Agenda – Standing Policy Committee on Public Works – March 4, 2026

REPORTS

Item No. 9 Three-way Stop – Pandora Avenue East and Ravenhurst Street (Transcona Ward)

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That this report be received as information.

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On July 3, 2025, the Standing Policy Committee on Public Works directed the Winnipeg Public Service to conduct a traffic study at the intersection of Ravenhurst Street and Pandora Avenue East to determine if warrants are met for the installation of a three-way stop, and to report back to the Standing Policy Committee on Public Works in 150 days.

ADMINISTRATIVE REPORT

Title: Three-way Stop – Pandora Avenue East and Ravenhurst Street

Critical Path: Standing Policy Committee on Public Works

AUTHORIZATION

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

EXECUTIVE SUMMARY

The Public Service was asked to investigate installing a three-way (all-way) stop at the Pandora Avenue East and Ravenhurst Street intersection.

Staff reviewed traffic counts from March 2025. It was determined that the intersection meets the criteria for an all-way stop. However, installation is not recommended at this time due to:

- Potential traffic delays
- Limited safety benefits
- An existing development agreement for installing traffic signals at the intersection (as signals would be the preferred option should future traffic volumes warrant it)

Future development is planned for the area. The Public Service will conduct a traffic study in spring 2027 to assess the need for traffic signals. If traffic signals are needed, the Public Service will report back to the committee.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

On July 3, 2025, the Standing Policy Committee on Public Works directed the Winnipeg Public Service to conduct a traffic study at the intersection of Ravenhurst Street and Pandora Avenue East to determine if warrants are met for the installation of a three-way stop, and to report back to the Standing Policy Committee on Public Works in 150 days.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no immediate implications associated with receiving this report as information.

HISTORY/DISCUSSION

TRAFFIC CHARACTERISTICS

Ravenhurst Street at Pandora Avenue East is a four-lane divided roadway, a Regional Street, Full-Time truck route and part of Metro Route 37, with an Average Weekday Daily Traffic (AWDT) volume of approximately 7,000 vehicles (2023 Traffic Flow Map). Pandora Avenue East at Ravenhurst Street is a two-lane divided roadway, a Regional Street, Full-Time truck route and part of Metro Route 37, with an AWDT volume of approximately 5,500 vehicles (2023 Traffic Flow Map). The speed limit on both Ravenhurst Street and Pandora Avenue East is 50 km/h. Winnipeg Transit has routes on both roadways, but no bus stops in the immediate vicinity of the intersection.

The March 2025 intersection count indicates that traffic volumes on Ravenhurst Street are higher than the traffic volumes on Pandora Avenue East; the volume split is approximately 69 percent north-south traffic on Ravenhurst Street, and approximately 31 percent east-west traffic on Pandora Avenue East. Pandora Avenue East is stop-sign controlled in the eastbound direction at Ravenhurst Street, and Ravenhurst Street is the free-flow direction. There is a sidewalk crossing on the north side of the intersection. Refer to Figure 1 below:

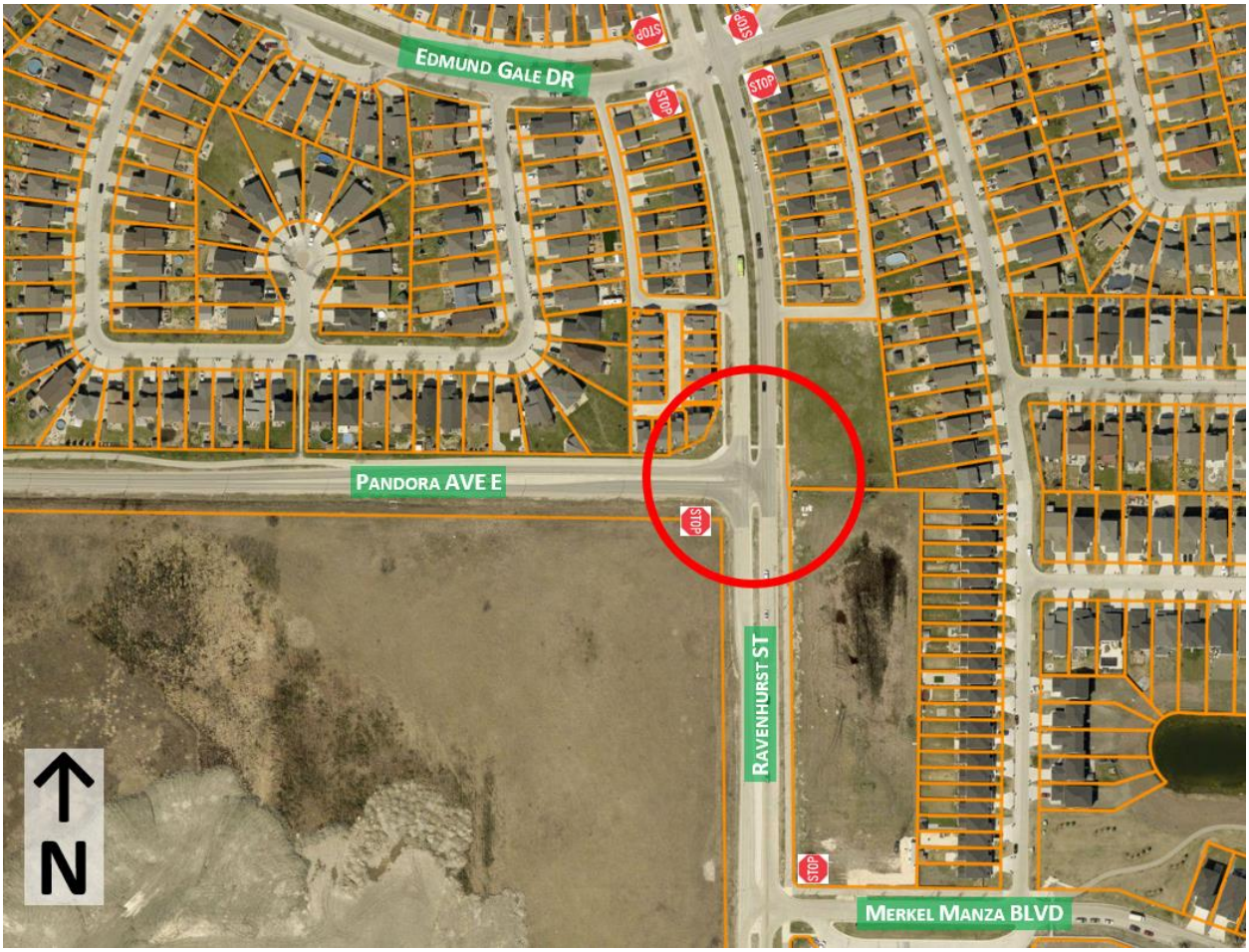


Figure 1: Ravenhurst Street and Pandora Avenue East (image source: City of Winnipeg iView)

ALL-WAY STOP CONTROL – TECHNICAL GUIDELINE AND WARRANT

The City's Technical Guideline for stop signs (approved by the Standing Policy Committee on Infrastructure Renewal and Public Works on February 8, 2022) was referenced to evaluate the need for all-way stop control at the intersection of Pandora Avenue East and Ravenhurst Street. This section of Ravenhurst Street may be considered in-between an Arterial and a Collector roadway (depending on which side of Pandora Avenue East is being considered), so both evaluations are considered (the different classifications can affect the weight scoring, as indicated in the assessment below). There are three criteria that can warrant all-way stop control at the intersection:

i. Safety

Arterial / Collector intersections: All-way stop control may be warranted if there has been a total of nine collisions in a three-year period that would be preventable with all-way stop control.

Collector / Collector intersections: All-way stop control may be warranted if there has been a total of nine collisions in a three-year period that would be preventable with all-way stop control.

ii. Visibility

All-way stop control may be warranted where sight distance is significantly impeded and cannot be improved by removing the obstruction (e.g., fixed objects such as trees, buildings or fences that cannot be removed or setback; road geometry).

iii. Weighted Scoring

All-way stop control may be warranted at a given intersection through a weighted scoring assessment of various criteria. Each criterion is awarded zero to five points, for a maximum total of 25 points. All-way stop control is considered warranted if a given intersection scores a minimum of 17.5 out of 25, which represents 70 percent. Points are assigned to the following criteria:

- Total intersection volume;
- Minor street volume and pedestrians crossing the major street;
- Directional split between the major street and minor street;
- Pedestrian exposure, which considers crossing distance, pedestrian volume, and conflicting vehicle movements; and
- Distance from a pedestrian generator, such as schools, parks, or transit stations.

ASSESSMENT

The intersection was assessed on the weighted scoring:

- *Safety – not warranted:* There have been two collisions that would be preventable with all-way stop control in the most recent three-year period, which is below the warrant requirement of nine.
- *Visibility – not warranted:* Sight distance is met based on the placement of the "no stopping" signage on southbound Ravenhurst Street north of Pandora Avenue East.

- *Weighted scoring – warranted:* The intersection scores 18 (Arterial / Collector) and 18 (Collector / Collector) out of 25 points. A minimum of 17.5 points are required to warrant all-way stop control.

Based on this assessment, the warrant for all-way stop control is marginally met at the intersection of Pandora Avenue East and Ravenhurst Street.

TRAFFIC CONTROL SIGNALS

In recommending the installation of new traffic control signals, the Public Service follows the installation warrant criteria contained in the *Manual of Uniform Traffic Control Devices for Canada*, a national standard which is based upon the conflicting pedestrian and vehicular volumes for the busiest six hours during a typical weekday. The minimum cross street volume threshold for consideration of traffic control signals is 75 vehicles per hour (excluding right turns) for at least six hours of the day. Generally, traffic control signals are recommended when the conflicting traffic volumes for the busiest six hours of a typical weekday produce a signal warrant of 100 and fulfill the minimum cross street volume criterion to ensure that traffic signal control is an appropriate consideration throughout the day.

Even if the warrant criteria are met, it does not necessarily mean that traffic control signals will be recommended to be installed. Engineering judgement is also a consideration and may include factors such as:

- Assessment of physical suitability: the intersection geometry must be evaluated to determine if the traffic signal control can operate safely and efficiently.
- Assessment of relative location: the operation of traffic control signals has impacts beyond the immediate intersection, particularly in close proximity to another signalized location or pedestrian corridor.
- Assessment of traffic operations and traffic flow: intersections with a significant left-turn volume from the major roadway to cross street (but lower cross street traffic to the major roadway) may produce a high resulting value, but may derive little benefit from signalization.

WARRANT ASSESSMENT

Traffic counts were completed in March 2025. Review of the traffic counts indicated that the traffic control signal warrant was not met; however, the 75 vehicle per hour cross street volume threshold was fulfilled.

This warrant assessment is similar to the last time the warrant was reviewed in Summer of 2013, prior to the Plessis Road closure for the underpass construction and additional development in the area. A subsequent warrant review in the Fall of 2013 indicated the warrant was met, as detouring traffic increased the warrant points substantially.

OTHER CONSIDERATIONS FOR TRAFFIC CONTROL AT THE INTERSECTION

The recent Dugald Road closures during the 2025 construction season may have temporarily increased traffic on Pandora Avenue East and on Ravenhurst Street. This project began in mid-May 2025 and is anticipated to be completed in mid-November 2025. A site observation in early November 2025 did not identify any major operational issues or delays at the intersection of

Pandora Avenue East and on Ravenhurst Street; however, Dugald Road was only partially closed and one-way operation at the time.

Although the warrant for all-way stop control is marginally met at the intersection of Pandora Avenue East and Ravenhurst Street, the Public Service does not recommend it be installed at this time. There is a development agreement for traffic control signal installation, which would be the preferred option for traffic control in the future when volumes warrant the installation at this arterial-arterial roadway intersection. As the predominant movements are in the free-flow direction, this would result in increased delays and vehicle queueing, while there would be limited benefit from a safety standpoint due to the low reported collisions and low pedestrian volumes.

As of November 2025, there is still some pending development in the area, both to the east and west of Ravenhust Street near the intersection. The Public Service will conduct a traffic study in the Spring of 2027 to capture the new traffic volumes from these developments and assess the need for traffic signals. When the traffic control signal is warranted, the Public Service will submit another report seeking approval from the Standing Policy Committee on Public Works for the installation of traffic control signals.

FINANCIAL IMPACT

Financial Impact Statement Date: January 5, 2026

Project Name:

Three-way Stop – Pandora Avenue East and Ravenhurst Street

COMMENTS:

As this report is for information purposes only, there is no financial impact.

J. Ruby, 2025-01-08
J. Ruby, CPA, CA
Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with: N/A

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045
This report is in accordance with OurWinnipeg2045 as per:

- ***Policy 2.6 Integrated Regional Planning:*** Enable a collaborative and integrated solution to sustainable transportation system connectivity and efficiency on a regional scale, in a manner that addresses infrastructure costs, promotes public health benefits, and reduces greenhouse gas emissions.
- ***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

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan (CAP), and it was determined that the CAP is not applicable to this specific report.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Poverty Reduction Strategy (PRS) and its Goals and Objectives, and it was determined that the PRS is not applicable to this specific report.

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: T. Jangula, C.E.T., Traffic Analyst
Date: January 9, 2026