Agenda – Council – December 15, 2022

Report – Standing Policy Committee on Public Works – November 29, 2022

Item No. 8 Update to the Residential Traffic Calming Program

STANDING COMMITTEE RECOMMENDATION:

On December 7, 2022, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Public Works and submitted the following to Council:

1. That the proposed process for conducting neighbourhood traffic studies be approved to form Stream 2 of the Traffic Calming Program.

2. 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 Public Works – November 29, 2022

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 7, 2022, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Public Works and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On November 29, 2022, the Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

Bev Pike, Coordinator, South Osborne Residents' Group, submitted a communication in support of the matter.

STANDING COMMITTEE RECOMMENDATION:

On September 7, 2022, 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 June 9, 2022, the Standing Policy Committee on Infrastructure Renewal and Public Works granted an extension of time to its September 7, 2022 meeting for the Winnipeg Public Service to report back on the matter.

On September 15, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service and approved the following:

1. That the Public Service report back to the Standing Policy Committee on Infrastructure Renewal and Public Works in 2023 with the results of Phase 4 of the study, which will be the long-term traffic plan for Lord Roberts.

Report – Standing Policy Committee on Public Works – November 29, 2022

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

2. That the Public Service report back to the Standing Policy Committee on Infrastructure Renewal and Public Works in June of 2022 with an update to the residential traffic calming program that includes the development of Phase 2: Neighbourhood Traffic Studies.

3. That community traffic studies in other neighbourhoods not be initiated until phase two of the residential traffic calming program has been approved by Council.

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

Bev Pike, Coordinator, South Osborne Residents Group, submitted a communication dated September 14, 2021, in support of the matter.

On March 6, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service, as amended, and approved the following:

1. That the Public Service report back to the Standing Policy Committee on Infrastructure Renewal and Public Works on the trial traffic plan for Lord Roberts before it is implemented.

2. That the Public Service report back to the Standing Policy Committee on Infrastructure Renewal and Public Works on the long-term traffic plan for Lord Roberts before it is implemented.

3. That community traffic studies in other neighbourhoods not be initiated until lessons learned from the Lord Roberts community traffic study are documented in an update to the City's community traffic management guidelines and practices.

4. That the Public Service provide a verbal report to the Standing Policy Committee on Infrastructure Renewal and Public Works at the conclusion of each phase of the Lord Roberts Community Traffic Study.

5. 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 Area Traffic Calming Program – Process for Neighbourhood Traffic Studies

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

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Patman, P.Eng.	J. Berezowsky	N/A	M. Jack

EXECUTIVE SUMMARY

The purpose of the Traffic Calming Program (formerly the Residential Area Traffic Calming Program) is to address concerns related to speeding and shortcutting in residential areas. The program was designed to consist of two streams: Stream 1 – localized requests, which are smaller traffic calming studies that apply to one residential street or block and; Stream 2 – neighbourhood studies, which are larger studies that apply when there are complex issues typically related to shortcutting across one or more communities. In May 2020, Council approved the parameters of Stream 1 (localized requests). This report seeks approval for the parameters of Stream 2, which were developed based on a trial study.

This report summarizes lessons-learned from the trial study in Lord Roberts and recommends processes for neighbourhood intake, prioritization of candidate neighbourhoods, and study methodology.

The time and resources required to conduct each study is dependent on the size of the given neighbourhood and the complexity of the issues. It is anticipated that each neighbourhood study will take up to two years to complete and that implementation of solutions and/or construction of roadway modifications would follow pending budget availability. The intent is to study one neighbourhood at a time. The proposed process takes into account existing staff resources rather than expected demand for the program. The Public Service anticipates maintaining a list of candidate neighbourhoods that would be prioritized for next steps based on the criteria outlined in this report. Given the scope and complexity of these studies, procuring professional consulting services would be required to support both the technical and engagement components of these projects.

RECOMMENDATIONS

1. That the proposed process for conducting neighbourhood traffic studies be approved to form Stream 2 of the Traffic Calming Program.

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 May 6, 2020, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That the previously approved criteria for traffic calming requests (speed humps) as approved by Council on January 30, 2002, be rescinded, and that the proposed process for Triaging, Analyzing and Implementing Requests for Traffic Calming Measures, attached as Appendix A, be approved.

The process adopted by Council on May 6, 2020 reflects Stream 1 of the Traffic Calming Program (formerly the Residential Area Traffic Calming Program), which focuses on localized requests. Localized traffic studies typically focus on a single street or block in a residential area. This report seeks approval of Stream 2, which covers neighbourhood-wide studies where broad or complex transportation issues tied to a need for traffic calming exist throughout a neighbourhood.

On September 15, 2021, the Standing Policy on Infrastructure and Renewal Public Works directed the Public Service to report back in June 2022 with an update to the residential traffic calming program that includes the development of Stream 2: Neighbourhood Traffic Studies. Since Council approved the process for Triaging, Analysis, and Implementing Requests for Traffic Calming Measures, this Stream 2 process should, too, go before Council for consideration.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no immediate implications to the Recommendations of this report.

Resources required to conduct neighbourhood traffic studies depend on the size of neighbourhood and complexity of issues. In general, the trial project has shown a neighbourhood traffic study will be comparable in scope to a Walk Bike Project, which can cost $200,000 or more in consulting services plus the cost to implement study-recommended infrastructure improvements. Professional consulting services required to conduct neighbourhood traffic studies are within the scope of the Traffic Engineering Improvement Program (TEIP) and would be funded through the department's annual budget process. Funding to install solutions may be sourced from existing budgets, such as TEIP, or may require separate business cases.

HISTORY/DISCUSSION

BACKGROUND INFORMATION

The Traffic Calming Program (formerly the Residential Area Traffic Calming Program) exists to address concerns related to speeding and shortcutting in residential areas. The program was initially designed to have two streams.
Stream 1 – Localized Requests:

- Smaller scope of study, focused on one street or block in a residential area.

- Traffic calming solutions have limited impact on surrounding streets (i.e., solutions would not result in pushing the problem to adjacent streets).
- A six-step process was approved by Council in May 2020 for conducting these types of studies:

    1. *Initiate Request.* Traffic calming requests are primarily received through 311.

    2. *Petition.* Requestors are asked to complete a petition representing 25 percent of affected residents in support of a traffic calming study being conducted.

    3. *Engineering Assessment.* A technical study is conducted to determine whether the street is a candidate for traffic calming based on operating speeds, traffic volumes, and other roadway and land use factors. The Public Service can also initiate an engineering assessment independently, without receiving a request or petition from the public, based on knowledge of underlying issues within an area.

    4. *Prioritization*. Locations that are considered candidates for traffic calming measures based on the engineering assessment are prioritized in a points-based prioritization system. Each year, a few high-priority locations are selected to proceed to design and engagement. The number of locations selected to proceed is dependent on budget availability in the Traffic Engineering Improvement Program.

    5. *Design and Engagement*. Designs are prepared for priority locations and taken to the community for feedback. The design may be refined based on this feedback and technical insight.

    6. *Installation*. The preferred traffic calming solution is installed. Monitoring and evaluating may occur post-installation.

- Since approval, hundreds of requests have been received and evaluated through the program. Traffic calming measures have been implemented on an average of two priority locations per year.

Stream 2 – Neighbourhood Studies:

- Applies to a larger residential area, at times encompassing one or more communities.
- Suitable when issues are broad and complex, and relate to speeding and/or shortcutting.
- Suitable when solutions may impact adjacent streets or when solutions need to be made upstream and elsewhere in the network to mitigate conditions experienced in the given neighbourhood.
- Typically applies when the issue is related to shortcutting traffic across a large area.

This report seeks approval of the proposed process for Stream 2 – Neighbourhood Studies.

TRIAL NEIGHBOURHOOD TRAFFIC STUDY IN LORD ROBERTS

Overview of Lord Roberts Community Traffic Study

In 2018, a community traffic study was initiated in the Lord Roberts neighbourhood. The purpose of the study was to identify community traffic concerns, validate those concerns with data, and develop and implement solutions to improve transportation in Lord Roberts. The study was considered a trial and was intended to inform the development of the second stream of the Traffic Calming Program.

There were five phases to the Lord Roberts Community Traffic Study:

1. Initiation
    - Study initiation included public outreach to inform the neighbourhood of the study and assemble the Public Advisory Committee (PAC).
    - The PAC comprised community representatives with a diversity of views (e.g., residents, community centre representatives, school representatives, business owners, etc.). City departments with a stake in traffic management were also engaged at this stage.
    - An administrative report was submitted to the Standing Policy Committee on Infrastructure Renewal and Public Works at project launch.

2. Identify community priorities
    - The purpose of this phase was to identify traffic issues in the neighbourhood and develop priority areas that would guide the scope of work in subsequent phases.
    - Four community priorities were identified based on traffic data, technical analysis, and community feedback.
        - The community priorities were pedestrian and cycling infrastructure, school area safety, on-street parking, and other safety improvements.

3. Develop solutions
    - Over 30 traffic solutions were developed to address concerns within the four community priority areas.
    - Solutions included traffic calming measures, new school crosswalks, new sidewalk, and changes to on-street parking regulations.
    - Phase 3 engagement on solutions included an online survey and virtual event.

4. Implement and monitor solutions
    - Twenty-five solutions were implemented immediately on either a permanent or trial basis, while seven were identified to be considered in the long term.
    - Trial solutions are being monitored over an approximate one-year period using traffic data and community feedback.
        - Targeted engagement will occur with residents directly impacted by the trial solutions.
    - The estimated total cost for solutions implemented (as previously reported in the September 15, 2021, report to Standing Policy Committee on Infrastructure and Public Works entitled *Lord Roberts Community Traffic Study Solutions*) is $146,000 and was funded through multiple existing budgets within the Public Works Department and Winnipeg Transit.

5. Project close
    - The project is expected to close in 2023 following evaluation of trial solutions. The Public Service has been directed to report back to the Standing Policy Committee on Public Works in December 2023 on the final outcomes of the Lord Roberts Community Traffic Study.

Feedback from Public Advisory Committee

The PAC was formed to provide a mechanism for working together to identify traffic issues and solutions with those living and working in the community and those responsible for designing and implementing community traffic solutions in Winnipeg. The group met seven times throughout the study. In the Fall 2021, the project team consulted with the PAC to get feedback on their experience and invited feedback on what went well, what didn't, and what could be improved. Mechanisms for collecting feedback included an online survey, online meeting, and email.

A summary of PAC feedback is included in Appendix A. Highlights are listed below.

- Respondents indicated a positive or very positive experience with the project.
- Participants commonly pointed to feeling respected and the facilitation of balanced discussion as reasons for a positive experience in the PAC.
- The major theme across the meeting and online input surrounded suggestions for improved community awareness. This included a desire to see more people involved who are youth, seniors or those facing financial barriers.
- Improvements to notification were a top theme, including suggestions for greater in-community presence by the project team targeting school areas, bus stops and door-to-door notification. Planning to hold a community event around the time solutions are being implemented to inform the neighbourhood and celebrate successes would be beneficial.

Lessons learned from trial study

The table below summarizes key lessons learned from the Lord Roberts Community Traffic Study and how each lesson impacts the nature of the recommended approach for Stream 2.

Lesson	Impact to proposed process
Scope: The scope of the Lord Roberts Community Traffic Study was broader than the purpose of the Traffic Calming Program. The Lord Roberts Community Traffic Study covered a broad range of transportation-related concerns, including those related to speed, volume, pedestrian accommodation, cyclist accommodation, school travel, parking, and transit, among others. It was a general transportation study as opposed to one focused solely on issues of excessive speed and traffic volume. This resulted in a larger study with greater resource requirements and a longer timeframe.	To be consistent with the intent of the Traffic Calming Program, Stream 2 studies would be conducted in neighbourhoods that have a demonstrated speeding and/or shortcutting issue. The primary objective would be to develop a traffic calming plan to address those issues. This is not to be a catch-all study for every transportation-related concern. Improvements that naturally synergize with the traffic calming plan, such as pedestrian or cycling improvements, would be incorporated. The specific scope of each study needs to be flexible and responsive to the context in the given neighbourhood.

Resources: The Lord Roberts Community Traffic Study was undertaken internally by the Public Service, primarily by staff in the Public Works Department and Office of Public Engagement. Although staff time was not tracked, the level of effort was considerable and is not considered sustainable in the long term, with current staffing levels, while meeting the level of service required for other services provided by the Public Service.	Consulting services would be required to support analysis, design, and engagement efforts. Office of Public Engagement involvement would be integral to provide planning support and lead consultant engagement activities.
Engagement: The PAC provided positive value throughout the project. PAC members provided early input on ideas prior to public engagement, a consistent voice for the local community throughout the project, and had the opportunity to work directly with the project team. The PAC was formed by a random draw of interested participants, which did not necessarily result in a balance of perspectives. In-person events drew more participation than virtual events and provided better opportunities for community members to interact. The COVID-19 pandemic restricted engagement tactics in Lord Roberts.	Future neighbourhood traffic studies should include a PAC comprised of residents and neighbourhood stakeholders. A process should be established to ensure those interested in joining the PAC represent a diversity of views and experiences. Where possible, in-person engagement and communications tactics should occur within the community. Again, considering the breadth of engagement required for a neighbourhood traffic study, it is integral that the Office of Public Engagement be part of the project team for each study to support and guide the consultants retained to carryout engagement.

RECOMMENDED PROCESS FOR STREAM 2 - NEIGHBOURHOOD TRAFFIC STUDIES

Neighbourhood intake and prioritization

All traffic calming-related requests should be routed through 311. As more information becomes available on a given request, the Public Service would decide whether it is best suited for Stream 1 (localized requests) or Stream 2 (neighbourhood studies). This could happen as soon as the request is received or after additional data collection occurs. Requests determined to be Stream 1 would continue being processed through the six-step Council-approved process. The Public Service anticipates that the majority of requests can be managed through the Stream 1 program.

Any requests better suited to the scope of a neighbourhood traffic study would be referred to the Stream 2 process.

Once requests are referred to the Stream 2 process, the Public Service would review available traffic data and collect any required additional data to evaluate the reported concern. The Public Service can also initiate a review independently, without receiving a request from the public, based on knowledge of underlying issues. If data indicates shortcutting or other broad and complex transportation issues, the area would be considered a candidate for a neighbourhood traffic study. General characteristics that indicate shortcutting issues are:

- Daily traffic volumes in excess of 1,000 vehicles per day on a local street and 5,000 vehicles per day on a minor collector street

- Heavily imbalanced directional distribution of traffic volumes

Neighbourhoods considered candidates for traffic studies would be prioritized for next steps based on:

- Severity of traffic issues as indicated by supporting data
- Consideration of surrounding development (e.g., if the neighbourhood has seen an influx of new development in recent years, there may be merit to doing a neighbourhood traffic study)
- Alignment with timing of related transportation projects in the neighbourhood (e.g., road renewals, active transportation projects)
- Support from Ward Councillor
- Consideration of high poverty area designation in support of the Winnipeg Poverty Reduction Strategy goals to enhance transportation system equity, infrastructure and services.

Methodology and timeline

Neighbourhood Traffic Studies would be built upon the following methodology, and more broadly looked at in two parts: study and construction.

It is anticipated the study portion would take up to two years to complete and that construction would follow pending budget availability. The time required to conduct each study depends on the size of the given neighbourhood and complexity of issues. Only one neighbourhood study would take place at any given time, meaning none others would begin while another is ongoing. The structure of the proposed process is based on existing staff resources rather than expected demand; it is anticipated demand will exceed current resources.

The Public Service anticipates maintaining a list of candidate neighbourhoods that would be prioritized for next steps based on the criteria outlined above.

Study methodology

Phase 1: Launch project (6 months[1])

- Phase 1 would formally launch the project and would include project team formation, planning, and procuring consulting services to complete the study. Initial stakeholder outreach, communications, and PAC development would also occur during this phase, after a consultant is retained.

Phase 2: Identify traffic concerns (6 months[1])

- Phase 2 would define key traffic concerns to be addressed in next steps. The primary objective would be to address issues related to traffic speeds and volumes through appropriate traffic calming measures. The secondary objective would be to address other transportation-related issues that are inherently tied to traffic calming, such as those related to pedestrian and cycling infrastructure. Phase 2 would include:
    - PAC meeting

[1] The time to conduct a study and each associated phase is dependent on the size of the given neighbourhood and the complexity of the issues. The timeline presented here is approximate and will vary among each study location.

    - Public engagement
    - Stakeholder engagement
    - Additional data collection and evaluation

Phase 3: Develop solutions (6 - 12 months[1])

- Solutions would be developed to address key traffic concerns identified in Phase 2.
- Public, stakeholders, and the PAC would be asked to provide feedback on proposed solutions.
- Solutions would then be refined following engagement and grouped into those identified for implementation in Phase 4, and those to be considered in the long-term.

Phase 4: Implement solutions (6 months and beyond[1])

- Immediate term solutions would be implemented following the study portion of the project.
    - Depending on the situation, some solutions may be implemented on a trial basis and further monitored.
- There is no set implementation timeline for solutions identified for consideration in the long term.

RESOURCES

Resources required to conduct neighbourhood traffic studies depend on the size of the neighbourhood and the complexity of the issues. In general, a neighbourhood traffic study would be comparable in scope to a Walk Bike Project, which can cost $200,000 or more in consulting services plus the cost to implement infrastructure improvements.

The Traffic Engineering Improvement Program (TEIP) funds a variety of existing initiatives, including traffic calming measures. Professional consulting services required to conduct neighbourhood traffic studies are within the scope of the TEIP and would be funded through the department's annual budget process. Funding to install solutions may be sourced from existing budgets, such as the TEIP, or may require separate business cases.

FINANCIAL IMPACT

Financial Impact Statement Date: October 20, 2022

Project Name:

Residential Area Traffic Calming Program – Process for Neighbourhood Traffic Studies

COMMENTS:

As this report is seeking approval of the proposed process for Stream 2 Neighborhood Studies, there are no implications. The ability to conduct Stream 2 Neighborhood Studies would be subject to available funding in the annual capital Traffic Engineering Improvements (TEIP) program.

J. Ruby, 2022-10-20
J. Ruby CPA, CA
Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with:

- The Office of Public Engagement

OURWINNIPEG POLICY ALIGNMENT

The recommendations within this report are consistent with policies that fit within five goals in OurWinnipeg2045, specifically:

Leadership and Good Governance Goal

- Policy 1.5 Evidence-Informed Decisions
  Invest in data and technology in order to support objective, evidence-informed decision-making; support open government and open data principles for collection and sharing; help coordinate records and information management; and improve process efficiency, results-based service delivery and accountability.

Environmental Resilience Goal

- Policy 2.9 Reduce Road Congestion
  Increase the efficiency, convenience and usage of the active and public transportation system, to improve air quality, provide a viable alternative to the automobile, and reduce current and future road congestion.

Economic Prosperity Goal

- 3.17 Sustainable Transportation Connectivity

Prioritize enhancements to the integrated and sustainable transportation system that improve its viability and access to places such as educational institutions, employment opportunities, recreation and library facilities, providers of essential goods and services and health providers, especially for children, and for neighbourhoods most impacted by poverty.

Good Health and Well-Being Goal

- Policy 4.10 Transportation Safety
  Design, construct, maintain, and regulate an integrated and sustainable transportation system and related infrastructure that optimize safe, connected and reliable mobility, and minimize severe injuries and fatalities for all road users.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

There is a linkage between making Winnipeg's transportation network safer and more efficient with Key Direction 3.5 "Reduce Traffic Congestion".

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The recommendations within this report support *Goal 5: Transportation System Equity is Enhanced* through *Strategy 8: Transportation Infrastructure*.

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: R. Peterniak, M.Sc., P.Eng., RSP1, Community Traffic Engineer
Date: October 21, 2022

Attachments:
Appendix A: Lord Roberts Community Traffic Study – Public Advisory Committee Engagement Summary Report