Report – Executive Policy Committee - November 29, 2006

Item No. 6 Pembina Highway Pedestrian Corridor - Land Dedication Reserve File EP-2

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 29, 2006, the Executive Policy Committee concurred in the recommendation of the Riel Community Committee and submits the following to Council:

1. That the cost of the installation of a Pedestrian Corridor, to be constructed in close proximity to 2900 Pembina Highway, in the amount of $25,000.00, be allocated from the Riel Land Dedication Reserve.

2. That should the minimum pedestrian crossing criteria for a pedestrian corridor be met after the installation of the pedestrian corridor, the Public Works Department be requested to return the $25,000.00 to the Riel Land Dedication Reserve.

3. That the criteria of the Council Policy for the Land Dedication Reserve Fund be waived for any expenditures which do not qualify.

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

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DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 29, 2006, the Executive Policy Committee concurred in the recommendation of the Riel Community Committee and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On November 21, 2006, the Standing Policy Committee on Infrastructure Renewal and Public Works received as information the administrative report dated November 20, 2006 and submitted the matter to the Executive Policy Committee.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 21, 2006 the Executive Policy Committee referred the matter of installing a pedestrian corridor, in close proximity to 2900 Pembina Highway, to the Standing Policy Committee on Infrastructure Renewal and Public Works for traffic analysis.

STANDING COMMITTEE RECOMMENDATION:

On September 12, 2006, the Standing Policy Committee on Infrastructure Renewal and Public Works referred the recommendation of the Riel Community Committee to the Administration for review and report back.

COMMUNITY COMMITTEE RECOMMENDATION:

On July 18, 2006, the Riel Community Committee recommended:

1. That the cost of the installation of a Pedestrian Corridor, to be constructed in close proximity to 2900 Pembina Highway, in the amount of $25,000.00, be allocated from the Riel Land Dedication Reserve.

2. That should the minimum pedestrian crossing criteria for a pedestrian corridor be met after the installation of the pedestrian corridor, the Public Works Department be requested to return the $25,000.00 to the Riel Land Dedication Reserve.

3. That the criteria of the Council Policy for the Land Dedication Reserve Fund be waived for any expenditures which do not qualify.

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DECISION MAKING HISTORY:

COMMUNITY COMMITTEE RECOMMENDATION (continued):

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

and submitted the matter to the Executive Policy Committee.

RE: REQUEST FOR A PEDESTRIAN CORRIDOR ACROSS PEMBINA HIGHWAY IN THE PROXIMITY OF 2900 PEMBINA HIGHWAY

FOR SUBMISSION TO: Standing Policy Committee on Infrastructure Renewal and Public Works

ORIGINAL REPORT SIGNED BY: L.S.W. Larkin, P. Eng.
Director of Public Works

REPORT DATE: November 10, 2006

RECOMMENDATION:

That a pedestrian corridor not be installed mid-block across Pembina Highway in proximity to 2900 Pembina Highway at this time.

Report Summary

Key Issues:

On September 12, 2006, the Standing Policy Committee on Infrastructure Renewal and Public Works Committee referred the Riel Community Committee's recommendation for the installation of a pedestrian corridor across Pembina Highway in close proximity to 2900 Pembina Highway to the administration for review and report.

During the busiest 8 hours of a recent 11-hour observation between 07:00 and 18:00, 72 pedestrians, including 4 seniors, crossed Pembina Highway in the vicinity of 2900 Pembina Highway.

The estimated pedestrian activity across this section of Pembina Highway is approximately 27% of that which would normally warrant the installation of a pedestrian corridor.

Implications of the Recommendation(s):

General Implications

X None
For the organization overall and/or for other departments
For the community and/or organizations external to the City
Involves a multi-year contract

Comment(s):

Policy Implications

X No
Yes

Comment(s):

Regulatory Implications

X None
Eliminates or reduces regulatory impact
Proposes regulatory impact

Comment(s):

Environmental Implications

X No
Yes

Comment(s):

Human Resources Implications

X No
Yes

Comment(s):

Financial Implications

X Within approved current and/or capital budget
Current and/or capital budget adjustment required

Comment(s): *The estimated cost to install a pedestrian corridor across Pembina Highway is $25,000. The estimated cost for annual operation and maintenance of one new pedestrian corridor is $1,700. New installations are normally funded in the annual Traffic Engineering Improvements Program within the Capital budget. This year's funding has been spent. Should Committee approve a new pedestrian corridor installation, funding could be included in the 2007 Traffic Engineering Improvements Program.*

Report

REASON FOR THE REPORT:

On September 12, 2006, the Standing Policy Committee on Infrastructure Renewal and Public Works referred the Riel Community Committee's recommendation for the installation of a pedestrian corridor across Pembina Highway in close proximity to 2900 Pembina Highway to the administration for review and report.

DISCUSSION:

A senior's apartment complex is located at 2900 Pembina Highway (shown in Figure 1), approximately 240 metres north of Newdale Avenue (the nearest public street intersection and controlled by a stop sign facing eastbound drivers on Newdale Avenue) and approximately 280 metres south of the signalized intersection of Pembina Highway and Kirkbridge Drive/Killarney Avenue.

Figure 1



This section of Pembina Highway contains a 6 lane divided highway with a 60 km/h speed limit and carries approximately 11,000 northbound and 9,000 southbound vehicles in a typical 11-hour weekday period between 07:00 and 18:00.

The Transit stops on Pembina Highway are located northbound in front of 2900 Pembina Highway and southbound just south of the south property line of 2900 Pembina Highway. There is a mid-block median opening in front of 2900 Pembina Highway.

In the 3-year period ending December 31, 2005, there were 3 reported vehicle-pedestrian collisions (ages 69, 54 and 51 years) on the 520-metre mid-block section of Pembina Highway between Kirkbridge Drive and Newdale Avenue.

During the busiest 8 hours of an 11-hour observation on September 21 and 22, 2006, the following pedestrian crossing volumes were recorded:

- 72 pedestrians crossing mid-block in proximity of 2900 Pembina Highway, including 4 seniors and 2 children; 58 of whom waited less than 10 seconds before crossing, 12 waited 10 to 30 seconds and 2 waited more than 30 seconds.
- 105 pedestrians crossing mid-block between 2900 Pembina Highway and Newdale Avenue (a distance of approximately 200 metres), including 7 seniors and 4 children; 68 waited less than 10 seconds, 20 waited 10 to 30 seconds and 17 waited more than 30 seconds.

The level of pedestrian delay crossing this section of Pembina Highway is typical of 6-lane divided streets. The level of pedestrian activity, delay and classification in close proximity of 2900 Pembina Highway represents 8% of that which would normally warrant the installation of a pedestrian corridor. Assuming that the pedestrians delayed more than 10 seconds now crossing mid-block between 2900 Pembina Highway and Newdale Avenue would walk to the south side of 2900 Pembina Highway if a pedestrian corridor were to be installed; the predicted combined level of crossing activity is 27% of that which would normally warrant the installation of a pedestrian corridor. In order to meet the installation warrant, the pedestrian activity would have to increase by another 140%, i.e., 183 pedestrians over 8 hours. It is not expected that a pedestrian corridor installation at this location would generate sufficient pedestrian activity to meet the pedestrian corridor warrant.

In view of the level of pedestrian crossing activity, it is recommended that a pedestrian corridor not be installed across Pembina Highway mid-block in the proximity of 2900 Pembina Highway at this time.

Financial Impact Statement Date: November 9, 2006

Project Name:

HIGHWAY
IN THE PROXIMITY OF 2900 PEMBINA HIGHWAY

COMMENTS:

There is no financial impact as the recommendation is opposed to the installation of a pedestrian corridor.

"Original signed by: Darcy Stewart"

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By: N/A

External Consultation With: N/A

THIS REPORT SUBMITTED BY:

Public Works Department
Transportation Division
Prepared by: E. Schellenberg, Traffic Analyst……..... 986-5289
Processed by: C. Kawaza, Clerk for Transportation …….. 986-5288
File No. R-08

-----Original Message-----
From: Emerson, Diana
Sent: Tuesday, July 04, 2006 9:35 AM
To: Swandel, Justin; Schellenberg, Ed (PWD)
Subject: RE: Pedestrian Corridor Request - Pembina Highway

Hi Councillor Swandel,

The process would be for us to report our findings to the Riel Community Committee. The community committee could then, if it so chose, pass a motion to the Standing Policy Committee on Infrastructure Renewal and Public Works recommending installation of a pedestrian corridor across Pembina Highway at Newdale Avenue with an identified funding source. Would you like us to prepare a report for the Community Committee?

Diana

Diana Emerson, P. Eng., MCIP
Traffic Management Engineer
Traffic Management Branch
Transportation Division
Public Works Department
City of Winnipeg

-----Original Message-----
From: Swandel, Justin
Sent: July 4, 2006 9:23 AM
To: Schellenberg, Ed (PWD);
Cc: Emerson, Diana
Subject: RE: Pedestrian Corridor Request - Pembina Highway

Hello Ed, Thanks for the report. One of the issues here is the nature of the housing and the provision of services/retail on the other side of Pembina. There are quite a number of elderly folks (including a seniors home) on this stretch of Pembina and the distance between controlled intersections is quite long. While the engineering investigation gives us a numerical analysis it does not give a complete situational picture. In this case a 24 hour picture may not be the best measure. In addition there is a connectivity issue that prevents the flow of pedestrian traffic across Pembina, which will skew the numbers. That is to say that a safe crossing will get the numbers where you need them to meet the warrant criteria.

If I can find the capital funding can we install a cross walk at this location? JS

-----Original Message-----
From: Schellenberg, Ed (PWD)
Sent: Friday, June 30, 2006 4:22 PM
To: Teresa Holloway
Cc: Emerson, Diana; Swandel, Justin
Subject: RE: Pedestrian Corridor Request - Pembina Highway

Dear Teresa:

Thank you for your request for a pedestrian corridor (overhead crosswalk signs) across Pembina Highway in the vicinity of #2900 Pembina Highway north of Newdale Avenue.

Pedestrian corridors are installed to reduce pedestrian delay. Considerations for new installations, other than designated school crossings, are given where the pedestrian activity generally exceeds 300 pedestrian crossings in an 8-hour period during a typical weekday with at least 100 pedestrians delayed in excess of 10 seconds. A minimum of 200 pedestrian crossings must be observed in order to qualify for pedestrian corridor consideration. A single crossing by a senior citizen is considered equivalent to two (2) pedestrian crossings to account for the additional needs for a senior citizen.

Based upon past observations, the pedestrian activity across Pembina Highway at or near Newdale Avenue was 97 pedestrian crossings including 9 by senior citizens in 8 hours. The busiest hour of activity occurred between 15:45 and 16:45, when 20 pedestrians crossed. This level of pedestrian activity (adjusted to 106 crossings) represents approximately 53% of the minimum pedestrian crossing criterion (200) to qualify for consideration of a pedestrian corridor.

Another observation in the vicinity of the first median opening north of Newdale Avenue opposite #2900 Pembina Highway revealed 109 pedestrian crossings including 11 senior citizens in 8 hours. This level of pedestrian activity (adjusted to 120) represents approximately 60% of the minimum pedestrian crossing criterion.

Although these counts are a few years old, there has been no change in development in the area to generate more pedestrian activity. Therefore, it is considered unlikely that the 8 hour level of pedestrian activity has grown significantly in order to qualify for a pedestrian corridor.

A pedestrian corridor with overhead flashing beacons costs approximately $25,000 to install and $1,700 annually to energize & maintain. This year's program which contains funding for one new corridor location citywide has already been committed.

The pedestrian corridor device enhances the visibility of the crosswalk but does not guarantee that all drivers will stop. Under the Manitoba Highway Traffic Act, drivers are required to yield the right-of-way to pedestrians within crosswalks whether they are a pedestrian corridor or a signed crosswalk or an uncontrolled intersection. A driver may fail to see the pedestrian to stop in time or the pedestrian steps in front of a vehicle that cannot stop in time. The safest practice for any pedestrian is to be sure that all vehicles are stopped or will stop before proceeding across the roadway or into next traffic lane from in front of a stopped vehicle. When crossing at a mid-block location, pedestrians are required to yield the right-of-way to motorists. The onus is on the pedestrian to cross only when there is an adequate gap in the vehicular traffic flow.

In the 10 year period ending June 30, 2005, there were no vehicle-pedestrian collisions reported at the intersection of Pembina Highway and Newdale Avenue nor mid-block on Pembina Highway between Killarney Avenue and Newdale Avenue.

Typically, a pedestrian corridor along Pembina Highway experiences an average of 4 vehicle-pedestrian collisions over a 10 year period.

Please contact me, if you have any further questions or comments.

E. Schellenberg, C.E.T.
Traffic Analyst
Transportation Div.
Public Works Dept.
The City of Winnipeg

-----Original Message-----
From: Teresa Holloway
Sent: June 22, 2006 10:25 AM
To: Emerson, Diana
Subject: Re: RE: Request For Information

Thank you for the reply.

The area in question is Pembina Highway, around the 2900 block.
There are several seniors blocks, low income housing that has children getting on and off school buses.

Many of the seniors in the 2900 block want to visit the shops across the street but walking to the nearest intersection is long and stressful so they choose not to.

When talking to the MLA Marilyn Brick's assistant, he recommended also that we approach the city for a cross walk so that office would likely be of benefit to talk to as they are very familiar with the area.

My instructor for this placement has been teaching student nurses about community care for several years and she is also aware of the benefits of a cross walk I look forward to knowing more or helping with more questions regarding this review as safety is a great concern for these 2 generations.

Thanks again
Teresa Holloway
Student nurse, Red River College