

REPORT NO. 355 of the
ENVIRONMENT, TRANSPORTATION & PUBLIC SAFETY
STANDING COMMITTEE
of its meeting held February 17, 2016

Present: Councillor Chris Holt
Councillor Bill Marra (Chair)
Councillor Hilary Payne
Councillor Paul Borrelli

Absent: Councillor Fred Francis

That the following recommendations of the Environment, Transportation and Public Safety Standing Committee **BE APPROVED**:

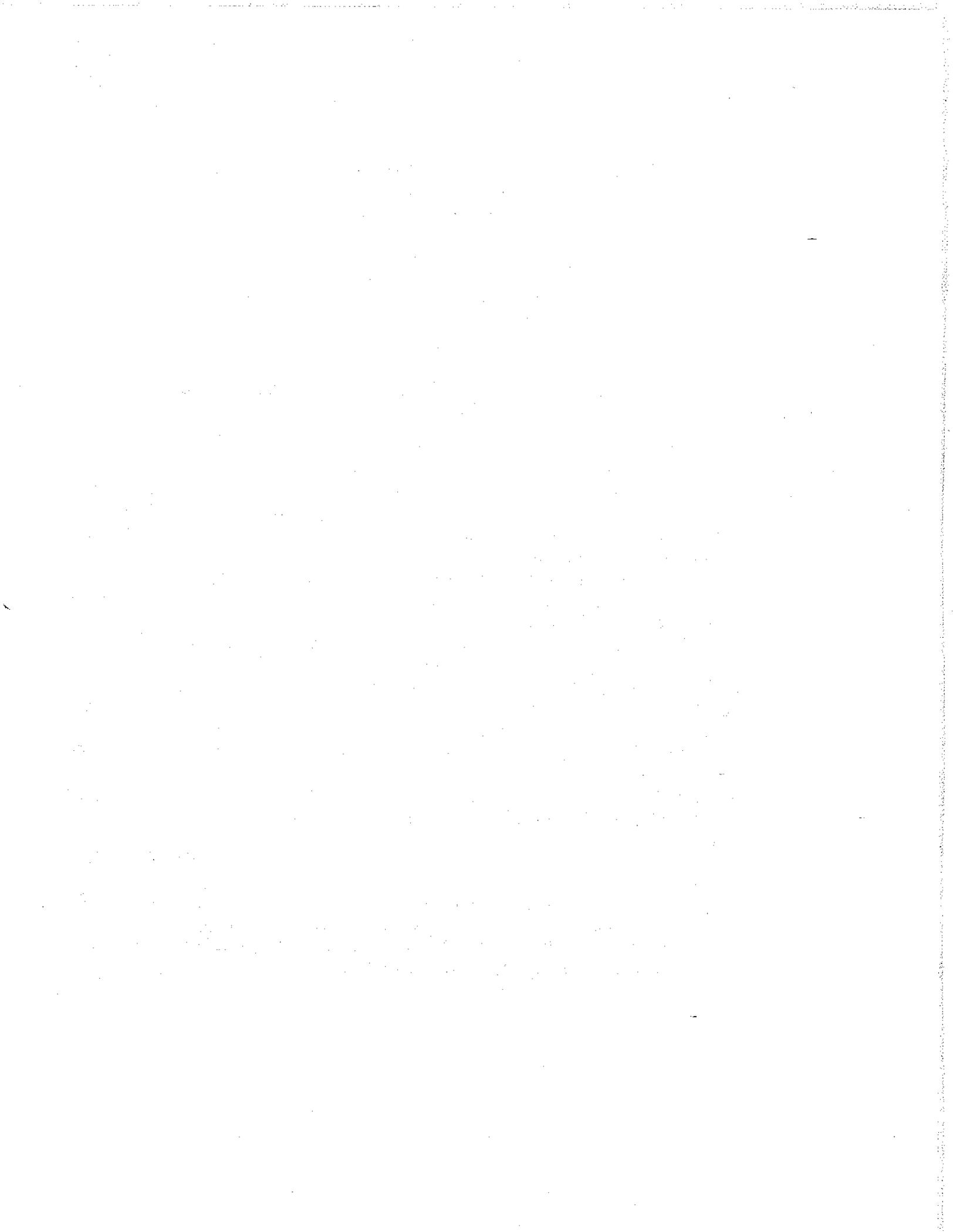
Moved by Councillor Holt, seconded by Councillor Payne,
That administration **BE DIRECTED** to implement the following:

- **CARRY OUT** traffic and engineering studies to determine other changes needed to facilitate the two-way conversion (e.g. turning lanes at intersections, view obstructions to be removed at intersections), taking into consideration the Downtown Transportation Strategy as appropriate;
- Based on the results of the traffic and engineering study, **IDENTIFY** the appropriate project schedule under the *Municipal Class Environmental Assessment* ("the Class EA");
- **REPORT BACK** to Council on what is required to Carry out an environmental assessment or review as required by the selected Class EA;
- **CONSULT** with affected members of the public, stakeholders, and other agencies as required by the Class EA, guided by normal practice for the components of the design (e.g. if on-street parking removal is required, consult with affected property owners as would normally be done for an on-street parking removal);
- **PREPARE A REPORT** to Council for approval, detailing the recommended plan and providing a summary of feedback received during consultation.

Carried.

S 76/2015 ST2016

Clerk's Note: The report of the City Engineer dated December 23, 2015 entitled "CQ70-2015 Dougall Avenue Two-Way Conversion" is **attached** as background information. Also, Administration submitting the **attached** memo dated March 15, 2016 as additional information.



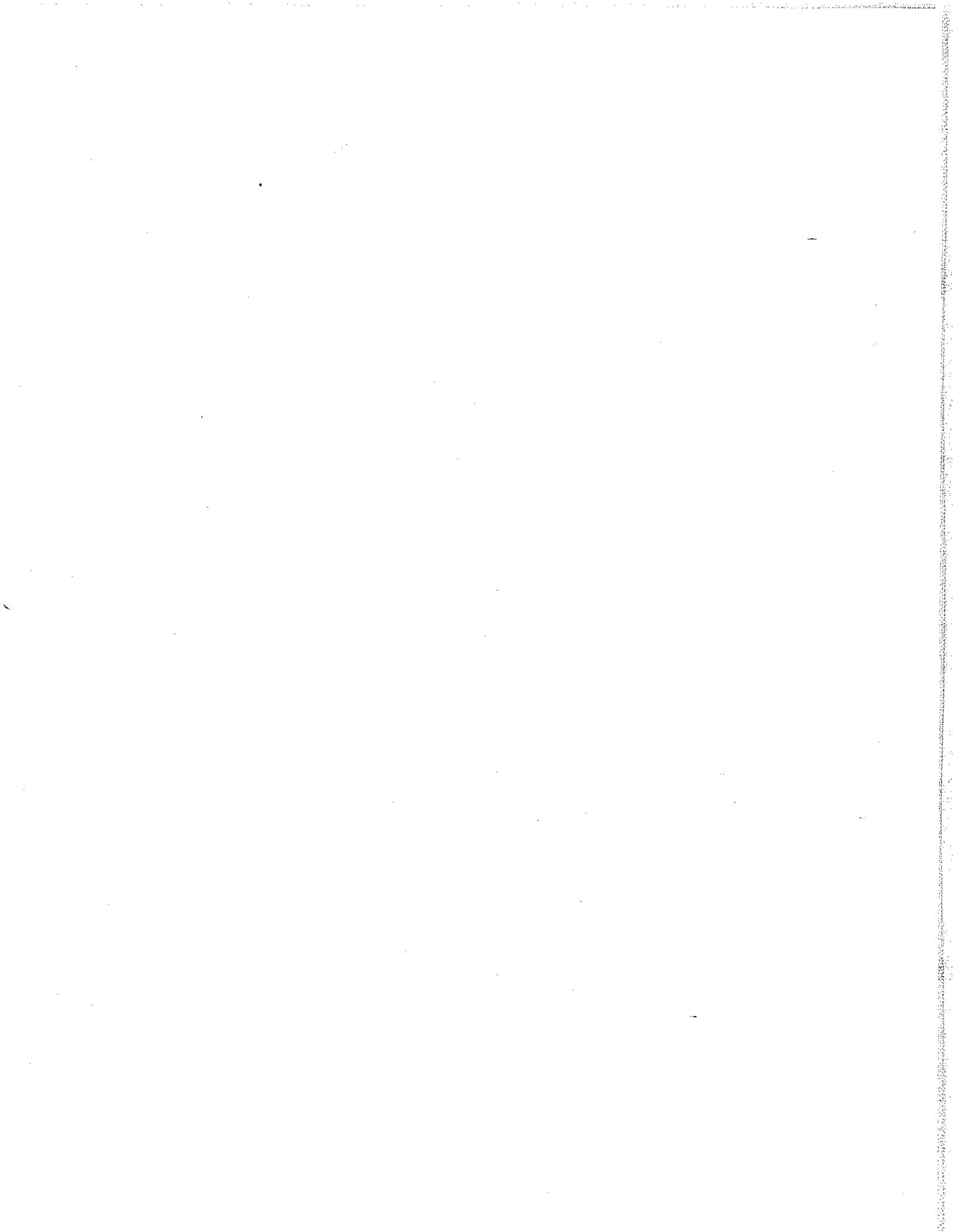


CHAIRPERSON



SUPERVISOR OF COUNCIL SERVICES

NOTIFICATION:	
NAME	CONTACT INFORMATION
Andrew McIntosh	amcintosh@hotmail.com
Councillor R. Bortolin	rbortolin@citywindsor.ca





Public Works - Operations

MISSION STATEMENT

"Our City is built on relationships – between citizens and their government, businesses and public institutions, city and region – all interconnected, mutually supportive, and focused on the brightest future we can create together"

REPORT #: S 76/2015	Report Date: 12/23/2015
Author's Contact: Jeff Hagan Policy Analyst 519-255-6247 ext 6003 jhagan@citywindsor.ca	Date to Council: 2/17/2016
	Clerk's File #: ST2016

To: Mayor and Members of City Council

Subject: CQ70-2015 - Dougall Avenue Two-Way Conversion - Ward 3

RECOMMENDATION:

That the report CQ70-2015 – Dougall Avenue Two-Way Conversion **BE RECEIVED** for information.

EXECUTIVE SUMMARY:

N/A

BACKGROUND:

At the December 7, 2015 meeting of Council, Councillor Bortolin asked the following Council Question:

CQ70-2015

Asks that Administration prepare a report outlining the necessary steps needed to consider making Dougall Avenue (Wyandotte to Tecumseh) a two way street. The one-way street has yielded many complaints specifically with respect to speeding and safety.

This report provides the requested response.

Dougall Avenue operates one-way southbound between Wyandotte Street and Tecumseh Road. North and south of this section, Dougall Avenue allows traffic in both directions. An area map is provided as Figure 1.

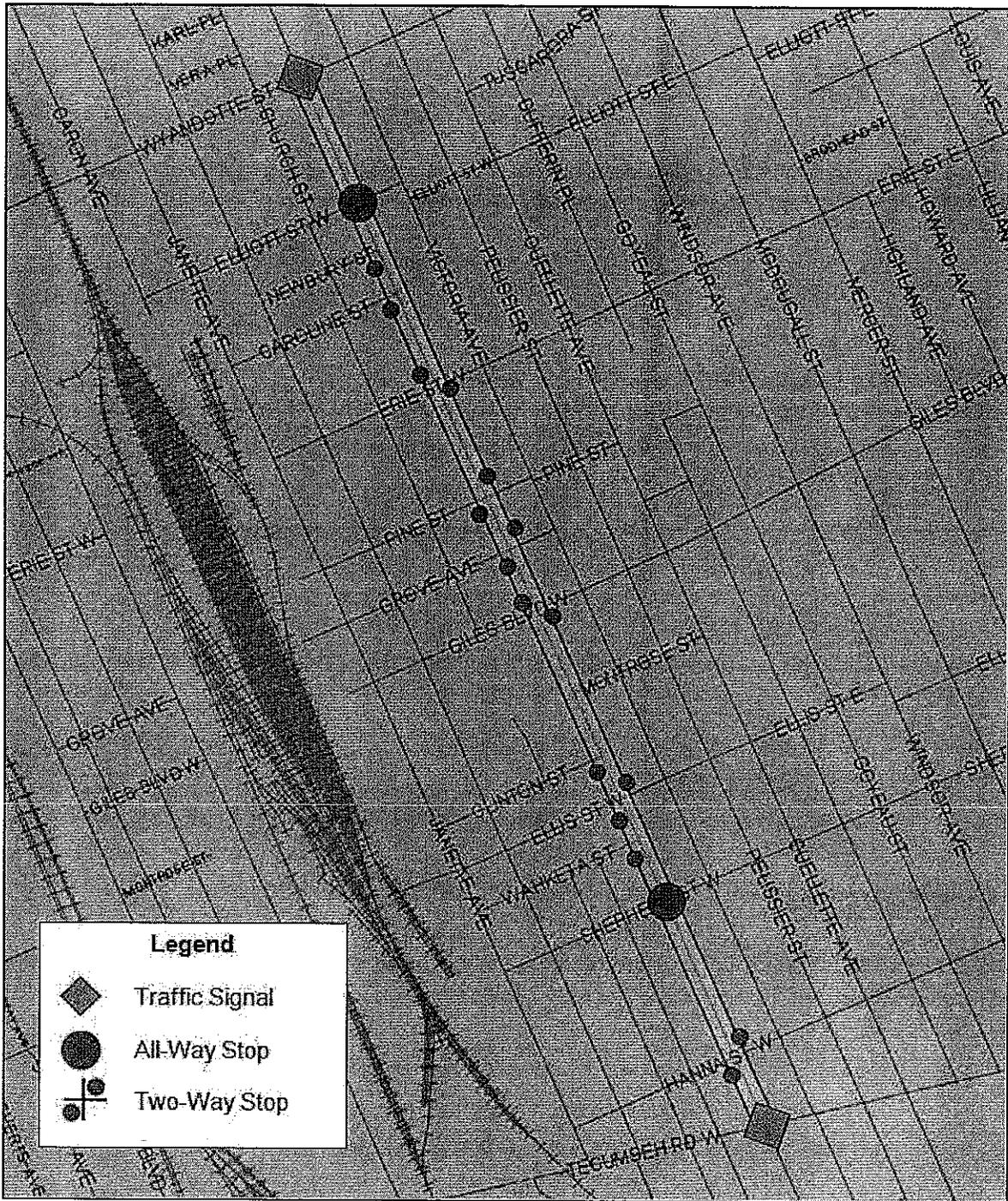


Figure 1: Area Map (Highlighted: Dougall Avenue One-Way Section)

DISCUSSION:

Previous Reviews and Service Requests

In the past five years (2011 through 2015), Administration has received two service requests for traffic calming (one related to vehicle speeds, one to vehicle volumes) on the section of Dougall Avenue noted in the Council Question. Both service requests were received before the current version of the *Traffic Calming Policy* was approved in September 2015. These requests were reviewed and found not to warrant traffic calming under the version of the policy that was in effect at the time (*Traffic Calming Policy 2005*). Similar to the current process, these traffic calming reviews considered collision history.

Administration also has two open requests for the radar trailer on Dougall Avenue in the area noted in the Council question. As of the date of this report, both requests are in the waiting list for the radar trailer. It should be noted that radar trailer requests are not necessarily requests for permanent traffic calming measures.

Speeds on the one-way section of Dougall Avenue were last reviewed in 2013 in response to a resident service request. The results of the automatic traffic recorder ("tube counter") speed survey that was carried out in June 2013 are summarized in Table 1. 75.1% of vehicles surveyed were found to be travelling at or under the speed limit; this compliance rate is better than 71% of speed surveys conducted by Administration.

Table 1: June 2013 Speed Survey Results – Dougall Avenue (Erie to Pine)

Measure	Value
Speed Limit	50 km/h
Average Speed	40.5 km/h
85 th Percentile Speed (i.e. the speed at or below which 85 percent of vehicles travel)	53.1 km/h
Percentage of vehicles exceeding the speed limit by more than 10 km/h	2.7%

The Downtown Transportation Strategy is currently being finalized. The strategy outcome will apply to the portion of Dougall Avenue within the study area. The approved Strategy toolbox would inform the final detailed design.

Council Question Request

The Council Question refers to speeding and safety complaints regarding Dougall Avenue between Wyandotte Street and Tecumseh Road. Normally, concerns of this nature are addressed through the *Traffic Calming Policy*. 2013 data would qualify Dougall Ave. for the petition phase of the current Traffic Calming Policy. A summary of the process for the Traffic Calming Policy is provided in Appendix 1.

As of the date of this report, Administration does not have any open traffic calming requests for Dougall Avenue between Wyandotte Street and Tecumseh Road.

Under the *Traffic Calming Policy*, if a street or area meets the speed or volume criteria, a successful resident petition is received, and traffic calming is found to be warranted, a traffic calming plan is developed through an interactive design process carried out with community members and stakeholders.

In the interactive design process, Administration identifies a range of traffic calming measures that will address the identified issues in the study area (e.g. speeds, volumes, cut-through traffic, pedestrian comfort) and present these to members of the community for feedback at a public meeting. Conversion to two-way traffic could conceivably be one measure in the range presented; however, this would need to be confirmed through the traffic calming review process.

Required Steps for Conversion to Two-Way Traffic

All traffic calming measures require careful consideration of their suitability. To determine whether conversion of a roadway from one-way to two-way traffic is suitable, a number of factors would need to be reviewed over and above those for typical traffic calming measures. These factors can be grouped into four categories:

- Traffic and engineering studies;
- *Municipal Class Environmental Assessment* requirements;
- Consultation with affected residents and stakeholders;
- Other considerations.

Traffic and Engineering Studies

Allowing northbound traffic along Dougall Avenue will cause a shift in traffic patterns. A traffic demand analysis will be required to forecast the northbound traffic volume along Dougall Avenue as well as changes in turning volumes at intersections.

Once traffic forecasts have been prepared, a traffic operations analysis will be required to determine appropriate lane configurations (on Dougall Avenue as well as cross streets) and signal timings at affected signalized intersections. At key unsignalized intersections, a warrant review will be required to confirm whether a change in traffic control (e.g. to all-way stop or signal) is warranted.

A sight line review will be required along the corridor to confirm that there are no view obstructions that could create a hazard with northbound traffic. If any such view obstructions are found, they will need to be removed or addressed.

Municipal Class Environmental Assessment

The Municipal Class Environmental Assessment (the Class EA) outlines the required process for various types of municipal projects. Traffic calming is exempt from environmental assessment requirements; however, converting a roadway from one-way to two-way is not considered "traffic calming" for the purposes of the Class EA.

Converting a street from one-way to two-way is considered a Schedule A (pre-approved) or A+ (pre-approved, notification required) project under the Class EA, provided that it is done only through sign and pavement marking changes (i.e. no physical changes to the roadway).

It is possible that other works to facilitate the two-way conversion would cause a more stringent schedule to apply. For instance, pavement widening at intersections to construct new turning lanes would cause the project to be classified as Schedule B (public and stakeholder consultation required) or C (full five-step process), depending on total cost.

Consultation with Residents and Stakeholders

The *Traffic Calming Policy* and the Class EA both provide requirements for consultation with residents and stakeholders. The consultation requirements of the *Traffic Calming Policy* are summarized in Appendix 1; the consultation requirements under the Class EA depend on the relevant schedule (A, A+, B, or C); determination of the appropriate schedule is outlined above.

A detailed review may identify other recommendations that require additional consultation or notification. For instance, if localized removal of on-street parking is needed to facilitate the addition of a turning lane at an intersection, affected residents, businesses and property owners in the area should be consulted about the on-street parking change.

Other Considerations

As with other traffic calming measures, the conversion of Dougall Avenue from one-way to two-way traffic could cause wider neighbourhood impacts. A neighbourhood review may be required, potentially resulting in traffic calming recommendations for other nearby streets. The *Traffic Calming Policy* provides recommendations for determining the study area and treatment area; additional data collection is needed before these can be identified.

Figure 2 shows the proposed cycling network for the Dougall Avenue/Tecumseh Road area as per the Bicycle Use Master Plan (BUMP). As can be seen in the figure, BUMP calls for a multi-use trail connection from Jackson Park to the Bruce Avenue/Tecumseh Road intersection, and for cyclists to cross Tecumseh Road at Bruce Avenue to connect to the bicycle lanes on Bruce Avenue and Janette Avenue. There may be advantages to

extending bicycle lanes along Dougall Avenue (using a counter-flow bike lane in the one-way section) northerly to the future shared route on Shepherd Street. This would allow cyclists to cross Tecumseh Road at a signalized intersection.

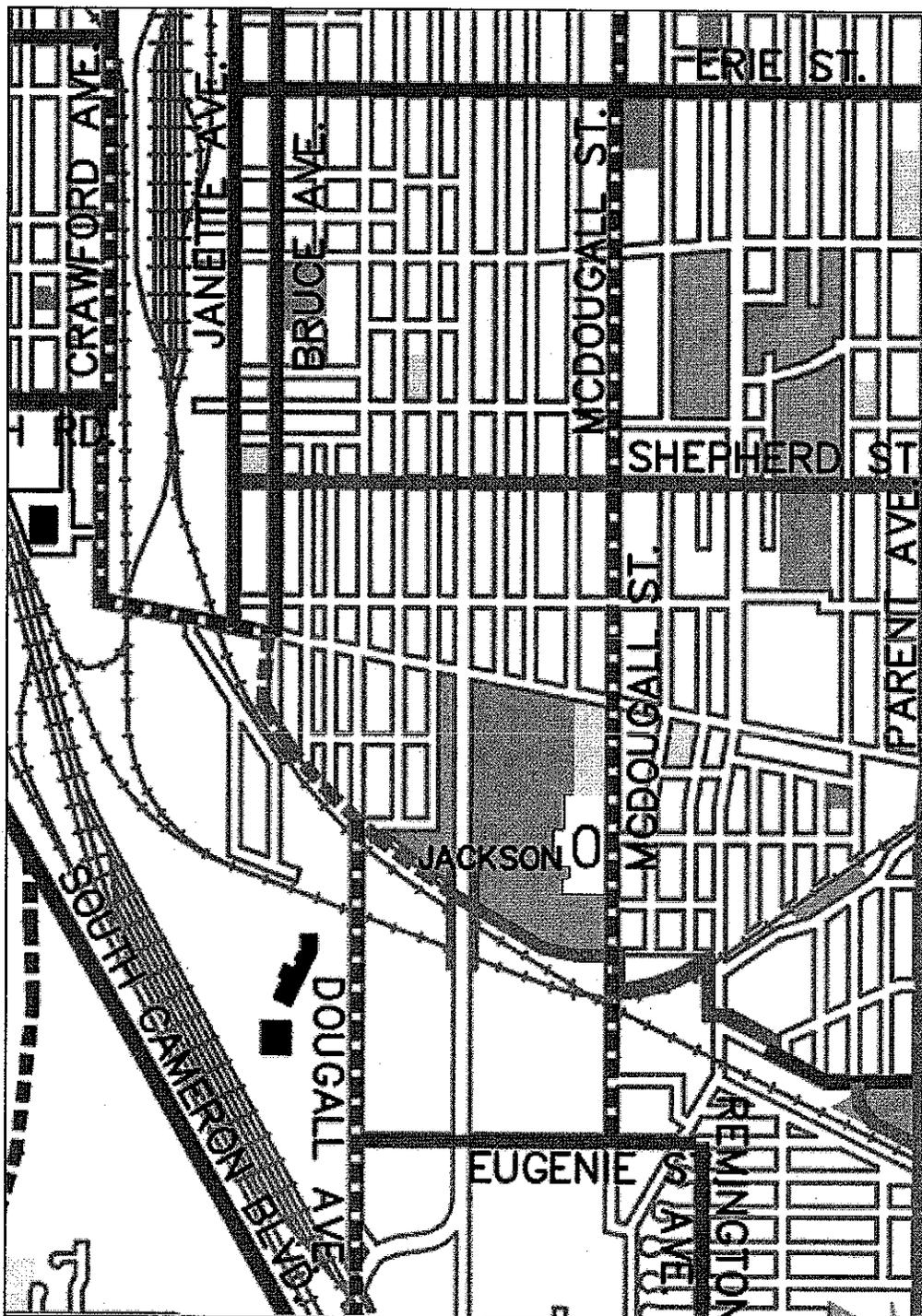


Figure 2: Excerpt from BUMP Approved Cycling Network

If Dougall Avenue is converted to two-way traffic, the available pavement width will not accommodate bicycle lanes without removal of on-street parking. Administration recommends that the BUMP network in this area be reviewed before any conversion of Dougall Avenue to two-way traffic.

Summary

Normally, traffic calming measures in residential neighbourhoods are implemented through the *Traffic Calming Policy*. Under this policy, a neighbourhood traffic calming plan is prepared only after determining resident support for traffic calming through a petition process. The plan is prepared as part of an interactive design session where residents and stakeholders provide input into the selection of traffic calming measures. While it is intended that a range of traffic calming measures be presented for resident feedback, it is conceivable that a conversion to two-way traffic could be one of the measures presented.

If Council directs Administration to investigate the conversion of Dougall Avenue to two-way traffic outside of the *Traffic Calming Policy*, Administration recommends that the following elements be included in any undertaking to convert Dougall Avenue to two-way traffic:

- **Carry out traffic and engineering studies** to determine other changes needed to facilitate the two-way conversion (e.g. turning lanes at intersections, view obstructions to be removed at intersections), taking into consideration the Downtown Transportation Strategy as appropriate;
- Based on the results of the traffic and engineering study, **identify the appropriate project schedule** under the *Municipal Class Environmental Assessment* ("the Class EA");
- **Carry out an environmental assessment or review** as required by the selected Class EA;
- **Consult with affected members of the public, stakeholders, and other agencies** as required by the Class EA, guided by normal practice for the components of the design (e.g. if on-street parking removal is required, consult with affected property owners as would normally be done for an on-street parking removal);
- **Prepare a report to Council for approval**, detailing the recommended plan and providing a summary of feedback received during consultation.

RISK ANALYSIS:

No critical or significant risks are associated with responding to the Council Question.

Critical or significant risks may result from the conversion of Dougall Avenue to two-way operation; the exact nature and magnitude of these risks would be identified in the course of a review under the *Traffic Calming Policy*, provided that a two-way conversion is carried forward as part of the proposed traffic calming design.

FINANCIAL MATTERS:

The cost of the full review and design needed for the two-way conversion cannot currently be quantified, since the extent of the review process – and the extent of the public consultation required under the *Municipal Class Environmental Assessment* – depends largely on the results of a preliminary review that has not yet been carried out.

Engineering services would be retained to carry out the traffic and engineering studies. At a high level, costs for these services are estimated to be in the range of \$10,000 to \$75,000. Depending on the schedule identified for the environmental assessment process, engineering services (excluding detailed design) are estimated to cost between \$0 (for a schedule A+ project) to \$250,000 (for a more complex schedule, also contingent on defined study area limits).

No funds have been allocated in the current 5-year capital plan for the review, design, or implementation needed to convert the one-way section of Dougall Avenue to two-way operation.

CONSULTATIONS:

N/A

CONCLUSION:

The required steps to convert Dougall Avenue from one-way operation to two-way operation between Wyandotte Street and Tecumseh Road have been outlined as requested.

PLANNING ACT MATTERS:

N/A

APPROVALS:

Name	Title
Josette Eugenie	Manager of Transportation Planning
Cindy Etmanski	Financial Planning Administrator
Dwayne Dawson	Executive Director of Operations
Onorio Colucci	City Treasurer
Mark Winterton	City Engineer

Name	Title
Helga Reidel	Chief Administrative Officer

NOTIFICATIONS:

Name	Address	Email
n/a		

APPENDICES:

1. Traffic Calming Request Process