Minute No. 167
Report - Standing Policy Committee on Public Works - January 13, 2003

Item No. 4 Polo Park Traffic Improvement and Development Review Study
File ST-7 (Vol. 16)

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Public Works as amended by the Executive Policy Committee, and adopted the following:

1. That $565,500.00 be added to the Public Works Department 2003 Operating Budget to facilitate improvements to the traffic control signals in the Polo Park area, said funds to be allocated from the Economic Development Investment Reserve.

2. 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:

Moved by Councillor Angus,
That the Standing Policy Committee on Public Works recommendation as amended by the Executive Policy Committee, be adopted.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 22, 2003, the Executive Policy Committee amended Recommendation No. 1.of the Standing Policy Committee on Public Works, namely:

- by deleting the words "and if possible, funds be allocated from the 2002 Budget from a Reserve Fund or the Economic Development Investment Reserve." and replacing with the words "said funds to be allocated from the Economic Development Investment Reserve."

and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On January 13, 2003, the Standing Policy Committee on Public Works amended Administrative Recommendation No. 1 by adding the following words at the end of the statement,

- "and if possible, funds to be allocated from the 2002 Budget from a Reserve Fund or the Economic Development Investment Reserve".

and submitted its recommendation to Executive Policy Committee and Council.

The Standing Policy Committee on Public Works concurred in Administrative Recommendations Nos. 2 and 3 and referred the matter to the capital budget deliberations for consideration.

On December 10, 2002, the Standing Policy Committee on Public Works directed that the Administration report back to the meeting of the Standing Policy Committee on Public Works scheduled for January 13, 2003.

Report - Standing Policy Committee on Public Works - January 13, 2003

DECISION MAKING HISTORY (continued)

On April 2, 2002, the Standing Policy Committee on Public Works:

1. Requested that the Administration review and report on the short and long-term funding implications.

2. Referred the report to the Standing Policy Committee on Property and Development to address issues pertaining to land use and development for comment back to the Standing Policy Committee on Public Works.

STANDING COMMITTEE RECOMMENDATION:

On April 30, 2002, the Standing Policy Committee on Property and Development directed that the three recommendations regarding land use and development policies contained in the Polo Park Area Study be referred to the Director of Planning, Property and Development for report back on an examination of the effects of the growing commercial development in the Polo Park area, with emphasis on the following: the adjacent West End residential/commercial area(s); and, Polo Park's relationship with the traditional Downtown area.

OS-01

Public Works Department

Re: TRAFFIC IN THE POLO PARK AREA

For submission to: Standing Policy Committee on Public Works

Original report signed by: J.A. Thomson, P. Eng., Director of Public Works

Report date: December 18, 2002

In Camera item: ☐ Yes ☒ No

Recommendation(s): That,

1. An amount of $565,500 be added to the Public Works Department 2003 Operating Budget to facilitate improvements to the traffic control signals in the Polo Park area.

2. An additional $1,990,000 be approved in the Public Works Department 2004 Capital Estimates to facilitate a major widening and pavement rehabilitation including placement of a raised median on Ellice Avenue between Empress Street and St. James Street.

3. An additional $1,070,000 be approved in the Public Works Department 2005 Capital Estimates to facilitate the rehabilitation of the pavement and the placement of a raised median on St. James Street between Portage Avenue and St. Matthews Avenue.

Key Issues:

- The report titled “Polo Park Area Traffic Improvement and Development Review Study” as prepared by Stantec Consulting Ltd. recommends significant short term and future street improvements in the Polo Park area.
- This follow up report outlines the nature of the traffic control signals improvements that are required in the Polo Park area and recommends a timetable for undertaking the short term roadway improvements that are necessary to restore the key intersections in the Polo Park area to a reasonable level of service for current traffic volumes.

Implications of the Recommendation(s):

General Implications

- ☐ None
- ☒ For the organization overall and/or for other Departments
- ☒ For the community and/or organizations external to the City of Winnipeg
- ☐ Involves a multi-year contract

Comment: These improvements will relieve traffic congestion in the Polo Park area.

Policy Implications

- ☒ No
- ☐ Yes

Comment:

Financial Implications

- ☐ Within approved current and/or capital budget
- ☒ Current and/or capital budget adjustment required

Comment: The 2003 Current Estimates and the 5-year 2003 – 2008 Capital Estimates of the Public Works Department have recently been submitted. This report recommends additional funding to each in order to advance projects within the Polo Park area.

Report

Recommendation(s): That,

1. An amount of $565,500 be added to the Public Works Department 2003 Operating Budget to facilitate improvements to the traffic control signals in the Polo Park area.

2. An additional $1,990,000 be approved in the Public Works Department 2004 Capital Estimates to facilitate a major widening and pavement rehabilitation including placement of a raised median on Ellice Avenue between Empress Street and St. James Street.

3. An additional $1,070,000 be approved in the Public Works Department 2005 Capital Estimates to facilitate the rehabilitation of the pavement and the placement of a raised median on St. James Street between Portage Avenue and St. Matthews Avenue.

Reason for the Report:

On April 2, 2002, the Standing Policy Committee on Public Works received a report and presentation from Stantec Consulting Ltd., respecting a study of traffic in the Polo Park area and potential policy changes to address the reasons that traffic problems have developed in the area. The accompanying administrative report dated March 12, 2002 recommended that new methods be adopted to fund a program to address the current deficiencies in the street system, to amend current legislation to prevent similar deficiencies from occurring here and elsewhere and to create a reserve fund to facilitate additional upgrades of the street system as more properties are redeveloped from industrial to commercial uses.

The Standing Policy Committee on Public Works resolved that:

1) The Administration review and report on the short and long term funding implications:

2) The report be referred to the Standing Policy Committee on Property and Development to address issues pertaining to land use and development for comment back to the Standing Policy Committee on Public Works.

In addition, at the April 2, 2002 meeting of the Standing Policy Committee on Public Works, Councillor Clement appeared as a delegation and recommended that the traffic control signals improvements recommended in the report (short term improvements of $351,000 plus long term improvements of $214,500 for a total of $565,500) be

undertaken as soon as possible in lieu of upgrading the roadway geometries on several streets in the Polo Park Area, subject to the availability of funding.

History:

On April 30, 2002 Stantec Consulting Ltd. presented their report titled "Polo Park Area Traffic Improvement and Development Review Study" to the Standing Policy Committee on Property and Development. The Committee referred the report to the Director of Planning, Property and Development to review the recommendations and report back on an examination of the effects of the growing commercial development in the Polo Park area with emphasis on the adjacent West End residential/commercial areas and Polo Park's relationship with the traditional Downtown area.

On November 19, 2002, the Standing Policy Committee on Property and Development adopted a recommendation from the Director of Planning, Property and Development that a strategy to initiate a land use plan for the Polo Park area be included in the 2002-2003 Secondary Plan Initiatives Program.

Discussion:

This report deals with the short and long term funding implications as well as Councillor Clement's proposal for traffic control signals improvements.

Funding of Short Term Improvements

If $565,500 were made available to facilitate the short term and long term improvements to the traffic control signals in the Polo Park area, the following changes would be undertaken:

a) Replace existing fixed time electro-mechanical controllers with computer based controllers.
b) Install traffic volume detectors and pedestrian push buttons to facilitate traffic responsive control.
c) Introduce 12 program capability (new software) at all traffic signal controllers to replace existing 3 program limitations. This will facilitate separate timing programs to deal with non-commuter traffic periods such as noon hours, evening/night time, Saturday peaks, Sunday off peaks etc., since commercial traffic levels change significantly throughout the day and on weekends and are not balanced.
d) Add radio communications capability to facilitate operation of the traffic signals as a single network (currently operate as 3 separate systems) and introduce remote monitoring and control of the system.

The above changes will improve off peak efficiency of the existing street network. However, they will have limited effect on peak period operations and will not address collision problems or the negative implications of left turning vehicles. Green left turn signal arrows have minimal benefits if left turn vehicles cannot be segregated and stored out of the through lane. This requires the construction of left turn storage lanes. Roadway changes are still required to create left turn storage lanes, facilitate effective use of green left turn signal arrows, manage access to adjoining properties, and address collision problems.

The highest priority geometric project to address traffic congestion and safety problems in the Polo Park area, is to widen Ellice Avenue between Empress Street and St. James Street, and place a median to facilitate the storage and detection of left turning vehicles. Due to the condition of the roadway, a major rehabilitation of the pavement needs to be included in this project at an estimated cost of $1,990,000. The Public Works Department 5-Year 2003-2008 Capital Estimates have already been submitted. An additional appropriation is required to attend to this street upgrade in 2004. Prior to the widening of Elllice Avenue, the box culvert on Ellice Avenue at Omand's Creek immediately east of Empress Street must be replaced with a longer structure. This replacement project currently has capital funding and is scheduled to be undertaken in 2003 subject to adjoining property owners granting construction access over their lands (this is still in negotiation)

Currently, St. James Street between Portage Avenue and St. Matthews Avenue contains a 5-lane cross-section (two northbound traffic lanes, two southbound traffic lanes and a centre lane that is used by both directions of travel for turning left). St. James Street contains the only two-way left turn lane arrangement in the city, and many Winnipeg motorists are still not confident as to how it is to be used. Hence, over the years this section of Regional Street has experienced a higher collision rate than other four lane divided highways that contain a conventional raised median and uni-directional left turn storage lanes. The recent major redevelopment of the west side of St. James Street between Ness Avenue and St. Matthews Avenue included consolidation of several private approaches thus making the placement of a raised median practicable. For this reason, it is recommended that the roadway on St James Street between Portage Avenue and St. Matthews Avenue be rehabilitated and upgraded through the placement of a conventional raised median in 2005 at an estimated cost of $1,070,000 as an addition to the Public Works Departments' submitted 5 year 2003-2008 Capital Estimates.

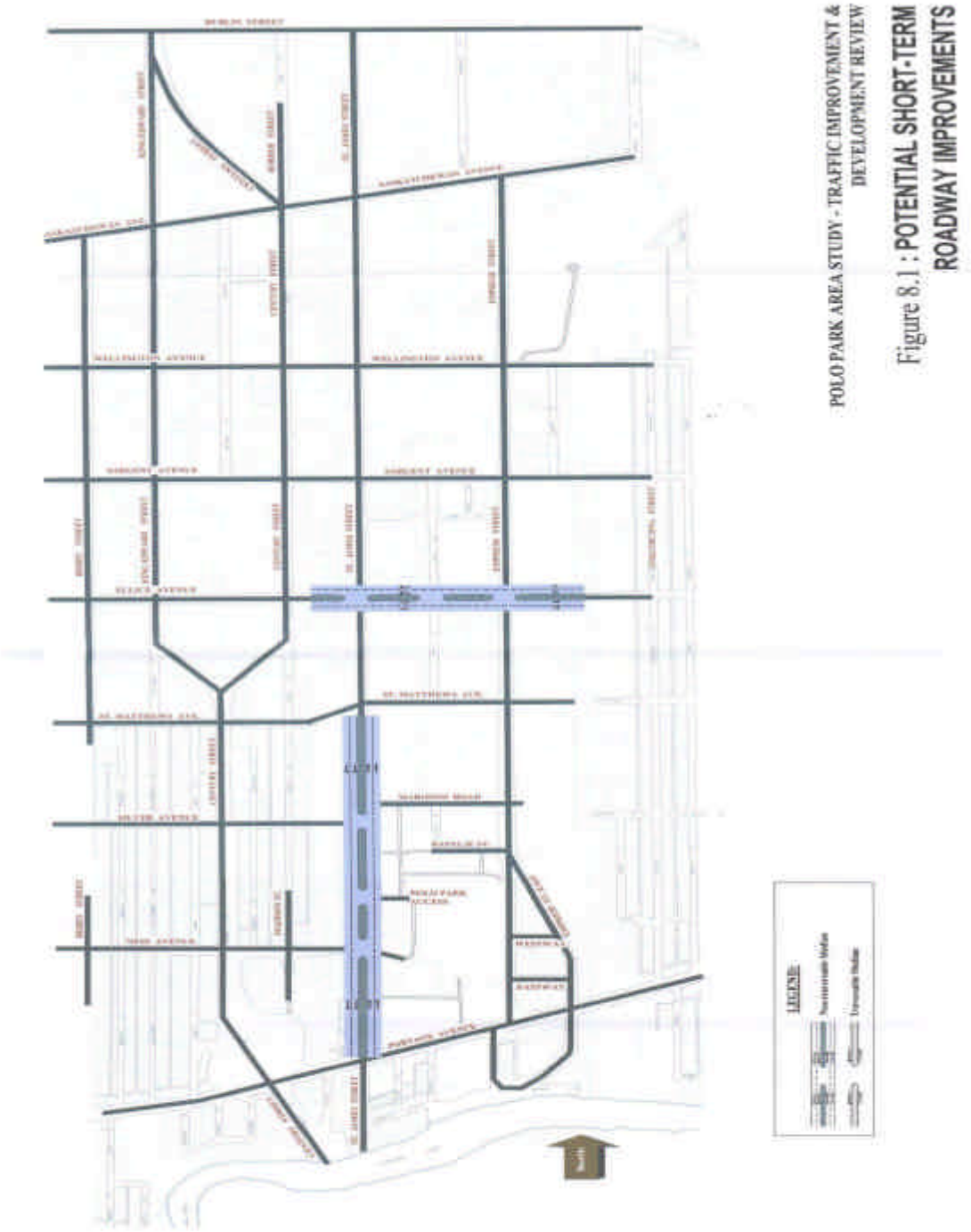
Funding of Long Term Improvements

The original Departmental report recommended that The City of Winnipeg Act be amended to allow The City to introduce a building permit levy (potentially applicable throughout areas of the city to address local street deficiencies) that would apply if a new development was not contributing to street improvements/municipal services

through either the sub-division process or the re-zoning process. After existing street capacity deficiencies have been corrected through the short term program identified above, subsequent capacity deficiencies directly related to incremental new development would be addressed using these new building permit levies. Levies would be accumulated for an area (placed in a reserve fund) and then applied to a specific program of street improvements. Stantec Consulting Ltd. has projected that the Polo Park Study Area will experience growth in the retail sector of 800,000 sq. ft. gross leaseable floor area between 2002 and 2010 and 1,000,000 sq. ft. gross leaseable floor area between 2011 and 2020. The subsequent additional traffic volumes will create significant congestion and delay problems since many of the intersections in the area will be operating above their theoretical capacity. The future program of improvements estimated at $5.3 million at today's prices, would be funded by a building permit levy based on a per square foot of gross leaseable floor area being constructed. The rate of growth of the reserve fund would depend upon the size of the levy and the timing of developments. The size of the reserve fund would determine when the projects could proceed. It is not feasible to indicate what the magnitude of the building permit levy may be at this time. However, the projects would be funded by area developers and the only cost to The City would be to administer the program.

This Report Submitted by:

Department:	Public Works Department
Division:	Transportation Division
Prepared by:	Andrew Chimko, P. Eng. Traffic Management EngineerPhone No: 986-5028
Processed by:	Carol Kawaza, Secretary to Traffic ManagementPhone No: 986-5288
File name:	TRAFFIC IN THE POLO PARK AREA23



POLO PARK AREA STUDY - TRAFFIC IMPROVEMENT & DEVELOPMENT REVIEW

Figure 8.1 : POTENTIAL SHORT-TERM ROADWAY IMPROVEMENTS

Financial Impact Statement **Date:** December 23, 2002

Project Name: **First Year of Program** 2003

Traffic in the Polo Park Area

	2003	2004	2005	2006	2007
Capital					
Capital Expenditures Required	$ -	$ 1,990,000	$ 1,070,000	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ 1,990,000	$ 1,070,000	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ 1,990,000	$ 1,070,000	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ 1,990,000	$ 1,070,000	$ -	$ -
Total Additional Capital Budget Required	$ 3,060,000				
Total Additional Debt Required	$ 3,060,000				
Current Expenditures/Revenues					
Direct Costs	$ 565,500	$ 69,650	$ 236,450	$ 306,000	$ 306,000
Less: Incremental Revenue/Recovery	-	56,321	30,283	-	-
Net Cost/(Benefit)	$ 565,500	$ 13,329	$ 206,167	$ 306,000	$ 306,000
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 565,500	$ 13,329	$ 206,167	$ 306,000	$ 306,000

Additional Comments:

The costs outlined in the report include non-refundable GST and administrative and overhead charges. The net current budget adjustment required for 2004-2007 is related to the debt and finance charges for the additional capital requested.

Approved by D. Stewart, C.A.
Manager of Finance & Administration

Approved by Divisional Accountant Trainee: 