

WOLSELEY TO DOWNTOWN WALK BIKE PROJECT

Phase 3 Public Engagement Summary

June 2020

Background

The Pedestrian and Cycling Strategies (PCS) were approved by City Council in 2015 and provide the long-term vision for providing accessible, convenient and safe walking and cycling infrastructure for people of all ages and abilities. The PCS also assist in the prioritization of active transportation infrastructure projects throughout the city. A key direction of the PCS is to develop local bike networks for each neighborhood that connect to the existing network and to the Downtown.

The Wolseley to Downtown Walk Bike project was identified as an important part of the network in the PCS and when completed will provide connections to the Omand's Creek pathway, the protected bicycle lane on Assiniboine Avenue and Sherbrook Street, the bike lane on Maryland Street, and the planned neighborhood greenway on Ruby Street. The study area runs east-west from Raglan Road through Wolseley Avenue/ Westminster Avenue, Balmoral Street, and Granite Way to Osborne Street.

Engagement

The top three priorities identified by stakeholders during Phase 1 of engagement (November 2018) included safety, bike network connections, and cycling comfort. Phase 1 feedback guided the development of preliminary design options which were then shared during Phase 2 of the public engagement (spring 2019). Both Phase 1 and Phase 2 engagement reports are available in the [documents tab](#) of the project website. Phase 2 stakeholder and resident feedback, along with technical analysis, was used to refine the design options and form the recommended designs presented in Phase 3.

The purpose of the Phase 3 public engagement was to share the recommended designs with stakeholders and the public, highlight how public input influenced recommendations, provide clarity on design rationale and constraints, and solicit critical design concerns.

Promotion

Public engagement opportunities were promoted using the following methods:

- A notification email was distributed on November 14, 2019 to businesses and residents along the Central Segment to inform them that the project team was going door-to-door (on November 21, 2019 from 9 a.m. to 3 p.m.) to share and gather feedback on proposed parking changes.
- Project updates were sent to the email notification list: January 7, 2020 (458 recipients) and February 7, 2020 (731 recipients).
- Posters with event information, project website address, online survey link, and project email address were delivered to 14 businesses along the project corridor.
- On request, the Wolseley Residents' Association was provided with 40 project posters to post around the neighbourhood.
- Phone calls to four stakeholders who requested additional notification or do not have home internet access were made on January 7, 2020.
- Homes and businesses adjacent to project changes in the East Segment were notified on January 7, 2020 of a stakeholder meeting via hand-delivered hard-copy invitations and emails sent to property management companies.
- E-mail invitations for the East Segment stakeholder meeting were sent on January 7, 2020 to nine stakeholder groups and property management companies adjacent to project changes.
- Phase 3 project notification postcards were delivered to 11,107 addresses within the project study area via Canada Post starting on January 8, 2020.
- The City of Winnipeg Public engagement newsletter promoted Phase 3 to over 5,000 recipients on each January 16 and January 30, 2020.
- 12 existing road-side signs were updated throughout the study area. A sticker was added to the signs to

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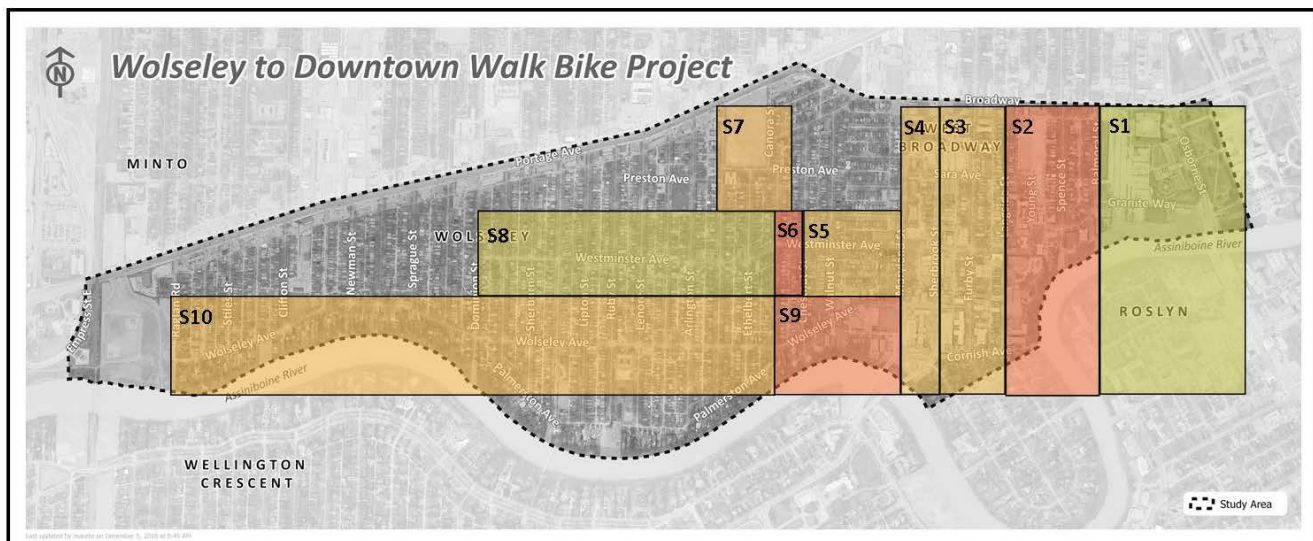
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indicate Phase 3 of the project. A Facebook event was created and three Facebook posts were made to the City of Winnipeg account from January 7 - February 9, 2020.

Key Findings or What We Heard

- The designs which proposed to change vehicle traffic from two-way to one-way were found by a large number of respondents to not balance the safety and needs of all road users. Concerns included increased traffic of adjacent streets and significant detours for drivers accessing the area. These sections are Balmoral Street/Westminster Avenue (Granite Way to Langside Street), Westminster Avenue (Chestnut to Canora) and Wolseley Avenue (Maryland to Chestnut).
- Respondents most agreed with or felt neutral on the balance of safety and needs of all road users along Granite Way (Osborne Street to Balmoral Way), followed by Westminster Avenue (Canora Street to Dominion Street).
- Concern about access to Balmoral Hall and cars idling on Balmoral through the one-way section during pick-up and drop-off, and no way to circulate or stop.
- Strong support for keeping the No. 10 bus. Many people noted that if these changes to the roadway went through that that would effectively kill any chance of them saving the bus.
- Suggestions to restrict right-hand turns from Portage Avenue into the Wolseley neighbourhood and from Maryland Street onto Westminster Avenue and Wolseley Avenue during peak times.
- Suggestion to adjust speed limit to 30 km/hr throughout the Wolseley neighbourhood.
- Concern that removal of parking could hurt nearby businesses.



Legend

Survey results: Design balance

Agree Disagree



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Public engagement techniques

Date	Activity	Details
Pre-Phase 3 September 2019	Stakeholder outreach discussions	Discussions with eight key stakeholder groups
Pre-Phase 3 November 21, 2019	Central Segment door-to-door	Residents and businesses along the central segment route
Phase 3 launch January 6, 2020	Neighbourhood Mailing campaign	Distributed to the entire project area (11,107 addresses)
January 6, 2020 – February 13, 2020	Online Survey	Completed by 1,105 participants online, and seven in person. Respondents identified their link to the area as: residents (55.76%), those who travel through the area (12.17%), visitors of local residents (2.83%), those attending for work/business (7.61%), students (level not identified) (3.48%), shoppers (0.98%), area volunteers (0.98%), those accessing social services (0.54%), and those travelling for other reasons including connecting to Balmoral Hall, Westminster United Church and the Granite Curling Club (15.65%).
School travel plan and engagement (STPE)		
January 7- 9, 2020	STPE school-based events	Discussions with 31 Parent Advisory Council (PAC) members and school staff at Laura Secord School (January 7, 2020), Mulvey School (January 8, 2020), and Wolseley School (January 9, 2020)
Meetings and Open House		
January 13, 2020	Stakeholder, Broadway Neighbourhood Centre, 185 Young Street	56 attendees
January 29, 2020	Public, Westminster Church, 745 Westminster Avenue	320 attendees and 105* exit surveys completed *All printed exist surveys were completed by attendees; not enough printed exit surveys available

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What we heard

What We Heard	How It Was Considered
East Segment	
<p>Concern over the loss of parking and delivery access to local businesses and residents in an area where parking is already difficult to find.</p>	<p>The proposed design removes some parking to allow space for a protected bike lane. Any losses to loading zones will be offset by the addition of a new loading zone on Spence Street, adjacent to 29 Balmoral St. The loading zone adjacent to 54 Young St. will be maintained.</p> <p>In total, the East Segment has a net loss of 20 parking spaces. This includes the reduction of 15 spaces along Granite Way and 5 spaces between Granite Way and Langside Street. The existing parking utilization data indicates that these stalls are 100% filled from 7:00am to 3:00pm, but 20% filled for the remainder of the day. This indicates that the parking is being taken up by commuters working downtown rather than community members. Adjacent streets do not have 100% utilization during business hours and can accommodate the change.</p>
<p>Vehicle access to Balmoral Hall School is impacted by one-way roads leading to increased vehicle congestion in the area and concern for the safety of students.</p>	<p>Design revised to accommodate two-way vehicle traffic.</p>
<p>The change to one-way vehicle traffic along Balmoral Street and Westminster Avenue (Granite to Langside) would cause added vehicle congestion and emissions and cause an overall inconvenience to drivers required to reroute onto other streets.</p>	<p>Design revised to accommodate two-way vehicle traffic. In order to accommodate vehicle traffic, the bike lane will be set at minimum width.</p>
<p>Strategy of moving traffic onto main roads was a concern because traffic moves slowly on those roads during rush hour.</p>	<p>Design revised to accommodate two-way vehicle traffic. Short-cutting traffic no longer deterred. Traffic flow on main roads is not expected to change.</p>
<p>Concern that the design will lead to the loss of neighborhood trees.</p>	<p>Six trees along Granite Way have been identified to be in poor health and are proposed to be removed to accommodate on street parking. Additional trees east of Granite Curling Club proposed to be planted along the new pedestrian and cycling route. One tree required to be removed at 54 Young St. to accommodate a required loading zone.</p>

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<p>Confusion over the safe use of bike lane at the corner of Granite Way and Balmoral Street.</p>	<p>Design approach meets current best practices of the Transportation Association of Canada (TAC), National Association of City Transportation Officials (NACTO), and Massachusetts Department of Transportation (MassDOT). Intersections at Granite Way and Balmoral Street will become an all-way stop controlled, with clearly marked areas for all users. Pedestrian crossings will have yellow detectible tile at all crossing ramps. Cyclists will have protected bike lanes, stop lines and stop signs within their space, and vehicles will have lanes, with stop lines and stop signs designating their space.</p>
<p>Concern with the changes to the route #10 Winnipeg Transit Bus route.</p> <p>Concern over accessibility and safety for riders required to walk further to access a transit stop. Design does not allow the chance of retaining current service of route #10 bus.</p>	<p>Re-routing the No. 10 aligns with Winnipeg Transit upgrades for improved service (as stated in the proposed Winnipeg Transit Master Plan). The boarding numbers at the 13 affected bus stops west of Sherbrook Street/Maryland Street are low, with roughly 270 passengers boarding the bus each weekday. The numbers for getting off the bus at these stops are slightly lower, suggesting some Wolseley passengers use Portage buses to travel home.</p> <p>Route 71 will be extended south to Aubrey Loop as part of this route change in order to ensure all affected passengers maintain within a 400m walk of a transit stop (minimum standard for access to a Transit stop).</p> <p>The boarding numbers at the six affected bus stops east of Sherbrook Street/Maryland Street are also low, with roughly 165 passengers boarding the bus per weekday. The numbers for getting off the bus at these stops are also slightly lower, suggesting some West Broadway passengers use Broadway buses to travel home.</p> <p>With route No. 10 proposed to use Broadway in the draft Winnipeg Transit Master Plan, passengers using stops on Balmoral Street would be required to walk further than they currently do, but would have more frequent service once arriving at Broadway (if they were to miss the bus they intended to catch/if another bus came along sooner that also took them to Downtown). All affected passengers would remain within a 400m walk to a transit stop.</p>

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There are not enough cyclists in area to warrant change.	The Council approved Pedestrian and Cycling Strategies identifies this project as a priority and provides direction to Public Works to explore and implement pedestrian and cycling facilities that are safe for all ages and abilities.
The City should upgrade the riverside path and direct cyclists to this route.	The riverbank is unstable and would require substantial and cost-prohibitive bank stabilization work. The expense of which is beyond the scope of this project.
The addition of two unidirectional bike lanes is not necessary and project should pursue a single bidirectional route instead.	Design revised to have protected bi-directional bike lanes from Osborne to Westminster. This revised design has a minimum cycle lane width, but balances needs of all users.

What We Heard	How It Was Considered
Central Segment	
Concern over the loss of parking and delivery access to local businesses and residents in an area where parking is already difficult to find. This was raised in particular around Westminster United Church.	Loss of parking along this route may be a necessary compromise to attain safety for all users and provide room for a proposed protected bike lane. In total, the Central Segment has a net loss of 34 parking spaces and two loading spaces with the proposed design. This includes the removal of seven parking spaces and two loading spaces on Westminster Avenue between Furby Street and Langside Street, the removal of 11 parking spaces between Maryland Street and Furby Street, and the removal of 16 parking spaces between Chestnut Street and Maryland Street.
The removal of turning lanes at Maryland and Sherbrook Streets will result in increased vehicle congestion, particularly during rush hour.	We acknowledge that repurposing a vehicle travel lane for cycling will reduce the capacity of the intersection for vehicles; however, the City will explore traffic signal phasing solutions to reduce delays, while providing a safe environment for the new cycling infrastructure.

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<p>The addition of two unidirectional bike lanes is not necessary and project should pursue a single bi-directional route instead.</p>	<p>A single bi-directional bike infrastructure through the intersections is not recommended as it would add complexities with signal phasing, resulting in increased driver and cyclists decision making, increased safety risks, and travel time delay.</p>
<p>Extend westbound one-way along Westminster Avenue to Sherbrook and Maryland, to avoid cut through traffic on residential streets</p>	<p>Design has been revised to maintain two-way vehicle traffic on Westminster.</p>
<p>Concern over vehicle vs. cyclists/pedestrian collisions at Westminster Avenue and Sherbrook and Maryland Streets.</p>	<p>The design proposes protected uni-directional bike lanes through the intersections. The addition of protected bike lanes will clearly delineate separate areas for vehicles, cyclists, and pedestrians. The design follows best practices for safety of all users including recommendations from TAC, NACTO, and MassDOT.</p>
<p>Add turning restrictions into the Wolseley neighbourhood during peak hours.</p>	<p>This will be considered as part of the additional data collection and modeling in the West Segment.</p>
<p>Reduce speed limits.</p>	<p>Public Works will be studying reduced speed limits on local roads as a City wide initiative.</p>

What We Heard	How It Was Considered
West Segment	

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<p>The change to one-way vehicle traffic along Westminster Avenue (Canora to Dominion) and Wolseley Avenue (Maryland to Chestnut) would result in increased vehicle volumes of residential streets and back-lanes and overall inconvenience and confusion to drivers. Concern that increasing traffic volumes on residential streets will hurt character of the neighbourhood and put children at risk as they play in front yards.</p>	<p>Design to be confirmed with completion of further traffic modeling.</p>
<p>Feeling that shared vehicle/cycling lanes do not meet the project goal of cycling infrastructure suited for all ages and abilities.</p>	<p>Design to be confirmed with completion of further traffic modeling.</p>
<p>Reduce the speed limit on Westminster Avenue and Wolseley Avenue.</p>	<p>Design to be confirmed with completion of further traffic modeling.</p>
<p>Add turning restrictions into the Wolseley neighbourhood during peak hours.</p>	<p>Design to be confirmed with completion of further traffic modeling.</p>
<p>Strategy of moving traffic onto main roads was a concern because traffic moves slowly on those roads during rush hour.</p>	<p>Design to be confirmed with completion of further traffic modeling.</p>

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Concerns that the two one-way conversions on Westminster and Wolseley are both westbound

Design to be confirmed with completion of further traffic modeling.

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Next Steps

The designs for the East Segment and Central Segment have been updated using feedback gathered in the latest phase of engagement.

Updates to the design include:

- The unidirectional protected bike lanes have been revised to a bidirectional protected bike infrastructure along Balmoral Avenue and Young Street which will allow for the south and east curb lines.
- Along Balmoral Avenue, Young Street, and Westminster Avenue, the roadway will remain a two-way street for vehicles.

Next steps for the West Segment depend on the results of advanced traffic modeling scenarios throughout the Wolseley neighbourhood to confirm traffic flow on routes. Collection of additional data for traffic modeling is required to confirm traffic flow and routes but relies on normal traffic patterns to be reliable enough to base future decisions.

Data collection was scheduled to begin in late March 2020; however traffic volumes have significantly decreased since the onset of the COVID-19 pandemic and subsequent social distancing/work from home patterns. Data collection for modeling has been postponed until traffic volumes and flow normalize. The project team will have further updates on the design and project communication for the West Segment after modeling is complete.

Construction of the East and Central Segments will be the first phase of implementation of this project. A detailed design contract is expected in late summer/fall 2020 and construction is expected to begin at the start of the 2021 construction season.

All future updates to the project design will be posted to the project website and emailed to stakeholders and subscribers to the project updates list.

The full version of the [Phase 3 Public Engagement Report](#) is available on the project website under the documents tab.