

**Agenda – Standing Policy Committee on Infrastructure Renewal and Public Works –
June 10, 2021**

REPORTS

Item No. 16 Speed Limit Review – Process and Residential Speed Limits

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

That this report be received as information.

**Agenda – Standing Policy Committee on Infrastructure Renewal and Public Works –
June 10, 2021**

DECISION MAKING HISTORY:

COUNCIL DECISION:

On July 23, 2020, Council concurred in the recommendation of the Executive Policy Committee, as amended, and adopted the following:

1. That the new Technical Guideline Practice for Speed Limit Reviews (Appendix B) be received as information.
2. That the updated Technical Guideline Practice for Speed Limit Signing (Appendix C) be received as information.
3. That Council request the Province of Manitoba to amend Regulation 30/2019 to reduce the amount of signage necessary to designate reduced speed zones or areas within Winnipeg.
4. That the funding to assign a consultant to report on lowering the default speed limit on residential streets, be referred to the 2021 Budget Review Process, and that the Winnipeg Public Service be authorized to assign the consultant if funding is approved.
5. That the Winnipeg Public Service conduct a trial of 30 km/h speed limits on a limited number of existing neighbourhood greenways proposed in the report, and in addition, consult with Councillors to determine one street in each ward to conduct a trial of either 30km/h or 40km/h speed limits, using surplus funds from the 2017 local street renewal budget and that a new capital budget page be created for this project.
6. That the Winnipeg Public Service and the Office of Public Engagement work with Councillors to prepare information for the Speed Limit Review consultation process.
7. That in the event that provincial regulations allow for gateway signage, the Winnipeg Public Service be directed to report back to the Standing Committee on local area pilots in addition to specific streets.
8. That prior to the implementation of the neighbourhood greenways, the Winnipeg Public Service be directed to conduct public consultation on the proposed greenways, and any traffic calming measures that are planned for the greenways, in the neighbourhoods where the greenway is proposed.
9. That prior to the implementation of the greenway the area Councillor approval is required.

**Agenda – Standing Policy Committee on Infrastructure Renewal and Public Works –
June 10, 2021**

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

10. That the Winnipeg Public Service be directed to provide quarterly written reports on the matter to the Standing Policy Committee on Infrastructure Renewal and Public Works.
11. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

ADMINISTRATIVE REPORT

Title: Speed Limit Review: Process and Residential Speed Limits
Quarterly Project Status Report No. 2
For the Period Ended April 15, 2021

Critical Path: Standing Policy Committee on Infrastructure Renewal and Public Works

AUTHORIZATION

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

EXECUTIVE SUMMARY

The report provides a summary of work conducted during the period of February 1, 2021 through to April 15, 2021 on the Speed Limit Review Trial as adopted by Council on July 23, 2020.

There are two related but distinct projects in various stages of completion related to the Speed Limit Review Trial.

- 30 km/h Neighbourhood Greenway Pilot Program
- Speed Limit Review Trial

The 30 km/h Neighbourhood Greenway Pilot Program is planned to be implemented in 2021. The Public Service discussed recommended locations with the appropriate ward Councillors, and the trial has been confirmed for Eugenie Avenue, Warsaw Avenue/Fleet Avenue, Machray Avenue, and Powers Avenue. The Public Service has developed a design for physical infrastructure and signage to implement the trial, a data collection program to monitor and be able to evaluate the success of the trial, and a public feedback program to determine support for, and impact of, the pilot. The public engagement strategy includes two rounds of engagement: one pre-trial to capture information residents' early thoughts on the traffic-calmed greenways as well as expectations for their impact, and one following the pilot period to determine public opinion on program success.

The Speed Limit Review Trial, separate to the Neighbourhood Greenway Pilot Program, is another project to test reduced speed limits is underway. This project was originally expected to be a trial of 30 km/h or 40 km/h speed limits on corridors throughout Winnipeg, with one corridor in each ward.

The Public Service is considering a change to this element of the project; for various reasons the Public Service is anticipating that in the future we will be recommending a change: to conduct a limited number (4) of neighbourhood speed limit review trials, rather than one speed limit review trial in each ward; this would require a change in direction from what was previously approved by Council. Upon approval of the new recommendation, the Public Service would be

required to finalize the selection of the 4 neighbourhoods and liaise with affected ward Councillors prior to presenting the selected neighbourhoods as part of a future quarterly update or other report.

RECOMMENDATIONS

That this report be received as information.

REASON FOR THE REPORT

On July 23, 2020, Council concurred in the recommendation of the Executive Policy Committee, as amended, and directed the Public Service to provide quarterly written reports on the matter to the Standing Policy Committee on Infrastructure Renewal and Public Works.

IMPLICATIONS OF THE RECOMMENDATIONS

As this report is for information purposes only, there are no implications.

HISTORY/DISCUSSION

On July 23, 2020, Council adopted the following amended recommendations of the “Speed Limit Review: Process and Residential Speed Limits” reports were adopted:

1. *That the new Technical Guideline Practice for Speed Limit Reviews (Appendix B) be received as information.*
2. *That the updated Technical Guideline Practice for Speed Limit Signing (Appendix C) be received as information.*
3. *That Council request the Province of Manitoba to amend Regulation 30/2019 to reduce the amount of signage necessary to designate reduced speed zones or areas within Winnipeg.*
4. *That the funding to assign a consultant to report on lowering the default speed limit on residential streets, be referred to the 2021 Budget Review Process, and that the Winnipeg Public Service be authorized to assign the consultant if funding is approved.*
5. *That the Winnipeg Public Service conduct a trial of 30 km/h speed limits on a limited number of existing neighbourhood greenways proposed in the report, and in addition, consult with Councillors to determine one street in each ward to conduct a trial of either 30km/h or 40km/h speed limits, using surplus funds from the 2017 local street renewal budget.*
6. *That the Winnipeg Public Service and the Office of Public Engagement work with Councillors to prepare information for the Speed Limit Review consultation process.*
7. *That in the event that provincial regulations allow for gateway signage, the Winnipeg Public Service be directed to report back to the Standing Committee on local area pilots in addition to specific streets.*
8. *That prior to the implementation of the neighbourhood greenways, the Winnipeg Public Service be directed to conduct public consultation on the proposed greenways, and any traffic calming measures that are planned for the greenways, in the neighbourhoods where the greenway is proposed.*
9. *That prior to the implementation of the greenway the area Councillor approval is required.*
10. *That the Winnipeg Public Service be directed to provide quarterly written reports on the matter to the Standing Policy Committee on Infrastructure Renewal and Public Works.*

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

An internal working group of several branches within the transportation division has formed, and discussed the dispositions and the implementations of each, as a group. Below is a summary table of the discussion findings.

Table 1: Speed Limit Review: Process and Residential Speed Limits, Dispositions with Summary of Actions

Disposition Number	Actions Taken as of April 15, 2021
1	No action required by the Public Service
2	No action required by the Public Service
3	<p>March 9, 2021: Public Works met with Manitoba Infrastructure to further discuss the City of Winnipeg’s request to trial gateway signage and Manitoba Regulation 30/2019.</p> <p>For the 30 km/h and 40 km/h residential street Speed Limit Review Trial, Manitoba Infrastructure has provided feedback that they are supportive of providing trial approval for new gateway signage (a letter of confirmation is currently in the provincial approval system). However, although gateway signage will be permitted, this does not negate the need to comply with Manitoba Regulation 30/2019 which requires speed limit signs be posted following each intersecting roadway.</p> <p>Discussion with Manitoba Infrastructure indicates that changes to Manitoba Regulation 30/2019 would require regulatory approval. A formal letter for changes has been submitted. Interim approval of gateway signage as a trial is a simpler approval process than changes to Manitoba Regulation 30/2019 which would require regulatory approval.</p>
4	On December 16, 2020, Council adopted the 2021 Traffic Engineering Improvements – Various Locations (TEIP) program in the amount of \$2.5 million, and within that program, \$400,000 is being allocated for a consulting report on the lowering of default speed limits on residential streets.
5	<p>Neighbourhood Greenway Pilot Program: is scheduled to begin in 2021 for the following streets: Eugenie Avenue, Warsaw Avenue/Fleet Avenue, Machray Avenue, Powers Avenue. The pre-trial phase of this project will include baseline data collection of vehicular volumes, vehicular speeds and bicycle volumes. Please see the discussion below for changes to the approved trial greenways streets from those originally proposed in the original Speed Limit Trial Process report.</p> <p>On December 16, 2020, Council adopted the 2021 Regional and Local Street Renewal program in the amount of \$152.2 million, and within that program, \$300,000 was allocated for the Speed Limit Review Trial “Neighbourhood Greenway Pilot Program”.</p>

	Speed Limit Review Trial: the Public Service is recommending to not trial 30 km/h or 40 km/h speed limits for one street in each ward. Please see the discussion below for further explanation on this.
6	No action at this time.
7	March 9, 2021: Public Works met with Manitoba Infrastructure to further discuss the City of Winnipeg's request to trial gateway signage; see discussion below on the proposed signage. A letter of confirmation is expected from Manitoba Infrastructure; it is currently in the provincial approval system.
8	The Office of Public Engagement has produced a public engagement strategy for the greenway trial project: Neighbourhood Greenway Reduced Speed Pilot. The pre-trial engagement process will be conducted in April and May 2021 and elements included in the strategy include postcards for all affected residents, on-street signage, web updates, and on-line surveys. It will notify residents and users of the trial streets of the project in an effort to educate people on the project objectives, design, and what a neighbourhood greenway is. It will present the traffic calming elements, and posted changes to the speed limit. This process will seek to understand people's current use of the trial streets and solicit early feedback through an online survey.
9	Ward Councillors were consulted on each of the proposed Neighbourhood Greenway Pilot Program locations through emails and meetings. The approved Neighbourhood Greenway Pilot Program locations are: Eugenie Avenue, Warsaw Avenue/Fleet Ave, Machray Avenue, Powers Avenue.
10	This report is the second of written quarterly reports for the above project.
11	No action required by the Public Service, at this time.

Disposition #5 Discussion (Neighbourhood Greenways)

The Public Service now plans to implement the Neighbourhood Greenway Pilot Program on the following streets, pending the results of pre-pilot public engagement:

- Eugenie Avenue (St. Mary's Road to Youville Street)
- Warsaw Avenue/Fleet Avenue (Lindsay Street to Nassau Avenue)
- Machray Avenue (Fife Street to Main Street)
- Powers Avenue (Dufferin Avenue to Leila Avenue)

Roch Street between Poplar Avenue and Leighton Avenue was removed as a result of public feedback and consultation with the ward Councillor.

The above list differs from the original list presented in the July 23, 2020 report and the resulting disposition. These changes resulted from further technical assessment as well as consultation with local ward Councillors (as per the disposition).

The Neighbourhood Greenway Pilot Program will proceed pending the results of pre-pilot engagement and discussion of public feedback with appropriate ward Councillors. Installation of planned infrastructure (speed humps) and posted reduced speed limit signs is planned to be in place in 2021.

Disposition #5 & #7 Discussion (30 km/h and 40 km/h Residential Speed Limit Trials):

The Public Service was originally directed to do the following:

- Item 5: “...consult with Councillors to determine one street in each ward to conduct a trial of either 30 km/h or 40 km/h speed limits...”
- Item 7: “That in the event that provincial regulations allow for gateway signage, the Winnipeg Public Service be directed to report back to the Standing Committee on local area pilots in addition to specific streets.”

The Public Service has been investigating these elements. Further information will be forthcoming in a future report, but the Public Service is anticipating that a change will be necessary:

Conducting Speed Limit Review Trials on individual street segments in each ward as described in Item #5 has the following limitations and disbenefits:

- Overall traffic volumes on trial streets may decrease and be displaced to surrounding streets as many motorists would avoid the trial streets.
- Monitored speed data on trial streets may not be representative of total drivers as motorists that desire to drive at higher speeds will avoid the trial streets.
- Public feedback would not be as valuable as a single street does not provide the opportunity for residents to experience how the reduced speed limit impacts their neighbourhood and travel times.
- There may be confusion regarding the trials of the 30 km/h limit in Neighbourhood Greenway Pilot Program and the separate 30 km/h and 40 km/h Speed Limit Review Trials.
- Increased costs for implementing and monitoring.

Additionally, feedback from Manitoba Infrastructure has indicated support for gateway signage, but the requirement to post speed limit signage on each block within a trial area is still required.

In light of these considerations, the Public Service anticipates a future request will be made to modify the recommendations so that the Public Service conducts a limited number (4) of neighbourhood Speed Limit Review Trials (based on defined criteria, and made up of a combination of Mature and Recent neighbourhoods, as defined in [Complete Communities 2.0 OurWinnipeg Direction Strategy](#)) within Winnipeg rather than “one corridor per ward”.

Speed Limit Review Trials of reduced speed limits in neighbourhoods would be a more robust indicator and provide more effective evidence of success or failure for future city-wide considerations for the following reasons:

- Speed Limit Review Trials in neighbourhoods would provide a better simulation to having a reduced residential speed limit in a larger area or city-wide.
- Speed Limit Review Trials in neighbourhoods would provide a better opportunity for residents to adapt their driving behavior and likely have bigger impact on speeds than a reduced speed limit on a single street.
- Speed Limit Review Trials in neighbourhoods may decrease cut through, commuter traffic. This could also give insight into the traffic pattern changes that might result if city-wide reduced speeds are introduced in residential areas.
- Speed Limit Review Trials in neighbourhoods of reduced speed would be more indicative of the livability impacts of city-wide reduced speed.
- Speed Limit Review Trials in neighbourhoods can better evaluate a larger mix of street types in different community types.

The Public Service will present this information in a future report. It is anticipated that upon approval of the new recommendation, the Public Service would then finalize the selection of the 4 neighbourhoods and liaise with affected ward Councillors prior to presenting the selected neighbourhoods and continuing with the project; i.e. selection of a consultant through an RFP process, public engagement/consultation elements, data collection, etc.

FINANCIAL IMPACT

Financial Impact Statement Date: [Date: May 28, 2021](#)

Project Name:
Speed Limit Review: Process and Residential Speed Limits
Quarterly Project Status Report No. 2
For the Period Ended April 15, 2021

COMMENTS:

There are no financial impacts associated with the recommendation of this report.

"signed by J. Ruby, CPA, CA"

J. Ruby CPA,CA
Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with: n/a

OURWINNIPEG POLICY ALIGNMENT

The recommendations of this report are aligned with the key strategic goal of a safe, efficient and equitable transportation system for people, goods and services in the Sustainable Transportation Direction Strategy that supports OurWinnipeg.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The recommendations of this report are intended to result in a safer pedestrian realm, which contributes to the encouragement of sustainable transportation options, as noted in Key Direction 1.4 Encourage Sustainable Transportation Options.

SUBMITTED BY

Department: Public Works Department
Division: Transportation
Prepared by: Colleen Flather, M.Sc., P. Eng. / David Patman. P.Eng.
Date: May 28, 2021