REPORTS

Item No. 10 **Dugald Road Pedestrian Infrastructure – Amendment to the Speed Limit By-law No 63/2019 (Transcona Ward)**

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 speed limit on Dugald Road from 400 metres west of Plessis Road to 100 metres east of McFadden Avenue be changed to 60 km/h.

2. That the Speed Limit By-law No. 63/2019 be amended in accordance with Recommendation 1 of this report, a draft of which is attached as Appendix A to this report.

3. 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 Eadie,

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

Carried

ADMINISTRATIVE REPORT

Title: Dugald Road Pedestrian Infrastructure – Amendment to the 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	J. Dunford

EXECUTIVE SUMMARY

The Public Service reviewed pedestrian crossings, road access and speed limits on Dugald Road.

In 2023, the Regional and Local Street Renewal Program started a $16.870 million project on Plessis Road and Dugald Road. Design started in 2024. Construction was planned over three years. Work on Dugald Road happened in 2024 and 2025. Work on Plessis Road will start in 2026.

In 2023, work began on a developer-led Secondary Plan for the South Transcona area. This plan will help guide future development. The plan is not finished yet.

Because the plan is still underway, the Public Service recommends waiting until it's adopted to decide on new traffic signals or pedestrian crossings at one location.

The intersection of Dugald Road and Plessis Road has already been improved. There are also concerns about access to the homes on the south side of Dugald Road. For these reasons, the Public Service recommends lowering the speed limit on Dugald Road from 70 km/h to 60 km/h. This change would apply from 400 metres west of Plessis Road to 100 metres east of McFadden Avenue.

The Public Service also recommends waiting to install any new traffic signals or pedestrian crossings until the South Transcona Secondary Plan is complete.

RECOMMENDATIONS

1. That the speed limit on Dugald Road from 400 metres west of Plessis Road to 100 metres east of McFadden Avenue be changed to 60 km/h.

2. That the Speed Limit By-law No. 63/2019 be amended in accordance with Recommendation 1 of this report, a draft of which is attached as Appendix A to this report.

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

The recommendations of this report require an amendment to the Speed Limit By-law 63/2019, which must be approved by Council.

On October 7, 2025, the Standing Policy Committee Public Works directed the Winnipeg Public Service to report back in 150 days on the completion of a traffic study to include, but not be limited to:

1. The need for pedestrian crossing control to provide connectivity between the residential area on the south side of Dugald Road and the asphalt pathway along the north side of Dugald Road.

2. A review of vehicle access and safety to Dugald Road, including possible signalization at one or more locations.

3. A review of speed limits in the area along the Dugald Road corridor.

4. Investigate making use of surplus funds from the current works underway along Dugald and Plessis Roads to fund said upgrades.

On March 4, 2026, the Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service, as amended, and granted an extension of time of up to 90 days to report back.

IMPLICATIONS OF THE RECOMMENDATIONS

Adoption of the recommendations in this report will result in speed limits that are consistent with the design of the roadway.

The recommendations of this report require an amendment to the Speed Limit By-law No. 63/2019.

Appropriate speed limit signage will need to be changed. The estimated costs are $1,200 and will be funded by the Traffic Services operating budget.

HISTORY/DISCUSSION

Background and Study Area

Dugald Road is a regional east–west corridor connecting the Mission Industrial area, Transcona, and the Perimeter Highway. It provides key connectivity for commuter and goods movement on the east side of Winnipeg.

Between Plessis Road and the Perimeter Highway, Dugald Road generally operates as a two-lane rural cross-section with auxiliary turn lanes at major intersections (including Plessis Road,

Ravenhurst Street, and the Perimeter Highway). This report focuses on the segment of Dugald Road between Plessis Road and McFadden Avenue, including the rural residential neighbourhood across from the malting plant where access is provided by a series of closely spaced local streets and driveways.

Capital Improvements (Regional and Local Street Renewal Program)

In 2023, the Regional and Local Street Renewal Program initiated a $16.870 million project on Plessis Road and on Dugald Road. Design started in 2024 and construction was divided into three years, with work on Dugald taking place in 2024 and 2025. Work on Plessis Road will start in 2026.

Project limits were:

- **Dugald Road**: Plessis Road to approximately 390 metres east of Ravenhurst Street (reconstruction)
- **Plessis Road**: #984 Plessis Road to Fermor Avenue

The Dugald Road work included reconstruction, mill and fill, rehabilitation works as well as targeted upgrades, including intersection improvements at Murdoch Road and Plessis Road, ditch side-slope improvements where feasible, and repairs/sealing to the north-side pathway.

South Transcona Secondary Plan

A Council-adopted Secondary Plan establishes the intended land use pattern and identifies future transportation network requirements (roads, pathways, and sidewalk connections) to support development. In this context, it also provides the basis to prioritize capital investments that improve safety, connectivity, and value for money.

South of Dugald Road, the South Transcona area currently includes recreational lands (e.g., golf course and softball facilities), rural residential acreages, and single-family residential development. In 2023, a developer-led Secondary Plan process was initiated to establish a policy and transportation framework for future development. Given the large size of the area, there is a potential for development that would create major changes to the transportation network. At the time of this report, the Secondary Plan and the supporting traffic study have not yet been completed.

Pedestrian Crossing Control

An asphalt pathway is located on the north side of Dugald Road from Webster Avenue to Plessis Road (highlighted in green in Figure 1). The pathway terminates near Webster Avenue at an access to the malting plant. Pedestrians currently make use of unmarked crossings of Dugald Road to connect with residential streets to the south (including Borden Avenue, Goodyear Avenue, and Symington Road).

Figure 1 – Dugald Road – Plessis Road to Murdock Road

As part of the renewal project, the existing pathway along Dugald Road was repaired, including crack sealing and resurfacing where necessary. Additional sidewalk crossings were not included due to a lack of receiving sidewalks in the residential neighbourhood and uncertainty on the proposed major connections to the South Transcona Secondary Plan.

In recommending the installation of new or upgraded pedestrian crossing control, the Public Service follows the guidance provided in the Transportation Association of Canada (2018) *Pedestrian Crossing Control Guide* (TAC Guide) which includes criteria for a minimum pedestrian volume of 100 Equivalent Adult Units (EAUs) over a seven-hour count period within a single day; this is equivalent to an hourly average of 15 EAUs. Recent pedestrian count data only exists for the intersection of Symington Road and Dugald Road where there was one pedestrian counted in a 24-hour period.

At this time, pedestrian crossing demand is dispersed across multiple possible crossing points rather than concentrated at a single location. For this reason, and given the ongoing Secondary Plan process, decisions regarding a new controlled pedestrian crossing should be deferred until the Secondary Plan is adopted to ensure investments align with the future neighbourhood layout and pedestrian network.

Vehicle Access and Safety (Current Conditions)

Between Plessis Road and Ravenhurst Street, there are nine uncontrolled “T” intersections. Access to the south is most concentrated opposite of the malting plant where there are five consecutive equally spaced intersections (see Figure 2 below).

During the 2015-2023 reporting period (the most recent nine-year reporting period for which Manitoba Public Insurance collision data is available), there were a total of 87 collisions. Eighty-four percent (73 collisions) were property damage only, 15 percent (13 collisions) resulted in a minimal injury, and one percent (1 collision) resulted in a minor injury. There were no fatal or serious injury collision records.

Collision frequency is relatively low and does not indicate pronounced collision clusters. Operationally the corridor functions similarly to other rural-edge environments in Winnipeg and surrounding municipalities: rural cross-sections, limited pedestrian facilities, and multiple low-volume access points that create numerous conflict points. As traffic volumes increase on Dugald Road, delays for side-street traffic are expected to increase.

With the future South Transcona land use plan now underway, the number of residents will increase and traffic in the South Transcona area will grow. Some roads will need to change (e.g. changes to cross section width, changes from rural to urban design standards, greater numbers of vehicles using the road network each day, more pedestrians on the sidewalks, increased numbers of trucks and transit vehicles, etc.).

During the recent upgrade to Dugald Road, some modifications were made at some intersections on Dugald Road, such as at Murdock Road in preparation for future growth. As development continues to proceed in South Transcona, traffic volumes (including trucks, transit, and active transportation users) are anticipated to increase and some intersections may require traffic control to safely and efficiently provide access.

It would be premature to add additional upgrades ahead of future development in South Transcona as they may be implemented in a location that may not be optimal in the long term and could need to be removed or modified if not properly coordinated with future construction. One undesirable aspect of signalization is that in an area where only one location amongst several similar intersections (as in a grid like this) is signalized, that road becomes the preferred one for travel in/out of the area and the traffic on it increases, which is generally an undesirable change for the residents on that street.

Due to the significance of the open land drainage and ditching on Dugald Road, intersection modifications are complicated and expensive. The limited right-of-way and proximity of houses provide very little space to easily retrofit improvements.

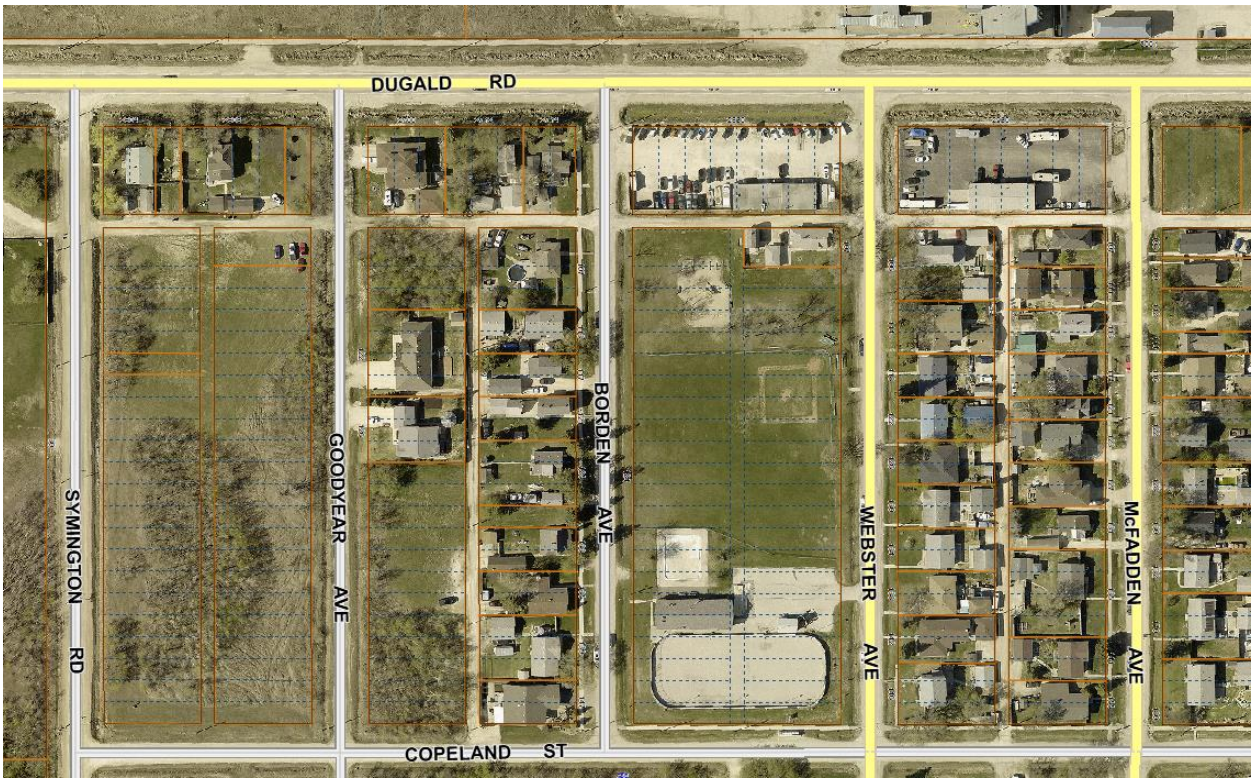

Figure 2 - Dugald Road - Symington Road to McFadden Ave

Existing Speed Limits and Driving Conditions

In recommending appropriate speed limits, the Public Service follows the City's Technical Guideline and Practice for Speed Limit Reviews which adopts the Manitoba Infrastructure Guide for Setting Posted Speed Limits on Manitoba Roadways (2019) engineering speed limit study as the framework, with minor modifications, to evaluate and recommend posted speed limits.

An engineering speed limit study can help identify, review, and propose solutions for roadways where the traffic authority has concerns with the current speeds. The study provides a speed limit recommendation based on the operating speed, target speed, and collision history.

Speed limits on Dugald Road are currently posted as follows:

- 50 km/h 400 metres east and 400 metres west of Plessis Road
- 70 km/h from 400 metres east of Plessis Road to 100 metres east of McFadden Avenue
- 80 km/h from 100 metres east of McFadden Avenue to the Perimeter Highway

Speed data was collected at three locations on Dugald Road, as shown in Table 1.

	Location #1 Between Plessis Rd and Bates Ave	**Location #2 Between Borden Ave and Webster Ave**	**Location #3 Near Fuller Ave**
Speed Limit	50 km/h	70 km/h	80 km/h
85th percentile speed	Eastbound 67 km/h Westbound 74 km/h	Eastbound 75 km/h Westbound 72 km/h	Eastbound 80 km/h Westbound 84 km/h
Average speed	Eastbound 59 km/h Westbound 65 km/h	Eastbound 67 km/h Westbound 64 km/h	Eastbound 74 km/h Westbound 75 km/h

Table 1 - Dugald Road – Speed Data at Three Locations

Near Plessis Road (posted 50 km/h) compliance is very low. Westbound vehicles leaving the segment of Dugald Road where the speed limit is 70 km/h have begun to slow down, but it appears this is primarily because of the signal at Plessis Road rather than because of the posted 50 km/h speed; motorists know that to the west, the speed limit is also 70 km/h, thus the average speed remains closer to 70 km/h than to the posted speed limit of 50 km/h.

Eastbound vehicles are accelerating prematurely in anticipation of the 70 km/h speed limit section ahead, or because they are maintaining the speed limit of 70 km/h along Dugald Road from the west. The speed limit of 50 km/h on Dugald Road near Plessis Road is much lower than drivers' comfortable operating speeds; the road looks and feels consistent with segments to the east and west where the speed limit is higher.

At the two other speed study locations -- opposite of the malting plant (between Border Avenue and Webster Avenue) and near Fuller Avenue, operating speeds are much more aligned with the speed limit.

The 50 km/h zone around Plessis Road was introduced following Standing Policy Committee direction in 2004, related to concerns at the then-new Winnipeg Intermodal Terminal. Since that

time, the Plessis Road/Dugald Road intersection has been significantly reconstructed (notably through the 2014 Plessis Road Underpass Project), including auxiliary turn and acceleration lanes and a more forgiving geometric design. The current intersection design and corridor character support a posted speed limit higher than 50 km/h.

Further east of Plessis Road, while the recent reconstruction improved safety and consistency along the corridor, some roadside constraints remain due to right-of-way limitations, including steep ditch side slopes and limited recovery area in some locations.

Speed Limits – Recommendation

Based on the speed study findings, corridor conditions, and access context, the Public Service recommends changing the posted speed limit on Dugald Road to **60 km/h** from **400 metres west of Plessis Road to 100 metres east of McFadden Avenue**, for the following reasons:

- Through the malting plant area, closely spaced intersections create access challenges; reducing the posted speed limit from 70 km/h to 60 km/h would improve conditions for vehicles entering and exiting side streets.
- Near Plessis Road, corridor and intersection upgrades support increasing the posted speed limit from 50 km/h to 60 km/h to better align with operating speeds and driver expectation.

The extent of the recommended speed limit change is shown in Figure 3, below.

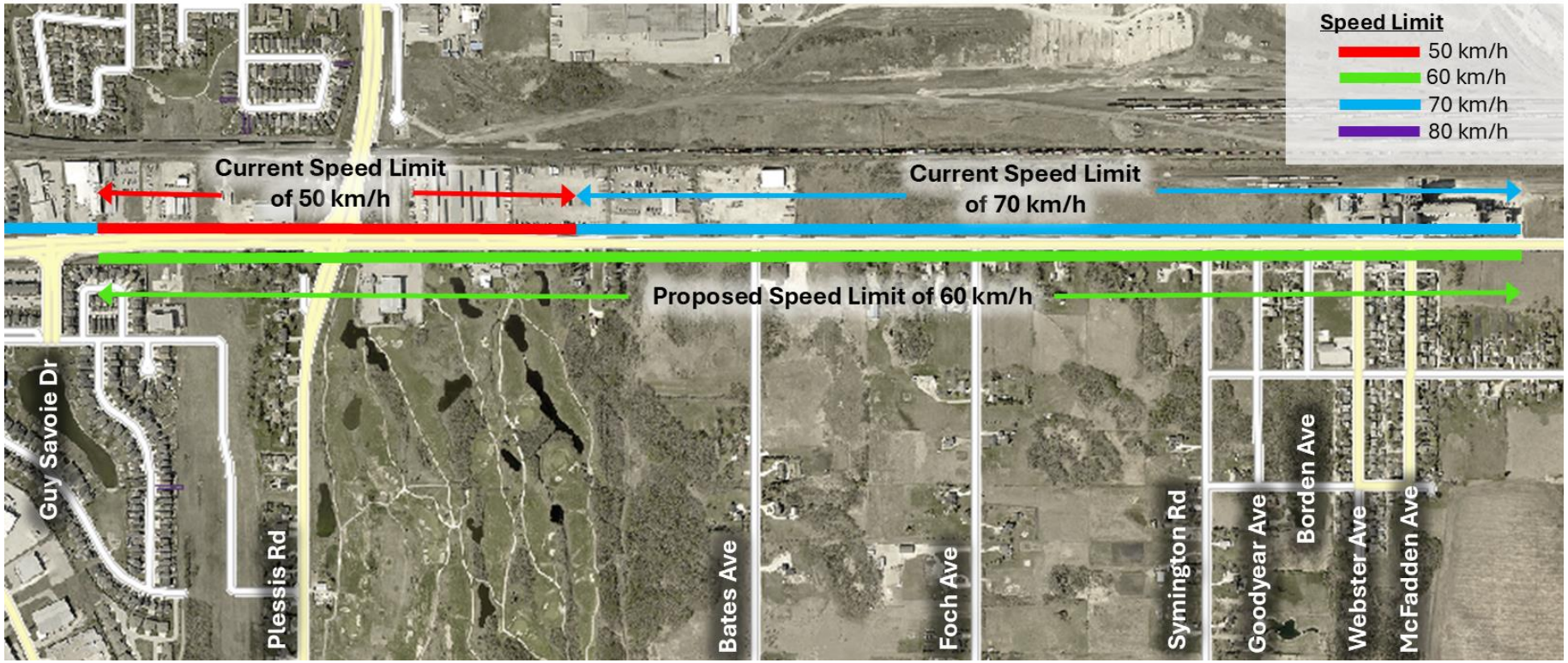

Figure 3 - Proposed Speed Limit Change on Dugald Road

FINANCIAL IMPACT

Financial Impact Statement

Date: April 21, 2026

Project Name:

Dugald Road Pedestiran Infrastructure

First Year of Program

2026

	2026	2027	2028	2029	2030
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	$ 1,200				
Less: Incremental Revenue/Recovery					
Net Cost/(Benefit)	$ 1,200	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	1,200				
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Direct costs represent the costs to install and supply change of speed signage. Costs will be funded by the 2026 Public Works Transportation operating budget.

J. Ruby, 2026-04-21

J. Ruby CPA, CA
Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services (as to legal issues)

OURWINNIPEG POLICY ALIGNMENT

The Sustainable Transportation Direction Strategy developed as part of OurWinnipeg forms the policy framework for the Transportation Master Plan (TMP). Sustainable Transportation identified a vision and five Key Strategic Goals which are critical to achieving a balanced and sustainable transportation system for Winnipeg. These goals form the basis for the TMP and the directions and strategies contained within it:

1. A transportation system that is dynamically integrated with land use;
2. A transportation system that supports active, accessible and healthy lifestyle options;
3. A safe, efficient and equitable transportation system for people, goods and services;
4. Transportation infrastructure that is well maintained
5. A transportation system that is financially sustainable

The recommendations within this report are consistent with the Key Strategic Goals.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

There is a linkage between making Winnipeg's transportation network safer and more efficient with Key Directions 3.1 "Increase Use and Efficiency of Public Transit Systems", 3.4 "Increase Active Transportation Rates", and 3.5 "Reduce Traffic Congestion".

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 Department
Division: Transportation Division
Prepared by: Greg Blatz, P.Eng. Traffic Management Engineer
Date: April 22, 2026

Attachment:

Appendix A – Draft amendment to the Speed Limit By-law No. 63/2019