

# ST. BONIFACE TO DOWNTOWN WALK BIKE PROJECT

## Phase 3 – Public Engagement Summary



### Background

The City of Winnipeg is committed to building pedestrian and cycling infrastructure for people of all ages and abilities. Building on the Council-approved Pedestrian and Cycling Strategies, this project explored options to improve travel choices, accessibility, and connectivity between the Esplanade Riel Footbridge / Provencher Bridge and the multi-use path on Archibald Street south of Nairn Avenue.

### Engagement

Phase 1 of public engagement took place in summer 2020 to gather feedback on the best place for a bike route through the area and several other active transportation-related topics.

Phase 2 of public engagement took place in spring 2022 to gather feedback on preliminary route and design options. Based on the feedback received, Provencher Boulevard was selected as the preferred route and further refined.

To read the key findings from Phases 1 and 2, please visit [winnipeg.ca/stbtodowntown](http://winnipeg.ca/stbtodowntown).

Phase 3 of public engagement took place in mid-2023 and gathered feedback on the proposed design. A detailed list of the Phase 3 engagement opportunities is provided in **Table 1**.

**Table 1:** Phase 3 public engagement opportunities

Date	Activity	Details
June 6 to July 7, 2023	Online survey	943 respondents (939 online responses, 4 paper responses)
June 20 and June 21, 2023	Virtual stakeholder meetings	16 attendees – see Appendix C for notes and organization list
June 22, 2023	In-person open house	55 attendees – See Appendix D for information boards (or link to information boards). See Appendix E for comments.
June 7 to June 27, 2023	Email correspondence	Five emails received

### Promotion

Phase 3 public engagement opportunities were promoted using the following methods:

- City of Winnipeg news release – June 6, 2023
- Email to 182 English and 9 French project subscribers – June 6, 2023
- Engage Winnipeg newsletter with 5,227 recipients – June 14, 2023
- Stakeholder meeting email invitations sent to 37 stakeholder groups, and invitation letters hand delivered to 55 local businesses – June 7, 2023
- Postcards mailed to 2,760 study area homes and businesses – June 7, 2023
- Postcards made available at: St. Boniface Library, St. Boniface City Hall, Tourism Riel Stand at the Esplanade Riel (Provencher Bridge), St. Boniface Museum Gift Shop, Université de Saint-Boniface, Centre Culturel Franco-Manitobain, and La Belle Baguette
- Engage Winnipeg project webpage – updated June 6, 2023; received 3,500 visits in two-month period
- Newspaper advertisement in Canstar – East Edition, Community Newspaper and La Liberté – June 7, 2023
- Facebook posts to 37,381 followers– June 6, 10, 20, 22, and July 4, 2023
- Twitter posts to 199,117 followers– June 6, 10, 20, 22, July 4, 2023
- Earned media coverage on CBC, ICI Radio-Canada, Canstar – East Edition – June 7- 21, 2023

### Key takeaways

After three years of discussion with the community, the final engagement phase had the largest number of participants (see **Table 2**).

The protected bike lane on Provencher Boulevard was viewed as an improvement to safety. Participants also thought it would increase walking and cycling.

We asked for specific concerns about the design. How input was considered is included in **Table 2**. Participants had concerns with:

- The narrowing of the median on Provencher Boulevard and impacts to the trees and welcome sign

- The accessibility of the sidewalk with the addition of a curb between vehicle and bike lanes
- Transitions between the different bike lane designs and potential confusion
- Lack of connectivity with existing active transportation paths
- The use of traffic calming measures (speed bumps) within the neighbourhood greenways and the lack of protected cycling infrastructure
- Areas of the design that mix cyclists with pedestrians (mixed-use pathways) or vehicles (neighbourhood greenways)

### What we heard

#### Stakeholder groups

Stakeholders told us what they think about the design in two meetings. The bullets below outline the key themes. A complete summary of the stakeholder meeting minutes is attached (see **Appendix C**).

#### Impact on local businesses

- The design would create a more welcoming, accessible, and safe environment for cyclists and pedestrians.
- The bike lanes would provide a buffer between pedestrians and moving vehicles.
- Some believe the design would have a positive impact on local businesses by bringing more people to Provencher Boulevard. Others feel it would have a negative impact due to the loss of on-street parking.
- Specific concerns raised with the loss of five parking spaces on the north side of Provencher Boulevard.
- To align with the [new Primary Transit Network](#), the design includes the removal of bus stops at St. Joseph St. and Des Meurons St, which was a cause for concern to nearby businesses.

#### Accessibility

- Curb added between parking and the bike lane in areas where it is not raised, creates an additional barrier for those with accessibility concerns trying to get from their car to the sidewalk.
- There are few accessible loading zones in the design, limiting options for those who need this access.

- Accessible loading zone locations were informed through [Winnipeg Transit Plus](#) data. Request made for locations to be informed through engagement of people with disabilities to determine where and how they prefer to enter the neighborhood.

#### Median

- The narrowing of the median would result in the loss of trees and limit space for snow sculptures and public art along the central median.
  - This may have a negative impact on the character of the area.
- Street trees are an asset to the community and should be protected wherever possible.
- Concerns with the proposed relocation of the welcome sign. If it must be relocated, this should be done in collaboration with the Provencher Business Improvement Zone (BIZ).

#### Intersection design

- Request to explore the provision of cycling turn boxes at the intersection of Provencher Boulevard and Aulneau Street.
- Request to review the turning radius at the intersection of Provencher Boulevard and Thibault Street.

#### Connectivity

- The design would help improve pedestrian and cycling connectivity to the surrounding neighbourhoods, The Forks, and Downtown.
- The design would improve connectivity for children and parents walking and biking to and from the local schools.
- Some felt the design does not offer enough connectivity to other bike paths.
- Excitement and support for bike lanes along a major route like Provencher Boulevard.

#### Other concerns

- Potential safety issues for pedestrians having to cross the bike lane to traverse between the parking lane and the sidewalk.
- Concern with the proposed narrowing of vehicle lanes to 3.35 m and the impact this will have on truck traffic.

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- Opposition to the provision of bike lanes due to perceived underutilization.
- Potential challenges related to snow removal maintenance and storage along the route.

for vehicles at a red stoplight, half-signal for pedestrians and cyclists).

### Open house



We hosted an open house for the general public. Attendees spoke with the project team and added comments on table maps and presentation boards with sticky notes. We collected and analyzed 100 comments on sticky notes.

Key themes and example comments from the open house are summarized below. Comments on the boards and maps are attached (see **Appendix E**).

### Active transportation infrastructure and design

- More bicycle parking required along the route.
- Grading and drainage must be considered to prevent water puddling along the bike lanes.
- Improved maintenance and drainage of existing paths in surrounding neighbourhoods.
- Safety concerns with the multi-use pathway mixing pedestrian and cyclist activity.

### Safety and intersection design

- Would like to see bike lanes raised, or at least raised at all intersections, to assist with traffic calming.
- Improve intersections for pedestrians and cyclists by lengthening pedestrian and cyclist crossing times, ensuring crossing signals are coordinated for cyclists, and automating crossing signals.
- Implement a full traffic light at the intersection of Provencher Boulevard and Nadeau Street and prioritize the safety of pedestrians and cyclists (i.e., no right turns

### Streetscaping and boulevard design

- Concern with the loss of trees along Provencher Boulevard due to the narrowing of the median.
- Opposition to narrowing the median.
- Desire to retain the welcome sign at its existing location.

### Connectivity

- Desire for greater connectivity between the proposed route and existing active transportation paths.
- Replace the proposed neighborhood greenway with a more direct protected cycling route on Provencher Boulevard all the way to Archibald Street.

### Other comments

- 28 percent of the comments written on sticky notes expressed general support for the design and route. A small minority (3 percent) would like to see the route moved from Provencher Boulevard to a side street.
- Provencher Boulevard should not be a truck route.
- A desire for increased inclusion and local consultation during the engagement process.
- Both support and opposition to the incorporation of speed bumps along the neighbourhood greenway component of the design.

### Online survey

An online survey was conducted to get feedback from respondents about the proposed design. The survey was organized around the four sections of the proposed design, each including a different type of cycling infrastructure to meet the unique needs of each location along the route (see the [details the project website](#)):

- One-way protected bike lanes on both sides of Provencher Boulevard from Tache Avenue to Des Meurons Street

- Two-way protected bike lanes on the north side of Provencher Boulevard from Des Meurons Street to the Seine River
- Multi-use pathways on the south side of Provencher Boulevard east of Des Meurons Street and on the north side of Provencher Boulevard over the Seine River bridge
- Neighbourhood greenways on Nadeau Street, Notre Dame Street, La Fleche Street, and La Verendrye Street

The survey asked for feedback on how each of the four sections in the design address the project goals, improves active transportation safety, and encourages people to walk or bike.

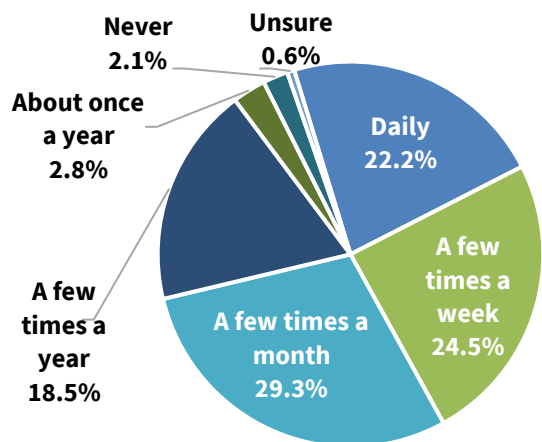
Key findings from each question are outlined below. A complete summary of the survey is attached (see **Appendix F**).

### Route use

We asked how often respondents use Provencher Boulevard from Tache Avenue to Archibald Street south of Nairn Avenue. Responses (as illustrated in **Figure 1** below) show the majority (29 percent) use Provencher Boulevard a few times a month while several others use it a few times a week (25 percent) or daily (22 percent).

**Figure 1: Route use**

*How often do you use Provencher Boulevard from Tache Avenue to Archibald Street south of Nairn Avenue?*



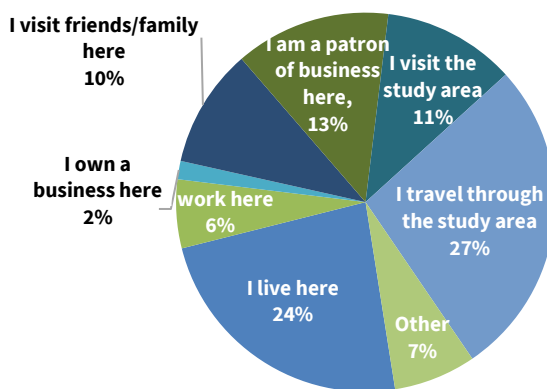
Total responses: 939

### Connection to the area

As illustrated in **Figure 2** when asked to describe their main connection to the study area, the largest proportion of respondents said they ‘traveled through the area’ (27 percent). The second largest proportion said they ‘lived in the area’ (24 percent).

**Figure 22: Connection to the area**

*What is your main connection to the study area?*



Total responses: 769

Further demographic details of the survey respondents are available in the survey summary (see **Appendix E**).

### Addressing focus areas

We asked respondents how well they thought each segment of the design would address the study’s focus areas: 1) considers the needs of all road users; 2) creates a comfortable and attractive route; and 3) accommodates users of all ages and abilities.

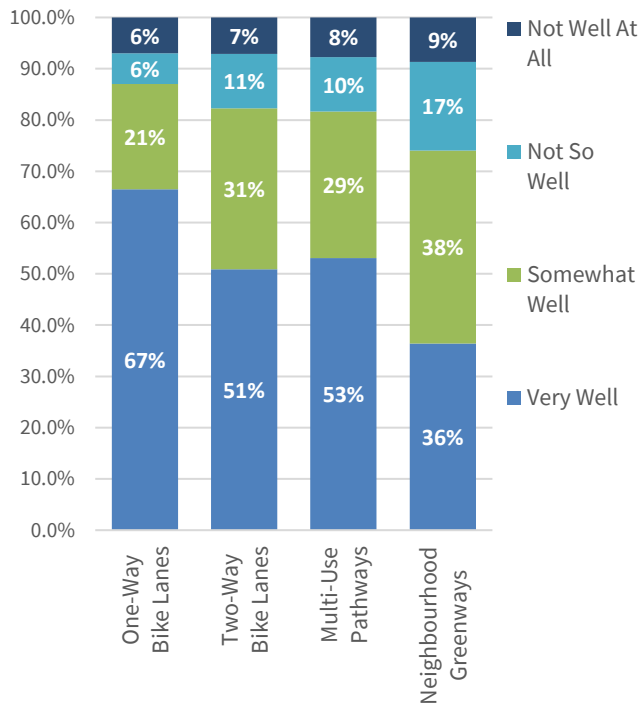
**Figure 3** shows how well participants think the design segments will address the studies focus areas.

Most respondents thought that one-way bike lanes (67 percent), two-way bike lanes (51 percent), and multi-use pathways (53 percent) address the focus areas ‘very well’. The one-way bike lanes scored the highest, with a combined average of 88 percent of respondents who thought this section of the route and design did ‘very well’ or ‘somewhat well’ in meeting the focus areas. The average score decreased for the following three sections of the route, with only 36 percent of

respondents indicating that the neighborhood greenways address the study’s focus areas ‘very well’. (See **Figure 3**)

**Figure 3: Addressing focus areas**

How well do you think the route and design features address each of the study's focus areas?



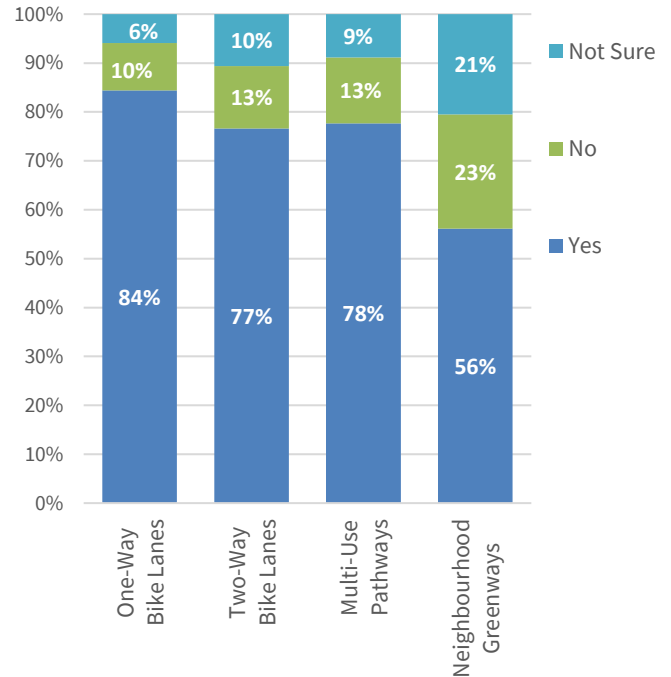
Total responses: one-way bike lanes, 861; two-way bike lanes, 812; multi-use pathways, 788; neighbourhood greenways, 775

### Increasing safety for cyclists and pedestrians

We asked respondents if they thought the design would make the area safer for cyclists and pedestrians. **Figure 4** shows the distribution of responses across the four infrastructure types. 84 percent of respondents indicated that the one-way bike lane design would increase safety for cyclists and pedestrians, followed closely by multi-use pathways (78 percent) and two-way bike lanes (77 percent).

**Figure 4: Increasing safety for cyclists and pedestrians**

Do you think the proposed route and design features would make the area safer for cyclists and pedestrians?



Total responses: one-way bike lanes, 861; two-way bike lanes, 812; multi-use pathways, 788; neighbourhood greenways, 775.

### Encouraging walking and biking

We asked respondents if they thought the proposed changes would encourage them to walk and/or bike more along Provencher Boulevard and the surrounding area. **Figure 5** shows their responses. 76 percent of respondents said the one-way bike lane would encourage them to walk and/or bike more. While only 46 percent of respondents thought the neighbourhood greenways would encourage them to walk and/or bike more.

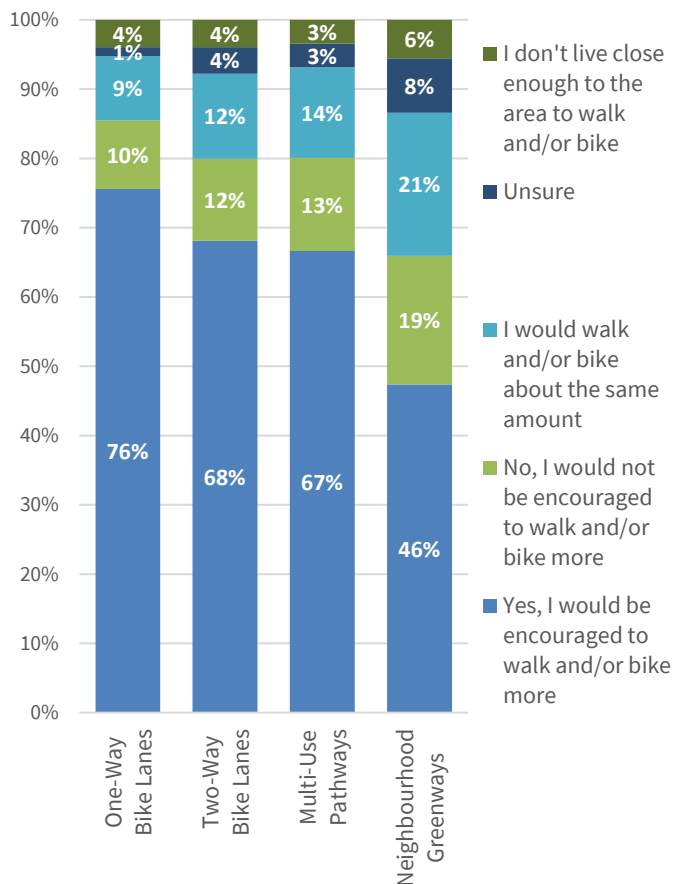
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**Figure 5: Encouraging walking and biking**

Do you think the proposed changes would encourage you to walk and/or bike more along Provencher Boulevard and through the surrounding area?



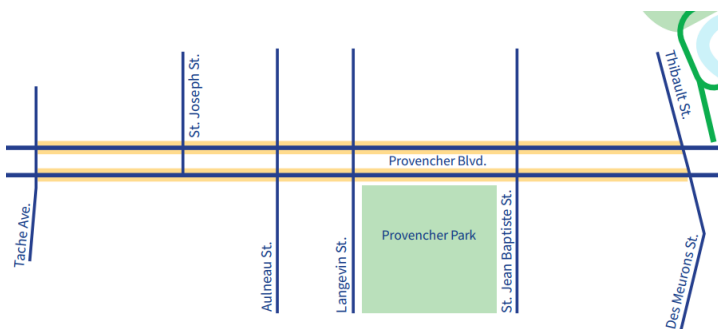
Total responses: one-way bike lanes, 861; two-way bike lanes, 812; multi-use pathways, 788; neighbourhood greenways, 775.

People who took the survey could also leave comments to better explain why they felt a certain way. The comments were analyzed to find themes. The themes are outlined in the sections below.

### One-way protected bike lanes

The one-way protected bike lanes, which are one of the four sections of the overall proposed route, are proposed on either side of Provencher Boulevard from Tache Avenue to Des Meurons Street, as illustrated in **Figure 6**.

**Figure 6: Proposed location of one-way protected bike lanes**



Of the comments related to the one-way protected lanes, 69 percent were generally in support of improvement to cycling infrastructure. Other comments include that:

- The design is overall an improvement to current safety and accessibility for active transportation in the area; however,
- The intersection designs present safety issues for pedestrians and cyclists and should include curb extensions to the parking lanes and restriction of right turning vehicles at red lights
- Five percent of comments expressed opposition to the narrowing of the median and the associated impact to the trees
  - Most of these comments were from respondents in favour of adding bike lanes, requesting the space for bike lanes instead be taken from the existing car lanes

### Two-way protected bike lanes

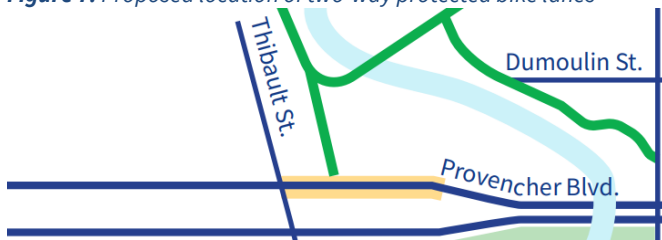
The design includes a two-way protected bike lane on the north side of Provencher Boulevard from Des Meurons Street to the Seine River (see **Figure 7**).

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Figure 7: Proposed location of two-way protected bike lanes



Of the comments specific to the two-way protected bike lanes, 57 percent expressed support for bike lanes. Additional key comments include:

- Safety concerns and confusion with the transition from one-way to two-lane bike lanes, noting this will create conflict between cyclists and pedestrians
- Preference for one-way bike lanes to be consistent throughout the design

### Multi-use pathways

A multi-use pathway is proposed to connect to the eastern side of the two-way protected bike lane on the north side of Provencher Boulevard, and to the one-way protected bike lane on the south side of Provencher Boulevard, starting at Des Meurons Street (see **Figure 8**). The multi-use pathway is a way to accommodate both cyclists and pedestrians where there is limited space for a bike lane and sidewalk.

Figure 8: Proposed location of multi-use pathways



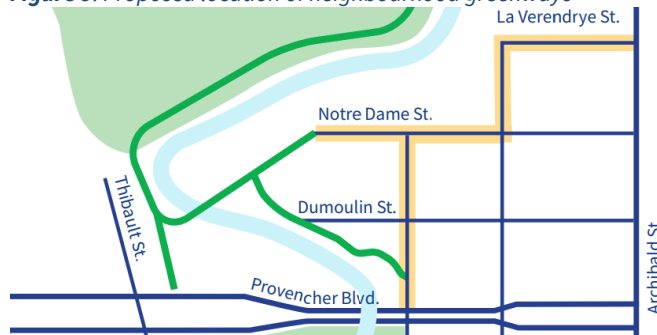
Comments specific to the multi-use pathway were overall supportive of cycling infrastructure improvement (65 percent). Additional comments were particularly focused on safety concerns:

- Pleased to have a safer option to cross the bridge and an alternative when the active transportation bridge further north is flooded or unsafe at night
- Concerns regarding the safety of cyclists when transitioning from two-way bike lanes to multi-use pathways
- Safety concerns at intersections (i.e., the intersection of Nadeau Street and Provencher Boulevard, as there are no traffic lights proposed at this location)
- A desire to separate cycling and pedestrian activities due to safety concerns (i.e., conflict and risk of collision between users)
- A desire to reduce the width of vehicular lanes on the bridge to 3.35 m to be consistent with the proposed change along the rest of the route
  - Narrowing the lanes would help slow vehicular speeds and could provide space to separate the proposed multi-use pathways into a dedicated bike lane and sidewalk

### Neighbourhood greenways

The neighborhood greenway would provide a connection from the end of the multi-use pathways through residential streets to Archibald Street (see **Figure 9**). It would connect with intersection upgrades at Archibald Street, enabling safer cycling northbound and tie into a future connection to the Northeast Pioneers Greenway.

Figure 9: Proposed location of neighbourhood greenways



Of the comments specific to neighborhood greenways 14 percent expressed support for the design, and 20 percent expressed desire for protected cycling lanes. Other key comments include:

- Support for traffic calming initiatives, but a strong opinion that neighbourhood greenways will be ineffective in creating meaningful change in traffic speed and safety
- Neighbourhood greenways are not considered adequate in providing safe cycling infrastructure and would not encourage cycling for many users
- Preference for a more direct, easy to navigate, and protected route connecting cyclists from Provencher Boulevard to Archibald Street
- Desire for further traffic calming measures beyond speed bumps, and for dedicated cycling paths
- Some respondents feel that the traffic volumes on the residential streets do not warrant traffic calming measures

### Other comments

Comments were generally supportive for the one-way (69 percent), two-way (57 percent), and multi-use paths (65 percent). The proposed design for neighborhood greenways received support from 14 percent of comments. These comments cited improved safety and the provision of a direct route as key reasons for support.

From those in support of cycling infrastructure improvement, a few key comments applied to all four sections of the proposed design:

#### More Connectivity

- There should be more connectivity to existing active transportation paths, notably the Northeast Pioneers Greenway.

#### Reduce Car Space

- Space for cars should be reduced by reducing the number and width of traveling lanes, removing parking, and prioritizing active transportation and transit infrastructure.

#### Vegetation

- There is a desire for increased tree planting to provide shade and beautification along the sidewalk and bike path.

#### Design Clarity

- The design lacks clarity regarding the transition between the four types of infrastructure along the route.

A minority of comments were in opposition of cycling infrastructure. Comments in opposition for one-ways (9 percent), two-ways (6 percent), multi-use paths (4 percent), and neighborhood greenways (4 percent) described the cost being a waste due to the belief that cycling infrastructure is underutilized.

### How input was considered

The feedback received across all forms of engagement are organized by key themes in the table below and the project team has provided their response.

**Table 2 :** *How input was considered*

What we heard	How it was considered
<b>Streetscaping and boulevard design</b>	
The loss of trees and narrowing of the median is not supported by some.	<p>There will be no net loss of trees as a result of this project. The City’s forestry team identified a total of four trees that would have to be removed in the proposed design. At the time of construction, the condition of trees will be assessed, and any trees removed will be replaced with new trees in appropriate locations along Provencher.</p> <p>The project team will continue to coordinate with the City’s forestry team to ensure that all requirements in the City’s Boulevard Tree Planting Guidelines are met for existing and future trees.</p>
There is opposition to moving the welcome sign.	The welcome sign would be modified or relocated elsewhere in proximity to the intersection of Tache and Provencher (exact location to be determined in coordination with the Provencher BIZ).
<b>Accessibility</b>	
There are concerns with additional barriers to accessibility. The curb between the parking and the bike lane where it is not raised adds a second obstacle to navigate. There are too few designated spots for wheelchair access to the sidewalk.	The City is participating in more research and engagement with local communities to improve accessibility of curb side design and design of bike lane crossings. The outcomes of this research and engagement will be reviewed and implemented in the detailed design.
Loss of bus stops at St. Joseph St. and Des Meurons St. has negative impact on accessibility.	Feedback shared with Winnipeg Transit. All stop changes are now part of the new <a href="#">Primary Transit Network</a> .
<b>Road and intersection design</b>	
Traffic lights and crossing signals should be implemented at the intersection of Nadeau Street and Provencher Boulevard to support pedestrian use and safety.	A half signal is recommended at the intersection of Nadeau Street and Provencher Boulevard. The project team will review the intersection design at Nadeau Street and Provencher Boulevard during future phases of design.
Trucks should be removed from Provencher Boulevard.	This is outside the scope of this project. Provencher Boulevard is currently identified as part of the City of Winnipeg Truck Route Network. Maintaining the on-street parking would provide increased separation from the vehicle lane and trucks. This means the protected bike lane would be separated by the concrete curb and the width of a parking lane, often occupied by a car.

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What we heard	How it was considered
Reduce vehicle lane widths further instead of reducing the median width on Provencher.	<p>The proposed design includes an overall travel lane width reduction on Provencher, west of Des Meurons, from 3.4 to 3.35m, and of the parking lane from 3.0m to 2.8m.</p> <p>This reduction alone does not provide enough space to allow for the protected bike lanes, therefore a reduction to the median width is also necessary.</p>
Reduce the proposed vehicle lane widths on the Seine River bridge to align with the lane widths proposed throughout the rest of the design.	The current design does not include a reconfiguration of the entire bridge, rather, only widening the existing sidewalks to accommodate cycling. When the entire Seine River bridge requires renewal, lane widths would be standardized.
Additional traffic calming measures should be implemented along the neighbourhood greenways.	Traffic volumes on the proposed neighbourhood greenway streets are very low (<1000 vehicles per day). We have recommended speed humps at multiple locations on the proposed neighbourhood greenways to reduce vehicle speeds. The design also includes signage and pavement markings indicating the street as a bicycle route.
Due to the number of intersections along Provencher Boulevard, it is dangerous for cyclists to travel along Provencher Boulevard while vehicles are turning onto perpendicular streets.	<p>Protected intersection features have been recommended along the corridor to improve safety for cyclists and pedestrians, including:</p> <ul style="list-style-type: none"> <li>- Raised corner islands: provide physical separation between cyclists and turning vehicles</li> <li>- Set-back cyclist crossings: require vehicles to complete their turns before crossing the path of a cyclist which improves driver sightlines</li> <li>- Multi-stage pedestrian crossings: provide a designated space for pedestrians and minimize pedestrian crossing distances</li> <li>- Bicycle signals: provide direction to cyclists when crossing a street and provide opportunity for an advanced green signal to give cyclists a head start before motorists enter the intersection</li> </ul> <p>Additional intersection design elements to improve safety include:</p> <ul style="list-style-type: none"> <li>- Pavement markings (green paint): help to highlight the path for cyclists and increase the visibility of the bike lane</li> <li>- Curb bump-outs: decrease the pedestrian crossing distance and reduce vehicle speeds</li> <li>- Two-stage queue boxes: provide a safe waiting area for left-turning cyclists</li> <li>- Zebra pavement markings: enhance crosswalk visibility</li> </ul>
<b>Active transportation design, infrastructure, and routing</b>	
Connectivity with existing active transportation paths should be improved, particularly to the east along Archibald Street and Mission Street.	Additional modifications are planned at the intersection of Archibald Street and Mission Street to improvement cyclist safety. There is a shared sidewalk on Archibald Street north of Mission Street to connect to the multi-use path further north and the future extension of the Northeast Pioneers Greenway.

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What we heard	How it was considered
The bike lanes and/or intersections should be raised to increase safety and traffic calming.	The two-way bike lane would be raised to sidewalk level and separated from the vehicle lanes with a curb to increase comfort and minimize conflicts between cyclists and vehicles.  The planned one-way bike lanes would be raised to sidewalk level at intersections.
The bike lanes should be designed and graded adequately to prevent drainage and snow clearing issues and minimize maintenance challenges.	Drainage and maintenance would be reviewed during future phases of design.
The transition from one-way bike lanes to two-way bike lanes to multi-use pathways creates confusion and safety hazards for pedestrians and cyclists.	Appropriate design for the transition between cycling infrastructure type is critical to minimize confusion. The design for Provencher Boulevard / Des Meurons Street intersection includes protected elements and wayfinding to assist with the transition and minimize confusion.
It is unsafe to mix pedestrian and cyclist activity on the same path (i.e., on the multi-use pathways) with no separation.	Multi-use pathways are shared facilities, so awareness of other users is required when using them. Multi-use pathways were selected over a separate sidewalk and bi-directional bike lane between Des Meurons and the Seine River due to space and cost limitations.
The neighbourhood greenways are not safe for cyclists and should be dedicated bike lanes instead.	The neighbourhood greenways are designed to move cyclists, pedestrians, and vehicles comfortably and safely on streets with very low traffic volumes. The neighbourhood greenways would include a range of treatments such as signage, bike signals, pavement markings, reduced speed limits, and traffic calming.
Adequate wayfinding signage should be implemented to help cyclists and pedestrians identify the active transportation paths and understand how to use them appropriately and safely.	Wayfinding would be reviewed during future phases of design.

### Next steps

Feedback from Phase 3 helped refine the design for protected bike lanes on Provencher Boulevard. These lanes would connect Archibald Street to the Esplanade Riel.

The next step is to include the project in a report to the Standing Policy Committee on Public Works, as part of the yearly Pedestrian and Cycling Program Report in September 2025.

Right now, there is no funding to build the project. It will be considered along with other future projects when deciding what to fund through the Pedestrian and Cycling Program.

### Appendices

Appendix A – Postcard Advertisement

Appendix B – Newspaper Advertisements

Appendix C - Stakeholder Meeting Minutes

Appendix D – Open House Materials (display boards and table map)

Appendix E – Open House Feedback (annotated table maps, annotated display boards)

Appendix F – Online Survey Results