Neighbourhood Greenway Reduced Speed Pilot

Phase 2 Public Engagement Summary

January 2023

Background

Neighbourhood greenways are on-street routes designated to comfortably and safely move both cyclists and pedestrians *and* motor vehicles. Greenways typically include a range of treatments from low-impact things like signage, bike signals, and pavement markings to varying degrees of traffic calming including a best-practice speed limit of 30 km/h.

In Summer 2021, the Neighbourhood Greenway Reduced Speed Pilot saw speed limits reduced to 30 km/h on four existing neighbourhood greenways:

- Eugenie Street from St. Mary's Road to Youville Street
- Machray Avenue from Fife Street to Main Street
- Powers Street from Dufferin Avenue to Partridge Avenue
- Warsaw Avenue from Thurso Street to Pembina Highway

Additional traffic calming measures ranging from new signage and barricades to speed humps and enhanced pedestrian crossings were also implemented on each route.

The pilot brought conditions on these existing neighbourhood greenways up to North American best practice; the routes were monitored for a period of one year to ensure evaluation looked at usage through all four seasons. The feedback received through public engagement, along with data collected throughout the pilot, will be used to make recommendations on the future of neighbourhood greenways.

Engagement

Prior to implementing the pilot in Spring 2021, we collected benchmark public opinion on neighbourhood greenways and resident feedback on specific locations. This was Phase 1 of public engagement.

Phase 2 engagement occurred in Spring 2022, nearly a year after the pilot started. The program collected feedback from area residents and route users to determine what effect – if any – the speed reduction and associated traffic calming measures had on their experiences. Engagement included an online survey and on-street pop-up events (see Table 1).

Data analysis

Respondents were asked for their connection to the street: they live on the neighbourhood greenway, near a neighbourhood greenway, or they use a neighbourhood greenway. Respondents who identified as living on one of the pilot streets were asked to provide their street address. These addresses were compared against the boundaries of each pilot area to ensure we were hearing from those who live in the pilot area.

Multiple responses were accepted from a single address to allow for differing opinions and experiences at addresses with more than one resident. The majority of addresses had only a single response; nine addresses provided two responses. Some respondents (14 total) identified as living on a pilot street but provided an address outside of the pilot limits. These responses were categorised with nearby residents' responses. Addresses located on a corner lot on a pilot street were counted as on-street residents regardless of whether they fronted or sided the pilot street.

Responses were also checked against the IP address from which they were submitted. In most cases, no more than two responses originated from a single IP address. In one instance, four identical responses were submitted from a single IP address using house addresses that do not exist; these responses were removed from the overall analysis.

Respondents were asked how they use the street: as a pedestrian, cyclist, motorist, or using other active transportation modes. Respondents could indicate they used the street "often" in multiple ways. Analysis of each pedestrian, cyclist, and motorist experiences reflect all respondents (on-street residents, adjacent residents, and users) who indicated they "often" use the street in this way.

Table 1: Public Engagement Opportunities

Date	Activity	Details
May 30 – June 30, 2022	Webpage	613 visitors to English webpage and 22 visitors to French webpage
May 30 – June 30, 2022	Online survey	702 submissions in English and three in French
June 13 – 22, 2022	On-street pop-up events	69 interactions at pop-up events held on each pilot street

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Promotion

Public engagement opportunities were promoted using the following methods:

- City of Winnipeg website – May 30 – June 30, 2022 – 635 visitors
- News release – May 30, 2022
- Facebook posts throughout the program to 16,797 followers
- Twitter posts throughout the program to 78,700 followers
- City of Winnipeg public engagement newsletter to more than 5,300 recipients - June 2 and 16, 2022
- Postcard notification – 5,807 pieces mailed to residents of each pilot street and one block on either side – May 30, 2022
- Signage – posted along each pilot route (44 in total) – weeks of June 6 and June 13, 2022

Key Findings

Change in overall views on the pilot

Before the pilot, we asked on-street residents, nearby residents, and users what they think of the proposed changes to the street. We asked again after the changes were in place for approximately one year.

More respondents were "very supportive" of the changes one year into the trial (five percent more respondents than prior to the trial) and fewer were "very unsupportive" (10 percent fewer respondents compared to prior to the trial) (Table 2).

Table 2: Overall, what do you think of the Neighbourhood Greenway Reduced Speed Pilot on this street?

	Pre-pilot: (567 responses)	One-year into pilot: (589 responses)	Change
Very supportive	23%	28%	+5%
Supportive	10%	10%	0%
Neutral	5%	6%	+1%
Not supportive	14%	18%	+4%
Very unsupportive	48%	38%	-10%

Top reasons selected for supporting the pilot include:

1. I like vehicles moving slower on the street (222 of 589 respondents)
2. I like that more cyclists and pedestrians use the street (182 of 589 respondents)
3. I feel safer using the street (168 of 589 respondents)

Top reasons selected for not supporting the pilot include:

1. I am concerned it has pushed vehicle traffic to neighbouring streets (216 of 589 respondents)
2. I find the reduced speed and/or other interventions inconvenient, and do not like to be inconvenienced while driving (170 of 589 respondents)
3. I do not like going over speed humps (148 of 589 respondents)

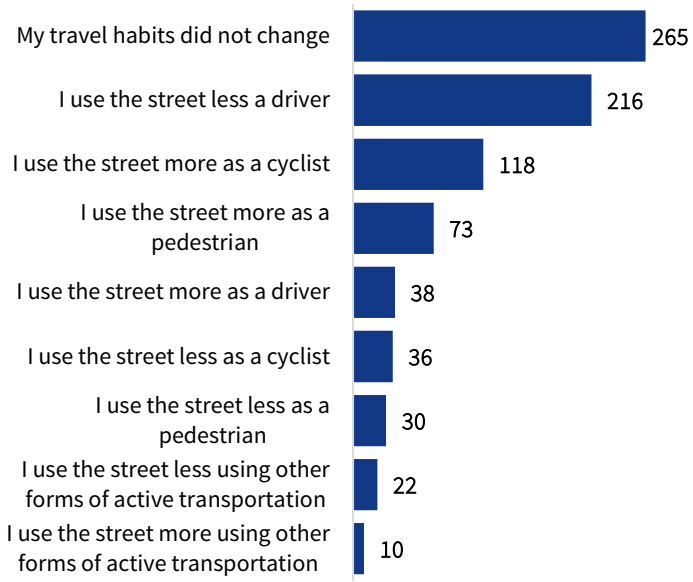
For street-by-street breakdown of responses, see Appendix B.

Change in use

Forty-five percent of all respondents said their travel habits were unchanged by the pilot. There was a decrease in how often drivers use the street (37 percent of drivers said they use it less) and increase in how often cyclists use it (20 percent of cyclists said they use it more) (Figure 1).

Figure 1: Change in travel habits

Have the changes on the street changed your transportation choices? Please check all that apply.



Total responses: 585

Active transportation issues

Respondents who use the street as a pedestrian, cyclist, or using other active transportation modes sometimes or often on the pilot streets were asked if they were currently experiencing any issues using the street. Forty-one percent said 'yes' and 59 percent said 'no' (460 respondents).

The most common issues for pedestrians and cyclists are:

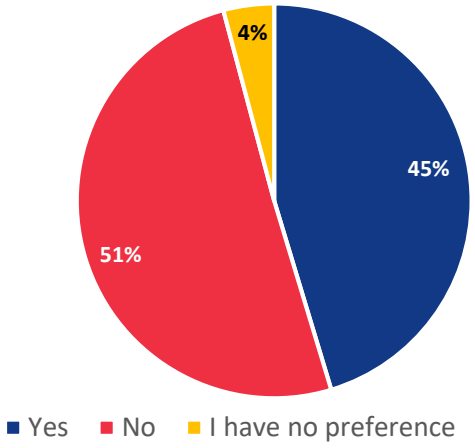
1. Speeding vehicles/dangerous driving (43 comments)
2. Roads in need of repair/potholes (28 comments)
3. Concerns related to traffic calming circles (23 comments)

Views on making the changes permanent

All respondents were asked if they support making the reduced speed limit and traffic calming measures permanent. Forty-five percent of all respondents said 'yes', 51 percent said 'no', and four percent had 'no preference' (587 respondents) (Figure 2).

Figure 2: Overall views

Would you support making the reduced speed limit and traffic calming measures a permanent change?



Total responses: 587

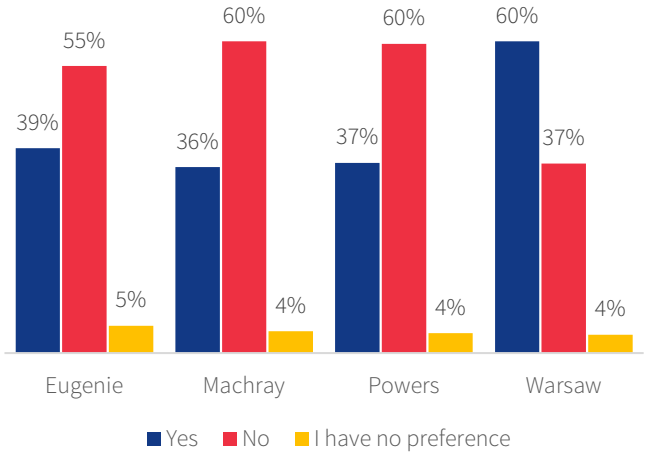
However, the results varied by street, connection to the street, and use of the street.

Views by neighbourhood greenway street

Overall, respondents showed the highest level of support to make the changes permanent on Warsaw Avenue, at 60 percent (120 respondents) (Figure 3).

Figure 3: Views by street

Would you support making the reduced speed limit and traffic calming measures a permanent change?



Total responses: 587

Views by connection to the neighbourhood greenway street

Those who identify as on-street residents were most supportive of making the changes permanent (59 percent of those who identified as a resident or 122 respondents indicated they support a permanent change) (Figure 4).

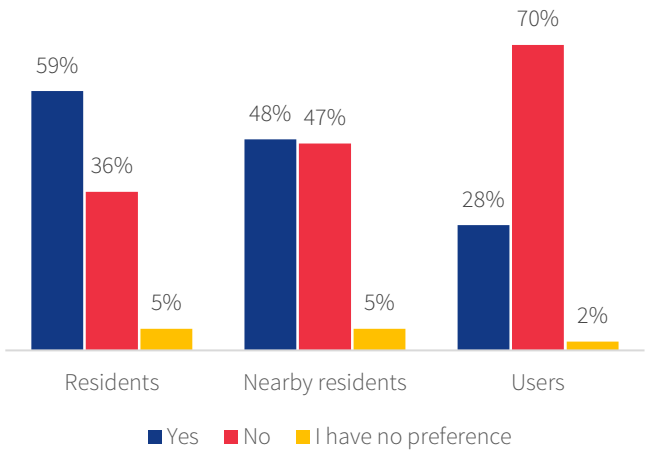
Resident support varied by street:

- Eugenie Street: 46 percent of respondents who identified as on-street residents
- Machray Avenue: 63 percent of respondents who identified as on-street residents
- Powers Street: 33 percent of respondents who identified as on-street residents Warsaw Avenue: 73 percent of respondents who identified as on-street residents

Respondents who use but do not live on or nearby the pilot streets showed the lowest level of support for permanent changes (28 percent of those who identified as a user or 151 respondents) (Figure 4).

Figure 4: Views by connection

Would you support making the reduced speed limit and traffic calming measures a permanent change?



Total responses: 587

For a full street-by-street analysis comparing views by connection to each street, see Appendix A.

Views by use of the neighbourhood greenway streets

Respondents who often use the streets as cyclists showed the highest level of support for permanent change (70 percent of respondents who cycle the route or 136 respondents) (Figure 5).

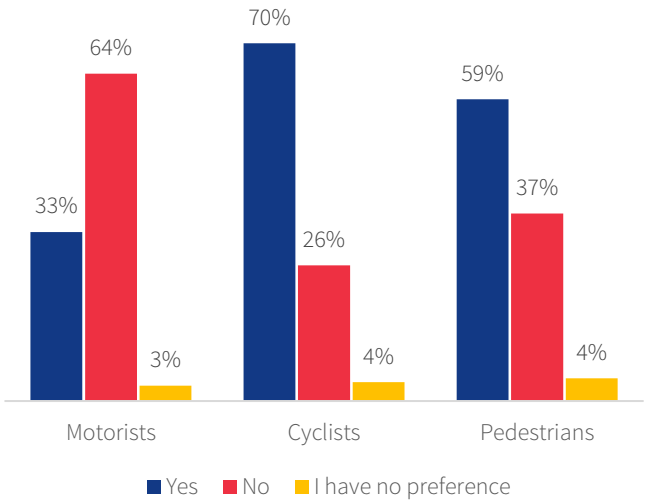
Cyclist support varied by street:

- Eugenie Street: 68 percent of those who said they cycle the route
- Machray Avenue: 53 percent of those who said they cycle the route
- Powers Street: 57 percent of those who said they cycle the route
- Warsaw Avenue: 80 percent of those who said they cycle the route

Respondents who often use the streets as motorists showed the lowest level of support for permanent change (just 33 percent of respondents who drive the street or 109 of 330 respondents) (Figure 5).

Figure 5: Views by use

Would you support making the reduced speed limit and traffic calming measures a permanent change?



Total responses: 690

For a full street-by-street analysis comparing views by use of each street, see Appendix A.

What We Heard	How It Was Considered
Survey respondents noted concerns that the traffic calming measures pushed traffic onto neighbouring streets and lanes, creating an increase in traffic and dangerous driving on other streets.	We recognize this can be an unintended consequence of designating a route as a neighbourhood greenway. While neighbouring streets were not monitored as part of this program, we will assess these impacts if routes are made permanent. We may need to intervene further if volumes become too high on neighbouring streets.
Motorists are the least supportive of the pilot, and find the traffic calming measures to be inconvenient.	This is a desired outcome of the neighbourhood greenway concept as cycling is prioritized on these streets and lower

	vehicle volumes make cycling more comfortable. While these routes may be inconvenient for motorists, they are a key part of the bike network. Inconvenience to motorists is an acceptable trade-off for the safety benefit provided to all road users.
One of the main concerns is people do not like to go over speed humps. This is a concern heard from both motorists and cyclists.	This is a desired outcome of the neighbourhood greenway concept as routes are designed to be less desirable for motor vehicles. We explored a modified speed hump design that leaves a passage for bikes, but found this to not be sustainable from a maintenance perspective. The overall benefit of the speed humps outweighs the discomfort of going over them.
Traffic calming circles are a concern for respondents. Many motorists find them confusing, and they are a safety concern for cyclists and pedestrians because motorists do not always yield.	The City is undertaking a review of traffic circles on neighbourhood greenways.
On all four pilot streets, respondents reported that many motorists continue to speed, ignoring the reduced speed limit. Some respondents reported that motorists are frustrated with the measures, causing them to drive more dangerously than before.	Vehicle speeds were found to be within acceptable operating parameters. At least 85 percent of drivers travelled between 29 km/h and 35 km/h. We will continue to monitor vehicle speeds on the routes and consider additional traffic calming or other measures as required.
On all four pilot streets, respondents reported the roads need repair and maintenance, as the current conditions cause safety concerns.	The pavement on these roads is managed the same as all local roads and will be maintained according to the City's pavement renewal program.
Some respondents feel the traffic calming measures are unnecessary and question whether there is data to back up the reduction in speed.	The traffic calming measures are required to force driver compliance with the speed limit. Signage alone would require increased and ongoing enforcement.
Respondents who commented on Powers Street noted the barricade at Inkster Boulevard has created more traffic on other streets and lanes, and causes dangerous driving in the area. In particular, traffic around the park has increased due to shortcutting, creating safety concerns for kids using the park.	Periodically diverting motorists away from neighbourhood greenways is sometimes necessary. The median closures on Powers Street at Inkster Boulevard and Burrows Avenue divert vehicle volumes and create a safer staging area for cyclists as they cross the street. The barricades will remain in place for now, but we will conduct follow up assessments to determine the impacts on adjacent streets and decide whether alternate solutions may be appropriate.

Next Steps

Findings of this public engagement report will be included in a report to Council in Spring 2022. The administrative report will include traffic data collected throughout the pilot and recommendations for the future of reduced-speed neighbourhood greenways.

Appendices

Appendix A – Street-by-street analysis by connection and use
Appendix B – Pilot views by street
Appendix C – Postcard notification
Appendix D – On-street signage
Appendix E – Pop-up event notes
Appendix F – Online survey results