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

REPORTS

Item No. 11 Traffic Study – Residential Review

STANDING COMMITTEE RECOMMENDATION:

The Standing Policy Committee on Infrastructure Renewal and Public Works granted an extension of time to its November 19, 2019 meeting for the Winnipeg Public Service to report back on a review and update of the City's current technical standards and practices related to community traffic management and traffic calming.

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

DECISION MAKING HISTORY:

Moved by Councillor Browaty,

That an extension of time to the November 19, 2019 meeting of the Standing Policy Committee on Infrastructure Renewal and Public Works be granted for the Winnipeg Public Service to report back on the matter.

Carried

STANDING COMMITTEE RECOMMENDATION:

On January 8, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service and approved the following:

1. That the Winnipeg Public Service review and update the City's current technical standards and practices related to community traffic management and traffic calming and report back to the Standing Committee within six months.

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

On May 29, 2018, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Riel Community Committee, as amended, and directed the Winnipeg Public Service to report back to the Standing Policy Committee within 120 days on the following:

1. Outlining results of the speed hump petition process, including:

    A. The number of requests for speed humps made through 311.

    B. The number of speed hump petitions that were successful in reaching the minimum 70% support threshold, and the number that were unsuccessful in reaching the 70% threshold;

        i. Of those that failed, the threshold by which they failed

    C. The number of speed hump petitions that reached the minimum 70% support threshold, but were rejected following the outcome of the Public Works traffic study.

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

D. The number of requests for speed humps that met the warrant criteria, including the minimum 70% support of petition and traffic study results, including:

i. The number of locations where speed humps were subsequently implemented

ii. The number of locations that are awaiting speed hump implementation

2. Outlining possible changes to both the petition process and the traffic study threshold to make it more accessible to those who wish to pursue traffic calming devices on their streets.

3. Consider offering citizens other options for traffic calming devices aside from speed humps; such as installation of planters, barriers or other devices and modifications.

COMMUNITY COMMITTEE RECOMMENDATION:

On May 7, 2018, the Riel Community Committee passed the following motion:

WHEREAS many Winnipeg neighbourhoods struggle with the problem of high speed in residential areas;

AND WHEREAS cars are a safety issue in particular for young children and a source of anxiety for their parents;

AND WHEREAS many residents wish to see traffic slowed on their streets;

AND WHEREAS currently, residents must get 70% support in a petition for speed bumps, followed by a traffic study, only then might they be approved. The outcome is that even residents who reach the very high 70% threshold rarely meet the requirements;

THEREFORE BE IT RESOLVED that the Standing Policy Committee on Infrastructure Renewal and Public Works direct the Winnipeg Public Service to report back within 90 days to the Standing Policy Committee outlining the results of the speed bump petition process, including:

1. The number of speed bumps requested through 311

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

2. The number of speed bump Petitions initiated with:

    A. The number that were successful in reaching the 70% threshold

    B. The number that were unsuccessful in reaching the 70% threshold

        i. Of those that failed; the threshold by which they failed

    C. The number that reached the threshold, but were rejected following the outcome of the Public Works Traffic Study,

    D. The number that passed both the petition process and the traffic study:

        i. The number that were subsequently implemented

        ii. The number that are awaiting implementation

BE IT FURTHER RESOLVED that the Public Works Department outline possible changes to both the petition process and the traffic study threshold to make it more accessible to those who wish to pursue this on their streets.

BE IT FURTHER RESOLVED that the Winnipeg Public Service consider offering citizens other options for traffic calming devices aside from speed bumps, such as instillation of planters, barriers, or other devices and modifications.

ADMINISTRATIVE REPORT

Title: Traffic Study – Residential Review

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	D. Wardrop, Acting CAO

EXECUTIVE SUMMARY

A review of the City's current technical standards and practices for speed humps was conducted and found that few speed hump requests result in installation. In a three year period, none of the of the 156 speed hump requests on local streets resulted in installation and two of the 14 speed hump requests on public lanes resulted in installation. This finding does not mean that the current technical standard is ineffective, but it does substantiate the need to evaluate the standard to ensure it is appropriately structured for the City of Winnipeg context and reflective of national best practices.

The City's current traffic calming standards were last updated between 12 and 18 years ago. The Transportation Association of Canada (TAC) and the Institute of Transportation Engineers (ITE) recently published the Second Edition of the Canadian Guide to Traffic Calming in February 2018. The Public Service proposes to use the TAC/ITE guide, as well as the findings from this report and consultation with peer jurisdictions, to update the City's technical standards and practices related to traffic calming and community traffic management and report back to the Standing Policy Committee on Infrastructure Renewal and Public Works in six months.

RECOMMENDATIONS

1. That the Public Service review and update the City's current technical standards and practices related to community traffic management and traffic calming and report back in six months.

2. 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 May 29, 2018, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Riel Community Committee, as amended, and directed the Winnipeg Public Service to report back to the Standing Policy Committee within 120 days on the following:

1. Outlining results of the speed hump petition process, including:

    a. The number of requests for speed humps made through 311.

    b. The number of speed hump petitions that were successful in reaching the minimum 70% support threshold, and the number that were unsuccessful in reaching the 70% threshold;
        i. Of those that failed, the threshold by which they failed

    c. The number of speed hump petitions that reached the minimum 70% support threshold, but were rejected following the outcome of the Public Works traffic study.

    d. The number of requests for speed humps that met the warrant criteria, including the minimum 70% support of petition and traffic study results, including:
        i. The number of locations where speed humps were subsequently implemented
        ii. The number of locations that are awaiting speed hump implementation

2. Outlining possible changes to both the petition process and the traffic study threshold to make it more accessible to those who wish to pursue traffic calming devices on their streets.

3. Consider offering citizens other options for traffic calming devices aside from speed humps; such as installation of planters, barriers or other devices and modifications.

IMPLICATIONS OF THE RECOMMENDATIONS

None

HISTORY/DISCUSSION

CURRENT TECHNICAL STANDARDS AND PRACTICES FOR SPEED HUMPS:

The Transportation Division has two approved technical standards related to speed humps: (1) speed humps in public streets; and (2) speed humps in public lanes. Both standards were last revised in November 2006.

Speed humps are a traffic calming measure that may be used on local residential streets and in public lanes to assist in reducing travel speeds, subject to appropriate spacing between adjacent humps.

When residents are concerned about speeding on their local residential street, the City typically follows the 3 E approach:

EDUCATION – SpeedWatch Program
ENFORCEMENT – Winnipeg Police Services
ENGINEERING – Public Works Department (following Technical Standards and Practices)

The City recommends utilizing the SpeedWatch Program as a first step – a partnership between the City of Winnipeg and Manitoba Public Insurance. The SpeedWatch Program is an education and awareness program designed to educate drivers about the speeds they are travelling and to prompt speeding drivers to adjust their speed accordingly. This equipment is available for use by residents whose presence adds to the message to drivers that speeding is unacceptable. The SpeedWatch Coordinator can be contacted at 204-985-7199.

Should speeding continue, the City may recommend contacting Winnipeg Police Services with the results from the SpeedWatch Program.

Failing the above, and as a final measure the City will entertain a written request which will be reviewed and studied.

Speed humps may be installed on a public street, provided that all of the following conditions are satisfied:

1. The street is a local residential street with an urban cross-section (curb and gutter) and is not a Transit route, Snow Route or a residential collector street; AND

2. Submission of a petition representing a minimum of 70% of the residents in the block on both sides of the street in support of the installation/removal of speed humps; AND

3. At least one of the following speed criteria is met:
   (i) Average Speed exceeds the speed limit (50 km/hour); OR
   (ii) At least 15% of vehicles exceed the speed limit by 5 km/hour or more (55 km/hour); OR
   (iii) At least 10% of vehicles exceed the speed limit by 10 km/hour or more (60 km/hour).

Speed humps may be installed on a public lane, provided that all of the following conditions are satisfied:

1. Residents submit a petition representing a minimum of 70% of the residents/property owners on both sides of the lane in support of speed humps;

2. 85th percentile speeds exceed 30 km/h based on a City speed study;

3. Minimum lane length between public streets or public lane intersection is 100 metres

Some of the strengths of the current technical standards include:

- A multi-disciplinary approach is used combining driver education, enforcement, and engineering measures to address speeding concerns.

- A petition process ensures widespread acceptance of the change by local residents.

- The use of speed criteria reflects an evidenced-based approach founded in real data. This is important for ensuring an equitable and consistent treatment of speed hump requests across the City.

(1) RESULTS OF THE SPEED HUMP PETITION PROCESS:

Public Streets:
The table below shows the results of 311 speed hump requests made for local streets during the three-year period between 2015 and 2018.

1.a) Number of 311 requests for speed humps on local streets	156
1.b) Number of petitions that reached the minimum 70% threshold	32
1.b.i) of the petitions that failed, the threshold by which they failed	Unknown[1]
1.c) Number of requests that satisfied the petition process but did not meet other warrant criteria	29[2]
1.d) Number of requests that satisfied all warrant criteria	0
1.d.i) Number local streets where speed humps were implemented	0
1.d.ii) Number of local streets awaiting speed hump implementation	0
Notes: [1] Petitions that do not meet the 70% threshold are not typically returned [2] Three speed hump requests are still being processed	

Public Lanes:
The table below shows the results of 311 speed hump requests made for public lanes during the three-year period between 2015 and 2018.

1.a) Number of 311 requests for speed humps in public lanes	14
1.b) Number of petitions that reached the minimum 70% threshold	4
1.b.i) of the petitions that failed, the threshold by which they failed	Unknown[1]
1.c) Number of requests that satisfied the petition process but did not meet other warrant criteria	2
1.d) Number of requests that satisfied all warrant criteria	2
1.d.i) Number of lanes where speed humps were implemented	2
1.d.ii) Number of lanes awaiting speed hump implementation	0
Note: [1] Petitions that do not meet the 70% threshold are not typically returned	

(2) POSSIBLE CHANGES TO THE SPEED HUMP WARRANT PROCESS AND (3) OTHER OPTIONS FOR TRAFFIC CALMING DEVICES, ASIDE FROM SPEED HUMPS:

The Public Service recognizes the need to review and update the City's current technical standards and practices related to traffic calming for the following reasons:

- The City's current technical standards for traffic calming were last revised 12 to 18 years ago. In addition to the City's speed hump technical standards, the Transportation Division has an approved Traffic Calming Tool Box technical standard which was also last revised in November 2006. The Traffic Calming Tool Box technical standard references a Neighbourhood Traffic Management/Traffic Calming Process which was approved by the Standing Policy Committee in 2000. Technical standards should be evaluated and revised periodically to ensure they meet the needs of the local context and reflect new research.

- The Institute of Transportation Engineers (ITE) and the Transportation Association of Canada (TAC) published an update to the Canadian Guide for Traffic Calming in February of 2018. This guide reflects new research findings and best practices for traffic calming. Cities across Canada reference the ITE/TAC guide in developing local traffic calming standards. The guide explains the principles of traffic calming, suggests a process for introducing and implementing traffic calming, and describes the applicability, effectiveness, and design principles for a wide range of traffic calming devices. The devices are categorized in terms of vertical deflection, horizontal deflection, roadway narrowing, surface treatment, pavement markings, access restriction, gateways, enforcement, education, shared space, and emerging technologies and measures.

- This report has found that the current technical standards and practices for speed humps result in few installations. In a three year period, none of the of the 156 speed hump requests on local streets resulted in installation and two of the 14 speed hump requests on public lanes resulted in installation. This finding does not mean that the current technical standard is ineffective, but it does substantiate the need to evaluate the standard to ensure it is appropriately structured for the City of Winnipeg context and reflective of national best practices.

- The Transportation Division has undergone considerable staffing changes and shortages over the past year. In June of 2018, a new Community Traffic Engineer was hired into the Transportation Division. The Community Traffic Engineer is responsible for community traffic management and traffic calming. It is a good time to evaluate the City's current traffic calming practices now that this role has been filled.

The Public Service has initiated a process to review and update the current community traffic management and traffic calming technical standards and practices. The update process is anticipated to take six months and includes:

- Review of the 2018 ITE/TAC Canadian Guide to Traffic Calming (Second Edition). Information contained in this guide will inform updates to the City's traffic calming practices.

- Review of documented community traffic management and traffic calming practices in comparable Canadian cities. Standards in other cities will be compared to the City of Winnipeg's current traffic calming standards. Opportunities to align the City of Winnipeg's practices with peer jurisdictions will be documented in the updated standards.

- Consultation with engineers responsible for community traffic management and traffic calming portfolios in major cities in western Canada. Consultation began with transportation engineers from the City of Saskatoon, City of Edmonton, City of Calgary, and City of Vancouver in August 2018. This group will meet periodically by teleconference to compare practices and approaches to traffic calming and community traffic management in their respective cities.

- Development of a draft technical standard and policy for speed tables on collector streets. Similar to speed humps, speed tables vertically deflect traffic in an effort to reduce travel speeds. Speed tables have a more gradual profile than speed humps and a flat base. They are appropriate for collector streets because they can better accommodate emergency vehicles. The City has recently piloted the installation of speed tables on collector streets in St. Norbert and St. Vital wards and is installing an additional speed table pilot in Old Kildonan ward this fall. The speed table standard and policy will be finalized after additional review.

It is anticipated that the updated community traffic management and traffic calming standards will:

- Continue to include speed criteria as a component of the warrant process so that the installation of traffic calming measures remains equitable and evidenced-based. The speed metric and threshold may change as a result of the review.

- Be more accessible for residents of the City of Winnipeg compared to the current speed hump standards.

- Offer additional mechanisms for public consultation related to traffic calming.

- Continue to take a multidisciplinary approach to traffic calming that includes education, enforcement, and engineering measures.

- Include additional traffic calming measures aside from vertical deflection devices, such as speed humps and speed tables.

FINANCIAL IMPACT

Financial Impact Statement **Date:** October 29, 2018

Project Name:

Traffic Study – Residential Review

COMMENTS:

There is no financial impact associated with the recommendation of this report

"Original 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 Sustainable Transportation Direction Strategy developed as part of OurWinnipeg forms the policy framework for the Transportation Master Plan (TMP). Sustainable Transportation identified a vision and five Key Strategic Goals which are critical to achieving a balanced and sustainable transportation system for Winnipeg. These goals form the basis for the TMP and the directions and strategies contained within it:

1. A transportation system that is dynamically integrated with land use;
2. A transportation system that supports active, accessible and healthy lifestyle options;
3. A safe, efficient and equitable transportation system for people, goods and services;
4. Transportation infrastructure that is well maintained
5. A transportation system that is financially sustainable

The recommendations within this report are consistent with the Key Strategic Goals.

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: R. Peterniak, M.Sc., P.Eng, Community Traffic Engineer
Date: October 29, 2018