Agenda – Standing Policy Committee on Public Works – September 10, 2026

REPORTS

Item No. 13 In-Service Road Safety Review for Osborne Street (Fort Rouge-East Fort Garry Ward)

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That this report be received as information.

Agenda – Standing Policy Committee on Public Works – September 10, 2026

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On February 4, 2026, the Standing Policy Committee on Public Works concurred in the recommendation of the City Centre Community Committee, as amended, and directed the following:

1. That the Winnipeg Public Service be directed to scope and plan concerns addressed by the area Councillor, and report back in 180 days.

The following persons submitted communications:

- Ian Scott, in support of the matter
- Jenna Drabble, in support of the matter
- Mark Cohoe, Executive Director, Bike Winnipeg, in support of the matter

COMMUNITY COMMITTEE RECOMMENDATION:

On January 27, 2026, the City Centre Community Committee passed the following motion:

WHEREAS Rosalie Tennison died and another little student was injured in the Fort Rouge East Fort Garry Ward and fatalities continue to rise in Winnipeg with 44.9% of the reported locations involving a fatal collision are located in the City Centre, in Downtown or proximity reported to Council, With Osborne continuing to be a top spot for fatalities, injuries and near misses due to commuter traffic being prioritized over safety of pedestrians and cyclists;

AND WHEREAS Osborne Street is a high-flow traffic area that requires additional traffic calming measures to protect the safety of pedestrians with a higher presence of older pedestrians and hourly pedestrian volume and even when new signalization is installed (eg, east-west green light at the intersection of Osborne Street and Morley Avenue) it is not long enough to allow people with mobility issues to get safely across the Osborne;

AND WHEREAS changes to the speed limit, improvements to pedestrian crossing control, and traffic signal phasing improve safety performance of streets;

AND WHEREAS an in-service road safety review is a comprehensive and detailed study of existing roadways to identify countermeasures to improve safety performance and an action in the Council Adopted Road Safety Strategic Action Plan is to create a mandate to undertake road safety audits and in-service road safety reviews based on the safety performance of corridors;

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

THEREFORE BE IT RESOLVED that the following be recommended to the Standing Policy Committee on Public Works:

1. That the Winnipeg Public Service be directed to perform an in-service road safety review, with a view to protect pedestrians on Osborne (from Broadway to the St Vital Bridge), due to the pedestrian collision history of Osborne.

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

ADMINISTRATIVE REPORT

Title: In-Service Road Safety Review for Osborne 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

Osborne Street is a busy road with heavy vehicle traffic. It passes through an active neighbourhood where many people walk to many destinations. This combination creates safety challenges for pedestrians.

Osborne Street has a history of pedestrian collisions. Three of its intersections are among Winnipeg's 11 most frequent locations for pedestrian injuries.

Some improvements have already been made in recent years to address safety. However, the Public Service plans to further improve pedestrian safety on Osborne Street through a study to identify improvements that can be implemented in the short term.

Short-Term Pedestrian Safety Improvement Study

- Project will take place over the next year.
- The study will identify low-cost improvements that can be installed quickly.
- The Public Service will report back in 270 days on the findings and outcome of the study.

In the long term, further analysis is expected to take place on corridors such as Osborne Street as part of city-wide corridor reviews, as identified in the Transportation Master Plan.

RECOMMENDATIONS

That this report be received as information.

REASON FOR THE REPORT

On February 4, 2026, the Standing Policy Committee on Public Works concurred in the recommendation of the City Centre Community Committee, as amended, and directed the following:

1. That the Winnipeg Public Service be directed to scope and plan concerns addressed by the area Councillor, and report back in 180 days.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications to receiving this report as information.

The Public Service will initiate a short-term pedestrian safety improvement study on Osborne Street between Broadway and the St. Vital Bridge. A consultant will be engaged to undertake components of this work. The budget for the consulting assignment is a maximum of $75,000 and will be funded using available budget within the Road Safety Improvement Program. The cost to install the recommendations of the study is not yet known. However, since the intention is to identify low-cost, rapidly-implementable solutions, it is expected that recommendations will be funded using available budget within the Road Safety Improvement Program.

The Public Service will report back to Standing Policy Committee on Public Works in 270 days on the findings and outcomes of the study.

HISTORY/DISCUSSION

Existing Conditions and Safety Performance

Osborne Street is a four-lane, predominately undivided road with a 50 km/h speed limit. The corridor spans approximately 3.6 km between the St. Vital Bridge and Broadway and contains:

- 12 signalized intersections (including the signal at Pembina Highway and Corydon Avenue, which forms part of Confusion Corner)
- Two half signals
- Three pedestrian corridors
- A bridge crossing over the Assiniboine River
- A rail underpass

Osborne Street is currently serving multiple, competing functions. It is a Regional-street and full-time truck route that accommodates over 30,000 vehicles per day. The route crosses the Assiniboine River (Osborne Street Bridge) and Red River (St. Vital Bridge) which makes it an attractive commuter route linking downtown to south Winnipeg. It exists in a dense, pedestrian-oriented development area that is close to rapid transit, which is at odds with the high flow of motor vehicles that travel daily along the corridor.

In terms of safety performance, as shown in ***Table 1***, three of the top 11 intersections for pedestrian injuries across Winnipeg are located on Osborne Street:

- Confusion Corner, which is the combination of three signalized intersections, is the top location for pedestrian injuries. This is partly explained by there being more pedestrian crossing locations since there are three signalized intersections instead of one.
- Osborne Street and River Avenue has the third-highest number of pedestrian injuries.
- Osborne Street and Morley Avenue is tied for the sixth highest number of pedestrian injuries.

Table 1: Top Intersections for Pedestrian Injuries (2014-2023)

Rank	Intersection #	Location	Number of pedestrian injuries between 2014 – 2023
1	1	**Confusion Corner***	18
2	2	Donald St & Ellice Ave	14
3	3	**Osborne St & River Ave**	13
4	4	Main St & Redwood Ave	12
	5	Henderson Hwy & Rowandale Ave	12
	6	Marion St & Tache Ave	12
5	7	Isabel St & Ross Ave	11
6	8	Broadway & Donald St	10
	9	**Osborne St & Morley Ave**	10
7	10	Balmoral St & Sargent Ave	9
	11	Goulet St & Tache Ave	9

**Confusion Corner includes three signalized intersections which partly explains elevated injuries: Osborne St & Pembina Hwy/McMillan Ave, Corydon Ave & Pembina Hwy, and Corydon Ave & Osborne St*

Of all the pedestrian injuries that occurred on Osborne Street between 2014 and 2023, two were fatal injuries and three were serious injuries. Although the Public Services does not yet have MPI collision data for years later than 2023, it is aware through media reporting that a pedestrian serious injury collision occurred in 2025 at Mulvey Avenue East and a pedestrian fatality occurred in 2025 at Roslyn Road.

Some pedestrian safety improvements have been implemented on Osborne Street in recent years, including:

- Leading pedestrian intervals, which provide a head start to pedestrians, at Roslyn Road, River Avenue, Stradbrook Avenue, Brandon Avenue, Morley Avenue and Jubilee Avenue.
- Lower-flashing amber beacons on the pedestrian corridors at Beresford Avenue and Gertrude Avenue, and plans to install the beacons at Oakwood Street/Walker Avenue in 2026.
- Lighting improvements between the St. Vital Bridge and Baltimore Avenue as part of St. Vital Bridge Rehabilitation Project.
- Geometric improvements and sidewalk realignments at Jubilee Avenue and Osborne Street as part of the Jubilee Avenue Pavement Renewal Project and St. Vital Bridge Rehabilitation Project.

Scope and Plan in Response to SPCPW Motion

The Public Service will conduct a study to identify improvements through a short-term pedestrian safety improvement study.

This study will occur over the next year and identify pedestrian safety improvements that can be implemented in the short-term without significantly impacting the current function of Osborne Street, identifying low-cost, “quick win” solutions.

The scope of this study has been limited to a maximum of $75,000 in consulting services, which will allow at least one additional priority location to be reviewed using available funding in the 2026 Road Safety Improvement Program. The study will be delivered through a combination of internal City staff efforts and an external consultant.

The scope of work is as follows:

1. Conduct a collision analysis focused on all pedestrian collisions, all cyclist collisions, and any collision that resulted in injury or fatality on Osborne Street between the St. Vital Bridge and Broadway using the most recent five to 10 years of data. The analysis will identify collision frequency, severity, location, configuration, temporal distributions, and other contributing factors. It will also review the City's network screening data.

2. Engage with the Ward Councillor to identify intersections that are of most concern for pedestrian safety.

3. Review the need for pedestrian crossing control upgrades at the three existing pedestrian corridors.

4. Conduct a signal timing corridor review on Osborne Street between Broadway and the St. Vital Bridge to improve signal coordination, assess requirements for additional leading pedestrian intervals, and adjust pedestrian crossing times as required.

5. Conduct a lighting assessment on Osborne Street between Baltimore Road and Broadway to determine if lighting levels are adequate or if upgrades are required.

6. Conduct a speed limit review on Osborne Street between the St. Vital Bridge and Broadway in accordance with the City's Technical Guideline and Practice for speed limit setting. Recommend changes to the speed limit, if appropriate based on operating conditions and safety performance, and recommend speed management measures if required.

7. Conduct pedestrian-focused in-service road safety reviews aimed at identifying short-term solutions at up to five signalized intersections along the corridor. The intersections will be selected based on the collision analysis conducted in step 1 and the area Councillor's input collected in step 2. Fewer than five may be selected depending on the complexity of the intersections and available budget for the consulting assignment. The in-service road safety reviews will be conducted in accordance with guidance from the Transportation Association of Canada.

Since the focus of this study is low-cost, "quick win" solutions, it is anticipated that budget will be available in the Road Safety Improvement Program for implementation. However, some items may require prioritization against other City-wide priorities and installation could be deferred to future years. The Public Service will report back to Standing Policy Committee on Public Works with the outcomes of the study, including:

- Key findings
- Recommended solutions that were implemented as a result of the study
- Recommended solutions that require Committee and/or Council approval, such as new traffic signals or speed limit changes.

- Recommended solutions that were deferred to future year installation due to budget constraints.

The following aspects are not within this project's scope of work:

- High-cost geometric changes that alter the function of Osborne Street and cause significant traffic operational impacts (e.g., reducing the number of travel lanes to add a median or bicycle lanes). Motorist-focused safety improvements may be identified but are not a key focus. The main focus is pedestrian safety improvements.
- Lighting levels will not be reviewed between Baltimore Road and the St. Vital Bridge as this was recently completed as part of the bridge rehabilitation project.
- Public engagement is out of scope.

In the long term, further analysis is expected to take place on corridors such as Osborne Street as part of city-wide corridor reviews, as identified in the Transportation Master Plan.

FINANCIAL IMPACT

Financial Impact Statement Date: August 24, 2026

Project Name:

In-Service Road Safety Review for Osborne Street

COMMENTS:

As this report is for information purposes, there are no financial impacts.

The estmated cost of $75,000 plus overheads will be funded by the 2026 Road Safety Improvements program - project #1831001026 - Road Safety Strategic Action Plan.

J. Ruby, 2026-08-24
J. Ruby CPA, CA
Manager of Finance & Administration

CONSULTATION

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

OURWINNIPEG POLICY ALIGNMENT

This report is in accordance with OurWinnipeg2045 as per:
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

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.

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 and 3.4 Increase Active Transportation Rates.

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, Road Safety Management Engineer &
D. Patman, P.Eng., Manager – PWD-Transportation
Date: August 24, 2026