Minute No. 690
Report – Standing Policy Committee on Infrastructure Renewal and Public Works – September 15, 2021

Item No. 1 Residential Speed Limit Review – Change to Neighbourhood Trials for the Evaluation of Reduced Default Speed Limits on Residential Streets

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That the decision dated July 23, 2020 with respect to Recommendation 5 of the report of the Standing Policy Committee on Infrastructure Renewal and Public Works dated July 7, 2020, *Speed Limit Review: Process and Residential Speed Limits*, be rescinded, and replaced with the following:

   "5. That the Winnipeg Public Service be directed to conduct a trial of 30 km/h speed limits on a limited number of existing neighbourhood greenways proposed in the report, and in addition, conduct four 30 km/h or 40 km/h neighbourhood speed limit trials, in neighbourhoods to be approved by the Standing Policy Committee on Infrastructure Renewal and Public Works, using surplus funds from the 2017 local street renewal budget and that a new capital budget page be created for this project.

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

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DECISION MAKING HISTORY:

Moved by Councillor Allard,

That the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 21, 2021, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and submitted the matter to Council.

Kelly Ryback submitted a communication dated September 21, 2021, in opposition to the matter.

STANDING COMMITTEE RECOMMENDATION:

On September 15, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

The following persons submitted communications in support of the matter:

- Shawn Lukaschuk submitted a communication dated September 14, 2021
- Holly Poklitar submitted a communication dated September 14, 2021
- Daevid Ramey and Scott Nystrom submitted a communication dated September 13, 2021
- David Silver submitted a communication dated September 14, 2021
- Jamie Skinner submitted a communication dated September 14, 2021
- John Anderson submitted a communication dated September 14, 2021
- Lee Klimpke submitted a communication dated September 14, 2021
- Cassandra Tycholiz submitted a communication dated September 14, 2021
- Ciara Shattuck submitted a communication dated September 14, 2021
- Ian Walker submitted a communication dated September 14, 2021
- Andrew Kohan submitted a communication dated September 14, 2021
- Misha Falk submitted a communication dated September 14, 2021
- Chelsea Dyck submitted a communication dated September 14, 2021
- Melanie Walkof submitted a communication dated September 14, 2021
- Steve Snyder submitted a communication dated September 14, 2021
- Anita Penner submitted a communication dated September 14, 2021

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DECISION MAKING HISTORY (continued):

- Theo Jerrett-Enns submitted a communication dated September 14, 2021
- Karla Braun submitted a communication dated September 14, 2021
- Tyler Hiebert submitted a communication dated September 14, 2021
- Jan and Brent Willow submitted a communication dated September 14, 2021

COUNCIL DECISION:

On July 23, 2020, Council concurred in the recommendation of the Executive Policy Committee, as amended, and adopted the following:

1. That the new Technical Guideline Practice for Speed Limit Reviews (Appendix B) be received as information.

2. That the updated Technical Guideline Practice for Speed Limit Signing (Appendix C) be received as information.

3. That Council request the Province of Manitoba to amend Regulation 30/2019 to reduce the amount of signage necessary to designate reduced speed zones or areas within Winnipeg.

4. That the funding to assign a consultant to report on lowering the default speed limit on residential streets, be referred to the 2021 Budget Review Process, and that the Winnipeg Public Service be authorized to assign the consultant if funding is approved.

5. That the Winnipeg Public Service conduct a trial of 30 km/h speed limits on a limited number of existing neighbourhood greenways proposed in the report, and in addition, consult with Councillors to determine one street in each ward to conduct a trial of either 30km/h or 40km/h speed limits, using surplus funds from the 2017 local street renewal budget and that a new capital budget page be created for this project.

6. That the Winnipeg Public Service and the Office of Public Engagement work with Councillors to prepare information for the Speed Limit Review consultation process.

7. That in the event that provincial regulations allow for gateway signage, the Winnipeg Public Service be directed to report back to the Standing Committee on local area pilots in addition to specific streets.

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DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

8. That prior to the implementation of the neighbourhood greenways, the Winnipeg Public Service be directed to conduct public consultation on the proposed greenways, and any traffic calming measures that are planned for the greenways, in the neighbourhoods where the greenway is proposed.

9. That prior to the implementation of the greenway the area Councillor approval is required.

10. That the Winnipeg Public Service be directed to provide quarterly written reports on the matter to the Standing Policy Committee on Infrastructure Renewal and Public Works.

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

ADMINISTRATIVE REPORT

Title: Residential Speed Limit Review – Change to Neighbourhood Trials for the Evaluation of Reduced Default Speed Limits on Residential Streets

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.	R. Topolniski, acting for J. Berezowsky	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

On July 23, 2020, City Council adopted recommendations for the Speed Limit Review Trial which directed the Public Service to consult with Councillors to determine one street in each ward to conduct a trial of either 30 km/h or 40 km/h speed limits.

The Public Service is requesting that Council approve a change to this direction to allow the Public Service to complete four neighbourhood-wide speed trials rather than a single-street speed review trial in each ward.

After initial discussion and planning, the Public Service believes this approach would provide a more accurate and useful analysis upon which to build future plans for speed reductions in the city. Neighbourhood-based speed trials:

- Would provide a better simulation to having a reduced residential speed limit in a larger area or city-wide.
- Would provide a better opportunity for residents to adapt their driving behavior and likely have bigger impact on speeds than a reduced speed limit on a single street.
- Would be more indicative of the livability and transportation mode-choice impacts of city-wide reduced residential speed limits.
- May decrease cut-through commuter traffic which could also provide insight into the traffic pattern changes that might result if city-wide reduced speeds are introduced in residential areas.
- Would allow evaluation of a more diverse mix of street types in different community types

This report further outlines the rationale and next steps for the proposed shift.

RECOMMENDATIONS

1. That the decision dated July 23, 2020 with respect to Recommendation 5 of the report of the Standing Policy Committee on Infrastructure Renewal and Public Works dated July 7, 2020, *Speed Limit Review: Process and Residential Speed Limits,* be rescinded and replaced with the following:

   "5. That the Winnipeg Public Service be directed to conduct a trial of 30 km/h speed limits on a limited number of existing neighbourhood greenways proposed in the report, and in addition, conduct four 30 km/h or 40 km/h neighbourhood speed limit trials, in neighbourhoods to be approved by the SPC IRPW, using surplus funds from the 2017 local street renewal budget and that a new capital budget page be created for this project.

2. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

On July 23, 2020, Council concurred in the amended recommendation of the Executive Policy Committee and directed the Public Service to conduct a trial of 30 km/h or 40 km/h speed limits on one street in each ward. The Public Service is requesting that a change to this direction be approved by Council so that rather than one speed limit review trial be completed in each ward, a limited number (4) of neighbourhood speed limit trials be completed to facilitate a stronger methodological analysis.

IMPLICATIONS OF THE RECOMMENDATIONS

The approval of the recommendation will allow for a limited number (4) of neighbourhood speed limit trials be completed rather than one street in each ward.

There are no changes to the estimated financial implications to Council approving this change as substantial work on a speed limit trial for a single street in each ward has not commenced. Subsequent to the Council referral to the 2021 budget process, an incremental $400,000 was added to the 2021 Traffic Engineering Improvements – Various Locations (TEIP) program capital budget through the 2021 budget process. The current estimated allocation of the adopted 2021 TEIP budget to deliver the study of Reduced Default Speed Limits on Residential Streets is $400,000. It is estimated that the currently-allocated budget will be sufficient to fund the recommended study of four neighbourhood trials. The consulting report has not yet been assigned.

HISTORY/DISCUSSION

BACKGROUND

On July 23, 2020, Council adopted the amended recommendations of the "Speed Limit Review: Process and Residential Speed Limits" report, including:

"5. That the Winnipeg Public Service conduct a trial of 30 km/h speed limits on a limited number of existing neighbourhood greenways proposed in the report, and in addition, consult with Councillors to determine one street in each ward to conduct a trial of either 30km/h or 40km/h speed limits, using surplus funds from the 2017 local street renewal budget.

7. That in the event that provincial regulations allow for gateway signage, the Winnipeg Public Service be directed to report back to the Standing Committee on local area pilots in addition to specific streets."

REDUCED RESIDENTIAL SPEED LIMIT TRIALS

Conducting reduced residential speed limit trials on individual street segments in each ward as described in Item 5 has the following limitations and disadvantages:

- Overall traffic volumes on trial streets may decrease and be displaced to surrounding streets as many motorists would likely avoid the trial streets.

- Monitored speed data on trial streets may not be representative of total drivers as motorists that desire to drive at higher speeds will likely avoid the trial streets.

- Public feedback would not be as valuable as a single street does not provide the opportunity for residents to experience how the reduced speed limit impacts their neighbourhood livability.

- Public feedback would not be as valuable as a single street does not provide the opportunity for residents to experience how the reduced speed limit impacts the travel times of their daily activities.

- There may be confusion regarding the trials of the 30 km/h Neighbourhood Greenway Pilot Program and the separate 30 km/h and 40 km/h residential speed limit trials.

- There are numerous 30 km/h reduced speed school zones throughout the city. These already provide a sense of the impact that a 30 km/h speed limit on an individual street provides.

Additionally, though feedback from Manitoba Infrastructure indicates support for gateway signage, the requirement remains to post speed limit signage on each block within a trial area.

In light of these considerations, the Public Service recommends that, rather than completing one speed limit trial in each ward, a limited number of neighbourhood speed limit trials be completed. Neighbourhood trials would be a more robust indicator and provide more effective evidence of success or failure for future city-wide considerations for the following reasons:

- Neighbourhood trials would provide a better simulation to having a reduced residential speed limit in a larger area or city-wide.

- Neighbourhood trials would provide a better opportunity for residents to adapt their driving behavior and likely have bigger impact on speeds than a reduced speed limit on a single street.

- Neighbourhood trials would be more indicative of the livability and transportation mode-choice impacts of city-wide reduced speed.

- Neighbourhood trials may decrease cut through, commuter traffic. This could also give insight into the traffic pattern changes that might result if city-wide reduced speeds are introduced in residential areas.

- Neighbourhood trials can better evaluate a more diverse mix of street types in different community types.

NEIGHBOURHOOD TRIAL SELECTION

The Public Service is recommending that a mix of mature and recent neighbourhoods are selected to evaluate the reduced speed limit in different community typologies. The different roadway network layout and connectivity in these different neighbourhoods will be critical to understand the impact of city-wide implementation. These community types are defined in the Complete Communities 2.0 OurWinnipeg Direction Strategy as either mature or recent neighbourhoods.

Mature neighbourhoods consist of Winnipeg's earliest neighbourhoods and were mostly developed before 1950. Key features of mature communities include well-connected sidewalk networks, grid street patterns, and public lanes.

Recent neighbourhoods consist of neighbourhoods planned after 1950. These communities are dispersed, low- to medium-density residential areas with supportive commercial uses. The street network is a mix of modified grid and curvilinear streets, often without sidewalks or public lanes.

As a neighbourhood trial impacts many streets and a larger area, there is an increased cost for a neighbourhood trial compared to an individual street trial and it will not be feasible to complete one neighbourhood trial per ward with the existing funding assigned to the project. The number of neighbourhoods recommended is a balance between minimizing neighbourhoods to reduce cost of the trials and consulting assignment while ensuring there are sufficient neighbourhoods to provide a diverse, representative sample.

The Public Service recommends that four neighbourhoods be selected for the residential speed limit trials, with the following factors:

- Mature neighbourhood – 30 km/h speed limit trial,
- Mature neighbourhood – 40 km/h speed limit trial,
- Recent neighbourhood – 30 km/h speed limit trial, and
- Recent neighbourhood – 40 km/h speed limit trial.

Criteria for selecting the four neighbourhoods will include the following:

- Minimal access to the surrounding roadway network (possibly bounded by major Regional Streets, a river, or railway) to achieve effective signing as motorists enter the trial neighbourhood;

- Networks consisting of a mix of local and collector streets;

- No overlap with the 30 km/h Neighbourhood Greenway Trial to avoid trial "overload" with residents as well as ensuring that survey results would be indicative of the specific project, not an overlap of multiple projects;

- The presence of community amenities, such as schools, parks, recreation centres, or libraries as an indication of the demand for walking and biking;

- Appropriate size to provide meaningful results but also manageable from an implementation and monitoring perspective;

- Consideration of the High Poverty Area designation; and

- Consideration of collision history.

- No local road rehabilitation within the neighbourhood or nearby major arterial road reconstruction.

It is anticipated, should the proposed amended motion be passed, the Public Service would select trial neighbourhoods based on the above criteria and liaise with area Councillors prior to finalizing and presenting the selections in a future quarterly update report. An RFP process to select a lead consultant for the study could also begin upon approval of the new recommendation.

Due to the highly technical nature of the selection criteria, it is not advisable to integrate public feedback into the neighbourhood selection process. Particularly:

1. There are a limited number of neighbourhoods throughout the city that meet the selection criteria described above. Requiring neighbourhood level public support would further reduce the number of candidate neighbourhoods.

2. Preselecting only neighbourhoods that are supportive of lower residential speed limit trials may skew the study results. The results of the trials will inform the recommendation for city-wide implementation, if only neighbourhoods that are supportive of lower residential speed limits are included in the study it may not be representative.

3. The neighbourhood trial will last for a period of one-year and will not include any physical infrastructure changes. The trial will not have long-term impacts on the individual neighbourhood but will help to inform long-term decision making of lower residential speed limits city-wide.

Rather, the Public Service would, once the list is finalized and approved by SPC IRPW, communicate extensively with selected communities to advise of the study, impending and pending changes, and timelines for pilot feedback.

FINANCIAL IMPACT

Financial Impact Statement

Date: August 19, 2021

Project Name:

First Year of Program **2021**

Residential Speed Limit Review – Change to Neighborhood Trials for the Evaluation of Reduced Default Speed Limits on Residential Streets

	2021	2022	2023	2024	2025
Capital					
Capital Expenditures Required	$ 400,000	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	400,000	-	-	-	-
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	$ 7,605	$ 15,363	$ 15,363	$ 15,363	$ 15,363
Less: Incremental Revenue/Recovery	11,650	-	-	-	-
Net Cost/(Benefit)	$ (4,045)	$ 15,363	$ 15,363	$ 15,363	$ 15,363
Less: Existing Budget Amounts	(4,045)	15,363	15,363	15,363	15,363
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Capital Expenditures Required in the amount of $400,000 represent the preliminary estimated cost to facilitate the study of Reduced Default Speed Limits on Residential Streets in 4 neighbourhoods as recommended in this report. The costs of the study will be charged to the 2021 Traffic Engineering Improvements - Various Locations (TEIP) program (Public Works Capital Project #1831000921 - Research and Operational Review). Incremental Revenue/Recovery represents estimated Departmental Overhead. Direct Costs represent the estimated debt and finance charges on external debt funding.

"signed by A. Fischer, CPA, CA"

J. Ruby CPA,CA

Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with: n/a

OURWINNIPEG POLICY ALIGNMENT

The recommendations of this report are aligned with the key strategic goal of a safe, efficient and equitable transportation system for people, goods and services in the Sustainable Transportation Direction Strategy that supports OurWinnipeg.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The recommendations of this report are intended to result in a safer pedestrian realm, which contributes to the encouragement of sustainable transportation options, as noted in Key Direction 1.4 Encourage Sustainable Transportation Options.

SUBMITTED BY

Department: Public Works Department
Division: Transportation
Prepared by: K. Patmore, M.Sc., P.Eng., Regional Traffic Engineer
Date: August 19, 2021