Agenda – Executive Policy Committee – December 5, 2023

Report – Standing Policy Committee on Public Works – November 21, 2023

Item No. 7 Lord Roberts Community Traffic Study – Final Report

STANDING COMMITTEE RECOMMENDATION:

On November 21, 2023, the Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That Cockburn Street South between Jubilee Avenue and Kylemore Avenue be designated as a permanent neighbourhood greenway with a reduced speed limit (30 km/h) in effect 24 hours per day, seven days per week on a permanent basis.

2. That Walker Avenue between Argue Street and Osborne Street be designated as permanent Neighbourhood Greenway with a reduced speed limit (30 km/h) in effect 24 hours per day, seven days per week on a permanent basis.

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

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

Agenda – Executive Policy Committee – December 5, 2023

Report – Standing Policy Committee on Public Works – November 21, 2023

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On November 21, 2023, 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.

David Grant submitted a communication with respect to matter:

STANDING COMMITTEE DECISION:

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.

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.

ADMINISTRATIVE REPORT

Title: Lord Roberts Community Traffic Study – Final Report

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

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Patman	J. Berezowsky	J. Speidel Acting	M. Jack

EXECUTIVE SUMMARY

This is the final report on the Lord Roberts Community Traffic Study and reflects the conclusion of the project. A previous report to the Standing Policy Committee on Public Works indicated solutions to be implemented in both the immediate term and on a trial basis and those to be explored in the long-term. This report focuses on the outcomes of four trial solutions implemented and monitored over the past year. The outcomes of the four trial solutions, combined with those previously reported on, reflect the long-term traffic plan for the Lord Roberts community.

The trial solution results are summarized below:

1. Neighbourhood greenway on Cockburn Street South
    - Operating speeds dropped to between 35 and 37 km/h. Implementing a 30 km/h regulatory speed limit is recommended to formalize this route as a permanent neighbourhood greenway.

2. Neighbourhood greenway on Walker Avenue
    - Operating speeds dropped to between 33 and 35 km/h. Implementing a 30 km/h regulatory speed limit is recommended to formalize this route as a permanent neighbourhood greenway.

3. School loading zone for Lord Roberts School
    - The school loading zone will remain in place in the long-term. Concerns regarding compliance with the signs and illegal parking behaviour will be managed through enforcement and education.

4. Time limited parking
    - Parking time-limits in place on Brandon Avenue, Carlaw Avenue, Hethrington Avenue, and Arnold Avenue will remain in place in the long-term. Residents reported finding it easier to find on-street parking; parking data confirmed limited impacts on adjacent streets.

RECOMMENDATIONS

1. That Cockburn Street South between Jubilee Avenue and Kylemore Avenue be designated as a permanent neighbourhood greenway with a reduced speed limit (30 km/h) in effect 24 hours per day, seven days per week on a permanent basis.

2. That Walker Avenue between Argue Street and Osborne Street be designated as permanent Neighbourhood Greenway with a reduced speed limit (30 km/h) in effect 24 hours per day, seven days per week on a permanent basis.

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

4. 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 September 15, 2021, the Standing Policy Committee on Infrastructure Renewal and Public Works directed the Public Service to report back in 2023 with the results of Phase 4 of the study, which will be the long-term traffic plan for Lord Roberts.

This report's recommendations to modify speed limits on Cockburn Street South and Walker Avenue require Council approval.

IMPLICATIONS OF THE RECOMMENDATIONS

The cost to install 30 km/h speed limit signage on Walker Avenue and Cockburn Street South is estimated at $890 and can be covered by the Department's existing operating budgets. There are no additional costs for traffic calming measures as they were installed during the trial and reported on at the September 15, 2021, meeting of the Standing Policy Committee on Infrastructure Renewal and Public Works. No new funding is required.

HISTORY/DISCUSSION

STUDY BACKGROUND

The Lord Roberts Community Traffic Study was initiated in 2018 following concerns from area residents about traffic speeds and volumes. The purpose of the study was to identify community traffic concerns, validate and qualify those concerns with real data, and develop and implement solutions to improve transportation in Lord Roberts. The study considered all modes of transportation, and focused on non-regional streets within the neighbourhood boundary. It was a collaborative effort between community members and the City of Winnipeg, with several rounds of public engagement and a Public Advisory Committee comprised of community representatives with diverse views, whom were consulted throughout the study.

In addition to improving transportation in Lord Roberts, this study also informed the development of the second stream of the City's Traffic Calming Program which focuses on community reviews and was approved by Council in December 2022.

The study was conducted in the following phases:

- Phase 1: Initiation;
- Phase 2: Identify issues and community priorities;
- Phase 3: Develop solutions;
- Phase 4: Implement and monitor solutions;
- Phase 5: Project close and ongoing monitoring.

A report presented at the September 15, 2021, meeting of the Standing Policy Committee on Infrastructure Renewal and Public Works outlined the details and results of Phases 1 through 3. This report focuses on the results of Phase 4 and reflects the conclusion of the project.

PHASE 4 RESULTS: IMPLEMENT AND MONITOR SOLUTIONS

The study had three categories of solutions:

1. Immediate: 21 solutions were implemented in Phase 3 and previously reported on at the September 15, 2021, meeting of the Standing Policy Committee on Infrastructure Renewal and Public Works.

2. Trial: four solutions were implemented on a trial basis and monitored over the past year. This report focuses on the trial results.

3. Long-term: seven solutions were identified for consideration in the long-term and/or as part of other projects subject to budget availability and City-wide priority. These were also reported on in the September 15, 2021, report.

The details and results of the four trial solutions are summarized below.

Neighbourhood greenway on Cockburn Street South

Cockburn Street South between Jubilee Avenue and Kylemore Avenue is identified as part of the secondary bicycle network in the draft Pedestrian and Cycling Strategies update (included as part of the Transportation Master Plan 2050 project). The route serves as a last-mile, community connection for the Lord Roberts neighbourhood and improves safe access for cyclists to McKittrick Park, Lord Roberts School, and Lord Roberts Community Centre. It also connects directly to the Seasonal Bike Route and multi-use path on Churchill Drive south of Jubilee Avenue.

Speed tables and a speed hump were installed on Cockburn Street South between Jubilee Avenue and Kylemore Avenue to enhance cyclist safety and reduce motorist speeds. Two school crosswalks were also installed on Cockburn Street to improve safety for students walking to and from Lord Roberts School. The speed limit remained at 50 km/h as part of the trial, as a separate pilot project was underway at the time that was evaluating 30 km/h neighbourhood greenways in other areas of the City.

Speed data was collected before and after these enhancements and is summarized in Table 1.

Table 1: Speeds before and after enhancements implemented on Cockburn Street South between Jubilee Avenue and Kylemore Avenue

Metric	Before Traffic Calming (2019)	After Traffic Calming (2022)	Change
Speed Limit	50 km/h	50 km/h	N/A
85th Percentile Speed	47 km/h	35 – 37 km/h	Reduced by 10 to 12 km/h
Average Speed	40 km/h	26 – 30 km/h	Reduced by 10 to 14 km/h

Operating speeds dropped considerably following the installation of traffic calming measures on Cockburn Street South. Prior to these improvements, the 85th percentile speed, which is the speed at which 85 percent of motorists travel at or below, was 47 km/h and the average speed was 40 km/h. After traffic calming measures were installed, the 85th percentile speed dropped to between 35 and 37 km/h, and the average speed dropped to between 26 and 30 km/h, which is a reduction of over 10 km/h.

On March 23, 2023, Council approved the implementation of 30 km/h neighbourhood greenways in accordance with a tiered system recommended by the Public Service. Cockburn Street South fits within the Tier 1 or high priority tier, since a study has been conducted to determine a neighbourhood greenway is an appropriate facility type. Traffic calming measures are already in place, so the only change needed is to reduce the speed limit to 30 km/h. As such, the Public Service recommends the speed limit be reduced to 30 km/h on Cockburn Street South between Jubilee Avenue and Kylemore Avenue to formalize the route as a neighbourhood greenway.

Neighbourhood Greenway on Walker Avenue

Walker Avenue between Walker Court/Argue Street and Osborne Street South is identified as part of the secondary bicycle network in the draft Pedestrian and Cycling Strategies update. Together with the neighbourhood greenway on Cockburn Street South, this route serves as a last-mile, community connection for the Lord Roberts neighbourhood and improves safe access for cyclists to McKittrick Park, Lord Roberts School, Lord Roberts Community Centre, and local shopping destinations. The western limit of Walker Avenue connects with the Southwest Transitway multi-use path. The draft Pedestrian and Cycling Strategies update identifies the route continuing east of Osborne on Oakwood Avenue into the Riverview neighbourhood where it connects with bike routes on Hay Street and Churchill Drive.

Speed humps were installed on Walker Avenue between Osborne Street and Walker Court/Argue Street to enhance cyclist safety and reduce motorist speeds. Similar to Cockburn Street South, the speed limit was not changed from 50 km/h as part of the trial.

Speed data was collected before and after traffic calming measures were installed and are summarized in Table 2.

Table 2: Speeds before and after enhancements implemented on Walker Street South between Osborne Street and Walker Court/Argue Street

Metric	Before Traffic Calming (2021)	After Traffic Calming (2022)	Change
Speed Limit	50 km/h	50 km/h	N/A
85th Percentile Speed	40 – 46 km/h	33 – 35 km/h	Reduced by 5 to 13 km/h
Average Speed	32 – 36 km/h	26 – 30 km/h	Reduced by 2 to 10 km/h

Operating speeds dropped following the installation of speed humps on Walker Street. Prior to these improvements, the 85th percentile speed ranged from 40 to 46 km/h and the average speed ranged from 32 to 36 km/h. After improvements were installed, the 85th percentile speed dropped to between 33 and 35 km/h, and the average speed dropped to between 26 and 30 km/h, which is a substantial reduction.

Similar to Cockburn Street South, Walker Street is also a Tier 1 or high-priority location for formalizing a 30 km/h neighbourhood greenway. Traffic calming measures are already in place, so the only change needed is to reduce the speed limit to 30 km/h. As such, the Public Service recommends the speed limit be reduced to 30 km/h on Walker Street between Walker Court/Argue Street and Osborne Street to formalize the route as a neighbourhood greenway.

School Loading Zone for Lord Roberts School

After consulting during Phase 3 engagement with the administration of Lord Roberts School and residents, a school loading zone was installed on a trial basis on the north side (school side) of Beresford Avenue. No Stopping signage was installed on the opposite side of the street, across from the school loading zone to ensure traffic could still pass by while loading occurred. The loading zone and no stopping zone only apply during school drop-off and pick-up times. Outside of school peak hours, parking remains on the south side of the street.

This loading zone allows students to be dropped off and picked up on the school side of the street. It provides a safer alternative to dropping off students on the non-school side of the street and having them cross midblock, between parked vehicles. This situation occurred frequently before the new loading zone was installed.

When the loading zone was installed, Lord Roberts School sent regular communications to parents and guardians about how to use the new loading zone properly.

Site visits and feedback from the school's administration confirmed the loading zone provided a safety improvement for students, as they could load on the school-side of the street. However, some motorists were observed to load within the No Stopping area on the opposite side of the

street, having students cross midblock. Residents also contacted the City via 311 and through the project email address to express concern with this illegal parking activity and its associated safety risk. These concerns can be addressed through a combination of enforcement and education.

In terms of enforcement, the Winnipeg Parking Authority are aware of this concern and will enforce illegal parking and stopping as resources and city-wide priorities allow. In terms of education, the Public Service will request that Lord Roberts School administration continue communicating to parents and guardians about appropriate pickup and drop off protocols. The loading zone will remain in place on an ongoing basis to provide a safe loading option for students.

Time-limited parking

Parking in the northern part of Lord Roberts was identified as a key issue for the area. In consultation with residents, a parking trial began in October 2022 to improve on-street parking availability. Two-hour parking limits were installed on Hethrington Avenue and Arnold Avenue. The parking limits applied Monday to Friday between the hours of 7:00 a.m. and 5:30 p.m. Brandon Avenue, Carlaw Avenue, and Nassau Street South already had parking limits in place. The trial was evaluated with parking data and community input.

A complete trial evaluation report is in Appendix A. Some highlights from the parking trial are outlined below.

- Parking data generally indicates parking availability improved with implementation of the trial. More spaces were available on streets with new time limits and there was limited evidence of significant spill-over (significantly increased parking activity) elsewhere in the neighbourhood.

- Residents found it easier to find parking during the trial and requested the continuation of time-limited parking.

- Some residents reported concerns with the trial resulting in parking congestion on adjacent streets. Significantly increased parking activity elsewhere in the neighbourhood was not captured in the parking data. However, there remains to be few spaces available on Daly Street South, north of Morley Avenue. Motorists parking too close to stop signs and intersections, in violation of existing by-laws, was also observed in this area. A combination of new signage and enforcement will help mitigate these concerns.

- Aversion to purchasing a parking pass continues to be an issue. Some residents indicated they should not have to pay to park on their own street. However, the annual permit fee reflects the cost of administering the Residential Parking Permit Program. Parking permits will not be provided for free and anyone without a permit should abide by the time limits.

- Survey respondents expressed frustration with transit workers utilizing on-street parking and suggested making parking in the Transit lot more affordable, or free for drivers. The vacancy rate for Transit’s employee parking lot dropped by 16 percent compared to the

rate in 2019, indicating more staff are parking in the employee parking lots. The lots are not at capacity and some space is still available for additional employee parking. Transit employee parking costs are affordable and charged as per our fees and charges schedule. Like staff in other City departments, Transit employees are expected to pay for parking if they want to have a guaranteed space near or at their workplace. Transit has confirmed memos are circulated to staff requesting they avoid parking on the street so as to limit impacts on the neighbourhood.

PHASE 5: PROJECT CLOSE AND ONGOING MONITORING

This is the final report on the Lord Roberts Community Traffic Study and reflects the conclusion of the project. This project launched in November 2018 and included four rounds of public engagement, consistent engagement with a Public Advisory Committee, as well as multiple rounds of data collection and analysis. The outcome has been the implementation of over 20 localized transportation and safety improvements. The Lord Roberts Community Traffic Study also informed the development of the community traffic calming process, the second main component of the City's Traffic Calming Program which was approved by Council in 2022.

Future traffic concerns that may arise in Lord Roberts will be reviewed in accordance with the City's policies and protocols. At this time, there are no plans for broad or large-scale traffic monitoring or additional rounds of public engagement as part of this project. Rather, the Public Service will shift focus to conducting community traffic studies in other priority neighbourhoods.

FINANCIAL IMPACT

Financial Impact Statement **Date:** September 27, 2023

Project Name: **First Year of Program** **2023**

Lord Roberts Community Traffic Study – Final Report

	2023	2024	2025	2026	2027
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
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	$ 890	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 890	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	890	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Direct costs represent estimated costs to install 30 km/h speed limit signage on Cockburn Street South and Walker Avenue. There are sufficient funds in the Public Works 2023 operating budget to install these signs.

J. Ruby, 2023-09-28

J. Ruby CPA, CA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services
- Transit

OURWINNIPEG POLICY ALIGNMENT

The recommendations within this report are consistent with policies that fit within four 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

This report is in alignment with the Winnipeg Climate Action Plan (WCAP) as per:

Directions 3.1 Increase Use and Efficiency of Public Transit Systems. Relevant actions include: Improve active transportation connectivity to transit services by installing sidewalks and cycling routes to link stops with the surrounding community.

Direction 3.4 Increase Active Transportation Rates. Relevant actions include: Prioritize capital investments in active transportation to establish connected and integrated corridors for walking and cycling, which includes a downtown bike grid 'hub' with 'spokes' of protected bike lanes radiating outward along with supporting infrastructure that includes bike racks, facilities, and lighting

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

This report is in alignment with the Winnipeg Poverty Reduction Strategy as per *Goal 5: Transportation System Equity is Enhanced* – the affordability and accessibility of transportation and transit service is increased through the implementation of pedestrian and cycling improvements.

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: R. Peterniak, M.Sc., P.Eng., RSP1, Community Traffic Engineer
Date: September 28, 2023

Attachments: Parking Trial Follow-up Pilot Evaluation and Community Engagement Summary