

**Minutes – Standing Policy Committee on Infrastructure Renewal and Public Works –
March 3, 2020**

REPORTS

**Item No. 17 Traffic Study – Cuthbertson Avenue at Lamont Boulevard
(Charleswood-Tuxedo-Westwood Ward)**

STANDING COMMITTEE DECISION:

The Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service and received the report as information.

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DECISION MAKING HISTORY:

Moved by Councillor Santos,

That the recommendation of the Winnipeg Public Service be concurred in.

Carried

STANDING COMMITTEE RECOMMENDATION:

On November 19, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works granted an extension of time to its March 3, 2020 meeting for the Winnipeg Public Service to report back on the matter.

On May 2, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Assiniboia Community Committee and directed the Winnipeg Public Service to report back to the Standing Committee within 180 days.

COMMUNITY COMMITTEE RECOMMENDATION:

On April 8, 2019, the Assiniboia Community Committee passed the following motion:

WHEREAS residents and school children have experienced an increase in traffic on Cuthbertson Avenue caused by a newly erected no right turn sign on Park Boulevard;

AND WHEREAS the increase in vehicles on Cuthbertson Avenue, which does not have sidewalks from Park Boulevard onward, has increased the risk for children walking to and from school;

THEREFORE BE IT RESOLVED that the Standing Policy Committee on Infrastructure Renewal and Public Works be requested to direct the Winnipeg Public Service to conduct a traffic study at the intersection of Cuthbertson Avenue and Lamont Boulevard to evaluate pedestrian safety, and report back to the Standing Committee on the following:

1. The possibility of adding a four-way stop on Lamont Boulevard at Cuthbertson Avenue;
2. Consideration for extending the sidewalk on Cuthbertson Avenue from Park Boulevard to the back lane east of Lamont Boulevard;

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DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

3. Recommended measures to enhance pedestrian safety in the area, particularly for those walking to and from École Tuxedo Park School.

Dear Councillor Klein,

I am writing to express my concern about the traffic on Cuthbertson Ave at Lamont Blvd and the safety of the students walking home from Ecole Tuxedo Park. Below you will find a map detailing the area of concern.

As you know, Ecole Tuxedo Park is an early years K-4 school. Children living closer than 1.6 km do not qualify for transportation via school bus and are expected to walk. I live [redacted] Blvd. My children go to Ecole Tuxedo Park. I frequently walk home with my children along Cuthbertson from the back lane east of Lamont (that connects the ETP school grounds with the Tuxedo Community Centre grounds) towards Kelvin Blvd around 4:00 pm after school is let out.

There are no sidewalks on Cuthbertson between Park Blvd and Southport Blvd. The sidewalk on Cuthbertson west of Park Blvd ends abruptly right where the density of students and traffic increases.

The intersection of Cuthbertson and Lamont is unusual in that the stop signs are on Cuthbertson (east/west street) thus allowing through traffic on Lamont. This is in contrast to all other intersections on Cuthbertson where the north/south cross roads have stop signs (Park, Hosmer, Kelvin, Laidlaw) or 4-way stops (Southport, Boreham).

Recently a “No Left Turn 15:30-17:30” sign was placed on westbound Corydon Ave at Park Blvd. Although I fully agree that there was too much commuter traffic rushing south on Park during those hours, what I have witnessed is a shift of traffic one block east onto southbound Lamont. And since there is no stop sign on Lamont at Cuthbertson, these drivers are turning west onto Cuthbertson then south onto Park Blvd, driving much too fast, without facing any stop signs. The commuters are taking advantage. This new prohibition of left turns onto Park Blvd results in one less stop sign on their route home! The result is commuter traffic zigzagging through a residential neighbourhood in close proximity to young children walking home from school on a street with **no sidewalks!** This is a recipe for disaster.

I ask that you lobby for the following changes to improve the safety of my children, other ETP students and pedestrians in general:

- 1) Place stop signs on Lamont Blvd at Cuthbertson making this intersection a 4-way stop. This is necessary to slow commuter traffic on a residential street next to an early years school.
- 2) Extend the sidewalk on Cuthbertson from Park Blvd to at least the back lane east of Lamont thus separating pedestrians from commuter traffic. The sidewalk extension would only pass in front of three houses!

These steps are essential to protect the safety of our children. Thank you for hearing my concerns. I look forward to your reply.

Sincerely,
Dr. Andrea Wilkie-Gilmore

ADMINISTRATIVE REPORT

Title: Traffic Study – Cuthbertson Avenue at Lamont Boulevard

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

A Traffic Study was conducted on Lamont Boulevard at Cuthbertson Avenue and a four-way stop is not warranted; however, the Winnipeg Public Service recommends that two-way stop control at the intersection be shifted from Cuthbertson Avenue to Lamont Boulevard to align with the needs of the majority of pedestrians and cyclists and to require southbound shortcutting motorists on Lamont Boulevard to stop before making a southbound right turn at the intersection. This report has been shared with the Area Councillor and written concurrence from the Area Councillor will be sought before this change to the stop sign orientation is made. The cost of this project will be approximately \$2,160, and will be covered by the Traffic Services operational budget.

The Winnipeg Public Service recommends that a new sidewalk be identified on Cuthbertson Avenue in an update to the Pedestrian and Cycling Strategies as part of a long-term plan to connect the existing Cuthbertson Avenue sidewalk with the Tuxedo Park community centre and school. Due to the presence of several mature trees and potential resistance from property owners, this new sidewalk is seen as a long-term project to be undertaken when there are fewer impediments to construction, and other higher priority new sidewalks have been implemented.

RECOMMENDATIONS

That this report be received as information.

REASON FOR THE REPORT

On May 2, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Assiniboia Community Committee and directed the Winnipeg Public Service to conduct a traffic study at the intersection of Cuthbertson Avenue and Lamont Boulevard to evaluate pedestrian safety, and report back to the Standing Committee within 180 days on the following:

1. The possibility of adding a four-way stop on Lamont Boulevard at Cuthbertson Avenue;
2. Consideration for extending the sidewalk on Cuthbertson Avenue from Park Boulevard to the back lane east of Lamont Boulevard;
3. Recommended measures to enhance pedestrian safety in the area, particularly for those walking to and from École Tuxedo Park School.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications to receiving this report as information.

HISTORY/DISCUSSION

BACKGROUND INFORMATION

On April 8, 2019, the Assiniboia Community Committee recommended to the Standing Policy Committee on Infrastructure Renewal and Public Works (SPC IRPW) that the Winnipeg Public Service be directed to conduct a traffic study at the intersection of Cuthbertson Avenue and Lamont Boulevard to evaluate pedestrian safety, and report back to the Standing Committee on the following:

1. The possibility of adding a four-way stop on Lamont Boulevard at Cuthbertson Avenue;
2. Consideration for extending the sidewalk on Cuthbertson Avenue from Park Boulevard to the back-lane east of Lamont Boulevard;
3. Recommended measures to enhance pedestrian safety in the area, particularly for those walking to and from École Tuxedo Park School.

Reasons stated for the request included:

- Residents and school children have experienced an increase in traffic on Cuthbertson Avenue caused by a newly erected no right turn sign on Park Boulevard.
- The increase in vehicles on Cuthbertson Avenue, which does not have sidewalks from Park Boulevard onward, has increased the risk for children walking to and from school.

In addition, the direction included a resident letter which covered these points and indicated the following:

- That the “No Left Turn 15:30 – 17:30” prohibition westbound on Corydon Avenue at Park Boulevard (noted as a right turn sign above) has increased the volume of traffic that makes a westbound left turn at Corydon Avenue and Lamont Boulevard, a southbound right turn at Lamont Boulevard and Cuthbertson Avenue, and a westbound left turn at Cuthbertson Avenue and Park Boulevard North.
- That the intersection of Cuthbertson Avenue and Lamont Boulevard is unusual in that the intersection stop signs are on Cuthbertson Avenue (east/west street). This stop sign configuration is in contrast to all other intersections on Cuthbertson Avenue where the north/south crossroads have stop signs (Park, Hosmer, Kelvin, Laidlaw) or 4-way stops (Southport, Boreham).

On May 2, 2019, the SPC IRPW concurred in the recommendation of the community committee and directed the Public Service to report back in 180 days.

TRAFFIC CHARACTERISTICS

The intersection of Cuthbertson Avenue and Lamont Boulevard is a four-legged intersection comprised of Lamont Boulevard in the north-south orientation and Cuthbertson Avenue in the east-west orientation (see Figure 1 and Photo 1). The intersection is currently controlled by stop signs on Cuthbertson Avenue for east-west traffic. The speed limit on all approaches is 50 km/h. Both Cuthbertson Avenue and Lamont Boulevard are classified as local residential streets.

None of the intersection legs are designated as truck routes and there is no transit service on either street. The City's database indicates two collisions at the intersection in the 2012-to-2018 time frame with both collisions being property damage only in nature.

The Cuthbertson Avenue/Lamont Boulevard intersection is in the Tuxedo neighbourhood which is largely comprised of single-family residential properties. The Tuxedo Community Centre and Ecole Tuxedo Park (Kindergarten to Grade 4) are located just east of the intersection on the north side of Cuthbertson Avenue. There are no sidewalks at the intersection. The only pedestrian facility in proximity to the intersection is a sidewalk on the south side of Cuthbertson Avenue that terminates at Park Boulevard North and extends westward from Park Boulevard North to Shaftesbury Boulevard.



Figure 1: Study Intersection



Photo 1: Lamont Boulevard and Cuthbertson Avenue Intersection Looking West

A 12-hour traffic count (7:00 a.m. to 7:00 p.m.) was completed at the intersection on Monday and Tuesday, June 24-25, 2019. This count captured all vehicle, pedestrian, and cyclist movements at the intersection. During the 12-hour count, 88 cyclist movements were observed at the intersection with over 50 movements being east-west through movements on Cuthbertson Avenue. Eighty (80) pedestrians were observed at the intersection during the count with 62 pedestrians crossing Lamont Boulevard and 18 pedestrians crossing Cuthbertson Avenue.

Vehicle traffic volumes at the Lamont Boulevard/Cuthbertson Avenue intersection are summarized in Figure 2. The highest volume movements were the westbound through movement followed by the southbound right turn, and the eastbound through movement. The southbound right turn volume, which was highlighted as a concern in the Standing Policy Committee minutes, peaked around 4:00 p.m. On June 26, 2017, a Monday to Friday 3:30 p.m. to 5:30 p.m. westbound left-turn prohibition was introduced at the intersection of Corydon Avenue and Park Boulevard North (see Figure 1). This restriction is believed to be the source of the higher than anticipated volume of southbound right-turning vehicles recorded at the Lamont Boulevard/Cuthbertson Avenue intersection during the hours of the restriction as vehicles follow the left turn restriction bypass route illustrated in Figure 1. Estimated daily volumes on all four intersection legs are consistent with local street volume levels.

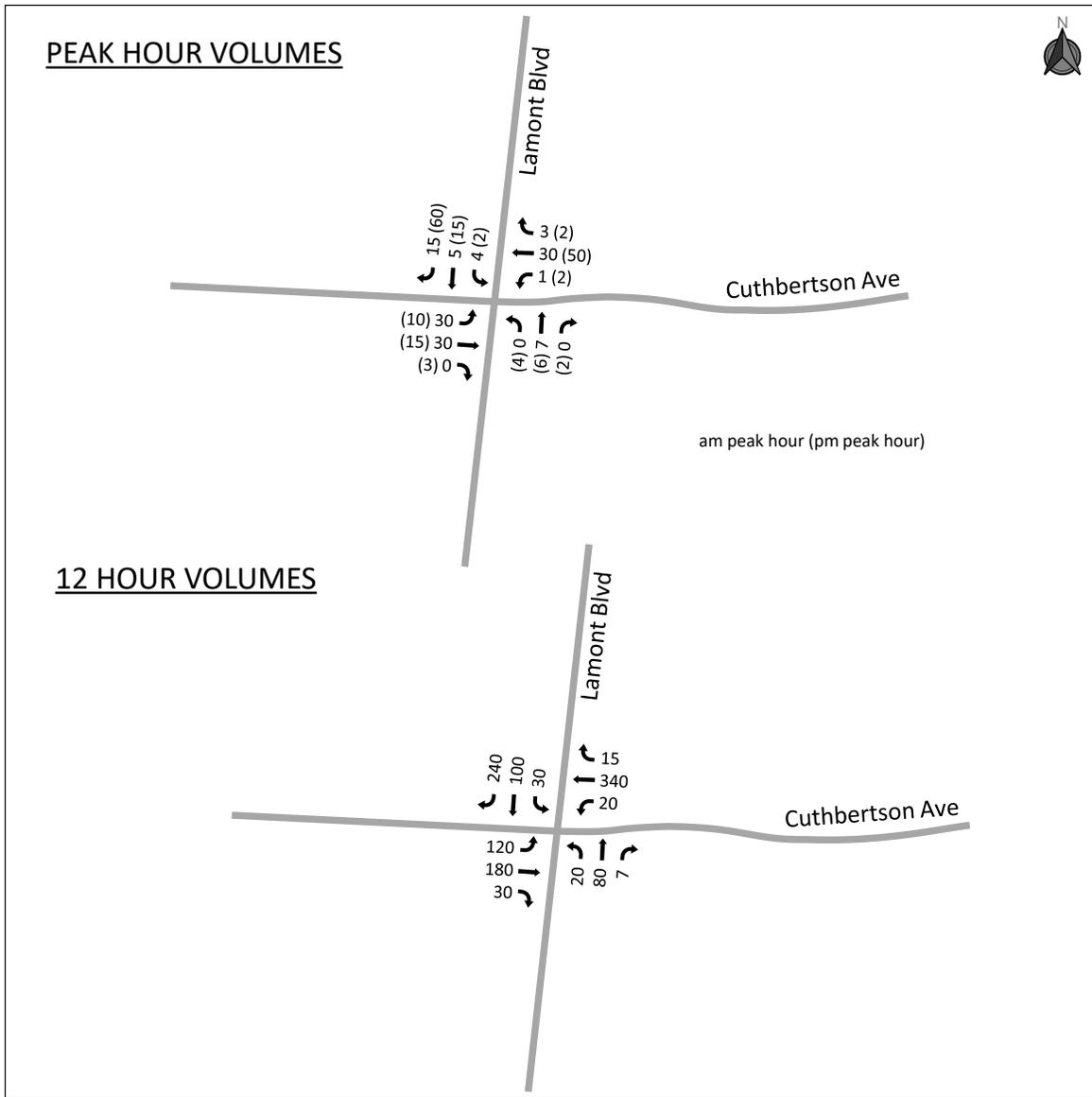


Figure 2: Intersection Traffic Volumes

ALL-WAY STOP CONTROL GUIDELINES AND ASSESSMENT

The first step in the analysis was to review the request for four-way stop control at the Lamont Boulevard/Cuthbertson Avenue intersection. As noted in the background information section, the current placement of stop signs on Cuthbertson Avenue is not consistent with other intersections along Cuthbertson Avenue.

Stop signs have been found to be effective to achieve the following:

1. For assigning right-of-way at intersections where large traffic volumes (vehicles and/or pedestrians) approaching the intersection from all directions are close to being equal,
2. To reduce conflicts between vehicles entering an intersection from a stop-controlled street and vehicles travelling on the uncontrolled street, and
3. Where the horizontal or vertical curvature of the roadway approaching the intersection results in a deficiency in sight-visibility lines and reduced safe sight-stopping distance.

In the case of Lamont Boulevard and Cuthbertson Avenue, the volumes of traffic approaching the intersection are close to equal (40% Lamont and 60% Cuthbertson); however, stop control is currently located on the higher volume street from a vehicle, pedestrian and cyclist perspective. Overall intersection volumes are consistent with a local street intersection classification. With two reported lower severity collisions in seven years, there does not appear to be an ongoing vehicle conflict issue.

Warrants for four-way stop control were evaluated based on a local street designation (which is consistent with the recorded traffic volumes). For local street intersections with 50 km/h speed limits, the City's guidelines indicate that stop signs may be installed provided that there is no other form of traffic control device (e.g. another stop sign, traffic control signal or pedestrian crosswalk or corridor) within 250 metres of the intersection and the following conditions are met:

- There are 350 or more vehicles approaching the intersection during the highest hour of traffic volume; and
- At least 20% of the total intersection vehicle volume approaches on the minor street.

Or,

- More than 15 right angle or left with opposing through collisions have been reported at the intersection in a 3-year period.

The intersection of Lamont Boulevard and Cuthbertson Avenue does not meet these conditions.

Pedestrian crossing control across Lamont Boulevard was also considered outside of the four-way stop warrant; however, based on the June count, the level of pedestrian activity is below the minimum level of activity required over a seven-hour period as recommended by the guidelines.

Though warrants for four-way stop control and pedestrian crossing control are not met at Lamont Boulevard and Cuthbertson Avenue the pedestrian, cyclist and vehicle volume characteristics at the intersection indicate that two-way stop control should be shifted from Cuthbertson Avenue to Lamont Boulevard. The Public Service has the authority to make this change; however, consistent with Public Service guidelines, written concurrence will be sought from the Area Councillor prior to moving forward. The process to make the change would be:

- Convert the intersection to all-way stop control with information signs advising of the removal of Cuthbertson Avenue stop signs in 30 days.
- Remove the stop signs from Cuthbertson Avenue and place warnings signs on Lamont Boulevard for a 60-day period indicating that cross street traffic does not stop.

NEW SIDEWALK

The second component of the study looked at extending the south side sidewalk on Cuthbertson Avenue eastward. The existing sidewalk runs from Shaftesbury Boulevard to the west to Park Boulevard North to the east (see Figure 1 for east terminus location). To connect this sidewalk with the Tuxedo Community Centre and Ecole Tuxedo Park green space would require construction of a sidewalk on the south side of Cuthbertson Avenue for one block between Park Boulevard North and Lamont Boulevard, construction of a crossing to the north side of Cuthbertson Avenue at Lamont Boulevard, and construction of a sidewalk on the north side of Cuthbertson Avenue from Lamont Boulevard to the public lane half a block east of Lamont Boulevard.

Construction of this sidewalk would pass three residential properties and the Public Service understands that the property owners do not support this work as a local improvement. In addition, there are at least eight mature boulevard trees that would be significantly affected, and potentially need to be removed, to build the sidewalk (see Photo 2). This is an important consideration as there is limited ability to narrow Cuthbertson Avenue to avoid the trees and no ability to avoid impacting the tree root system. The implication to the trees and to property owners would likely generate opposition to the introduction of a new sidewalk.



Photo 2: Images of Boulevard Trees in the Proposed Sidewalk Alignment

At this point in time, it is recommended that the proposed sidewalk alignment be identified in an update to *Map 4.3 New Sidewalks* in the *Pedestrian and Cycling Strategies* to indicate that a sidewalk facility is desired at this location and that, over time, trees not be replaced or planted in the boulevards where the sidewalk would be located so that eventual construction would not create a risk of trees being removed or dying due to the installation of sidewalk.

RECOMMENDED MEASURES FOR PEDESTRIAN SAFETY

In the short term, the two-way stop control at the intersection will be shifted from Cuthbertson Avenue to Lamont Boulevard to align with the needs of the majority of pedestrians and cyclists and to require southbound shortcutting motorists on Lamont Boulevard to stop before making a southbound right turn at the intersection. The cost of this project will be approximately \$2,160, and will be covered by the Traffic Services operational budget.

A new sidewalk is proposed in the long term to link the existing sidewalk on Cuthbertson Avenue with the Tuxedo Park community centre and school. Due to the presence of several mature trees and potential resistance from property owners, this is seen as a long-term project to be undertaken when there are fewer impediments to construction and other higher priority new sidewalk locations have been addressed.

FINANCIAL IMPACT

Financial Impact Statement

Date: **January 29, 2020**

Project Name: **First Year of Program** **2020**
Traffic Study – Cuthbertson Avenue at Lamont Boulevard

	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2023</u>	<u>2024</u>
Capital					
Capital Expenditures Required					
Less: Existing Budgeted Costs					
Additional Capital Budget Required	\$ -	\$ -	\$ -	\$ -	\$ -
Funding Sources:					
Debt - Internal					
Debt - External					
Grants (Enter Description Here)					
Reserves, Equity, Surplus					
Other - Enter Description Here					
Total Funding	\$ -	\$ -	\$ -	\$ -	\$ -
Total Additional Capital Budget Required	\$ -				
Total Additional Debt Required	\$ -				
Current Expenditures/Revenues					
Direct Costs	\$ 2,160				
Less: Incremental Revenue/Recovery					
Net Cost/(Benefit)	\$ 2,160	\$ -	\$ -	\$ -	\$ -
Less: Existing Budget Amounts	2,160				
Net Budget Adjustment Required	\$ -	\$ -	\$ -	\$ -	\$ -

Additional Comments: Direct costs represent the total estimated costs realted to the shift of stop control from Cuthbertson Avenue to Lamont Boulevard. This expense will be charged to the 2020 Public Works Department operating budget.

for *"Original signed by A. Fischer"*
 J. Peters CPA, CGA
 Acting Manager of Finance & 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.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Not applicable.

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: C. Flather, P.Eng., M.Sc., Traffic Management Engineer
Date: January 29, 2020
File No.: A-08