Minutes – Executive Policy Committee – March 13, 2023

Report – Standing Policy Committee on Public Works – March 7, 2023

Item No. 6 2022 Enhanced Summer Bike Route Results and Recommendations

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Public Works, as amended, and submitted the following to Council:

1. That the following routes be designated as Enhanced Summer Bike Routes, subject to the distinctive treatments set out below and in accordance with the 2023 and Beyond Enhanced Summer Bike Route Program parameters set out in Appendix A to this report:

    A. Churchill Drive from Hay Street to Jubilee Avenue, with a posted speed limit set to 30 km/h, turn restrictions and/or road closures for motor vehicle traffic at select locations, and informational barricades;

    B. Kilkenny Drive from Burgess Avenue to Kings Drive, with a posted speed limit set to 40 km/h, turn restrictions and/or road closures for motor vehicle traffic at select locations, and informational barricades;

    C. Kings Drive from Kilkenny Drive to Patricia Avenue, with a posted speed limit set to 40 km/h, and informational barricades;

    D. Lyndale Drive from Cromwell Street to Gauvin Street, with a posted speed limit set to 30 km/h, turn restrictions and/or road closures for motor vehicle traffic at select locations, and informational barricades;

    E. Wellington Crescent from Academy Road to the East Terminus of Academy Road/South Terminus of Maryland Street, with a posted speed limit set to 30 km/h, turn restrictions and/or road closures for motor vehicle traffic at select locations, and informational barricades; and

    F. Wolseley Avenue from Raglan Road to 15m East of the East Property Line of Maryland Street, with a posted speed limit set to 30 km/h, motor vehicle traffic limited to one block, and informational barricades.

Report – Standing Policy Committee on Public Works – March 7, 2023

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

2. That the City Solicitor and Director of Legal Services be instructed to prepare such by-law amendments as are necessary to implement Recommendation 1 of this report and bring same directly to Council for enactment.

3. That the Winnipeg Public Service be directed to prioritize these six locations and study ways to enact infrastructure modifications to reduce speeds along these routes.

4. 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 – March 7, 2023

DECISION MAKING HISTORY:

Moved by Councillor Lukes,

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

Carried

Moved by Councillor Lukes,

That the recommendation of the Standing Policy Committee on Public Works be concurred in with the following amendment:

- In Recommendation 1.C., delete the words "30 km/h" and replace with "40 km/h".

and forwarded to Council.

Yea:	Gillingham, Browaty, Lukes, Mayes, Orlikow, Rollins	6
Nay:		0

Carried

STANDING COMMITTEE RECOMMENDATION:

On March 7, 2023, the Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- In Recommendation 1.A., delete the words "40 km/h" and replace with "30 km/h"
- In Recommendations 1.C. – 1.E., delete the words "40 km/h" and replace with "30 km/h"
- Add the following new Recommendation 3 and renumber the remaining accordingly:

  "3. That the Winnipeg Public Service be directed to prioritize these six locations and study ways to enact infrastructure modifications to reduce speeds along these routes."

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

Report – Standing Policy Committee on Public Works – March 7, 2023

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

The following persons submitted communications with respect to the matter:

- Atul Sharma
- Sharon Kirk
- Kathrin Moncaster
- Bill McFetridge
- David Grant

ADMINISTRATIVE REPORT

Title: 2022 Enhanced Summer Bike Route Results and Recommendations

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

AUTHORIZATION

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

EXECUTIVE SUMMARY

The Enhanced Summer Bike Route (ESBR) program was initially implemented in 2020 as rapid response to provide outdoor recreational opportunities during the COVID-19 pandemic. In the two years since its inception, the program has been successful in providing enhanced cycling opportunities for recreational and commuting users. However, based on user data and public feedback, the time has now come to introduce some permanency to at least some of the routes.

To coincide with the opening of summer bike routes for the 2023 season, the Public Service recommends converting 10 previous ESBRs to full-time, permanent neighbourhood greenways with 30 km/h speed limits and physical traffic calming measures. The remainder of the routes are recommended to remain ESBRs until a further study can be conducted to achieve an acceptable permanent design. This report presents the results of the 2022 ESBR program and recommended plans for the future of the program.

2023 Enhanced Summer Bike Route Program
The Public Service recommends that the ESBR program continue in 2023 and beyond. The 2023 ESBR program is proposed to include streets that could not easily be converted to a neighbourhood greenway or upgraded with other permanent cycling infrastructure without an in-depth study. The recommended routes require more significant traffic diversion to reduce vehicle volumes to levels appropriate for shared use with cyclists. These routes are wider collector streets that were found to operate with higher than desirable speeds.

The Public Service recommends the routes and associated treatments presented in Table 4 and Appendix A), and for the ESBR program going forward. These routes are recommended to operate between May 1 and Thanksgiving Day. Speed limits would be in effect 24 hours a day, while other signage and restrictions would be in place for a more limited period, as outlined in this report.

Neighbourhood Greenway Referral
Converting 10 ESBRs to full-time reduced-speed neighbourhood greenways will provide better service to users than continuing the routes as part of the ESBR program. It will be more cost effective over time and will free up staff time for other tasks. This move aligns with the Pedestrian and Cycling Strategies as these 10 routes are either existing or proposed neighbourhood greenways that had been incorporated into the ESBR program to accommodate more areas of the City and users.

The reduced speed limit would be implemented in 2023 with traffic calming elements constructed in the 2023 and 2024 seasons. At the time of this report, a construction delivery method is still being explored. The following routes have been referred to the *Neighbourhood Greenway Reduced Speed Pilot Results and Recommendations Report* where they are proposed to become full-time neighbourhood greenways:

a. Egerton Road between the southern terminus and Morier Avenue

b. Alexander Avenue between Arlington Street and Princess Street

c. Youville Street between Marion Street and Haig Avenue

d. Ruby Street from Palmerston Avenue to Portage Avenue / Banning Street from Portage Avenue to Notre Dame Avenue.

e. Kildonan Drive between Helmsdale Avenue and the northern terminus

f. Ravelston Avenue between Wayoata Street and Plessis Road

g. Linwood Street between Portage Avenue and Silver Avenue

h. Harbison Avenue West between Henderson Highway and the eastern terminus

i. Rover Avenue between Hallet Street and Angus Street

j. Scotia Street and St. Cross Street between Armstrong Avenue and Anderson Avenue, including one-block segments on Leila Avenue, Marymound Way, Forrest Avenue and Cathedral Avenue

RECOMMENDATIONS

1. That the following routes be designated as Enhanced Summer Bike Routes, subject to the distinctive treatments set out below and in accordance with the 2023 and Beyond Enhanced Summer Bike Route Program parameters set out in Appendix A to this report:

    A. Churchill Drive from Hay Street to Jubilee Avenue, with a posted speed limit set to 40 km/h, turn restrictions and/or road closures for motor vehicle traffic at select locations, and informational barricades;

    B. Kilkenny Drive from Burgess Avenue to Kings Drive, with a posted speed limit set to 40 km/h, turn restrictions and/or road closures for motor vehicle traffic at select locations, and informational barricades;

    C. Kings Drive from Kilkenny Drive to Patricia Avenue, with a posted speed limit set to 40 km/h, and informational barricades;

D. Lyndale Drive from Cromwell Street to Gauvin Street, with a posted speed limit set to 40 km/h, turn restrictions and/or road closures for motor vehicle traffic at select locations, and informational barricades;

E. Wellington Crescent from Academy Road to the East Terminus of Academy Road/South Terminus of Maryland Street, with a posted speed limit set to 40 km/h, turn restrictions and/or road closures for motor vehicle traffic at select locations, and informational barricades; and

F. Wolseley Avenue from Raglan Road to 15m East of the East Property Line of Maryland Street, with a posted speed limit set to 30 km/h, motor vehicle traffic limited to one block, and informational barricades.

2. That the City Solicitor and Director of Legal Services be instructed to prepare such by-law amendments as are necessary to implement Recommendation 1 of this report and bring same directly to Council for enactment.

3. 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 April 28, 2022, Council approved Extending the Sunday / Holiday Bicycle Route – 2022 Enhanced Summer Bike Route Program.

This report provides results of the 2022 Enhanced Summer Bike Route program, including details on the observations, logistics and maintenance, data collected and public feedback. Based on these results, the Public Service is recommending new parameters for the Enhanced Summer Bike Route program going forward, including by-law amendments. Council approval is required for by-law amendments.

IMPLICATIONS OF THE RECOMMENDATIONS

The 2022 Enhanced Summer Bike Route program cost approximately $159,000 and was funded by the 2022 Pedestrian and Cycling Program. The cost of the 2023 program is expected to be substantially less due to the streets being recommended to become full-time neighbourhood greenways.

HISTORY/DISCUSSION

BACKGROUND

The Enhanced Summer Bike Route (ESBR) program was initially implemented in 2020 as rapid response to provide outdoor recreational opportunities during the COVID-19 pandemic. In the two years since its inception, the program has been successful in providing enhanced cycling opportunities for recreational and commuting users. However, based on user data and public

feedback, the time has now come to introduce some permanency to at least some of the routes. To coincide with the opening of summer bike routes for the 2023 season, the Public Service recommends converting 10 previous ESBRs to full-time, permanent neighbourhood greenways with 30 km/h speed limits and physical traffic calming measures. The remainder of the routes are recommended to remain ESBRs until further study can be conducted to achieve an acceptable permanent design.

This report presents the results of the 2022 ESBR program and recommended plans for the future of the program. The table below provides a summary of treatments and how the 2022 ESBRs operated.

Table 1: 2022 Enhanced Summer Bike Route Treatments

ESBR Street	Speed Limit [1]	Informational Barricades	Turn Restrictions and/or Road Closures for Motor Vehicle Traffic at Select Locations [2]	Paint the Pavement [3]
Alexander Avenue	30	Yes	N/A	N/A
Churchill Drive	30	Yes	Yes	Yes
Egerton Road	30	Yes	N/A	N/A
Harbison Avenue W	30	Yes	N/A	N/A
Kildonan Drive	30	Yes	N/A	N/A
Kilkenny Drive	30	Yes	Yes	Yes
Linwood Street	30	Yes	N/A	N/A
Lyndale Drive	30	Yes	Yes	Yes
Ravelston Avenue	30	Yes	N/A	N/A
Rover Avenue	30	Yes	N/A	N/A
Ruby Street / Banning Street	30	Yes	N/A	N/A
Scotia Street	30	Yes	N/A	N/A
Wellington Crescent	30	Yes	Yes	Yes
Wolseley Avenue*	30	Yes	N/A	Yes
Youville Street	30	Yes	N/A	N/A

Parameters:
*Wolseley Avenue had motor vehicle traffic limited to one block. This restriction prohibited the operation of motor vehicles on enhanced summer bike routes by no more than one block of travel subject to the exceptions set out under s. 17.1(4) of the Traffic By-law No. 1573/77. The restriction was in effect between 7:00 a.m. and 9:00 p.m. on:

a. any Saturday or Sunday from May to October; and
b. Victoria Day, Labour Day, and Thanksgiving Day; and
c. any day during July and August.

[1] Speed limits were in effect 24 hours per day from May to October.
[2] Turn restrictions and/or road closures were in effect at select locations between 7:00 a.m. and 9:00 p.m. on:

a. any Saturday or Sunday from May to October; and
b. Victoria Day, Labour Day, and Thanksgiving Day; and

c. any day during July and August.

[3] The Paint the Pavement program used signage and paint to create temporary traffic calming measures on these routes. Paint the Pavement was in place between August and October.

2022 PROGRAM EVALUATION

The Public Service monitored the number of cyclists using the routes and both vehicle volumes and operating speeds, and also conducted a public engagement survey to determine residents' opinions on the future of the routes.

Traffic data

In July 2022, cyclist count stations were placed at each of the 15 routes during various operating hours. Both weekday and weekend data were collected at all but five routes, where weekend data collection was not feasible due to limited resources. Unfortunately, the data logger failed at four locations and, as a result, replacement counts were not able to be undertaken while the routes were in operation.

Table 2: 2022 ESBR cyclist count data

Street	Daily cyclists (weekday/weekend)
Alexander Avenue	No data*
Churchill Drive	106/103
Egerton Road	162/153
Harbison Avenue W	32/29
Kildonan Drive	No data*
Kilkenny Drive	198/164
Linwood Street	No data*
Lyndale Drive	230/191
Ravelston Avenue	21/no count**
Ruby Street / Banning Street	No data*
Rover Avenue	499/339
Scotia Street	293/no count**
Wellington Crescent	835/no count**
Wolseley Avenue	537/no count**
Youville Street	147/no count**

*Data logger failure

**Weekend counts not completed due to limited resources.

Vehicle volume counts took place in spring, summer, and fall. The table below presents the monitored 85th percentile speed (the speed at which or below 85 percent of vehicles travelled) and the average daily traffic volume.

Table 3: 2022 ESBR vehicular speed and volume monitoring data

ESBR street segment	Speed collection date	85th percentile speed	Traffic volume
Churchill – Day to Cockburn	September 2022	46	1,392
Churchill – Hay to Eccles	September 2022	48	911
Churchill – Hay to Eccles	May 2022	48	424 (weekend)
Kilkenny- Colindale to Rice	September 2022	42	671
Kilkenny- Colindale to Rice	May 2022	43	190 (weekend)
Lyndale – Claremont to Ferndale	May 2022	42	184 (weekend)
Lyndale – Claremont to Monk	October 2022	43	680
Lyndale – Cromer to Walmer	September 2022	44	775
Wellington – Academy to Lanark	May 2022	45	304 (weekend)
Wellington – Academy to Lanark	September 2022	40	1,432
Wellington – Waverley to Oxford	May 2022	41	206 (weekend)
Wolseley – Basswood to Sprague	May 2022	36	272 (weekend)
Alexander – Bushnell to Gunnell	May 2022	35	157 (weekend)
Egerton – Essex to Ellesmere	September 2022	33	321
Harbison – Roch to Watt	August 2022	41	399
Ravelston – Brewster to Hoka	May 2022	42	238 (weekend)
Rover – Barber to Prince Edward	May 2022	36	156 (weekend)
Scotia – Inkster to Landsdowne	August 2022	34	252
Scotia – Seven Oaks to Jefferson	August 2022	38	639

The table above reports multiple streets that operated above the posted speed limit of 30 km/h. This issue will be addressed through the proposed future recommendations for each street.

Public feedback

An online survey was open November 17 to December 8, 2022, to allow Winnipeggers to share their thoughts on the future of the program. It was promoted by news release, social media, emails to over 300 project subscribers, emails to public engagement newsletter subscribers, and a postcard delivered to 41,705 fronting and area residents. The survey had 2,447 responses from 1,618 respondents.

The survey asked respondents to provide comment on a single route, but allowed the opportunity to submit more than one survey. Questions focused on two primary themes: satisfaction with the 2022 program on the relevant route and thoughts on the route's future.

Given the opportunity to rank their satisfaction on a sliding scale, respondents were somewhat satisfied or very satisfied with the conditions on every route except: Ravelston Avenue; Churchill Drive; Kilkenny Drive; and Lyndale Drive.

Relating to the future of each route, respondents were asked: *Council has directed that each route in the 2022 program be added to the Pedestrian and Cycling Strategies, which means that*

each will - in the future - be home to some type of bike infrastructure. Choose the statement that best reflects your feeling about the future of this particular route.

Respondents showed support for permanent measures on all routes except: Ravelston Avenue; Churchill Drive; Kilkenny Drive; Lyndale Drive; Wellington Crescent; and Wolseley Avenue.

Paint the Pavement

After reviewing speed data and traffic volumes in May and June, it was determined that additional traffic calming measures should be considered on up to four routes due to the number of vehicles travelling at speeds excessive of 40 km/h; Wellington Crescent, Churchill Drive, Lyndale Drive, and Kilkenny Drive.

One form of accepted traffic calming is on-street paint that approximates physical traffic calming measures to narrow the roadway in an attempt to slow traffic. The Public Service determined this to be an appropriate course of action for the routes in question, and in August engaged local artists to install temporary murals to this effect at multiple locations along each of the four routes.

Treatments included painted curb bump-outs, median islands, and channelization of intersections; this intervention was called “Paint the Pavement.” Employing local artists to create on these areas of the road served the additional benefit of creating a visually interesting street in an effort to enhance the overall experience for all users.

Sixteen artists were engaged in Paint the Pavement, which was coordinated by Cool Streets Winnipeg and Centre Culturel Franco-Manitobain. Installation locations were determined and designed by the Public Service, which also painted outlines of the various traffic calming measures to ensure technical accuracy before the artists filled them in with their artwork.

FUTURE IMPLEMENTATION

The Public Service believes there are two paths of appropriate next steps for the 14 2022 ESBR routes: either conversion to a neighbourhood greenway or continuation of the 2022 program with modifications. The following sections outline which path is recommended for each route.

Converting Enhanced Summer Bike Routes to Neighbourhood Greenways

Neighbourhood greenways (also known as bicycle boulevards) are a critical component of a city’s bike network. Neighbourhood greenways are on-street routes designated to comfortably and safely move both cyclists and pedestrians *and* motor vehicles. Greenways are appropriate on local roads and some collector roads, and 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. These components work together as a system that results in a street that has low traffic volumes and speeds, which in turn creates a safe and comfortable cycling environment.

Converting 10 ESBRs to full-time reduced-speed neighbourhood greenways will provide better service to users than continuing the routes as part of the ESBR program, be more cost effective over time, and free up staff time for other tasks. This move aligns with the Pedestrian and Cycling Strategies as these 10 routes are either existing or proposed neighbourhood greenways that had been inserted into the ESBR program out of convenience and timeliness. Data collected during the 2020-22 ESBR seasons shows traffic volumes and speed on the 10 routes to be within (or close to) the acceptable operating parameters for a neighbourhood greenway (30km/h operating speed and under 1,000 vehicles per day). Some routes were found to

operate above 40km/h; this is expected to be addressed with the addition of permanent traffic calming. Routes will be monitored to ensure acceptable operating parameters are achieved.

The reduced speed limit would be implemented in 2023 with traffic calming elements constructed in the 2023 and 2024 seasons. At the time of this report, a construction delivery method is still being explored. The following routes have been referred to the *Neighbourhood Greenway Reduced Speed Pilot Results and Recommendations Report* where the Public Service is proposing they become full-time neighbourhood greenways:

a. Egerton Road between the southern terminus and Morier Avenue

b. Alexander Avenue between Arlington Street and Princess Street

c. Youville Street between Marion Street and Haig Avenue

d. Ruby Street from Palmerston Avenue to Portage Avenue / Banning Street from Portage Avenue to Notre Dame Avenue

e. Kildonan Drive between Helmsdale Avenue and the northern terminus

f. Ravelston Avenue between Wayoata Street and Plessis Road

g. Linwood Street between Portage Avenue and Silver Avenue

h. Harbison Avenue West between Henderson Highway and the eastern terminus

i. Rover Avenue between Hallet Street and Angus Street

j. Scotia Street and St. Cross Street between Armstrong Avenue and Anderson Avenue, including one-block segments on Leila Avenue, Marymound Way, Forrest Avenue and Cathedral Avenue

Further information on these routes and rationale for the recommendation can be found in the *Neighbourhood Greenway Reduced Speed Pilot Results and Recommendations Report*.

Continuation of the ESBR program in 2023 and beyond
The Public Service recommends that the ESBR program continue on five routes, as presented in this report, for 2023 and beyond.

The proposed 2023 ESBR program includes streets that are not easily converted to a neighbourhood greenway or other permanent cycling facility without an in-depth study. Lyndale Drive, Wellington Crescent, Churchill Drive and Kilkenny Drive require traffic diversion to encourage low traffic volumes (as noted above operated at higher than desirable speeds), and therefore are not appropriate candidates for neighbourhood greenways without further study and design. Also, as noted above, Wolseley Avenue was the only 2022 route that included a one-block restriction for vehicles, which was the highest level of traffic diversion on any route. This treatment is recommended to continue in 2023.

The program will continue as below in perpetuity without the requirement for ongoing public engagement. The 2022 ESBR survey was the third time the public and fronting/area residents

were polled about the program. The Public Service is poised to move forward with the recommendations in this report and continue the ESBR program until permanent infrastructure can be studied and implemented on each of the five continuing routes.

The following streets are proposed to operate as Enhanced Summer Bike Routes. The table below presents the proposed ESBRs for 2023, along with the parameters for the proposed ESBRs.

Table 4: 2023 and Beyond Enhanced Summer Bike Route Program Recommended Treatments

Street	From	To	Speed Limit (km/h) [2]	Motor Vehicle Traffic Limited to One Block [3]	Turn Restrictions and/or Road Closures for Motor Vehicle Traffic at Select Locations [4]	Informational Barricades [5]
Churchill Drive	Hay Street	Jubilee Avenue	40	No	Yes	Yes
Kilkenny Drive	Burgess Avenue	Kings Drive	40	No	Yes	Yes
Kings Drive	Kilkenny Drive	Patricia Avenue	40	No	No	Yes
Lyndale Drive	Cromwell Street	Gauvin Street	40	No	Yes	Yes
Wellington Crescent	Academy Road	East Terminus of Academy Road/South Terminus of Maryland Street	40	No	Yes	Yes
Wolseley Avenue	Raglan Road	15m East of the East Property Line of Maryland Street	30	Yes	No	Yes

[1] The treatments set out in this table will begin in 2023, and will come into effect annually on an indefinite basis.
[2] Speed limits on enhanced summer bike routes will be in effect 24 hours per day beginning on May 1 and ending on Thanksgiving Day each year.
[3] This treatment prohibits the operation of motor vehicles on enhanced summer bike routes, subject to the exceptions currently set out under s. 17.1(4) of the Traffic By-law No. 1573/77. This treatment will be in effect between 7:00 a.m. and 9:00 p.m. on the following days each year:

a. any Saturday or Sunday from May 1 to Thanksgiving Day, inclusive;
b. Victoria Day, Labour Day, the National Day for Truth and Reconciliation, and Thanksgiving Day; and
c. any day during July and August.

[4] The Director of Public Works will have the discretion to determine the location of turn restrictions and/or road closures, which will be in effect at select locations between 7:00 a.m. and 9:00 p.m. on the following days each year:

a. any Saturday or Sunday from May 1 to Thanksgiving Day, inclusive;

b. Victoria Day, Labour Day, the National Day for Truth and Reconciliation, and Thanksgiving Day; and
c. any day during July and August.

[5] The Director of Public Works will have the discretion to determine the location of barricades that will be installed at strategic locations to inform motorists that they are on an enhanced summer bike route. These barricades will be for informational purposes and will not restrict any form of travel. Informational barricades will be placed on the road surface of these enhanced summer bike routes between 7:00 a.m. and 9:00 p.m. on the following days each year:

a. any Saturday or Sunday from May 1 to Thanksgiving Day, inclusive;
b. Victoria Day, Labour Day, National Day for Truth and Reconciliation, and Thanksgiving Day; and
c. any day during July and August.

Key changes

- The future operation of these routes requires changes from how they operated in 2022. The changes result from analysis of data, public feedback, and feedback from internal City stakeholders. Lyndale Drive, Wellington Crescent, Churchill Drive and Kilkenny Drive are proposed to include a posted speed limit of 40 km/h as opposed to 30 km/h.
- The ESBR program would end after the Thanksgiving weekend as opposed to after Halloween.
- The Paint the Pavement component will not continue.
- Wolseley Avenue to remain as-was in 2022 while the next phase of the WalkBike study is undertaken.

Revised speed limits

The 2022 pilot evaluation revealed poor compliance with 30 km/h speed limit on four routes:

- Churchill Drive – 85th percentile speed of 48 km/h
- Kilkenny Drive – 85th percentile speed of 43 km/h
- Lyndale Drive – 85th percentile speed of 42 km/h
- Wellington Crescent – 85th percentile speed of 45 km/h

Typical operating speeds on these four routes were in the range of 40 km/h, reinforcing the fact that changing the speed limit alone does not always encourage a change in travel speed. These four routes are wider collector streets not designed to self-enforce a 30 km/h speed limit. This led to speed variation and may have provided a false sense of security to pedestrians and cyclists who expect motorists to be traveling at the 30 km/h speed limit. Promoting consistent speeds among road users is one of the guiding principles for setting speed limits in the City's Technical Guideline, as taken from the Transportation Association of Canada's Speed Management Guide (2016). Speed limits should be credible and set to match the intended function and physical characteristics of a roadway so that they align with road user expectations.

Temporary traffic calming installed partway through the program season did not have a clear impact on operating speeds (see additional discussion in the Paint the Pavement section below).

More fulsome traffic calming measures would be required to continue with a 30 km/h speed limit, which would require significant design work comparable in nature to developing a permanent traffic calming design. Resources required to operate a seasonal temporarily traffic calmed street would also be significant, as materials would need to be removed over the winter and reinstalled every spring. Since all ESBRs are included as future permanent routes in the

Pedestrian and Cycling Strategies, it would be more efficient to focus on developing a permanent design that could be implemented when resources became available. The recommendation from the Public Service is to operate these four ESBRs with a 40 km/h speed limit in the interim, until a permanent design is developed and installed.

Revised timing

Recommended timing for the 2023 program is generally the same as 2022, with a few nuanced changes. Operation would begin in May as soon as weather and crews are available, and the routes would operate on weekends and statutory holidays (including Truth and Reconciliation Day) for May, June, September, and October and be full-time in July and August. A new end-date is proposed for the week after the Thanksgiving weekend to allow the Public Service to appropriately redirect required staff to focus on reopening construction closures for the winter season.

Paint the Pavement

In 2022, temporary traffic calming measures were installed in the form of painted traffic calming measures and signage on four routes (Wellington Crescent, Churchill Drive, Lyndale Drive, and Kilkenny Drive) to help improve compliance with the 30 km/h speed limit observed in May, June, and July. However, the painted traffic calming measures did not result in the intended outcome as there was no clear impact on operating speeds when the streets were monitored again in September. While the painted murals did provide aesthetic enhancements to the streets and were noted in the public survey results to “add character to the street”, they did not provide the desired traffic calming effect.

One reason that the painted murals may not have provided the desired effect of slowing motor vehicles is that minimal vertical elements (e.g. signs, pylons, and/or poly-posts) were used to delineate the narrowed sections of road. This led to decreased driver visibility of the painted traffic calming measure. As well, vehicles could still drive over the traffic calming measure instead of slowing and moving around it. If painted traffic calming measures are considered in future, the design should include numerous vertical elements (e.g. plastic poly-posts) to accentuate the painted area and further force drivers to avoid the traffic calming measure.

An additional reason may be the overall length of streets these temporary measures were trying to calm and the significant distances between road narrowing installations. This could, in future applications, be solved by grouping the installations closer together so that there is a cumulative impact resulting from their close proximity.

The recommendation to not implement Paint the Pavement may be revisited in the future if new opportunities, such as local community partnerships, present themselves.

Wolseley Avenue and the Wolseley to Downtown WalkBike Study

Phase two of the Wolseley to Downtown WalkBike study is currently on hold; however, this study is designed to explore Wolseley Avenue as a connection between existing protected bike lanes on Westminster Avenue and Omand Park. Continuing the 2022 ESBR conditions on Wolseley for 2023 will serve as a mechanism to re-open the study, facilitate discussion, and potentially consider other temporary treatments on route to developing a permanent design.

Other

The ESBR program and the Neighborhood Greenways program are two separate but related programs. For clarity, the implementation of the ESBR program only requires new signage and temporary barricades and does not include physical traffic calming measures. All physical traffic

calming measures referred to in this report are part of the Neighborhood Greenways program, which is being reported on separately.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 14, 2023

Project Name:

2022 Enhanced Summer Bike Route Results and Recommendations

First Year of Program **2023**

	2023	2024	2025	2026	2027
Capital					
Capital Expenditures Required	$ 50,583	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	50,583	-	-	-	-
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	$ 480	$ 961	$ 961	$ 961	$ 961
Less: Incremental Revenue/Recovery	2,083	-	-	-	-
Net Cost/(Benefit)	$ (1,603)	$ 961	$ 961	$ 961	$ 961
Less: Existing Budget Amounts	(1,603)	961	961	961	961
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: The implementation of the Enhanced Summer Bike Route program only requires new speed signage and temporary barricades and does not include physical traffic calming measures. The total estimated cost for speed signage and temporary barriers is $50,583 ($48,500 plus $2,083 overheads). This will be funded by the 2022 Pedestrian and Cycling Program (Public Works Capital Project #1832000122). Incremental Revenue / Recovery represent Departmental and administrative overheads. Direct costs represent debt financing charges.

All physical traffic calming measures referred to in this report are part of the Neighborhood Greenways program and not part of this program. As such, costs for physical traffic calming measures have not been included in the statement above.

J. Ruby, 2023-02-14

J. Ruby CPA, CA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services

OURWINNIPEG POLICY ALIGNMENT

2.1 Climate Action Targets - Meet and exceed greenhouse gas emissions reduction targets of 20 percent by 2030, relative to 2011, and net zero by 2050, by working towards partnerships with the community, businesses, and government bodies including Indigenous, Federal and Provincial governments.

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.

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.

Transportation Master Plan

Section 5.2 Active Transportation

Enabling strategies

n) Seek innovative and new partnerships to support AT programs and facilities

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

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

Strategic Opportunity #3 Advancing Sustainable Transportation 3.5 Reduce Traffic Congestion

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Action #1 Adopt a poverty reduction approach to service delivery

Action #2 Use poverty data to inform decision making

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: C. Baker, MCIP, RPP, Senior Active Transportation Planner / R. Peterniak, M.Sc., P.Eng., RSP1, Community Traffic Engineer / E. Dickson, MCIP, RPP, Livable Streets Specialist
Date: February 14, 2023

Attachments:

Appendix A – 2023 and Beyond Enhanced Summer Bike Route Program Parameters

Appendix B – Public Engagement Report

Appendix A:
2023 and Beyond Enhanced Summer Bike Route Program Parameters

1. The 2023 and Beyond Enhanced Summer Bike Route Program will begin in 2023 and will continue each subsequent year on an indefinite basis.

2. Speed limits on enhanced summer bike routes will be in effect 24 hours per day beginning on May 1 and ending on Thanksgiving Day each year.

3. The treatments limiting motor vehicle traffic to one block (prohibiting the operation of motor vehicles on enhanced summer bike routes subject to the exceptions currently set out under s. 17.1(4) of the Traffic By-law No. 1573/77) will be in effect on the following days each year:

    A. Any Saturday or Sunday from May 1 to Thanksgiving Day, inclusive;

    B. Victoria Day, Labour Day, the National Day for Truth and Reconciliation, and Thanksgiving Day; and

    C. Any day during July and August.

4. The Director of Public Works has the discretion to determine the location of turn restrictions and/or road closures, which will be in effect at select locations between 7:00 a.m. and 9:00 p.m. on the following days each year:

    A. Any Saturday or Sunday from May 1 to Thanksgiving Day, inclusive;

    B. Victoria Day, Labour Day, the National Day for Truth and Reconciliation, and Thanksgiving Day; and

    C. Any day during July and August.

5. The Director of Public Works has the discretion to determine the location of barricades that will be installed at strategic locations to inform motorists that they are on an enhanced summer bike route. These barricades will be for informational purposes and will not restrict any form of travel. Informational barricades will be placed on the road surface of these enhanced summer bike routes between 7:00 a.m. and 9:00 p.m. on the following days each year:

    A. Any Saturday or Sunday from May 1 to Thanksgiving Day, inclusive;

    B. Victoria Day, Labour Day, National Day for Truth and Reconciliation, and Thanksgiving Day; and

    C. Any day during July and August.