February 04, 2022

Standing Policy Committee on Property and Development, Heritage, and Downtown Development
Council Building, City Hall
510 Main St.
Winnipeg, MB R3B 1B9

Item 6 **Amendment to Council Conditions for Subdivision and Rezoning – Parker Lands (Northeast corner of Hurst Way between Asquith Avenue and the CN Railway (River Heights - Fort Garry Ward) File DASZ 12/2018**

A REVIEW of THE ADMINISTRATION REQUIRMENTS: REAR PUBLIC LANES FOR LOCAL ROADS IN LOW-DENSITY AREA OF FULTON GROVE

Dear Members of the Committee:

The purpose of this Report is to provide a review and analysis of the Administration's position regarding the requirement for rear public lanes to serve the detached dwellings located on local roads in the low-density area of the Fulton Grove community in the Parker Lands.

This issue has been raised previously by the Administration and this report will be the 4th time the Applicant has publicly commented on this subject matter. The first and second times the Applicant provided an analysis in writing directly to the Administration prior to public assemblies. The 3rd set of comments were provided in writing directly to the Standing Policy Committee and then presented at the Public Hearing on November 16, 2020.

A series of attachments accompany this report, and they serve as the basis for why the Applicant takes an opposite position to the Public Service's rational on the necessity for detached homes to have back lanes instead of front driveway access to the street.

A brief description of the key attachments are as follows;

ATTACHMENT A – Applicant Report, Review of ADMINISTRATION COMMENTS provides a more fulsome, in-depth analysis of City of Winnipeg studies, policies and practices, such as decisions on non-conforming approaches, regarding 'front driveways' including 'safety, 'walkability' and 'aesthetics'.

A review of Winnipeg's neighbourhoods including the nearby Beaumont neighbourhood is included along with a review of contemporary planning theory on the matter of front driveways vs. rear public lanes.

ATTACHMENT F provides an analysis of **Snow Clearing and Neighbourhood Design: Front Driveways vs. Rear Public Lanes.**

The findings from these attachments is that the Public Service's rational that 'rear public lanes are required for local residential streets' for 'safety' reasons, is without supporting documentation.

A summary of some of the findings and facts are listed below.

KEY FINDINGS and FACTS

1. Front driveways in residential neighbourhoods do NOT dominate the collision locations between pedestrians and private automobiles in Winnipeg.
2. Front driveways in residential neighbourhoods are NOT perceived by Winnipeggers as a barrier to walking.
3. Eliminating front driveways along local residential streets in residential neighbourhoods is NOT an improvement Winnipeggers requested for pedestrian usage.
4. Eliminating front driveways in residential neighbourhoods was NOT identified as a 'best practice' in other cities, and NOT found in other city's guidelines for TOD or walkability.
5. Eliminating front driveways in residential neighbourhoods was NOT a recommendation made to Winnipeg Council nor adopted in the *Winnipeg Pedestrian and Cycling Strategies.*

6. There is no evidence of the City of Winnipeg giving any type of priority in decision making, or funding that favours rear public lanes in the comparison of either the sidewalk/front driveway v. rear public lane configuration:

    a. Since 2008 the City of Winnipeg Community Committees have approved 415 non-conforming front driveway approaches where there was a rear public lane.
    b. Historically the City Centre Community Committee has approved twenty-nine (29) non-conforming approaches to allow front driveways including six (6) in the Beaumont Neighbourhood and this has occurred as recently as 2020.
    c. The Urban Planning Division has supported new front driveways [non-conforming approaches] in residential neighbourhoods with existing rear public lanes.
    d. The *City of Winnipeg Annual Pedestrian and Cycling Action Plans, 2015 – 2019* and the City of Winnipeg Capital Budget 2020 *Pedestrian and Cycling Program* makes no mention of funding new, rear public lanes such as constructing existing un-improved rear public lanes that are accessible by existing dwellings.

7. Fulton Grove has the most single-detached and semi-detached dwelling lots with rear public lanes [**62% or 117 lots**] - twice as many [**28% or 60 lots**] than the next nearest low-density subdivision - approved in 2020 and 2021 by Council.

8. Beaumont Neighbourhood to the south has **67%** [577 of 855] of lots with driveways connecting to the street instead of a public lane, and **100%** [all 27] of the streets having at least one driveway; whereas Fulton Grove has **37%** [70 of 187] of lots with driveways connecting to the street instead of a public lane, and **75%** [6 of 8] of the streets having at least one driveway.

9. Fulton Grove has been designed to enable a pedestrian to walk down every single block along one side of the street, and NOT cross a driveway except in front of **six (6) out of 187 lots [3.2% of the lots]** for a distance of **233 feet.**

10. There is no statistical spatial evidence or correlation to support that neighbourhoods with rear public lanes offer a more efficient or superior layout for snow removal services when comparing the character and street design of neighbourhoods.

11. In fact, neighbourhoods with rear public lanes dominate the service requests made to the City of Winnipeg's 311 regarding road-related snow removal issues.

The position by the Public Service on back lanes is;

- inconsistent with City of Winnipeg studies on Pedestrian and Cycling safety;
- is not aligned to Council Policy on Pedestrian and Cycling strategies;
- is not found in contemporary planning philosophy/theory;
- is not found in planning guidelines for TOD or walkability and
- is not a matter of practice by the City of Winnipeg in other development approvals.

This report has been prepared on behalf of the Applicants of the Fulton Grove project by

John Scott Wintrup, B.A.(Hons), M.Sc.Pl., MCIP, RPP, AICP, CNU-A, LEED® Green Associate™

LIST OF ATTACHMENTS

ATTACHMENT A – Applicant Report, Review of ADMINISTRATION COMMENTS.

Figure 1: Old Tuxedo Front Driveways.
Figure 2: Tuxedo Front Driveways.
Figure 3: Armstrong Point Front Driveways.
Figure 4 Kingston Crescent Front Driveways.
Figure 5: Fort Richmond Front Driveways.
Figure 6: Garden City Front Driveways.
Figure 7: The Maples Front Driveways.
Figure 8: Palmerston AVE Front Driveways.
Figure 9: Wolseley AVE Front Driveways.
Figure 10: Scotia ST Front Driveways.
Figure 11: Bluebell Ave Front Driveways.
Figure 12: Shaftsbury Front Driveways.
Figure 13: What would make you walk more?
Figure 14: Un-improved Rear Public Lane, St. Vital.
Figure 15: Un-improved Rear Public Lane, Charleswood.
Figure 16: Fulton Grove, Plan of Subdivision, Six Lots.
Figure 17: Fulton Grove, Concept Plan, Six Lots.
Figure 18: Beaumont Neighbourhood, Front Driveways Waterford Avenue.
Figure 19: Beaumont Neighbourhood, Front Driveways Mars Drive.
Figure 20: Beaumont Neighbourhood, Front Driveways Neptune Bay.
Figure 21: Beaumont Neighbourhood, Front Driveways Windemere Avenue.
Figure 22: Beaumont Neighbourhood, Windemere @ Derek – no sidewalks.

TABLE 1: COMMUNITY COMMITTEE APPROVED NON-CONFORMING RESIDENTIAL APPROACHES [FRONT DRIVEWAYS], 2008 – 2021.
TABLE 2: COUNCIL APPROVED, LOW-DENSITY SUBDIVISIONS, 2020 – 2021.
TABLE 3: BEAUMONT NEIGHBOURHOOD v. FULTON GROVE NEIGHBOURHOOD.
TABLE 4: CITY CENTRE COMMUNITY COMMITTEE APPROVED NON-CONFORMING RESIDENTIAL APPROACHES [FRONT DRIVEWAYS] BEAUMONT, 2008 – 2021.

ATTACHMENT B – Fulton Grove Plan of Subdivision.

ATTACHMENT C – Fulton Grove Concept Plan.

ATTACHMENT D – Side Walk, Public Road and Block Analysis of *Fulton Grove*

ATTACHMENT E – FILE DASZ 12/2018 November 26, 2020 Council Minutes.

ATTACHMENT F – Snow Clearing and Neighbourhood Design: Front Driveways vs. Rear Public Lanes Report.

ATTACHMENT A – Applicant Report, Review of ADMINISTRATION REPORT File DASZ 12/2018 November 2, 2020 and ADMINISTRATION COMMENTS December 2,2021.

The Public Service Administrative Reports, public hearing presentations, and comments on the matter of 'rear public lanes are required for local residential streets serving low-density, single detached dwellings' are as follows, along with the Applicants responses.

ADMINISTRATION REPORT DATED NOVEMBER 2, 2020

The Public Service is recommending that all blocks in the Low-Density Mixed Housing Area have back lanes, with the exception of the blocks that back onto the railroad tracks on the north and Hurst Way on the south. The reason for this in threefold:

1. *Snow Clearing*

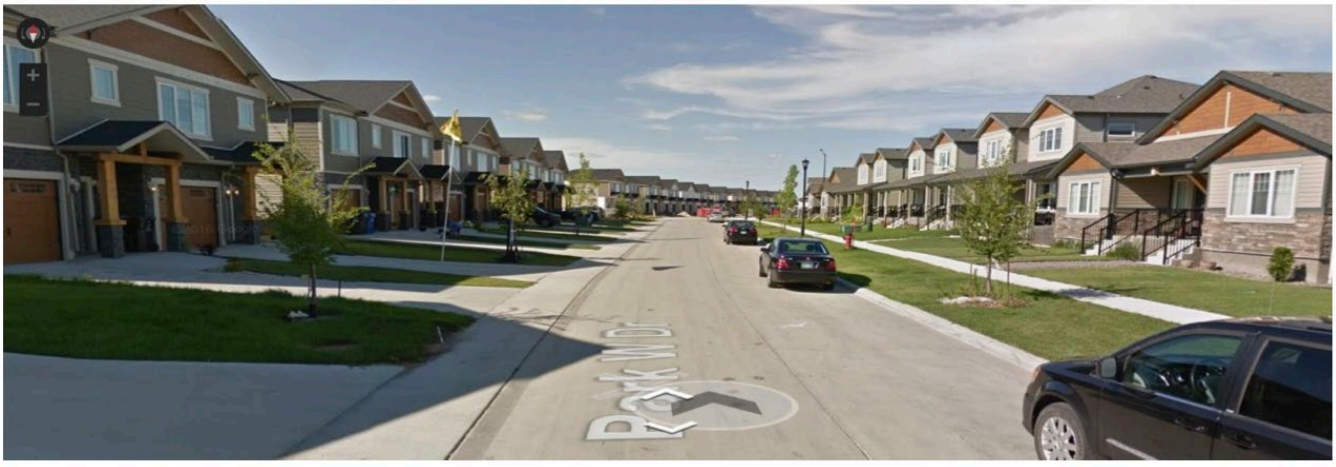
The Public Works Department has indicated that front driveways with the proposed density (the width of the lots proportional to the number of driveways per lot) will create snow storage issues.

2. *Walkability*

Front driveways accessing single family dwellings exist in a variety of neighbourhood contexts, however when combined with streets that have public sidewalks, the driveways break up the public sidewalk and are thus not ideal for pedestrian movement through a neighbourhood.

3. *Aesthetics*

The image below (Figure 7) was taken in Waverley West Town Centre on Park West Drive. It shows a street with front drives on one side and back lane lots on the other side.



Would you feel safe with your child walking on the sidewalk by themselves? – ***Michael Robinson, Senior Planner, November 13, 2018 DASZ Public Hearing****.*

"Many neighbourhoods in Winnipeg are very walkable" [page 54, Winnipeg Pedestrian and Cycling Strategies – Final Report December 2014].

ADMINISTRATION COMMENTS DECEMBER 2, 2021[1]

A. SAFETY – The Key Issue

I. URBAN PLANNING DIVISION

The issue for the Public Service regarding rear lanes is if you don't have rear lanes, you push driveways to the front and when you push driveways to the front it creates conflicts at the sidewalks between vehicles coming in and out of the driveways with pedestrians that are crossing so that is the issue for the Public Service. **[statement made at 2:59.37 – 3:00.31 in the video of the SPC hearing on Dec 2, 2021]**

I. APPLICANTS RESPONSE

1. Winnipeg is dominated by low-density, single-detached housing neighborhoods with a high frequency of front driveways including recently approved residential subdivisions such as: Sage Creek, Amber Trails, Bridgwater, Inkster Garden; late-19th century/early 20th century neighbourhoods such as: Old Tuxedo, Tuxedo, Armstrong Point, Kingston Crescent; and late-20th century. neighbourhoods such as Fort Richmond, Garden City, and The Maples *see Figures 1- 7*[2]*.*

2. Winnipeg has many streets with recurring front driveways that are known for pedestrian usage. Streets with front driveways where the City of Winnipeg directs and encourages increasing pedestrian usage include: Wellington Crescent between Academy and Kenaston; Wolseley Avenue between Raglan RD and Dominion ST; Palmerston Ave; Scotia Street; Kildonan DR; Glenwood CR; Assiniboia Avenue between Ferry RD and Parkside RD; Eggerton between Bank Ave to Morier Ave; and Kings Drive and Killkenny DR. Several of

[1] *Source City of Winnipeg On-line Decision Information Making System, Standing Policy Committee on Property and Development, Heritage, and Downtown Development Minutes, December 2, 2021.*
[2] *Source of all street view photos and air photos retrieved January, 2022, unless noted otherwise, is City of Winnipeg https://winnipeg.ca/interhom/maps/*

these streets are segments of the ***Sunday/Holiday Summer Routes***[3] and all of them have numerous driveways - *see Figures 8- 10.*

3. Winnipeg has many streets with a high frequency of front driveways that are also well-known for cycling usage, and where the City of Winnipeg directs and encourages increasing cycling usage: Shaftsbury between Grant and Corydon; Bluebell Ave; Vialoux DR, and Rice RD are all identified as bike routes on the *City of Winnipeg Cycling Map*[4], *see Figures 10 - 12.*



Figure 1: Old Tuxedo Front Driveways.

[3] *Source City of Winnipeg retrieved January 20, 2022 https://www.winnipeg.ca/publicworks/pedestriansCycling/sundayHolidayBicycleRoute.stm*
[4] *Source City of Winnipeg retrieved January 20, 2022 https://winnipeg.ca/publicworks/pedestriansCycling/pdf/WinnipegCyclingMap.pdf*



Figure 2: Tuxedo Front Driveways.



Figure 3: Armstrong Point Front Driveways.



Figure 4 Kingston Crescent Front Driveways.



Figure 5: Fort Richmond Front Driveways.



Figure 6: Garden City Front Driveways.



Figure 7: The Maples Front Driveways.



Figure 8: Palmerston AVE Front Driveways.



Figure 9: Wolseley AVE Front Driveways.



Figure 10: Scotia ST Front Driveways.



Figure 11: Bluebell Ave Front Driveways.



Figure 12: Shaftsbury Front Driveways.

4. **Front driveways** in residential neighbourhoods **do NOT dominate the collision locations** between pedestrians and private automobiles, but actually Downtown Winnipeg and the North End are the locations where rear public lanes are common.

> *Pedestrians of all ages and abilities are disproportionately impacted by traffic collisions, which* ***most commonly occur at intersections****. As found in Winnipeg from 2006 to 2010,* ***one quarter of fatalities involving pedestrians happen at signalized intersections,*** *with t****he majority of which occurred in either Downtown or the North End*** *– page 59, Winnipeg Pedestrian and Cycling Strategies – Final Report December 2014.* ***[emphasis mine].***

5. **Front driveways** in residential neighbourhoods **are NOT perceived by Winnipeggers as a barrier to walking** as found in a survey of Winnipeggers in the *Winnipeg Pedestrian and Cycling Strategies – Final Report December 2014* as per pages 48-49, and pages 59-60.

2.4.4 Barriers to Walking and Cycling

Through the telephone survey, some of the top barriers for walking included:
Impractical (30% of respondents identified this as a barrier)
Busy lifestyle / lack of time / other commitments (19%)
Health – balance / vision / mobility issues (8%)
Prefer other modes (7%)
Weather (7%)
Lack of motivation (6%)
Fear / don't feel safe (4%)

SAFETY

*The **frequency of pedestrian collisions is highest during the months of November to March**. Winter driving conditions are constrained by snow and freezing temperatures which further exposes vulnerable road users to risk of a traffic collision at this time of year. [emphasis mine]*

***Signalized intersections are the most common site for traffic collisions** [emphasis mine]*

***Pedestrian safety and security is inhibited by fear of crime** and greater risk can occur in areas that have low pedestrian traffic [emphasis mine]*

6. **Eliminating front driveways** along local residential streets in residential neighbourhoods is **NOT an improvement Winnipeggers requested**, as found in a survey of Winnipeggers in *Winnipeg Pedestrian and Cycling Strategies – Final Report December 2014* pages 48-49.

2.4.5 Improvement Opportunities for Walking and Cycling

*Through the public consultation process, Winnipeggers provided many suggestions for improvements to walking and cycling that would encourage them to walk and cycle more. For pedestrians, **filling in gaps in the sidewalk network and improved sidewalk maintenance** were **identified as critical to facilitate more people to walk** more often. [emphasis mine].*



Figure 13: What would make you walk more?

Source, Winnipeg Pedestrian and Cycling Strategies – Final Report December 2014, page 50.

7. Eliminating front driveways in residential neighbourhoods was **NOT identified as a 'best practice'** in any other city in ***PART 4 Strategic Goals, Directions and Actions*** [pages 105 -281] including in ***5A. Land Development and Site Design*** [pages 254 - 255] *Winnipeg Pedestrian and Cycling Strategies – Final Report December 2014.*

8. Eliminating front driveways in residential neighbourhoods was **NOT a recommendation** made to Winnipeg Council in ***PART 4 Strategic Goals, Directions and Actions*** [pages 105 -281] including in ***5A. Land Development and Site Design*** [pages 254 - 255] *Winnipeg Pedestrian and Cycling Strategies – Final Report December 2014.*

> *Under the strategic direction to improve connectivity in Winnipeg, the main focus is to expand and enhance the bicycle network,* ***expand and enhance the sidewalk network****, and to* ***address barriers that create gaps*** *in the network [page 111]. [emphasis mine]*

9. Eliminating front driveways in residential neighbourhoods was **NOT adopted as a strategy, policy or regulation by Winnipeg Council** on July 15, 2015 when adopting the *Pedestrian and Cycling Strategies* as the long range pedestrian and cycling transportation policy for the City of Winnipeg.

10. If the City of Winnipeg Administration, Council or Winnipeggers accepted, perceived, considered or determined that 'pedestrian safety' was a priority for low-density, residential neighbourhoods with front driveways, then one would expect the policies and practice of service, maintenance, construction, and funding would reflect this priority to enhance and ensure pedestrian safety with actions favouring rear public lanes. However, this is not the case: **there is no evidence of the City of Winnipeg giving this sidewalk/front driveway v. rear public lane situation any type of priority or weighted decision making favouring rear public lanes**:

    a) City of Winnipeg, Public Works Department > Snow Clearing & Ice Control Policy places local residential streets sidewalks and rear public lanes as 'P3', lowest priority for snow clearing and ice control. [City of Winnipeg (n.d.) Retrieved January 15, 2022 from https://winnipeg.ca/publicworks/snow/snow-clearing-policy.stm]

    b) City of Winnipeg, Public Works Department > Transportation > Road Safety > Pedestrian safety initiatives does NOT list or mention requiring or encouraging rear public lanes in new subdivisions for pedestrian safety; improving un-improved existing open rear public lanes in existing neighbourhoods [see Figure 9 and 10]; or retrofitting existing neighbourhoods. [City of Winnipeg (n.d.) Retrieved January 15, 2022 from https://winnipeg.ca/publicworks/transportation/PedestrianSafetyInitiatives.stm#0]

    c) *City of Winnipeg, Pedestrian and Cycling Strategies Final Report* [2014] examined accessibility, comfort and safety of walking and cycling in Winnipeg; and to establish directions for walking and cycling policies infrastructure, and programs over the next 20 years and beyond.
        i. There is no mention of pedestrian conflicts on sidewalks and front driveways in neighbourhoods dominated by low-density, single detached dwellings.

ii. There are no policies or directions, or strategies established to require rear public lanes in new or to retrofit existing low-density neighbourhoods dominated by front driveways. Sidewalk construction priorities identified are around *schools, senior's centres, hospitals and other key destinations.* [page 290].

Strategic Direction 1: Improve Connectivity
1A Expand and Enhance the Pedestrian Network
iii. Develop a sidewalk infill program in the capital budget to provide sidewalks on local roads in areas around schools, seniors centres, hospitals and other key destinations and to address gaps in the sidewalk network.

d) *City of Winnipeg Annual Pedestrian and Cycling Action Plans, 2015 – 2019* outlines the Capital Budget expenditure of approximately $5 million dollars annually for Council to approve the location of new construction and programs, as well as outlines approx. $70 million dollars of new unfunded projects. The construction projects funded for new sidewalks are on P1 and P2 streets, and around schools, not installing or constructing rear public lanes.
[City of Winnipeg (n.d.) Retrieved January 15, 2022 from https://winnipeg.ca/publicworks/pedestriansCycling/strategiesActionPlan/background.stm]

e) Standing Policy Committee on Infrastructure Renewal and Public Works – February 4, 2020 Minutes *Item No. 11 Review of City Gravel Lanes / Roads* made no recommendations for increasing the $3millon budget for the maintenance operations, or reallocation of capital funds towards granular surface roadways and gravel lanes, or to make improvements to the numerous un-improved open public rights-of-ways at the rear of existing properties – see Figure 1 and 2.

The [Streets Maintenance] Division spends on average $3.2 M annually to maintain an inventory of 250 km of granular surface roadways and ***87km of gravel lanes*** *to beyond* ***passable conditions*** *[page 5. Administrative Report Dated December 6, 2019 File: Review of City Gravel Lanes/Roads.*

f) *City of Winnipeg Capital Budget 2020 and 2021 to 2025 Five-Year Forecast – Pedestrian and Cycling Program, page 2-2.*[5]

- *On July 13, 2016, Council approved the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works: That all projects related to the Pedestrian and Cycling Strategies document be submitted to the Standing Policy Committee on Infrastructure Renewal and Public Works for recommendation to Council.*
- *The Pedestrian and Cycling Program supports the delivery of the City's long-term vision to maximize transportation options by ensuring the accessibility, comfort, and safety of walking and cycling in Winnipeg.*
- *Budget is used for the construction of new pedestrian and cycling facilities, facilities enhancements, studies and support for public education, awareness and promotions of walking and cycling.*

There is no budget line for improving pedestrian safety by funding new, rear public lanes such as constructing pavement on existing un-improved rear public lanes that are accessible by existing dwellings.

[5] *City of Winnipeg 2020 Adopted Budget https://winnipeg.ca/finance/files/2020AdoptedCapitalBudget_Volume3.pdf*



Figure 14: Un-improved Rear Public Lane, St. Vital.



Figure 15: Un-improved Rear Public Lane, Charleswood.

g) City of Winnipeg Community Committees since 2008 have approved **415 non-conforming front driveway approaches** where there was an adjacent rear public lane as per Section 18, Subsection (c):

Private Access By-Law No 49/2008
Section 18, Subsection (c), which reads as follows:
An approach must not be constructed or allowed to exist where a lane at least 4.5 metres wide is adjacent to the property, whether or not the lane is improved.

Reference to Community Committee re. residential properties
12(1) Subject to section 14, where an application for a private approach or walk benefitting a residential property cannot be approved by the Director because it does not comply with clause 10(1)(f), the Community Committee within which the property is located may consider and approve the application using the criteria set out in section 15.

TABLE 1: COMMUNITY COMMITTEE APPROVED NON-CONFORMING RESIDENTIAL APPROACHES [FRONT DRIVEWAYS], 2008 – 2021.*

COMMITTEE	NUMBER**
Assiniboia	51
City Centre	29
EKT	158
LSWK	67
Riel	110
TOTAL	**415**

** does not include approvals for front approaches greater than 6.5 metres wide, but does include approach where a lane at least 4.5 metres wide is adjacent to the property, whether or not the lane is improved.*
***Determined using City of Winnipeg On-line Decision Making Information and reviewing of each Community Committees' Meeting Minutes, 2008 – 2021.*

- Non-conforming approach approvals include new front driveways in recent neighbourhoods such as Ridgewood South, Bridgwater Forest, Waverley West Neighbourhood B, and Transcona West; and mature neighbourhoods such as Old Tuxedo, River Heights, Crescentwood, Kingston Crescent and Elm Park.

- Non-conforming approach approvals for new front driveways span Winnipeg from Canterbury Park in the east, to Westdale in the west; and from Castlebury Meadows in the north to Sage Creek in the south.

- Non-conforming approach approvals include new front driveways in neighbourhoods with Secondary Plans, and without Secondary Plans.

- Non-conforming approach approvals include before and after the *City of Winnipeg, Pedestrian and Cycling Strategies Final Report* was approved in July, 2015.

- Non-conforming approach approvals include neighbourhoods with plans of subdivision approved pre-WW1 and approved as recently as 2021.

h) *Administrative Report Dated August 26, 2020 File: 47 Highgate* Crescent page 4 highlights the Urban Planning Division's general opposition to new front driveways and the **Urban Planning Division's support for new front driveways in residential neighbourhoods with existing rear public lanes [there is no mention of a concern for 'safety']**:

The Urban Planning Division of the Planning, Property and Development Department has reviewed the proposed Non-Conforming Approach Application and supports the proposed non-conforming approach with this comment:

- *While the Division typically does not support front approaches where rear lane access exists, given that the existing context of the block in question consists largely of lots with front approaches,* ***the proposal aligns with this surrounding context.*** *[emphasis mine]*

i) *City of Winnipeg Development Agreement Parameters* have remained static this Century with no changes to policies for sidewalks, front driveways or rear public lanes [**there are no policies or requirements for rear public lanes for local residential streets**]. From *City of Winnipeg, Pedestrian and Cycling Strategies Final Report* [2014], page 111.

The Development Agreement Parameters may require developers to construct and install sidewalks; however, as a general rule, sidewalks are not required on bays, crescents and cul-de-sacs. The City's Transportation Standards Manual sets out sidewalk requirements for new developments, based on land use and road class. In general, sidewalks are:

i. Required on both sides of residential collector and arterial roads;
ii. Required on at least one side of industrial and commercial collector roads; and
iii. Not required on local streets unless certain volume, safety, or connectivity concerns exist.

j) ***The City of Winnipeg's Transportation Standards Manual* does NOT require the elimination of front driveways or the construction of rear public lanes for local residential streets [P3] in low-density residential neighbourhoods.**

2.9 Public Lane
Function
Public lanes provide direct access to abutting properties. They are ***normally provided at the rear of properties fronting on collector or arterial streets*** *to provide access in lieu of private approaches on the fronting street. Page 21.* ***[emphasis mine]***

k) *The City of Winnipeg's Transit Orientated Handbook* does NOT require the elimination of front driveways or the construction of rear public lanes for local residential streets [P3] in low-density residential TOD neighbourhoods.

11. Fulton Grove has only six (6) out of the 187 lots [3.2% of the lots] with a driveway crossing a sidewalk on a block where no sidewalk exists on the opposite side of the public road with a sidewalk and no driveways.

12. The Public Service's view that neighbourhoods with front driveways pose a risk to a child's safety, concerns about snow clearing, walkability and aesthetics, is in-consistent with the Public Service actions in their continuous recommendations to Council for the approval of low-density, single-detached subdivisions without, or with limited, rear public back lanes as *per Table 2*:

TABLE 2: COUNCIL APPROVED, LOW-DENSITY SUBDIVISIONS, 2020 – 2021.***

FILE	DATE	LOCATION	LAND AREA	TOTAL LOTS*	LOTS WITH LANES**	LOTS W/O LANES**
1. **DASZ 12/2018**	**November 26, 2020**	**Parker Lands**	**47.35 acres**	**187**	**117** **62%**	**70** **37%**
2. **DASZ 24/2019**	January 30, 2020	North of Murray Avenue	65 acres	220	60 28%	155 72%
3. **DASZ 40/2021**	December 16, 2021	East of Fernbank Avenue	51.9 acres.	318	83 26%	235 73%
4. **DASZ 43/2019**	June 26, 2020	Waverley West 'B'	88 acres	163	42 25%	121 75%
5. **DASZ 32/2021**	November 25, 2021	North Point Boulevard	26 acres	220	54 24%	166 76%
6. **DAS 36/2019**	February 27, 2020	Sage Creek / Robert Bockstael Drive	---	151	30 19%	121 80%

7. **DASZ 9/2020**	September 2, 2020	Warde Avenue / Robert Bockstael Drive	12.9 acres.	125	24 19%	101 80%
8. **DASZ 4/2021**	May 22, 2021	Firestone Drive	39.16 acres	406	67 16%	339 83%
9. **DASZ 18/2021**	September 29, 2021	South of Warde Avenue	145 acres	57 blocks 44 lots	8 blocks 14 lots 14 % and 31%	49 blocks 30 lots 85% and 65%]
10. **DASZ 25/2020**	March 25, 2021	Canterbury Crossing	21.13 acres	114	14 12%	100 88%
11. **DASZ 19/2020**	July 22, 2021	Southeast Corner of Gunn Road	148.7 acres	18 blocks	2 blocks 11%	16 blocks 89%
12. **DASZ 7/2020**	July 23, 2020	North of Transcona Boulevard	33 acres	293	12 4%	281 95%
13. **DASZ 6/2021**	December 16, 2021	620 Oxbow Bend Road	14.5 acres	105	0	105 100%

** Total Lots for single-detached dwellings and semi-detached dwellings.*

*** Single-detached dwellings and semi-detached dwellings with abutting rear public lanes.*

****Determined using City of Winnipeg On-line Decision Making Information and reviewing each Council Meeting's Minutes, 2021 - 2022.*

13. The Fulton Grove subdivision in the Parker Lands has the most single-detached dwelling and semi-detached dwelling lots with rear public lanes [62%] of the thirteen (13) large scale, low-density multi-lot residential subdivisions approved in 2020 and 2021.

14. The Fulton Grove subdivision in the Parker Lands has twice as many single-detached dwelling and semi-detached dwelling lots with rear public lanes [117 lots] than the next nearest low density subdivision, north of Murray Avenue [60 lots] of the large scale, low-density multi-lot residential subdivisions approved in 2020 and 2021.

B. SIDEWALK CONFLICTS FOR PEDESTRIANS

II. URBAN PLANNING DIVISION

The number of blocks that will be affected was raised this morning. Sidewalks are being provided on both sides of all streets in the low density residential area as per confirmation from City Centre Committee last week. Blocks 3,4 and 5 and those blocks can be seen on the subdivision plan which is in a number of different documents. It is that black and white only plan with the blocks on it. It's not just block 4 but blocks 3,4 and 5 that will have those conflicts that works by my count to 70 properties and that works out to just under 40% of all the low density residential area that will have those conflicts. **[statement made at 3:00.31 – 3:01.54 in the video of the SPC hearing on Dec 2, 2021]**

II. APPLICANT RESPONSE

15. This information is not providing an accurate picture to Council. The scenario the Public Service is stating here regarding the potential issue of driveways crossing sidewalks simply is not pervasive within the Fulton Grove Low-Density Area, and this is not due to the lack of sidewalks since **all streets in this area have sidewalks**: a pedestrian can walk down a sidewalk on all streets without crossing a driveway, **except for six (6) lots** for a distance of **233 feet** – see *Figures 16 and 17.*

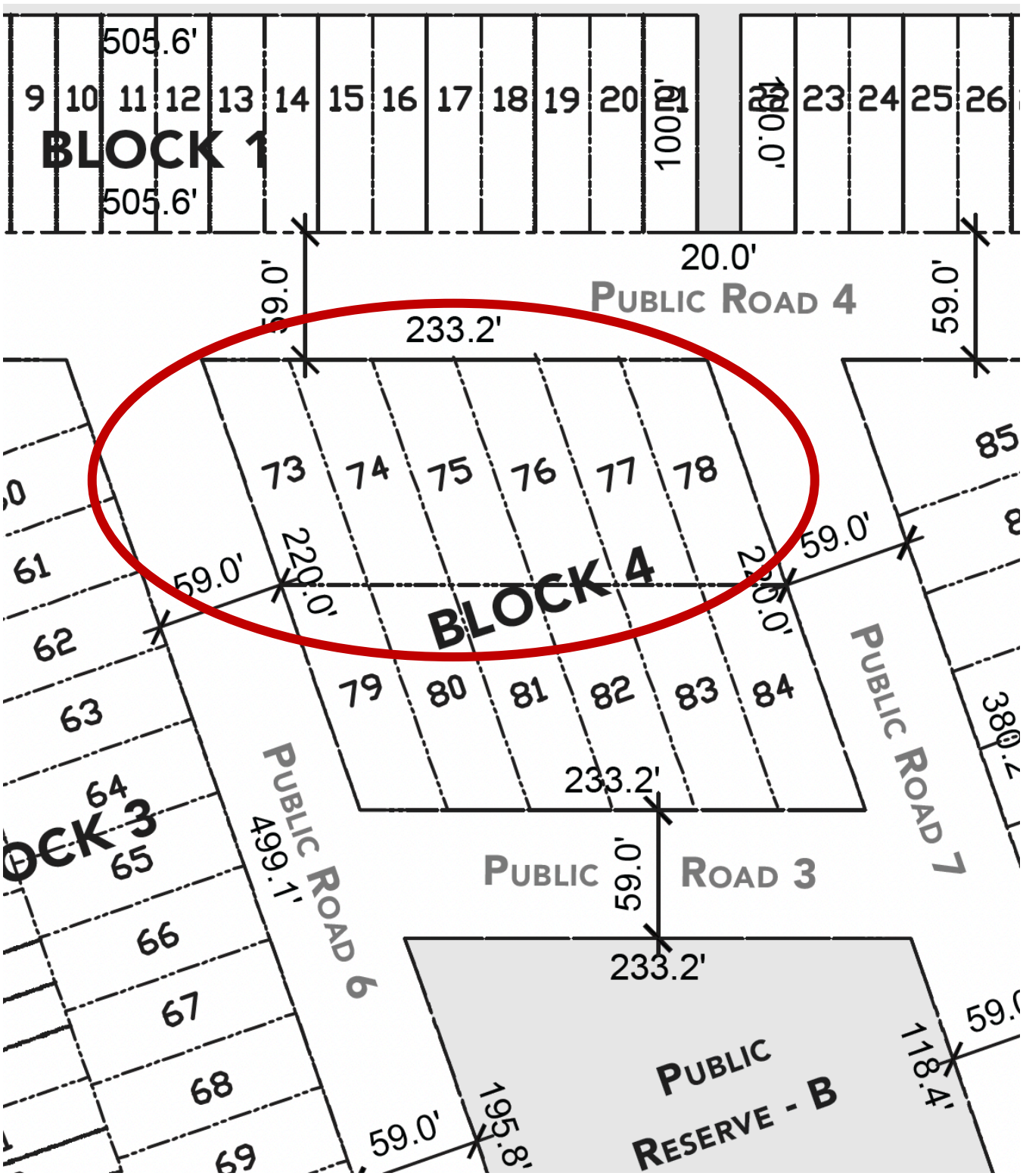


Figure 16: Fulton Grove, Plan of Subdivision, Six Lots.



Figure 17: Fulton Grove, Concept Plan, Six Lots.

16. The Public Service is neglecting significant information here: **only six (6) out of the 187 lots [3.2% of the lots]** have a driveway crossing a sidewalk on a block where no sidewalk exists

on the opposite side of the public road with a sidewalk with no driveways**.** All streets in the Low-Density Mixed Housing Area have sidewalks.

17. **ATTACHMENT C** - Side Walk, Public Road and Block Analysis of the Fulton Grove Subdivision is a supplementary report with a breakdown on the details on a street-by-street, block-by-block, lot-by-lot, sidewalk-by-sidewalk, of the concept plan and subdivision plan SUBMITTED October 29, 2018 that illustrates **all streets in the Low-Density Mixed Housing Area have sidewalks with a vast majority having at least one side of the street unimpeded with driveways.** A pedestrian can walk down every single block along one side of the street, and NOT cross a driveway except in front of **six (6) out of the 187 lots [3.2% of the lots].**

18. The Administration Report is recommending rejection under 'Summary [4th bulleted point, PAGE 28]' based on streets not having rear public lanes due to concerns that multiple driveways will negatively affect walkability of pedestrians.

19. The Applicant has purposefully designed the plan of subdivision with a lot layout to have only single-loaded front driveways on one side of the street instead of double loaded front driveways with the exception of houses backing onto Hurst Way and the CN rail tracks.

20. This allows locating sidewalks on every street with the least number of driveways crossing the sidewalk: **only six (6) out of the 187 lots [3.2% of the lots] have a driveway crossing a sidewalk in a location where there is no sidewalk on the opposite side of the public road.**

21. The subdivision plan that the Public Service was provided on October 29, 2018 illustrates there is no residential street that is double loaded with front driveways, with the exception of the two (2) streets with residential lots backing on to the rail tracks and Hurst Way. All the

other streets with front driveways are single loaded meaning one side of the street has driveways and the other side with the sidewalk does not have driveways.

22. The concept plan that the Public Service was provided on October 29, 2018 illustrates each public road having at least one sidewalk or pathway that is un-interrupted by front driveways from the proposed new lots. **Only six (6) driveways [3.2 %] out of 187 lots cross a sidewalk** and these lots occur on a road the Public Service supports having front driveways.

C. BEAUMONT v. FULTON GROVE

III. URBAN PLANNING DIVISION

The neighboring community has back lanes as well. Am I correct on that – Councillor Gilroy

[statement made at 3:14.15 – 3:14.20 in the video of the SPC hearing on Dec 2, 2021]

The neighbourhood to the south for the most part, yes. – Andrew Ross, RPP, MCIP

statement made at 3:14.20 – 3:14.27 in the video of the SPC hearing on Dec 2, 2021]

III. APPLICANT RESPONSE

23. This is a false and mis-leading statement. Beaumont Neighbourhood to the south is not dominated by rear public lanes – *see Table 3 and Figures 18 -22*:

TABLE 3: BEAUMONT NEIGHBOURHOOD v. FULTON GROVE NEIGHBOURHOOD*.

BEUAMONT	FULTON GROVE	
67% **[577 / 855]**	**37%** **[70 / 187]**	# lots with driveways connecting to the street instead of a public lane.
100% **[all 27]**	**75%** **[6 of 8]**	# of streets with detached dwellings having at least one driveway connecting to the street instead of a public lane
59% **[16 of 27]**	**60%** **[6 of 10]**	# of the streets with no parallel rear public lane.
51% **[14 of 27]**	**100 %** **[ALL]**	# of streets that have sidewalks

**Driveway and sidewalks determined using Google Earth Pro, City of Winnipeg On-line Aerial Photos, and on-the-ground observations on multiple days in the 2nd, 3rd and 4th weeks of January, 2022.*

24. **67% [577 of 855] of lots in Beaumont** have driveways connecting to the street instead of a public lane.

25. **100% [all 27] of the streets** with detached dwellings in Beaumont have at least one driveway connecting to the street instead of a public lane.

26. **59% [16 of 27] of the streets** in Beaumont have no parallel rear public lane.

27. Fulton Grove Neighbourhood has considerable less driveways connecting to a street **37%** [70 of the 187 lots] than Beaumont **67% [577 of 855].**

28. Fulton Grove Neighbourhood has considerable less streets with driveways **75%** [6 of 8] than Beaumont **100%** [all 27].

29. Fulton Grove Neighbourhood has more street with sidewalks, as all 100% of Fulton Grove has sidewalks and Beaumont that has only 51% of the streets with sidewalks.



Figure 18: Beaumont Neighbourhood, Front Driveways Waterford Avenue.

Source: J. Wintrup.



Figure 19: Beaumont Neighbourhood, Front Driveways Mars Drive.



Figure 20: Beaumont Neighbourhood, Front Driveways Neptune Bay.



Figure 21: Beaumont Neighbourhood, Front Driveways Windemere Avenue.



Figure 22: Beaumont Neighbourhood, Windemere @ Derek – no sidewalks. *Source: J. Wintrup.*

30. City Centre Community Committee has approved **twenty-nine** (29) **non-conforming approaches** to allow front driveway including **six (6)** in the **Beaumont Neighbourhood**, 2008 - 2021.

TABLE 4: CITY CENTRE COMMUNITY COMMITTEE APPROVED NON-CONFORMING RESIDENTIAL APPROACHES [FRONT DRIVEWAYS] BEAUMONT, 2008 – 2021*.	
STREET	**YEAR**
1119 Southwood Avenue	**June 1, 2020**
1009 Waterford Avenue	**September 10, 2013**
1019 Waterford Avenue	**September 22, 2013**
1128 Southwood Avenue	**June 11, 2013**
1057 Parker Avenue	**October 9, 2012**
1189 Parker Avenue	**July 14, 2008**
TOTAL	**6**

** does not include approvals for front approaches greater than 6.5 metres wide, but does include approach where a lane at least 4.5 metres wide is adjacent to the property, whether or not the lane is improved.*

D. CONTEMPOARY PLANNING THEORY: TOD, WALKABILTY,VISION ZERO GUIDELINES

IV. URBAN PLANNING DIVISION

The Urban Planning Division has advised that front driveways accessing single-and two-family dwellings exist in a variety of neighbourhood contexts, however, when combined with streets that have public sidewalks, the driveways break up the public sidewalk and are thus not ideal for pedestrian movement through a neighbourhood. In Transit Oriented Development (TOD) Neighbourhoods particularly, special effort should be made to promote walkability through uninterrupted sidewalks not conflicting with vehicular movements. The subdivision and rezoning under File DASZ 12/2018 is for the development of a TOD Neighbourhood and ***walkability is one of the core principles per the Winnipeg TOD Handbook*** . **[emphasis mine].**
[statement made at 3:08.49 – 3:09.45 in the video of the SPC hearing on Dec 2, 2021]

The requested parking reduction and assumptions in the traffic study speak to the expectation for a higher pedestrian mode shift. The design, however, which incorporates mostly front driveways, will fragment the sidewalk and ***limit safe accessibility for all individuals****.* ***That is the main issue we have*** **[emphasis mine].**
[statement made at 3:09.45 – 3:10.09 in the video of the SPC hearing on Dec 2, 2021]

IV. APPLICANT RESPONSE

31. There is no City of Winnipeg policy, guideline, regulation, or by-law that requires or recommends or favors rear public lanes for local residential [P3] streets in any type of development.

32. *Winnipeg's TOD Handbook* makes no mention of rear public lanes to service single-detached dwellings or low-density neighbourhoods.

33. We are NOT able to find any guideline from a government, a planning association, or an engineering association that restricts front driveways or requires rear public lanes to serve single-detached dwellings in TOD neighbourhoods or in low-density neighbourhoods when searching and reviewing 'TOD', 'walkability', 'complete streets', and vision zero' including:
    1) *BRT An Implementation Guide for U.S. Cities*, Institute for Transportation and Development Policy.

2) *Benchmarking, Planning, and Promoting Transit-Oriented Intensification in Rapid Transit Station Areas*, Government of Ontario.
3) *Families and Transit-Oriented Development: Creating Complete Communities For All*, Center for Transit-Oriented Development / Center for Cities & Schools.
4) *Seven American TODs: Good Practices for urban design in Transit-Orientated Development Projects*, Journal of Transport and Land Use.
5) *TOD Zoning Code Template*, Global Platform for Sustainable Cities.
6) *Calgary Transit Oriented Development Policy Guidelines*, City of Calgary.
7) *Transit Oriented Development Guidelines,* City of Hamilton.
8) *Transit Orientated Development Guidelines,* City of Ottawa.
9) *Transit Orientated Development Guidelines,* York Region.
10) *Transit Orientated Communities Design Guidelines,* Translink Metro Vancouver.
11) *Planning for Transit-Supportive Development: A Practitioner's Guide,* United States Department of Transportation, Federal Transit Agency.
12) *Guide for Transit Orientated Development,* Metropolitan Council Twin Cities.
13) *Seattle Transit Communities Integrating Neighborhoods with Transit,* City of Seattle.
14) *Creating Walkability: A Guide for Local Governments,* Mid-America Regional Council.
15) *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach*, Institute of Transportation Engineers and the Congress for the New Urbanism.
16) *Neighborhood Street Design Guidelines* Neighborhood Streets Project Stakeholders State of Oregon.
17) *Complete Streets Guidelines, City of Toronto.*
18) *Complete Streets in the 15 Minute City,* The Centre for Active Transportation
19) *Vision Zero Edmonton: Safe Mobility Strategy 2021-2025.*
20) *Vision Zero Hamilton.*
21) *Vision Zero Road Safety Plan Toronto.*
22) *Vision Zero Canada, Policies, Practices and Principles.*

34. The City of Calgary Transit Oriented Development (TOD) Policy Guidelines makes no mention of restricting or eliminating front driveways for single-detached dwellings, page 25:

7.2 TOD Guideline –Street and block layout

• New streets and walkways should be incorporated into the existing local road pattern

• Streets should have sidewalks on both sides of the road that can accommodate high-volume pedestrian activity. [emphasis mine]

• Street layout should be oriented toward the transit station.

• Where possible, street and building configuration should be designed to create vistas, or to terminate views with a landmark feature, building, or public space

35. The City of Ottawa, *Transit Orientated Development (TOD) Guidelines,* **provides guidelines for front driveways** and garages on the front of the dwellings in low-density, TOD neighbourhoods as per page 18:

> ***5.0 Vehicles & Parking***
> ***Guideline 46:***
> *Locate residential garages at the rear of buildings.* ***If residential garages are accessed from the front façade,*** *they should not project beyond the front wall of the dwelling and should not be wider than 50% of the front building façade so that they do not dominate the streetscape.* ***[emphasis mine]***

36. Congress of New Urbanism Webinar, November 10, 2020. *The Post-Pandemic Community: Will New Urbanism find itself in the trash heap of history?* Andres Duany.

> *So the garage has loft. Now what does that do to New Urbanism, it turns the house around, completely around in the garage, which is the anti social space, which we always put in the back. The garage is death to the pedestrian,* ***garage now is life to the pedestrian life. And by the way, the driveway is a plaza.***
>
> *Where do we meet here in Coral Gables, people have wide driveways, we pull out our seats, and that's where we sit.* ***So all this stuff that we put in the back, we have to rethink and say well, maybe to be in the front****. Particularly as the cars disappear. We need to design garages as if they were future lofts.*