

Minutes – Lord Selkirk-West Kildonan Community Committee – May 28, 2024

REPORTS

Item No. 6 Parking Restrictions on Burrows Avenue (Mynarski Ward and Point Douglas Ward)

COMMUNITY COMMITTEE RECOMMENDATION:

The Lord Selkirk-West Kildonan Community Committee did not concur in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Public Works:

1. That parking changes on Burrows Avenue, as outlined in the report of the Winnipeg Public Service, not be implemented.
2. That Priority 1 snow and ice control be implemented on Burrows Avenue from McPhillips Street to Main Street in the 2024/2025 winter season.
3. That the Winnipeg Public Service be directed to report back to the Lord Selkirk – West Kildonan Community Committee in 360 days with:
 - A. Updated Manitoba Public Insurance collision data for the years 2020-2024 including but not limited to pedestrian collisions.
 - B. An update on the monitoring of intersections along Burrows Avenue and Charles Street, Aikins Street, Andrews Street, and Sinclair Street via camera.

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DECISION MAKING HISTORY:

Councillor Santos called Councillor Eadie to the Chair in order to move the following motion:

Moved by Councillor Santos,

That the Lord Selkirk – West Kildonan Community Committee recommend to the Standing Policy Committee on Public Works:

1. That parking changes on Burrows Avenue, as outlined in the report of the Winnipeg Public Service, not be implemented.
2. That Priority 1 snow and ice control be implemented on Burrows Avenue from McPhillips Street to Main Street in the 2024/2025 winter season.
3. That the Winnipeg Public Service be directed to report back to the Lord Selkirk – West Kildonan Community Committee in 360 days with:
 - A. Updated Manitoba Public Insurance collision data for the years 2020-2024 including but not limited to pedestrian collisions.
 - B. An update on the monitoring of intersections along Burrows Avenue and Charles Street, Aikins Street, Andrews Street, and Sinclair Street via camera.

Carried

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

Councillor Santos resumed the Chair.

STANDING COMMITTEE RECOMMENDATION:

On November 21, 2023, the Standing Policy Committee on Public Works concurred in the recommendation of the Lord Selkirk-West Kildonan Community Committee and directed the Winnipeg Public Service to report back to the Community Committee in 180 days with a written report on the proposed Burrows Avenue parking restrictions from Main Street to McPhillips Street.

COMMUNITY COMMITTEE RECOMMENDATION:

On November 21, 2023, the Lord Selkirk-West Kildonan Community Committee passed the following motion:

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DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

THAT the recommendation of the Lord Selkirk-West Kildonan Community Committee be concurred in and the Winnipeg Public Service be directed to report back to the Community Committee in 180 days.

Jeremy Zehr submitted a communication with respect to matter.

On November 15, 2023, the Lord Selkirk-West Kildonan Community Committee passed the following motion:

WHEREAS after concerns of multiple motor vehicle accidents at various local street intersections along Burrows Avenue have occurred over some years;

AND WHEREAS a letter from traffic services warned residents along Burrows Avenue that no parking restrictions would be put in place at various intersections to prevent motor vehicle accidents;

AND WHEREAS the William Whyte Residents' Association and several Burrows residents are opposed and have prepared a petition against traffic services taking such action as described in the attached scan of the petitions;

AND WHEREAS a written report can explain in detail as to why such parking restrictions are expected to reduce traffic accidents.

THEREFORE BE IT RESOLVED that the Lord Selkirk-West Kildonan Community Committee recommend to the Standing Policy Committee on Public Works that the Winnipeg Public Service be directed to report back to the Lord Selkirk-West Kildonan Community Committee with a written report on the proposed Burrows Avenue parking restrictions from Main Street to McPhillips Street.

ADMINISTRATIVE REPORT

Title: Parking Restrictions on Burrows Avenue (Mynarski Ward and Point Douglas Ward)

Critical Path: Lord Selkirk-West Kildonan Community Committee

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Patman, P.Eng.	J. Berezowsky May 10, 2024	N/A	N/A

EXECUTIVE SUMMARY

The Public Service undertook an evaluation of the intersection at Burrows Avenue and Charles Street after receiving concerns via 311.

There were reportedly frequent T-bone type collisions – also called right-angle collisions – at the location. The requester wanted to see a four-way stop sign installed.

In doing the review, staff identified a pattern of similar collisions at numerous intersections with Burrows Avenue.

- Between 2016 and 2020, 180 collisions occurred at unsignalized intersections on Burrows Avenue.
- More than 60 percent were right-angle in configuration.
- Around two-thirds of the right-angle collisions were severe and resulted in injury.
- The most common causes were failing to yield right-of-way, leaving the stop sign before it was safe to do so, and careless driving.

It was also noted that on-street parking on both sides of Burrows Avenue is highly utilized and often acts like a “wall” of parked vehicles. This reduces the sightlines of drivers. When sightlines are limited, motorists may proceed when it is unsafe to do so, and this can result in severe right-angle collisions.

A sightline analysis found cars parked within the first 15 metres of intersections block the line of sight between motorists on Burrows Avenue and motorists on the cross-street waiting to enter Burrows Avenue.

The Public Service plans to install some parking restrictions to improve sightlines at the intersections.

The parking restrictions will result in a reduction of approximately 33 parking spaces on Burrows Avenue between Main Street and McPhillips Street. This is a reduction of five percent of all available on-street parking on Burrows Avenue. There will still be over 650 on-street parking spaces on Burrows Avenue, plus various existing loading zones and street parking provided on nearby cross-streets.

Letters advising neighbouring residents of the planned parking restrictions were sent in September 2023. The Public Service subsequently received a number of concerned responses; the report details those concerns and how they were considered.

Despite the concerns, the Public Service plans to install the parking restrictions this year because of the safety benefits. The estimated cost for installing the parking restrictions along Burrows Avenue is \$3,800 and can be covered by existing operating budgets within the department

RECOMMENDATIONS

1. There are no implications to receiving this report as information.

REASON FOR THE REPORT

On November 21, 2023, the Standing Policy Committee on Public Works concurred in the recommendation of the Lord Selkirk-West Kildonan Community Committee and directed the Winnipeg Public Service to report back to the Community Committee in 180 days with a written report on the proposed Burrows Avenue parking restrictions from Main Street to McPhillips Street.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications to receiving this report as information.

HISTORY/DISCUSSION

BACKGROUND

Note: Any reference to Burrows Avenue in this report is in relation to the section between Main Street and McPhillips Street. Sections of Burrows Avenue that fall outside of these limits are not discussed in this report.

Burrows Avenue is a four-lane divided major collector street in a residential area. The speed limit is 50 km/h and there is a 30 km/h reduced speed school zone near McGregor Street and McKenzie Street for Strathcona School. Burrows Avenue is not currently a Transit Route, nor is it identified as a future route in the Winnipeg Transit Master Plan.

The surrounding road network is a grid with intersections spaced approximately every 200 metres. Unsignalized intersections have stop-control for northbound and southbound traffic on

the cross street, whereas eastbound and westbound traffic on Burrows Avenue operate free-flow. Traffic at major intersections with Main Street, Salter Street, McGregor Street, Arlington Street, and McPhillips Street is controlled with traffic signals.

Sidewalks are provided on both sides of Burrows Avenue and curb ramps are available to cross at every intersection. Controlled pedestrian crossings are provided at each signalized intersection and there is also a ground-mounted school crosswalk at Powers Street.

Burrows Avenue is not identified as a bike route in the Pedestrian and Cycling Strategies Draft Update. However, Powers Street, which crosses Burrows Avenue, is a 30 km/h neighbourhood greenway with traffic calming measures. There is a median closure on Burrows Avenue at Powers Street that prevents northbound and southbound motorists from crossing Burrows Avenue while allowing cyclists to proceed.

Traffic speed and volume data was collected in April 2024 on the following three blocks of Burrows Avenue:

- Charles Street to Aikins Street
- McKenzie Street to Parr Street
- Artillery Street to Battery Street

The average daily weekday traffic volume ranges from 4,200 to 6,600 vehicles per day. The average 85th percentile speed, which is the speed at which 85 percent of motorists travel at or below, is 51 km/h. The average mean speed is 45 km/h. These characteristics are within the expected ranges for a major collector street with a 50 km/h speed limit.

The Public Works Department received a 311 request to evaluate the intersection of Burrows Avenue and Charles Street due to frequent right-angle collisions and to consider all-way stop control. This review identified a pattern of collisions at unsignalized intersections along Burrows Avenue which led the department to plan to install some parking restrictions to improve intersection sightlines. This report outlines the collision history, sightline analysis, details on the planned parking regulations, as well as feedback received from community members.

COLLISION HISTORY

A five-year collision analysis was conducted at all unsignalized intersections on Burrows Avenue. Collision claims data from Manitoba Public Insurance for the years 2016 to 2020 were reviewed. The analysis found that there is a history of right-angle collisions at all minor street stop-controlled intersections. Some key findings of the collision analysis are as follows:

- 180 collisions occurred at unsignalized intersections on Burrows Avenue and over 60 percent were right-angle in configuration.
- Around two-thirds of the right-angle collisions were severe and resulted in injury.
- No fatal collisions occurred at unsignalized intersections on Burrows Avenue during the analysis period.
- Intersections with Andrews Street, Charles Street, and Sinclair Street had the highest number of total right-angle collisions: 17, 16, and 16, respectively. Whereas, the intersection with Powers Street had the highest number of right-angle collisions resulting in injury (eight).

- The frequency of right-angle collisions that result in injury was higher on weekdays than on weekends.
- Right-angle collisions were more likely to occur during periods of higher traffic volume, such as during the PM peak period.
- The frequency of right-angle collisions was highest during the winter months and over half of motorists (55%) involved in a right-angle collision experienced road surface conditions that were either icy, snowy, slushy, or wet.
- The action of motorists who were driving improperly during a right-angle collision was most likely to be recorded as failing to yield right-of-way, leaving the stop sign before it was safe to do so, and careless driving. Driving too fast for conditions and exceeding the speed limit was only recorded in two of the 110 right-angle collisions. This information suggests that the motorist leaving the stop sign from the cross-street is more likely to be at fault in a right-angle collision than the motorist traveling on Burrows Avenue.

Various collision distributions are included in Appendix A and Table 1 shows the number of right-angle collisions at each unsignalized intersection on Burrows Avenue.

Table 1: Right-Angle Collisions at unsignalized intersections on Burrows Avenue between Main Street and McPhillips Street (2016 – 2020)

Intersection with Burrows Avenue	Total right-angle collisions	Right-angle collisions resulting in injury
Charles Street	16	2
Aikins Street	12	4
Powers Street	10	8
Andrews Street	17	4
McKenzie Street	9	1
Parr Street	9	5
Sinclair Street	16	6
Artillery Street	6	2
Battery Street	6	0
Sgt Tommy Prince Street	7	6
<i>Total</i>	<i>110</i>	<i>38</i>

SIGHTLINE ANALYSIS

Sight distance is an important consideration in intersection design. At an intersection where traffic on the minor-street has a stop-sign and traffic on the major street operates free-flow, such as the unsignalized intersections on Burrows Avenue, it is important for drivers on the minor street to have a clear view of oncoming traffic so that they know when it is safe to leave the stop sign. If the view is blocked by things like buildings, trees, snow banks, parked vehicles, or other obstacles, the driver may not be able to see when a safe gap exists and could proceed when it is unsafe to do so. Likewise, if the driver on the major street cannot see the driver on the minor street depart from the stop sign due to the same sightline obstruction, then they may be unable to react in time to stop. This situation can result in right-angle collisions, which are often severe and result in injury due to the angle of impact.

The Transportation Association of Canada's *Geometric Design Guideline for Canadian Roads* outlines procedures for determining how much sight distance is required at intersections to ensure motorists can safely see oncoming traffic and are able to make appropriate decisions about when to proceed. Several factors are considered when determining appropriate intersection sight distance, including traffic speeds, whether there are any curves or hills on the road, as well as the number of lanes on the road and presence of a median.

On-street parking is permitted on both sides of Burrows Avenue in the curb lanes. Based on site visit observations, parking is highly utilized. A "wall" of parked vehicles creates a visual obstruction between motorists traveling on Burrows Avenue and those waiting to enter from a stop sign on one of the side streets.

A sightline analysis was conducted on Burrows Avenue to determine the degree to which parking restricts safe sightlines. The analysis found that motorists parked approximately 15 metres upstream of unsignalized intersections block the line of sight between motorists on Burrows Avenue and motorists on the cross-street.

CITY POLICIES AND PRACTICES FOR PARKING RESTRICTIONS

The City's Technical Guideline and Policy for parking restrictions allows parking to be restricted based on collision history. The primary function of roadways is to provide safe mobility and accessibility for road users. A secondary function of some roadways, particularly those in residential areas, is to provide some degree of on-street parking. It is typically the City's practice to allow parking on collector streets near intersections unless there is a demonstrated collision problem, large vehicles including school buses have trouble turning, there are curves or hills on the roadway, or the street has high parking activity which creates a consistent visual obstruction.

Unsignalized intersections along Burrows Avenue qualify for parking restrictions based on the City's Technical Guideline and Policy due to the collision history and high degree of parking activity which consistently blocks sightlines. Parking restrictions are a low-cost option that can be implemented quickly and immediately improve safety.

PROPOSED PARKING RESTRICTIONS

To provide safe intersection sightlines, No Parking Anytime signage is planned for approximately 15 metres in advance of each of the following unsignalized intersection on Burrows Avenue:

- Charles Street
- Aikins Street
- Powers Street
- Andrews Street
- McKenzie Street
- Parr Street
- Sinclair Street
- Artillery Street
- Battery Street

- Sgt Tommy Prince Street

Figure 1 illustrates the planned parking restrictions at one of the intersections. Note that some intersections already have private approaches or other existing parking restrictions that prohibit parking, so not every intersection requires the same restriction. Where possible, locations of existing poles would be used to mount signage so the exact limits of the parking restriction may vary from intersection to intersection.

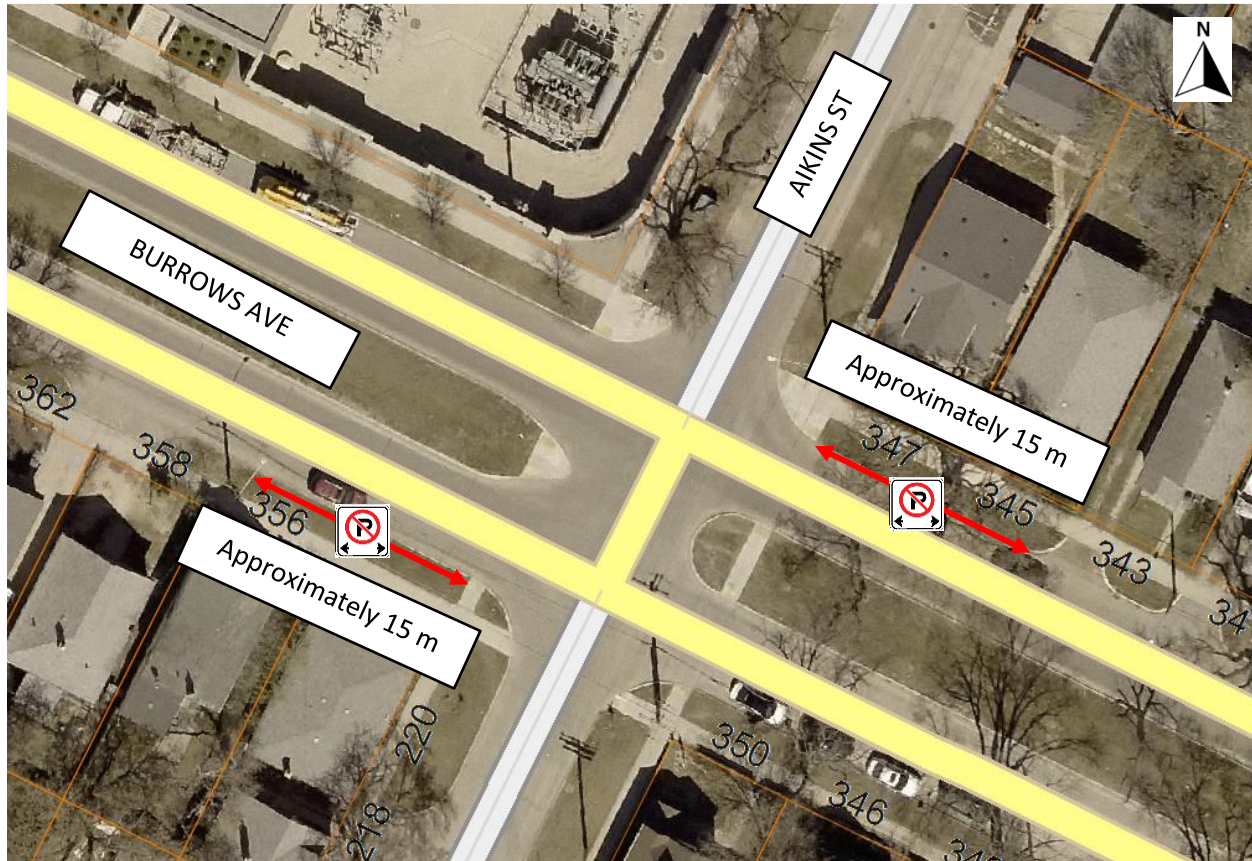


Figure 1: Illustration of the planned parking restrictions at one intersection on Burrows Avenue

The planned parking restrictions will result in a reduction of approximately 33 parking spaces on Burrows Avenue between Main Street and McPhillips Street. This is a reduction of five percent of all available on-street parking on Burrows Avenue. There will still be over 650 on-street parking spaces on Burrows Avenue, plus various existing loading zones and street parking provided on nearby cross-streets.

SNOW CLEARING

Snow clearing practices were reviewed with the Streets Maintenance Division since right-angle collisions on Burrows Avenue peak during the winter months. The Streets Maintenance Division indicated that piling windrows is typically done downstream of traffic flow and that high piles of snow are removed within 10 to 15 metres on either side of an intersection. They also indicated that snow can sometimes be stored on a median when the boulevard width is insufficient.

However, they do not typically store snow on the median at an intersection. They indicated they would closely monitor the situation on Burrows Avenue to maintain safe intersection visibility and believed that the parking restrictions would help with snow clearing operations.

Road surface conditions including icy, snowy, and wet pavement were recorded for the majority of motorists involved in right-angle collisions. This indicates that snow storage is not the only winter-related factor that could be contributing to right-angle collisions on Burrows Avenue. Stopping capabilities are reduced when pavement surfaces are not clear and dry. Burrows Avenue is a priority two (P2) route for snow clearing.

COMMUNITY FEEDBACK

In September, 2023, letters were sent to property owners on Burrows Avenue whose properties fronted a section covered by the parking restrictions. The letters explained that parking restrictions would be installed just prior to the intersections to improve sightlines and safety. The area Councillors for both the Mynarski Ward and Point Douglas Ward were informed by email prior to the letters being mailed. After the letters were received, the Public Works Department as well as the area Councillors received several responses from concerned residents. Key concerns and how those concerns were considered by the Department are summarized in Table 1.

Table 2: Community feedback and how it was considered

What we heard from residents	How it was considered
Sightline issues are due to snow banks not parked vehicles. There was a specific concern about snow being stored in the median.	Street parking is part of the problem as parked vehicles do obstruct intersection sightlines. Many of the right-angle collisions on Burrows Avenue occur during the winter months, suggesting that winter road conditions are also part of the problem. The Transportation Division has been in contact with the Streets Maintenance Division about how snow clearing practices may impact collisions on Burrows Avenue. It is believed that the parking restrictions will make it easier for operators to clear snow more effectively. Streets Maintenance has also indicated they will be pushing back or removing snow stored in the median at intersections, and will monitor the situation to maintain safe visibility.
There were concerns that residents were not consulted in this decision.	The City's Technical Guidelines allow parking to be restricted where there is an identified collision issue. It is common practice to inform directly impacted property owners, which was done via the letters issued in September 2023.
There were concerns about residents needing to walk farther to on-street parking and how this could impact older adults, people with varying levels of mobility, as well as vehicle-for-hire and delivery services.	Letters sent in September 2023 indicated No Stopping Anytime signage would be installed. However, the Department has modified this to No Parking Anytime signs in response to concerns expressed by residents. Parking is not permitted within a No Parking Zone, however, a vehicle can be stopped for less than five minutes so long as it is not left unattended. For

What we heard from residents	How it was considered
	<p>example, a No Parking Zone could be used for loading/unloading or picking up/dropping-off passengers so long as the vehicle is not left unattended and is stopped for less than five minutes.</p> <p>The City will work with residents to assess needs for accessible loading zones on or near Burrows Avenue. Requests can be made through 311 to determine whether the resident qualifies for an accessible loading zone.</p>
<p>There were specific concerns related to parking impacts near 800 Burrows Avenue, which is the St Mary the Protectress Millennium Villa and provides housing for those aged 55 and above.</p>	<p>There are no parking impacts on the south side of Burrows Avenue between Sinclair Street and Arlington Street, which is where 800 Burrows Avenue is located. New parking restrictions are not planned on this block as Arlington Street is a signalized intersection. There is an approximate 30 metre loading zone in front of 800 Burrows Avenue that is not impacted by the proposed restrictions.</p>
<p>There is a perception that the collision problem is due to speeding on Burrows Avenue, not on-street parking. There were requests for speed enforcement and speed limit signage.</p>	<p>Street parking is part of the problem as parked vehicles do obstruct intersection sightlines.</p> <p>50 km/h speed limit signs will be installed along Burrows Avenue. This is part of an ongoing initiative to install additional 50 km/h signs throughout the City, where appropriate. This initiative was reported on at the July 5, 2022 meeting of the Standing Policy Committee on Public Works.</p> <p>Speed data was collected on Burrows Avenue in April 2024 and found speeds to be consistent with the 50 km/h speed limit. Additionally, exceeding the speed limit or driving too fast for conditions were only recorded for two vehicles involved in all of the right-angle collisions. Whereas, failing to yield right of way and leaving the stop sign before it was safe to do so was recorded for 48 of the vehicles involved in a right-angle collision.</p>

CONCLUSION

Based on the information presented in this report, the Public Works Department intends to proceed with installing the parking regulations at unsignalized intersections on Burrows Avenue. The estimated cost for installing the parking restrictions along Burrows Avenue is \$3,800 and can be covered by existing operating budgets within the department. The impact of the regulations will be monitored over the coming years to determine their impact on safety and to assess whether any additional measures are required.

FINANCIAL IMPACT

Financial Impact Statement Date: May 9, 2024

Project Name:
**Parking Restrictions on Burrows Avenue (Mynarski
Ward and Point Douglas Ward)**

COMMENTS:

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

There are sufficient funds in the 2024 Public Works operating budget for the estimated cost of \$3,800 to supply and install the parking restrictions along Burrows Avenue.

J. Ruby, 2024-05-10
J. Ruby CPA, CA
Manager of Finance & Administration

CONSULTATION

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

OURWINNIPEG POLICY ALIGNMENT

The recommendations within this report are consistent with policies that fit within two 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.

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

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan and its Goals and Objectives, and it was determined that the Winnipeg Climate Action Plan 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: R. Peterniak, M.Sc., P.Eng., RSP₁, Road Safety Management Engineer
Date: May 10, 2024

Attachments:
Appendix A – Collision Distributions

Appendix A – Collision Distributions

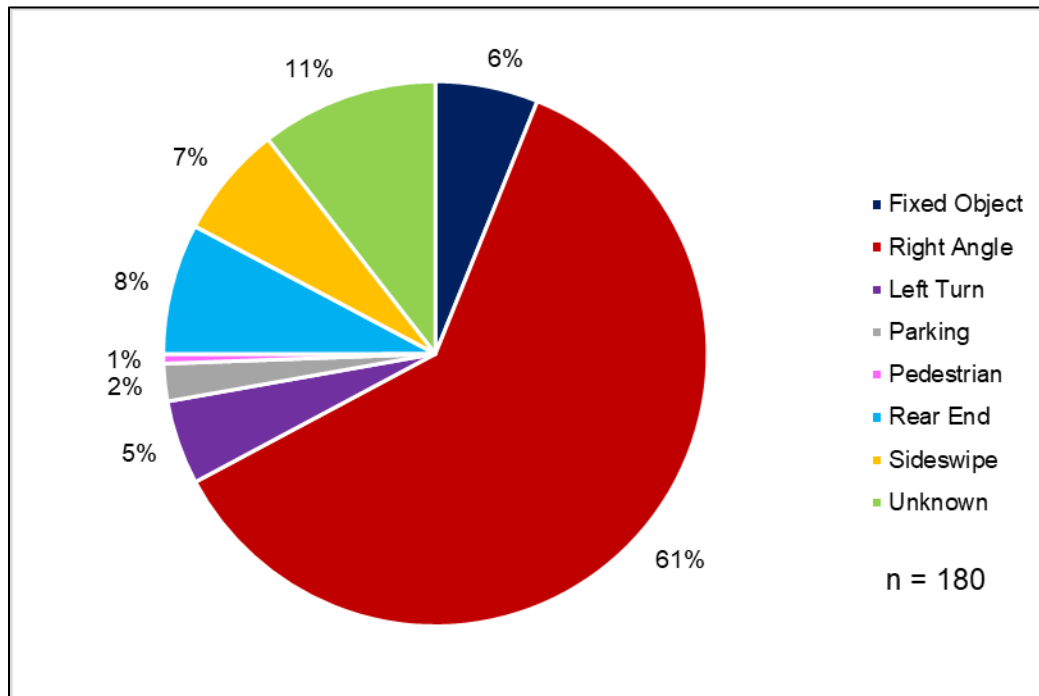


Figure A1: Total collisions at unsignalized intersections on Burrows Avenue between Main Street and McPhillips Street by collision type (2016-2020)

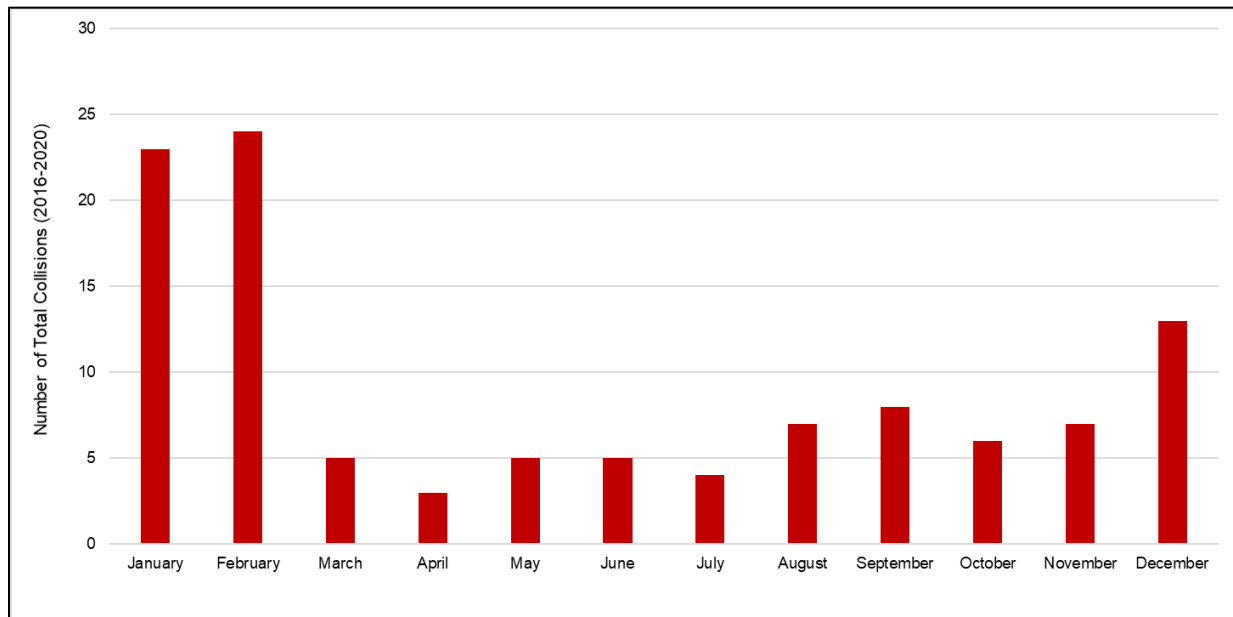


Figure A2: Total right-angle collisions at unsignalized intersections on Burrows Avenue between Main Street and McPhillips Street by month (2016-2020)

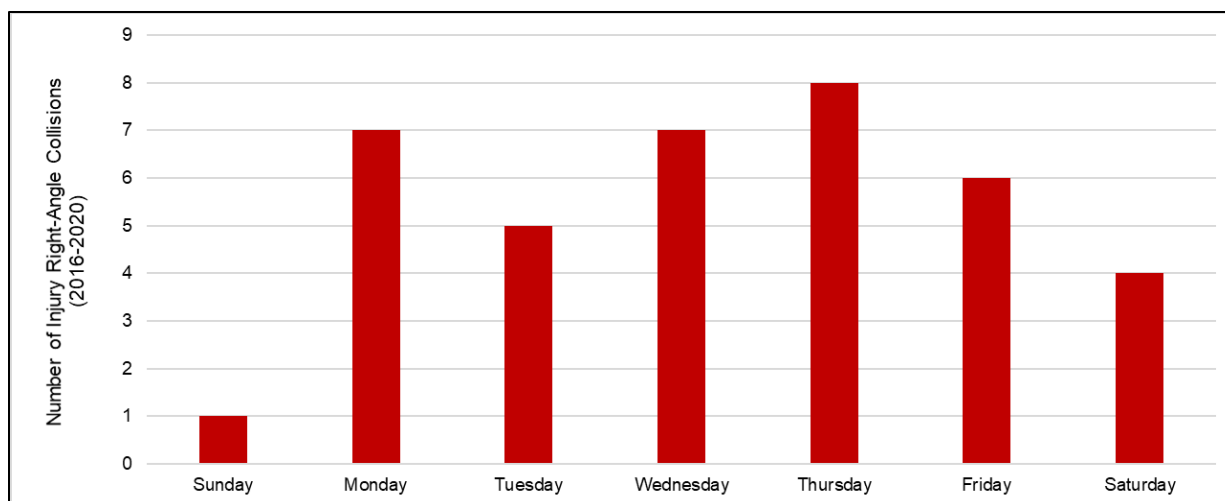


Figure A3: Injury right-angle collisions at unsignalized intersections on Burrows Avenue between Main Street and McPhillips Street by day of week (2016-2020)

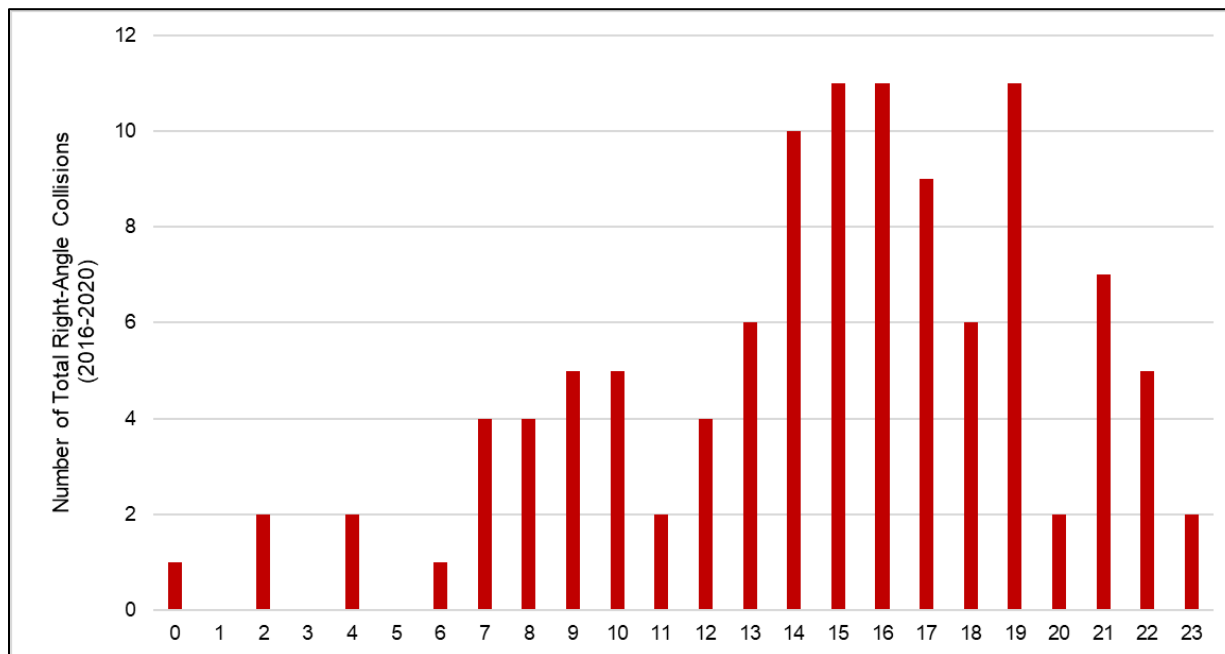


Figure A4: Total right-angle collisions at unsignalized intersections on Burrows Avenue between Main Street and McPhillips Street by hour of day (2016-2020)

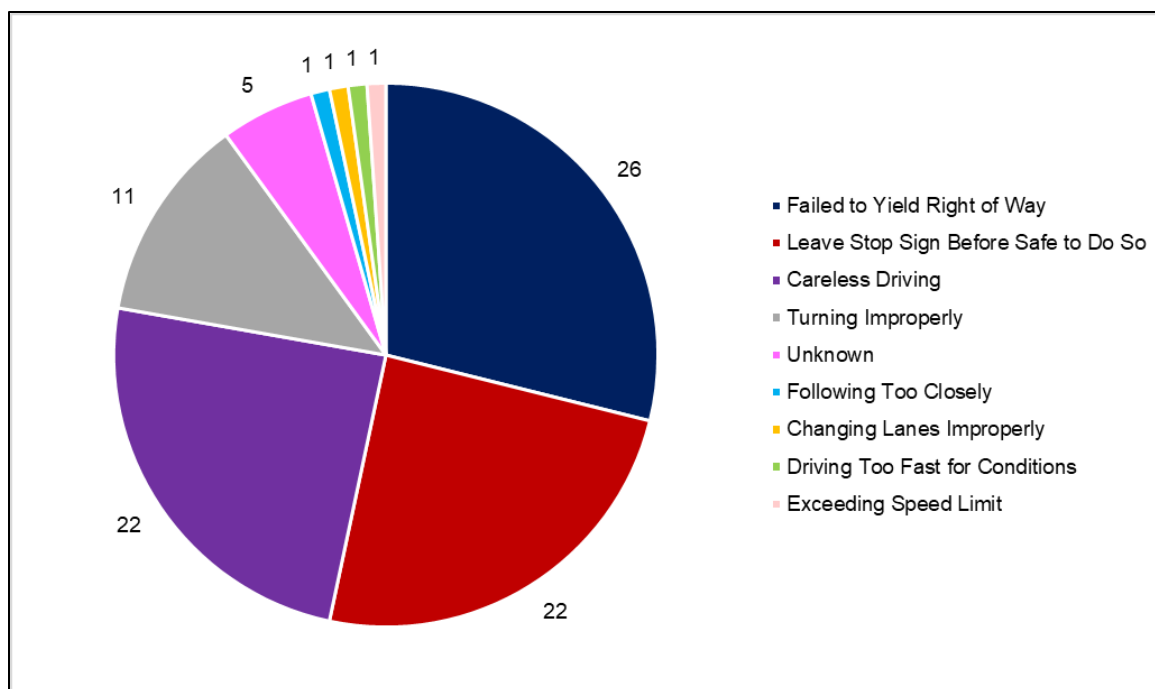


Figure A5: Driver action for motorists involved in total right-angle collisions at unsignalized intersections on Burrows Avenue between Main Street and McPhillips Street (2016-2020); Figure does not include motorists involved who were reported to be “driving properly”

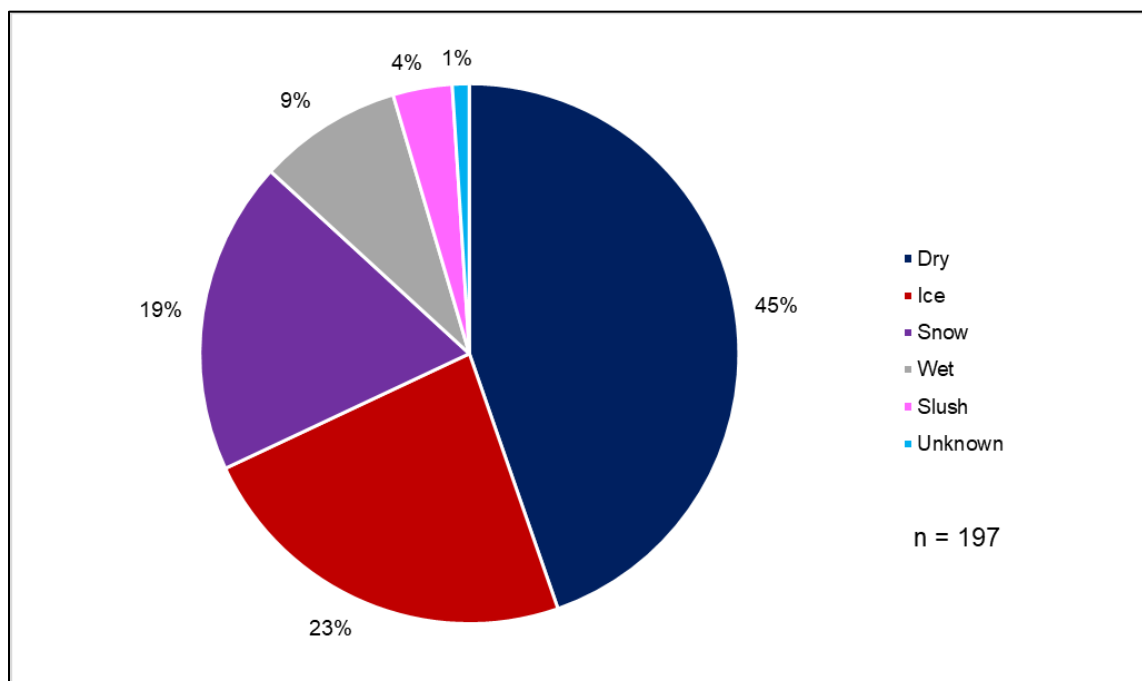


Figure A6: Road surface condition for vehicles involved in total right-angle collisions at unsignalized intersections on Burrows Avenue between Main Street and McPhillips Street (2016-2020)