:00-09:00 and 15:30-17:30, Mon-Fri) for the eastbound left movement at the intersection of Academy Road and Kenaston Boulevard.
- NO STOPPING restrictions on the south side of Academy Road (07:00-09:00, Mon-Fri) from Kenaston Boulevard to the first lane west of Lindsay Street.
- NO STOPPING restrictions on the north and south side of Academy Road (15:30-17:30, Mon-Fri) from Kenaston Boulevard to the first lane west of Lindsay Street.
- Traffic signal timings along the Academy Road corridor, particularly at the Kenaston Boulevard/Academy Road and Stafford Street/Academy Road will be monitored and traffic signal timing optimized as appropriate.

Traffic volumes during the COVID-19 pandemic have dropped across the City (varies by month and location) and the congestion on Academy Road will be impacted by the overall traffic volumes. It is foreseeable that in Spring 2021 traffic volumes are still less than typical and no further mitigation measures are required, but at some point, in the future (when traffic volumes return to normal) the mitigation measures stated here may be required.

FINANCIAL IMPACT

Financial Impact Statement

Date: March 31, 2021

Project Name:

Extending the Sunday / Holiday Bicycle Routes

First Year of Program

2021

	2021	2022	2023	2024	2025
Capital					
Capital Expenditures Required	$ 168,539				
Less: Existing Budgeted Costs	168,539				
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal					
Debt - External					
Grants (Enter Description Here)					
Reserves, Equity, Surplus					
Other - Enter Description Here					
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs					
Less: Incremental Revenue/Recovery	4,909				
Net Cost/(Benefit)	$ (4,909)	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	(4,909)				
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: The total estimated cost for the 2021 Enhanced Summer Cycling Route pilot program is $168,539 which will be funded by the 2021 Pedestrian and Cycling Program (Public Works Capital Project#1832000121). Incremental Revenue/Recovery represent Departmental administrative overheads.

"signed by J. Ruby, CPA"
J. Ruby, CPA
Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with: Legal Services

OURWINNIPEG POLICY ALIGNMENT

01-1 City Building – Connect and Expand our Sustainable Transportation and Infrastructure Networks. Ensuring mobility for people of all ages and abilities with active transportation options.

01-2 The recommendation of this report is also aligned with the Transportation Master Plan's key strategic goal #3: To provide a safe, efficient and equitable transportation system for people, goods and services.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #3 Advancing Sustainable Transportation 3.4 Increase Active Transportation Rates

Strategic Opportunity #3 Advancing Sustainable Transportation 3.5 Reduce Traffic Congestion

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: C. Baker RPP, Senior Active Transportation Planner,
D. Patman P.Eng., Manager PWD Transportation Division
Date: March 31, 2021

Attachments:

Appendix A: 2020 Open Streets (Enhanced Sunday/Holiday Routes) Analysis (source: Report #6, Appendix B of November 10, 2020 meeting of the Standing Policy Committee of Infrastructure and Public Works)

Appendix B: 2021 Enhanced Summer Cycling Route Pilot Maps

Appendix C: Draft Traffic By-Law No. 1573/77

THE CITY OF WINNIPEG

BY-LAW NO. /2021

A By-law of THE CITY OF WINNIPEG to amend the Traffic By-law to prohibit vehicular travel on Sunday Bike Routes every day until November 5, 2021

THE CITY OF WINNIPEG, in Council assembled, enacts as follows:

Traffic By-law amended

1 The Traffic By-law No. 1573/77 is amended by this By-law.

Definition of "Sunday/holiday bicycle route" amended

2 The definition "Sunday/holiday bicycle route" is amended in subsection 2(2) is amended by adding the following immediately after clause (g):

(h) Youville Street – Eugenie Street to Haig Avenue
(i) Alexander Avenue – Arlington Street to Princess Street
(j) Ravelston Avenue – Plessis Road to Wayota Street
(k) Linwood Street – Portage Avenue to Silver Avenue
(l) Harbison Avenue West – Henderson Highway to eastern terminus

Subsection 17.1(3) amended

3 Subsection 17.1(3) is amended by

(a) replacing "*08:00 – 20:00*" with "*7:00 a.m. to 9:00 p.m.*";

(b) replacing the period after clause (c) with "*; and*"; and

(c) adding the following after clause (c):

(d) any day between May 3, 2021 and November 5, 2021, inclusive.

DONE AND PASSED this day of , 2021.

Mayor

City Clerk

Approved as to content:

Director of Public Works

Legally reviewed and certified as to form:

for Director of Legal Services and City Solicitor