

REPORTS

**Item No. 14 Traffic Control on Isabel Street at Ross Avenue and at
Alexander Avenue
(Point Douglas Ward)**

STANDING COMMITTEE DECISION:

The Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service, as amended, and approved the following:

1. That, as a capital investment in roadside safety, and subject to confirmation and receipt of additional federal gas tax funding, that the pedestrian corridor across Isabel Street and Ross Avenue be removed and replaced with traffic control signals.
2. That, as a capital investment in roadside safety, and subject to confirmation and receipt of additional federal gas tax funding, that the installation of lower amber flashing beacons at the pedestrian corridor across Isabel Street and Alexander Avenue be received as information.
3. That in the spring of 2020, the Winnipeg Public Service be directed to conduct an updated intersection count and review of the findings at Isabel Street and Ross Avenue and at Alexander Avenue, and report back to the Standing Committee at its July 2020 meeting.
4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

**Minutes – Standing Policy Committee on Infrastructure Renewal and Public Works –
June 25, 2019**

DECISION MAKING HISTORY:

Moved by Councillor Santos,

That the recommendation of the Winnipeg Public Service be concurred in,
with the following amendment:

- Add the following new Recommendation 3 and renumber the remaining accordingly:

“3. That in the spring of 2020, the Winnipeg Public Service be directed to conduct an updated intersection count and review of the findings at Isabel Street and Ross Avenue and at Alexander Avenue, and report back to the Standing Committee at its July 2020 meeting.”

Carried

STANDING COMMITTEE RECOMMENDATION:

On April 2, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works passed the following motion:

WHEREAS on November 15, 2016 the Lord Selkirk-West Kildonan Community Committee moved a motion that the Public Service undertake a traffic study at the intersection of Isabel Street and Ross Avenue to determine if a traffic signal light can be installed;

AND WHEREAS on March 14, 2017 traffic study report was received by the Lord Selkirk-West Kildonan Community Committee stating the analysis of the traffic volumes for the intersection of Isabel Street and Ross Avenue did not meet the warrant criteria for installation of traffic control signals;

AND WHEREAS on Monday, March 18, 2019 there was a tragic accident and fatality at the lighted pedestrian corridor at the intersection of Isabel Street and Alexander Avenue;

AND WHEREAS the residents and businesses in and around this neighbourhood are continuing to have major concerns about the high traffic and pedestrian volume;

AND WHEREAS the children, parents and residents in the neighbourhood need better safety standards to cross Isabel Street to access the Freight House Recreation Centre, Tim Hortons and Dufferin School;

AND WHEREAS there is a renewed call for action to install a traffic signals light at the intersection of Isabel Street and Ross Avenue;

**Minutes – Standing Policy Committee on Infrastructure Renewal and Public Works –
June 25, 2019**

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

AND WHEREAS the traffic signals light is activated by a pedestrian at that intersection;

THEREFORE BE IT RESOLVED that the Winnipeg Public Service be directed to undertake a pedestrian and traffic study at the intersection of Isabel Street and Ross Avenue to determine if a half signal crossing is warranted, and report back to the Standing Policy Committee on Infrastructure and Renewal and Public Works within 90 days.

Further, on April 2, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works passed the following motion:

WHEREAS on Monday, March 18, 2019 there was a tragic accident and fatality at the lighted pedestrian corridor at the intersection of Isabel Street and Alexander Avenue;

AND WHEREAS the residents and businesses in and around this neighbourhood are continuing to have major concerns about the high traffic and pedestrian volume;

AND WHEREAS the children, parents and residents in the neighbourhood need better safety standards to cross Isabel Street to access the Freight House Recreation Centre, Tim Hortons and Dufferin School;

AND WHEREAS there is a desire for an enhanced lighted pedestrian corridor at the intersection of Isabel Street and Alexander Avenue where the enhanced lighting should be flashing the colour Red when activated by a pedestrian;

THEREFORE BE IT RESOLVED that the Winnipeg Public Service be directed to undertake a pedestrian and traffic study at the lighted pedestrian corridor at the intersection of Isabel Street and Alexander Avenue to determine appropriate measures to improve visibility and safety, and report back to the Standing Policy Committee on Infrastructure and Renewal and Public Works within 90 days.

ADMINISTRATIVE REPORT

Title: Traffic Control on Isabel Street at Ross Avenue and at Alexander Avenue

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

AUTHORIZATION

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

EXECUTIVE SUMMARY

The pedestrian corridors on Isabel Street at Ross Avenue and at Alexander Avenue were reviewed concurrently. The review recommends improvements to the traffic control at both intersections; including replacing the pedestrian corridor at Isabel Street and Ross Avenue with traffic control signals, and installation of lower amber flashing beacons at the pedestrian corridor across Isabel Street and Alexander Avenue, which the Public Service will complete under existing delegated authority, subject to funding being confirmed.

RECOMMENDATIONS

1. That, as a capital investment in roadside safety, and subject to confirmation and receipt of additional federal gas tax funding, that the pedestrian corridor across Isabel Street and Ross Avenue be removed and replaced with traffic control signals.
2. That, as a capital investment in roadside safety, and subject to confirmation and receipt of additional federal gas tax funding, that the installation of lower amber flashing beacons at the pedestrian corridor across Isabel Street and Alexander Avenue be received as information.
3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

On April 2, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works directed the Winnipeg Public Service to undertake a pedestrian and traffic study at the intersection of Isabel Street and Ross Avenue to determine if a half signal crossing is warranted, and report back to the Standing Committee within 90 days.

Further, on April 2, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works directed the Public Service to undertake a pedestrian and traffic study at the lighted pedestrian corridor at the intersection of Isabel Street and Alexander Avenue to determine appropriate measures to improve visibility and safety, and report back to the Standing Committee within 90 days.

As the two intersections are only 150m apart, these disposition items have been conflated and reviewed concurrently in this report.

The installation/removal of traffic control signals and/or a pedestrian corridor requires approval of the Standing Policy Committee on Infrastructure Renewal and Public Works, being the City's Traffic Authority pursuant to Section 13. (d) of the *City Organization By-law 7100/97*.

IMPLICATIONS OF THE RECOMMENDATIONS

A detailed design and cost estimate are forthcoming for Ross Avenue at Isabel Street; however the interim estimated cost of removing the pedestrian corridor and installing traffic control signals is \$250,000.00, and is proposed to be funded by the \$2.5 million from the additional federal gas tax funding allocated to support capital investments in roadside safety measures in 2019.

The estimated cost of the lower flashing amber beacons at Alexander Avenue at Isabel Street is \$5,000.00, and is proposed to be funded by the \$2.5 million from the additional federal gas tax funding allocated to support capital investments in roadside safety measures in 2019.

HISTORY/DISCUSSION

BACKGROUND INFORMATION

On January 31, 2013, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Lord Selkirk-West Kildonan Community Committee and approved the installation of a pedestrian corridor across Isabel Street at Alexander Avenue.

On November 29, 2016, the Standing Policy Committee on Infrastructure Renewal and 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 within 120 days on undertaking a traffic study at the intersection of Isabel Street and Ross Avenue to determine if a traffic signal light can be installed.

On March 24, 2017, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service and received the report as information. A traffic study was completed at the intersection of Isabel Street and Ross Avenue as requested by the Standing Policy Committee on Infrastructure Renewal and Public Works and the Lord Selkirk-West Kildonan Community Committee. Analysis of the traffic volumes for the intersection of Isabel Street and Ross Avenue did not meet the warrant criteria for installation of traffic control signals at this time.

CURRENT PEDESTRIAN CROSSING CONTROL GUIDELINES

Current Pedestrian Crossing Control Guidelines were approved by the Standing Policy Committee on Infrastructure Renewal and Public Works on January 11, 2013. These guidelines are based on the Pedestrian Crossing Control Guide published by the Transportation Association of Canada (TAC). The Pedestrian Crossing Control Guide presents a set of principles to guide professionals during the decision-making process associated with the provision of pedestrian crossing control. The warrant for a treatment system is based on factors

that include pedestrian volume at the crossing location, vehicular traffic volume, proximity to other traffic control devices, and route connectivity requirements.

If pedestrian crossing control is warranted, the guideline's "Decision Support Tool – Treatment Selection Matrix" *recommends* a treatment based on the following factors: Average Daily Traffic (ADT) volumes, speed limit, and roadway cross section.

ROSS AVENUE AT ISABEL STREET

Isabel Street in the vicinity of Ross Avenue is a four-lane divided roadway, a regional street, a full time truck route, and a Transit route; with an Average Weekday Daily Traffic (AWDT) volume of approximately 23,600 vehicles, and a speed limit of 50km/h. Ross Avenue is a local-residential street with a two-lane undivided roadway and a speed limit of 50km/h. Isabel Street and Ross Avenue is a four-legged intersection and operates with stop control on Ross Avenue and free flow traffic on northbound-southbound Isabel Street. A pedestrian corridor (consisting of overhead signs with flashing amber beacons) is located across Isabel Street on the north side of the intersection.

The pedestrian corridor across Isabel Street at Ross Avenue was approved for installation in November 1983. A subsequent assessment based on the current Pedestrian Crossing Control Guidelines confirms that pedestrian crossing control is warranted, and the recommended treatment is a pedestrian corridor based on the ADT volumes, speed limit, and roadway cross section. However, further review would suggest that due to the crossing of the southbound left turn lane at the intersection (i.e. undivided five-lane section) that a Traffic Signal (full or half signal) treatment is the recommended form of crossing control.

Upgrading the pedestrian corridor to a full traffic signal treatment would fulfill the April 2, 2019 Standing Committee recommendation to determine if a half signal crossing is warranted; as well as previous requests from the Community Committee and Standing Committee to install traffic control signals at the intersection. The preliminary assessment in the Pedestrian Crossing Control Guidelines indicates the initial step is to check the traffic control signal warrant. Although the warrant for traffic control signals had not been met when reviewed previously in 2017, the Winnipeg Public Service recommends that the pedestrian corridor be removed and replaced with traffic control signals to provide a higher class of right-of-way control for all road users.

A detailed design and cost estimate are forthcoming, however the Public Service is seeking approval at this time to remove the pedestrian corridor and replace it with traffic control signals so that construction may begin as soon as is practicable. The interim estimated cost of removing the pedestrian corridor and installing traffic control signals is \$250,000.00, and is proposed to be funded by the \$2.5 million from the additional federal gas tax funding allocated to support capital investments in roadside safety measures in 2019.

ALEXANDER AVENUE AT ISABEL STREET

Isabel Street in the vicinity of Alexander Avenue is a four-lane divided roadway, a regional street, a full time truck route, and a Transit route; with an Average Weekday Daily Traffic (AWDT) volume of approximately 23,600 vehicles, and a speed limit of 50km/h. Alexander Avenue is a local-residential street with a two-lane undivided roadway and a speed limit of 50km/h. Isabel Street and Alexander Avenue is a four-legged intersection and operates with stop control on Alexander Avenue and free flow traffic on northbound-southbound Isabel Street. Alexander Avenue traffic must turn right (except cyclists) due to a continuous median. A

pedestrian corridor (consisting of overhead signs with flashing amber beacons) is located across Isabel Street on the north side of the intersection.

The pedestrian corridor across Isabel Street at Alexander Avenue was approved for installation in January 2013. Pedestrian crossing control is warranted, and the recommended treatment is a pedestrian corridor based on the ADT volumes, speed limit, and roadway cross section.

The Public Service has investigated an “enhanced lighted pedestrian corridor” with red flashing lights in accordance with the April 2, 2019 Standing Policy Committee recommendation.

The City of Calgary has tried flashing red beacons on a trial basis at their pedestrian corridors and found that drivers treated the red beacons the same as the amber beacons. That is, drivers did not stop if the pedestrian had passed by their traffic lane even though the law specifies that a vehicle must come to a complete stop before proceeding at a flashing red beacon.

The colour of the flashing beacons and its implications were originally considered when the flashing beacons were introduced at pedestrian corridors in Manitoba. The amber colour was selected as being the most appropriate and is specified in regulations pursuant to The Highway Traffic Act of Manitoba.

The Transportation Association of Canada, a national standard, describes a series of components (i.e. regulatory traffic signs, pavement markings, geometric and operational features, traffic signal features, and others) and various combinations of these components that are configured to form pedestrian crossing control treatment systems.

It should be noted that there are no pedestrian crossing control devices approved for use that use flashing red beacons at this time.

In order to improve the visibility and safety of the existing pedestrian corridor, the Public Service plans to install lower flashing amber beacons (similar to the pedestrian corridor at the St. Anne’s Road and Varennes Avenue intersection). The lower flashing amber beacons are mounted on the pedestrian corridor poles at the same height as the pedestrian crosswalk signs approximately ten feet above ground, and will maintain the same flash rate as the overhead beacons.

The estimated cost of the lower flashing amber beacons is \$5,000.00, and is proposed to be funded by the \$2.5 million from the additional federal gas tax funding allocated to support capital investments in roadside safety measures in 2019. The installation of lower amber flashing beacons at the pedestrian corridor across Isabel Street and Alexander Avenue can be received as information, as the Public Service plans to augment the existing pedestrian corridor which was approved by the Standing Policy Committee on Infrastructure Renewal and Public Works on January 31, 2013.

FINANCIAL IMPACT

Financial Impact Statement

Date: **May 27, 2019**

Project Name: **First Year of Program** **2019**

Traffic Control on Isabel Street at Ross Avenue and at Alexander Avenue

	<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2023</u>
Capital					
Capital Expenditures Required	\$ 255,000	\$ -	\$ -	\$ -	\$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	<u>\$ 255,000</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Funding Sources:					
Debt - Internal	\$ -	\$ -	\$ -	\$ -	\$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Additional Federal Gas Tax Funding	255,000	-	-	-	-
Total Funding	<u>\$ 255,000</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Total Additional Capital Budget Required	<u>\$ 255,000</u>				
Total Additional Debt Required	<u>\$ -</u>				
Current Expenditures/Revenues					
Direct Costs	\$ -	\$ -	\$ -	\$ -	\$ -
Less: Incremental Revenue/Recovery	7,427	-	-	-	-
Net Cost/(Benefit)	<u>\$ (7,427)</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Less: Existing Budget Amounts	(7,427)	-	-	-	-
Net Budget Adjustment Required	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Additional Comments: On April 25, 2019 Council approved \$2.5 million from the additional federal gas tax funding be allocated to support capital investments in roadside safety measures in 2019. Subject to confirmation and receipt of the additional gas tax funding the intention is to fund the two projects noted in the report through the \$2.5 million allocation. The total cost of the two projects noted in the report is estimated at \$255,000.00. Incremental Revenue/Recovery represents estimated Departmental Engineering Overheads and Corporate Administration Overheads.					

"Original Signed by J. Ruby, CPA, CA"

Jason Ruby CPA,CA
 Manager of Finance and Administration

CONSULTATION

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

OURWINNIPEG POLICY ALIGNMENT

The recommendation of this report is 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.

SUBMITTED BY

Department: Transportation
Division: Public Works
Prepared by: T. Jangula, C.E.T., Traffic Analyst
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Date: May 30, 2019
File No.: