REPORTS

Item No. 8 Enforcement of Sunday Bicycle Route Street Closures

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the framework within this report be approved, and;

2. If approved, that the Public Service be directed to do all that is necessary to effect the intent of the framework.
ADMINISTRATIVE REPORT

Title: Enforcement of Sunday Bicycle Route Street Closures

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

AUTHORIZATION

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<td>A/CAO</td>
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RECOMMENDATIONS

1. That the framework within this report be approved, and;
2. If approved, that the Public Service be directed to do all that is necessary to effect the intent of the framework.

REASON FOR THE REPORT

On May 28, 2013, the Standing Policy Committee on Infrastructure Renewal and Public Works referred the May 14, 2013 recommendation of the City Centre Community Committee:

“...that the Standing Policy Committee on Infrastructure Renewal and Public Works direct the Public Works Department, in consultation with the Winnipeg Police Service and Legal Services, to develop a framework for a by-law based approach to limiting vehicle movement along Sunday bicycle routes,”

to the Winnipeg Public Service for a review and report back to Standing Committee in 180 days.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications to the recommendations.

HISTORY

Overview
The Public Works Department, in consultation with the Winnipeg Police Service and Legal Services; has developed a framework for a by-law based approach to limiting motor vehicle movement along Sunday/Holiday Bicycle Routes.

Currently, there are four streets (Wellington Crescent, Wolseley Avenue, Lyndale Drive, and Scotia Street) which are signed as Sunday/Holiday Bicycle Routes by the Department to afford cyclists an improved operating environment where through vehicular traffic is normally heavy. To date, the Sunday/Holiday Bicycle Routes have been signed with an advisory/informational approach, rather than a regulatory by-law approach. In other words, vehicular traffic is discouraged but not currently prohibited on these streets at these times.

In accordance with section 90, sub-section 1, clauses (d) and (n) of the Highway Traffic Act of the Province of Manitoba; the City of Winnipeg’s Traffic Authority is able to make rules and by-laws prescribing routes of travel for vehicles, and the directions that vehicles must follow on certain streets or roadways. As such, the City does have the authority to take a regulatory/by-law approach to Sunday/Holiday Bicycle Routes.
**Existing Bicycle Route Closures**

Sunday/Holiday Bicycle Routes are typically in effect from the Sunday of the Victoria Day Long weekend in May to the Holiday Monday of the Thanksgiving Long Weekend in October. Closures are in effect Sundays and Statutory Holidays; they start at 08:00 or 08:30 (depending on the specific route) and end at dusk. The four roadways which are signed as Sunday/Holiday Bicycle Routes are shown in the table below:

<table>
<thead>
<tr>
<th>Sunday/Holiday Bicycle Route</th>
<th>Closure Extents</th>
<th>Duration</th>
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</thead>
<tbody>
<tr>
<td>Wolseley Avenue</td>
<td>Maryland Street to Raglan Road</td>
<td>08:30 DUSK</td>
</tr>
<tr>
<td>Wellington Crescent</td>
<td>Maryland Bridge to Doncaster Street</td>
<td>08:00 DUSK</td>
</tr>
<tr>
<td>Lyndale Drive</td>
<td>Cromwell Street to Gauvin Street</td>
<td>08:30 DUSK</td>
</tr>
<tr>
<td>Scotia Street / St. Cross Street</td>
<td>Newton Avenue to Anderson Avenue</td>
<td>08:00 DUSK</td>
</tr>
</tbody>
</table>

The current signing practice involves:
- Partial installation of barricades at each end of the bicycle route that allows local vehicular traffic and bicycles to pass.
• Installation of barricades in the centre of the roadway at regular intervals (not every block).

• Installation of advance information guide signs at each end of the bicycle route and on all intersecting routes indicating the nature of the closure.
• Installation of symbolic “Bicycle Route” guide signs at regular intervals (not every block) in each direction along the bicycle route.

• Installation of “Cyclist Reminder” signs at approximately six block intervals in each direction along the bicycle route as a reminder to bicyclists and motorists of the unusual (shared) nature of the facility.
Because vehicular traffic is not currently prohibited, there are no (legal) consequences for motorists who disregard the current guide and information signing and barricades. The current operating cost of having two crews set up and remove the barricades as described above on the four roadways for the Sunday/Holiday closures is approximately $35,000 per year.

**By-law Framework**

In accordance with the Standing Committee direction; the Public Works Department, Winnipeg Police Service and Legal Services have developed the following framework to move from the current Sunday/Holiday Bicycle Route system to a regulatory/by-law approach; while respecting current routes, timeframes and operating budget constraints to the extent possible. The framework for a regulatory/by-law approach would include the following:

- The proposed by-law would limit motor vehicle travel on the Sunday/Holiday Bicycle Route to a distance of not more than one block. It is not possible to prohibit motor vehicle access completely, nor is it practical to permit multiple blocks of travel in order for enforcement to be effective.
  - The side streets adjoining Lyndale Drive (Rosewood Place, Larchwood Place, Hemlock Place, Cedar Place, Beechwood Place, and Balsam Place) which function as back lanes, would be exempt from the one block requirement.
  - Transit vehicles and buses would also be exempt from the one block requirement.
- The dates would be fixed in by-law from the Sunday preceding Victoria Day to Thanksgiving Day Monday, inclusive; and include all Statutory Holidays between these two dates regardless of weather.
- The time of the closures would be fixed in by-law at 08:00 to 20:00.
- The Sunday/Holiday Bicycle Routes would be listed in by-law as being:

<table>
<thead>
<tr>
<th>Sunday/Holiday Bicycle Route</th>
<th>Roadway</th>
<th>From</th>
<th>To</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wolseley Avenue</td>
<td>Wolseley Avenue</td>
<td>Maryland Street</td>
<td>Raglan Road</td>
</tr>
<tr>
<td>Wellington Crescent</td>
<td>Wellington Crescent</td>
<td>Academy Road (East Leg)</td>
<td>Academy Road (West Leg)</td>
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<tr>
<td>Lyndale Drive</td>
<td>Lyndale Drive</td>
<td>Cromwell Street</td>
<td>Gauvin Street</td>
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<tr>
<td>Scotia Street / St. Cross Street</td>
<td>Scotia Street</td>
<td>Armstrong Avenue</td>
<td>Leila Avenue</td>
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<td></td>
<td>Leila Avenue</td>
<td>Scotia Street</td>
<td>Marymound Way</td>
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<tr>
<td></td>
<td>Marymound Way</td>
<td>Leila Avenue</td>
<td>Forrest Avenue</td>
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<tr>
<td></td>
<td>Forrest Avenue</td>
<td>Marymound Way</td>
<td>Scotia Street</td>
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<td></td>
<td>Scotia Street</td>
<td>Forrest Avenue</td>
<td>Matheson Avenue East</td>
</tr>
<tr>
<td></td>
<td>Matheson Avenue East</td>
<td>Scotia Street (West leg)</td>
<td>Scotia Street (East Leg)</td>
</tr>
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<td></td>
<td>Scotia Street</td>
<td>Matheson Avenue East</td>
<td>Cathedral Avenue</td>
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<td></td>
<td>Cathedral Avenue</td>
<td>Scotia Street</td>
<td>St. Cross Street</td>
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<td></td>
<td>St. Cross Street</td>
<td>Cathedral Avenue</td>
<td>Anderson Avenue</td>
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<td>Anderson Avenue</td>
<td>St. Cross Street</td>
<td>Fowler Street</td>
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<td></td>
<td>Fowler Street</td>
<td>Anderson Avenue</td>
<td>St. John’s Avenue</td>
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• Regulatory signs would be developed to reflect the legal implications of a motorists' contravention of the by-law.
  ○ Signs would be posted on all approach roadways to the Sunday/Holiday Bicycle Route to advise that a motorist is entering a Sunday/Holiday Bicycle Route and that motor vehicle travel is limited to one block.
  ○ Signs would also be posted at the end of the closures advising motorists that they are leaving the Sunday/Holiday Bicycle Route.
  ○ The Winnipeg Public Service would have to apply to the Highway Traffic Board of Manitoba to have these regulatory signs approved for use in Manitoba.
• Barricades would no longer be placed along the roadway as they would not be required due to the regulatory signs and by-law based closure. Deletion of barricades would benefit the user of the Sunday/Holiday Bicycle Routes by maximizing available road width, removing a potential collision hazard and improving the route aesthetics. Their current intermittent placement also would create an issue for enforcement at barricaded versus non-barricaded locations.
• With respect to enforcement, the preferred option would be to utilize a phased-in approach incorporating public education and awareness. A media campaign in partnership with Manitoba Public Insurance Corporation (MPI) and the Winnipeg Police Service could be explored. At the end of the campaign, the by-law would impose a set fine of $90.22. With court costs and surcharges, this would result in a total penalty of $190.80.

This report provides the framework as requested by the Committee. If the Public Service is directed to pursue this matter further, then it is recommended that property owners adjacent to these routes be notified about the establishment of the regulatory framework (i.e., this report) and then be notified again about the regulation resulting from the framework (i.e., the by-law) prior to being enforceable. As noted above, the Public Service will explore opportunities to work with MPI to disseminate the information pertaining to the regulatory approach associated with bike routes. Additionally, it is anticipated that the cost associated with the required initial signing of a bylaw of this nature would be in the range of $15,000-$20,000.

**FINANCIAL IMPACT**

**Financial Impact Statement Date:** October 15, 2013

**Project Name:**

Enforcement of Sunday Bicycle Route Street Closures

**COMMENTS:**

There is no immediate financial impact associated with the recommendation of this report. However, prior to proceeding with framework implementation, public consultation is strongly recommended for which additional budget will be required. Should the framework be approved, cost and revenue impacts associated with implementation including public consultation, if directed, will be the subject of a future administrative report.

"Original Signed by D. Stewart, CA"

D. Stewart, CA
Manager of Finance & Administration
CONSULTATION

In preparing this report there was consultation with:
  Winnipeg Police Service
  Legal Services
  Winnipeg Transit

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Date:       November 14, 2013
File No.    OB-01; OG-11