

**Subject: Councillor Leiper – Installation of All-Way Stop Control at
Intersection of Spencer and Huron**

File Number: ACS2023-OCC-CCS-0141

**Report to Transportation Committee on 16 November 2023
and Council 22 November 2023**

Submitted on October 26, 2023 by J. Leiper, Councillor

Contact Person: Councillor J. Leiper

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Ward: Kitchissippi (15)

**Objet : Conseiller Leiper – Installation de panneaux d’arrêt toutes directions
à l’intersection de Spencer et de Huron**

Dossier : ACS2023-OCC-CCS-0141

Rapport au Comité des transports

le 16 novembre 2023

et au Conseil le 22 novembre 2023

Soumis le 26 octobre 2023 par J. Leiper, Conseiller

Personne ressource : Conseiller J. Leiper

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REPORT RECOMMENDATION(S)

That the Transportation Committee recommend that Council approve the installation of all-way stop control at the intersection of Spencer Street/Huron Avenue North.

RECOMMANDATION(S) DU RAPPORT

Que le Comité des transports recommande au Conseil d’approuver l’installation de panneaux d’arrêt toutes directions à l’intersection de la rue Spencer et de

l'avenue Huron Nord.

BACKGROUND

Spencer Street and Huron Avenue North are both designated as 'local' roads by the City of Ottawa. Spencer Street runs east-west and is the larger of the two streets. Huron runs north-south and intersects with Spencer Avenue as a 4-legged cross intersection. Currently the intersection is controlled with stop signs for northbound and southbound drivers. At the corner of Spencer and Huron there is ongoing construction of a new city park at 115 Spencer Avenue which was purchased by the City of Ottawa in October 2022 using Ward 15 "cash in lieu of parkland funds".

DISCUSSION

Traffic Services Staff have conducted a full review of the intersections in question in accordance with the warrants for the installation of all-way stop control (AWSC). Staff have concluded that that the intersection does not meet the warrant criteria for AWSC. Despite these findings, Councillor Leiper and community are of the opinion that AWSC is necessary to enhance the safety of drivers and vulnerable road users at this intersection going forward.

In initial discussions, concerns were raised by Traffic Services that AWSC could not be implemented without upgrades to make the intersection fully AODA compliant. There exists an opportunity to bring the intersection into full AODA compliance for a 4 way stop through the Huron Avenue and Caroline Avenue Integrated Renewal, Contract No. CP000559. If this report is approved, minor changes to the current design for contract NO. CP000559 would be made to accommodate an AODA compliant 4-way pedestrian crossing. Installation of the infrastructure associated with AWSC would not proceed until after the intersection upgrades are completed.

DEPARTMENTAL COMMENTS

PUBLIC WORKS COMMENT

At this time Traffic Services **does not** support the implementation of an All-Way Stop Control (AWSC) at the Spencer Street and Huron Avenue North intersection put forward by Councillor Leiper as it does not meet the necessary warranting criteria approved by Council as part of the October 2020 Intersection All-Way Stop Control Warrant Report.

The proposed change to the traffic control is deemed an alteration to the built environment which requires that the City take steps to comply with the accessibility design standards stipulated by the Province of Ontario. In order to comply with

legislation, intersection retrofits are estimated at \$30,000 to install necessary curb depressions and tactile walking surface indicators (TWSI) required to be in compliance with the [Integrated Accessibility Standards Regulation \(IASR\)](#) of the [Accessibility for Ontarians with Disabilities Act, 2005, \(AODA\)](#).

Installing regulatory curb markings and signage for an AWSC prior to conducting the necessary civil work for curb depressions and TWSIs will lead to non-compliance to the IASR of the AODA. This may lead to administrative penalties, or fines, imposed on the City of Ottawa by the Province of Ontario. The penalty may be calculated daily up to a maximum total of \$100,000 for a non-compliance issue.

Should Council approve Councillor Leiper's report recommendations, it is Traffic Services understanding that intersection retrofits to meet IASR of the AODA legislation, in addition to the installation of the AWSC signs and pavement markings will be completed as part of the Huron Avenue and Caroline Avenue Integrated Renewal Project (Contract No. CP000559). Traffic Services would only install AWSC, upon confirmation that the geometric modifications are completed and meet AODA design standards.

Rationale:

Traffic Services reviews all requests for the installation of all-way stop controls (AWSC) in a consistent manner. AWSC are only installed when a staff review confirms that such a measure is warranted by meeting specific criteria. The City's Intersection All-Way Stop Control Warrant was developed and approved by Council on October 14, 2020. As per the Council-approved warrant, where two local residential roadways intersect within an urban intersection or an intersection within a rural village, the warrant criteria considers:

- Preventable collisions over the last three years; or
- Intersection sightlines.

AWSC is installed when one of the two warrant criteria noted above is satisfied.

A further analysis through a traffic simulation software program, known as Synchro, is required when the AWSC location being considered is within 250m of an established AWSC intersection, traffic signal or roundabout. The analysis anticipates the operational feasibility of the proposed AWSC; it reviews whether the new AWSC will likely result in overall traffic delays and/or queuing through adjacent controlled intersections. If the Synchro analysis demonstrates detrimental operational impacts, regardless of the outcome of the warrant review, the AWSC measure will not be considered further.

Outcome of Intersection Review

Traffic Services staff have completed a review of the Spencer Street and Huron Avenue North intersection brought forward by Councillor Leiper for the installation of AWSC. As per the outcome of the completed review, the intersection does not meet the AWSC warrant criteria and staff cannot recommend its installation.

The intersection does not meet the AWSC warrant criteria given that:

- there have been 0 reported angle collisions in the past three years of available data (period of January 01, 2019, to December 31, 2021); and, the stopping sight distance requirement (based on the operating speed of 38 km/h) of a minimum 50 metres in both directions is met.

Note: The intersection has been raised. The permanent traffic calming measure was implemented to reduce operating speeds in all directions.

It is staff's experience that the implementation of unwarranted AWSC at this intersection will likely result in:

- a very low compliance for stopping since vehicles travelling along the major road will rarely encounter a vehicle coming from the minor road;
- a potential to increase collisions at the intersection due to the likely low compliance to stopping; and,
- the creation of a false sense of security for pedestrians crossing at the intersection (particularly for children) that all vehicles will stop for them and for drivers of vehicles exiting from the minor road to the major road.

Furthermore, the OTM Book 5 notes that an AWSC should not be installed within 250m of another intersection with traffic control present. By approving the installation of an AWSC at the intersection, the separating distance to another traffic-controlled intersection is less than 250m. The required Synchro Analysis has confirmed the operational feasibility of the intersection with the proposed AWSC and has found that the new control would likely not result in queuing through the adjacent controlled intersections.

Should AWSC be installed, considerable police enforcement would be required on an on-going basis to address issues with drivers not obeying the stop requirements. Driver frustration and stop compliance issues may be exacerbated given the short separation between existing AWSC controlled intersection and traffic signals in this area.

Accessibility Impacts

All traffic controls must be implemented according to the [Integrated Accessibility Standards Regulation \(IASR\)](#) of the [Accessibility for Ontarians with Disabilities Act, 2005, \(AODA\)](#) and also meet applicable City's [Accessibility Design Standards \(ADS\)](#) related to exterior paths of travel and to curb ramps and depressed curbs. The standard requires organizations to incorporate accessibility when building new public spaces, or when making planned significant alterations to existing public spaces. *To adhere to these provincial regulations and City standards, an intersection stop control with pedestrian crossings, must meet accessibility requirements which include:*

- an appropriate curb ramp or depressed curb; and,
- appropriate tactile walking surface indicators (TWSIs).

Curb ramps and depressed curbs help people with disabilities safely and independently negotiate level changes on public sidewalks and other pedestrian routes. They are required when there is a change in level between exterior path of travel and adjacent vehicular route.

Tactile walking surface indicators (TWSI) means a standardized surface, detectable underfoot or by a long white cane, to assist people with low vision or blindness by alerting or guiding them. Typical locations where TWSIs are required include installation at curb ramps and depressed curbs; where walking surfaces between pedestrian and vehicular areas are not separated by curbs; and at stairs.

The intersection put forward for the implementation of AWSC by Councillor Leiper is not fully equipped with the necessary curb depressions and TWSIs required for pedestrian crossings in all directions. The AWSC must only be installed once necessary retrofits are completed at the intersection in order to comply to the *IASR* of the *AODA*.

AODA compliance is reported to the Province on a bi-annual basis by the City Clerk. A report is due to the Province by the end of 2023. Section 83 of the *IASR* states, "Administrative penalties, or fines, may be imposed on the City of Ottawa as a last resort by the Province of Ontario if compliance is not achieved. Based on the severity of the non-compliance, the penalty may be calculated daily up to a maximum total of \$100,000 for a non-compliance issue."

Cost Estimate

Intersection Retrofits

To comply to the *IASR* of the *AODA*, the intersection must be retrofitted to include appropriate curb depressions and TWSIs prior to the implementation of the AWSC.

Based on staff's high-level calculations, costs to complete the necessary curb-work will be in the range of \$30,000 to retrofit the intersection to the latest IASR of the AODA.

There is currently no program within Traffic Services to cover these costs; however; Councillor Leiper has confirmed as part of this report, that should Council approve this report, retrofit costs will be absorbed as part of the Huron Avenue and Caroline Avenue Integrated Renewal Project (Contract No. CP000559).

All-Way Stop Control

Staff estimate that the cost to implement AWSC regulatory signs and pavement markings at **the** intersection would be approximately \$1,850. The estimate includes materials and associated labour for Traffic Services to complete the work. However, as indicated through Councillor Leiper's report, the installation of the AWSC will be completed as part of the Huron Avenue and Caroline Avenue Integrated Renewal Project (Contract No. CP00059) should Council approve this report. The AWSC will be implemented only once accessibility legislation compliance is met.

Infrastructure and Water Services Comment

As part of the Huron Avenue and Caroline Avenue Integrated Renewal project (CP000559), the intersection of Huron Avenue and Spencer Street is being reconstructed and updated with new sidewalks. As part of the project, minor geometric/design modifications can be incorporated to make the intersection fully AODA compliant to meet the criteria for an All-Way Stop Control (AWSC). Installation of the infrastructure associated with the AWSC (curb depressions, tactile walking surface indicators (TWSIs), pavement markings and signs) can also be done as part of the ongoing construction.

FINANCIAL IMPLICATIONS

There are no financial implications associated with the installation of the All-Way Stop Control. The costs related to compliance with the *Accessibility for Ontarians with Disabilities Act, 2005 (AODA)* will be funded by the Huron Avenue and Caroline Avenue Integrated Renewal Project (Contract No. CP000559).

LEGAL IMPLICATIONS

There are no legal impediments associated with the implementation of the recommendations of this report.

The following information is provided for reference.

The Integrated Accessibility Standards Regulation (the “IASR”), being Ontario Regulation 191/11, passed under the Provincial Accessibility for Ontarians With Disabilities Act, 2005 (“AODA”) contains the Design of Public Spaces Standard, which applies to the City of Ottawa. This Standard, in effect for the City since January 1, 2016, prescribes certain standards for “new” or “redeveloped” public spaces and various elements such as exterior paths of travel and pedestrian crossings. In particular, when a new pedestrian crossing is implemented at an intersection, the IASR requires the pedestrian crossing to meet certain accessibility standards such as the requirement for a depressed curb or a curb ramp and the placement of tactile walking surface indicators. The City’s own Accessibility Design Standards further reinforce these requirements for pedestrian crossings.

The City is required to submit an accessibility compliance report to the provincial Accessibility Directorate every two years to confirm that it has met its current accessibility requirements under the AODA, which will include compliance with the Design of Public Spaces Standard. Should the City report non-compliance in the accessibility report, the Accessibility Directorate may further require an explanation for the non-compliance and will likely expect the City to develop a plan to achieve compliance. Non-compliance with the AODA is subject to review by the provincial director designated under the legislation, and enforcement actions may include inspections and the issuance of orders to produce accessibility reports or to rectify the non-compliance. Such orders are appealable to the designated provincial tribunal. Non[1]compliance with an order may incur the imposition of administrative penalties or charges. For further clarity, neither Committee nor Council have the authority to provide an exemption from AODA requirements for exterior paths of travel and pedestrian crossings, given that the AODA is provincial law.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Leiper has heard the community’s concerns and carefully considered the implications of installing AWSC at this intersection. Despite the results of the warrant review, based on community feedback and the upcoming new infrastructure, this stop sign is desired. AWSC is desired at Spencer and Huron. Additionally, while the park at 115 Spencer Street is not yet built, City Staff expect construction to begin within the next year. Once completed, there will almost certainly be an increase in pedestrians and other vulnerable road users at the intersection as residents make use of the new facility.

ACCESSIBILITY IMPACTS

The Integrated Accessibility Standards Regulation (the “IASR”), being Ontario Regulation 191/11, passed under the Provincial Accessibility for Ontarians With Disabilities Act, 2005 (“AODA”) contains the Design of Public Spaces Standard, which applies to the City of Ottawa. This Standard, in effect for the City since January 1, 2016, prescribes certain standards for “new” or “redeveloped” public spaces and various elements such as exterior paths of travel and pedestrian crossings. In particular, when a new pedestrian crossing is implemented at an intersection, the IASR requires the pedestrian crossing to meet certain accessibility standards such as the requirement for a depressed curb or a curb ramp and the placement of tactile walking surface indicators. The City’s own Accessibility Design Standards further reinforce these requirements for pedestrian crossings.

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RISK MANAGEMENT IMPLICATIONS

No specific risk implications have been identified.

RURAL IMPLICATIONS

Not applicable.

TERM OF COUNCIL PRIORITIES

Not applicable

SUPPORTING DOCUMENTATION

DISPOSITION

The Infrastructure and Water Services Department and the Public Works Department will take appropriate action based on the recommendations made by the Committee and Council.