Minutes – Standing Policy Committee on Public Works – June 12, 2025

REPORTS

Item No. 12 Graham Avenue – Amendment to City of Winnipeg Traffic By-law No. 1573/77 and Speed Limit By-law No. 63/2019

STANDING COMMITTEE RECOMMENDATION:

The Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That the portions of Graham Avenue between Vaughan Street and Carlton Street and also between Fort Street and Main Street no longer be designated as Full Time Truck Routes.

2. That the Traffic By-law No. 1573/77 be amended in accordance with Recommendation 1 of this report, a draft of which is attached as Appendix A.

3. That the speed limit on Graham Avenue between Vaughan Street and Carlton Street be decreased from 50 km/h to 30 km/h.

4. That the Speed Limit By-law No. 63/2019 be amended in accordance with Recommendation 3 of this report, a draft of which is attached as Appendix B.

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

DECISION MAKING HISTORY:

Moved by Councillor Chambers,

That the recommendation of the Winnipeg Public Service be concurred in and forwarded to the Executive Policy Committee and Council.

Carried

Councillor Sharma was absent from the vote on the above motion.

ADMINISTRATIVE REPORT

Title: Graham Avenue – Amendment to City of Winnipeg Traffic By-law No. 1573/77 and Speed Limit By-law No. 63/2019

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

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Patman, P.Eng.	J. Berezowsky	T. Graham	T. Graham, Acting Interim CAO

EXECUTIVE SUMMARY

The Public Service will be piloting a new roadway configuration on Graham Avenue between Vaughan Street and Main Street in Summer 2025. The pilot will start after bus routing changes are made as part of the Primary Transit Network project.

Graham Avenue is a designated truck route. Neither the pilot nor the long-term vision for Graham Avenue (as put forward by CentrePlan 2050) are compatible with heavy truck traffic.

Therefore, the Public Service is recommending a By-law change to remove the Full Time Truck Route designation on Graham Avenue. A speed limit reduction to 30 km/h on Graham Avenue between Vaughan Street and Carlton Avenue is also recommended.

RECOMMENDATIONS

1. That the portions of Graham Avenue between Vaughan Street and Carlton Street and also between Fort Street and Main Street no longer be designated as Full Time Truck Routes.

2. That the Traffic By-law No. 1573/77 be amended in accordance with Recommendation 1 of this report, a draft of which is attached as Appendix A.

3. That the speed limit on Graham Avenue between Vaughan Street and Carlton Street be decreased from 50 km/h to 30 km/h.

4. That the Speed Limit By-law No. 63/2019 be amended in accordance with Recommendation 3 of this report, a draft of which is attached as Appendix B.

5. 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

Recommendations of this report require By-law amendments, which must be approved by Council.

IMPLICATIONS OF THE RECOMMENDATIONS

Adoption of Recommendation 1 of this report will result in an amendment to Traffic By-law No. 1573/77. There is no change to on-street signage required to remove the Full Time Truck Route designation and no associated operating cost with this change.

Adoption of Recommendation 3 of this report to change the speed limit will result in an amendment to Speed Limit By-law No. 63/2019. The estimated cost to install the necessary 30 km/h signage on Graham Avenue is $500, which will be funded through the Transportation Division Operating budget.

HISTORY/DISCUSSION

BACKGROUND

On June 27, 2024, Council approved the Primary Transit Network Service Implementation Plan. The plan includes a full network redesign of Winnipeg's transit route network. As part of the plan, all transit service will be removed from Graham Avenue between Vaughan Street and Garry Street. The Primary Transit Network Service Implementation Plan also included ancillary road network changes that prohibit motor vehicles (except buses) from completing a right turn from southbound Main Street to westbound Graham Avenue. The new transit service is scheduled to begin on June 29, 2025.

On September 26, 2024, Council adopted CentrePlan 2050 as the secondary plan for downtown Winnipeg. The plan states that with transit service mostly removed from Graham Avenue, "This provides an opportunity to re-imagine Graham Avenue as a key destination within the heart of a key sports and entertainment area. In the future, Graham Avenue will be a destination street with a linear park and plaza where people want to be; whether they are attending a street party, biking across Downtown, enjoying a patio, or simply breathing in the fresh air of a green or naturalized area" (p. 94).

CentrePlan 2050 includes Action 3.4.1 which states that the future design of Graham Avenue should be based on the following objectives:

- Placemaking;
- Bike connectivity;
- Encouraging infill development;
- Mixing transportation modes; and
- Greening the street.

The Public Service is currently working on the design of a pilot project for Graham Avenue to be implemented in summer 2025 once transit service is removed. This includes programming at the street level and some modifications as to how Graham Avenue will operate. Figure 1, below, shows the existing traffic operations in Graham Avenue.



Figure 1: Graham Avenue

Legend:

- Existing truck route and also passenger vehicles permitted
- Existing transit and cyclists only

TRAFFIC BY-LAW NO. 1573/77 AMENDMENT (TRUCK ROUTES)

Full Time and Part Time Truck Routes within the City of Winnipeg are listed in Schedules 1 and 2, respectively, of the City of Winnipeg Traffic By-law No. 1573/77. The purpose of the Truck Route network is to serve through truck traffic, to reduce the economic and environmental impact of trucks on residential streets, and to minimize the need to construct streets to a higher standard (thicker pavements/wider roadways) to carry large trucks on a regular basis.

The following segments of Graham Avenue are currently designated as Full Time Truck Routes:

- Vaughan Street to Carlton Street; and
- Fort Street to Main Street.

The function of Graham Avenue, as proposed in the long term CentrePlan 2050 vision and also in the pilot project being implemented in 2025, do not align with the intended purpose of a Truck Route. Additionally, the draft Winnipeg Transportation Master Plan 2050 also recommends removing these segments of Graham Avenue from the truck route network. The Public Service recommends that the aforementioned portions of Graham Avenue no longer be designated as a Full Time Truck Route.

SPEED LIMIT BY-LAW NO. 63/2019 AMENDMENT

Graham Avenue between Vaughan Street and Carlton Street is a four-lane undivided street. These three blocks are all relatively short at only approximately 90 metres between traffic signal control at each block. There is full-time parking in the curb lanes and curb bumpouts at several locations, reducing the cross-section to only two travel lanes. Graham Avenue between Vaughan Street and Carlton Street currently has a default speed limit of 50 km/h and permits mixed vehicle traffic with passenger vehicles, transit, and cyclists. The average weekday traffic volume is approximately 850 passenger vehicles per day (based on a 12-hour count from 2024 and excluding transit bus volumes).

As part of the pilot project for Graham Avenue, the entire length of Graham Avenue from Vaughan Street to Main Street will be a key bikeway connection. The three block segment of Graham Avenue between Vaughan Street and Carlton Street will have a “single-file-operation” shared lane for motor vehicles and bicycles. It will continue to accommodate motor vehicle traffic (as well as loading and parking) to access local businesses. This type of shared lane is similar to neighbourhood greenways throughout the city which have a speed limit of 30 km/h. The Public Service recommends that the speed limit be reduced to 30 km/h on Graham Avenue between Vaughan Street and Carlton Street.

FINANCIAL IMPACT

Financial Impact Statement

Date: April 16, 2025

Project Name:

First Year of Program **2025**

Graham Avenue – Amendment to City of Winnipeg Traffic By-law No. 1573/77 and Speed Limit By-law No. 63/2019

	2025	2026	2027	2028	2029
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	$ 500	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 500	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	500	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: The direct costs represent the estimated labour and materials costs to install the 30 km/h signage on Graham Avenue. There is sufficient funds in the 2025 Public Works Transportation Division Operating budget for this work.

J. Ruby, 2025-04-22

J. Ruby CPA, CA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services (as to legal issues)

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045

This report is in accordance with OurWinnipeg2045 as per:
Goal: Good Health and Well-Being

- ***Policy 3.17 Sustainable Transportation Connectivity:*** Prioritize enhancement 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.
- ***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 accordance with the Winnipeg Climate Action Plan (WCAP) as per Directions 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.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The recommendations within this report support *Goal 5: Transportation System Equity is Enhanced* through *Initiative 5.3 Walking and Biking Supports*. This initiative aims to prioritize road safety in areas of higher poverty.

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: Keenan Patmore, M.Sc., P.Eng., Regional Traffic Engineer
Date: April 23, 2025

Attachments: Appendix A – Draft amendment to the Traffic By-law No. 1573/77
Appendix B – Draft amendment to the Speed Limit By-law No. 63/2019