

1. ALL WAY STOP CONTROL AT THE INTERSECTION OF JAVA STREET AND CLARENDON AVENUE, THE INTERSECTION OF ROSS AVENUE AND SPENCER STREET, AND THE IMPLEMENTATION OF A SPEED REDUCTION TO 40 KM PER HOUR ON GLADSTONE AVENUE BETWEEN PARKDALE AVENUE AND PRESTON

INSTALLATION DE PANNEAUX D'ARRÊT TOUTES DIRECTIONS À L'INTERSECTION DE LA RUE JAVA ET DE L'AVENUE CLARENDON ET À CELLE DE L'AVENUE ROSS ET DE LA RUE SPENCER, ET RÉDUCTION DE LA LIMITE DE VITESSE À 40 KM/H SUR L'AVENUE GLADSTONE, ENTRE L'AVENUE PARKDALE ET LA RUE PRESTO

#### COMMITTEE RECOMMENDATIONS

That Council approve:

1. The installation of an all-way stop control at the intersection of Java Street at Clarendon Avenue;
2. The installation of an all-way stop control at the intersection of Spencer Street at Ross Avenue; and,
3. The implementation of a speed reduction from 50 km/h to 40 km/h along Gladstone Avenue between Parkdale Avenue and Preston Street.

#### RECOMMANDATIONS DU COMITÉ

Que le Conseil approuve :

1. l'installation de panneaux d'arrêt toutes directions à l'intersection de la rue Java et de l'avenue Clarendon;
2. l'installation de panneaux d'arrêt toutes directions à l'intersection de la rue Spencer et de l'avenue Ross;

- 3. la réduction de la limite de vitesse de 50 km/h à 40 km/h sur l'avenue Gladstone, entre l'avenue Parkdale et la rue Preston.**

**DOCUMENTATION / DOCUMENTATION**

Councillor Leiper report dated 29 November 2017 (ACS2017-CCS-TRC-0025)

Conseiller Leiper, rapport daté le 29 novembre 2017 (ACS2017-CCS-TRC-0025)

**Report to  
Rapport au:**

**Transportation Committee  
Comité des transports  
6 December 2017 / 6 décembre 2017**

**and Council  
et au Conseil  
13 December 2017 / 13 décembre 2017**

**Submitted on November 29, 2017  
Soumis le 29 novembre 2017**

**Submitted by  
Soumis par:  
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**Ward: KITCHISSIPPI (15)**

**File Number: ACS2017-CCS-TRC-0025**

**SUBJECT: All Way Stop Control at the intersection of Java Street and Clarendon Avenue, the intersection of Ross Avenue and Spencer Street, and the implementation of a speed reduction to 40 km per hour on Gladstone Avenue between Parkdale Avenue and Preston Street**

**OBJET: Installation de panneaux d'arrêt toutes directions à l'intersection de la rue Java et de l'avenue Clarendon et à celle de l'avenue Ross et de la rue Spencer, et réduction de la limite de vitesse à 40 km/h sur l'avenue Gladstone, entre l'avenue Parkdale et la rue Preston**

## **REPORT RECOMMENDATIONS**

**That the Transportation Committee recommend that Council approve:**

- 1. The installation of an all-way stop control at the intersection of Java Street at Clarendon Avenue;**
- 2. The installation of an all-way stop control at the intersection of Spencer Street at Ross Avenue; and,**
- 3. The implementation of a speed reduction from 50 km/h to 40 km/h along Gladstone Avenue between Parkdale Avenue and Preston Street.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le Comité des transports recommande au Conseil d'approuver :**

- 1. l'installation de panneaux d'arrêt toutes directions à l'intersection de la rue Java et de l'avenue Clarendon;**
- 2. l'installation de panneaux d'arrêt toutes directions à l'intersection de la rue Spencer et de l'avenue Ross;**
- 3. la réduction de la limite de vitesse de 50 km/h à 40 km/h sur l'avenue Gladstone, entre l'avenue Parkdale et la rue Preston.**

## **BACKGROUND**

The intensification that has already come to Kitchissippi Ward has brought more congestion to our streets. This congestion has led to the proliferation of cut through traffic on our residential streets such as Ross Avenue and Clarendon Avenue. With more development coming along Scott Street, along the Trillium Line as well as a new Ottawa Hospital Civic Campus, our current congestion issue will become even more challenging and the volume data collected by Traffic Services will soon be dated. Proactive measures are needed. The Hintonburg Community Association worked tirelessly to get 40km/h designation on all its residential streets. Reducing Gladstone to 40km/h would be consistent with the rest of the neighbourhood.

## **DISCUSSION**

### **Java Street at Clarendon Avenue Intersection**

The intersection of Java Street at Clarendon Avenue is currently operating with stop controls on the Java Street approaches to Clarendon Avenue only. This configuration is typical at most four-way intersections which enables free flow movement for the major volume street with a stop control placed on the minor volume intersecting street. The existing configuration is appropriate at this time. There is also an Adult School Crossing Guard at this location during school days. Traffic Services staff have completed a review of the Java Street and Clarendon Avenue intersection for the installation of AWSC and staff have concluded that the intersection does not meet the warrant criteria. Councillor Leiper's office, however, recently conducted traffic consultations with the immediate neighbourhood around Elmdale Public School. Flyers were distributed along Java, Clarendon, Iona, and Mayfair with an invitation to email comments and suggestions to the councillor's office. A very common response was the need for a four-way stop at the corner of Clarendon and Java.

### **Spencer Street at Ross Avenue Intersection**

The intersection of Spencer Street at Ross Avenue is currently operating with a stop control on the Ross Avenue approaches to Spencer Street only. This configuration is typical at most four-way intersections which enables free flow movement for the major volume street with a stop control placed on the minor volume intersecting street. The existing configuration is appropriate at this time. Residents, however, have been asking for a four-way stop here for some time, and these calls grew louder after a young boy was struck by a car while cycling at this intersection. The boy ended up under the car and luckily escaped with only a scraped elbow. Residents are concerned that the next time the consequences may be more severe.

### **Gladstone Avenue**

Gladstone Avenue functions as a Major Collector road. It runs through the Hintonburg and West Centretown communities and provides a connection between Parkdale Avenue and Cartier Street. Gladstone Avenue's surrounding land use consists of a mix of residential, commercial, and institutional properties. The roadway is constructed to a two-lane urban cross-section. The current speed limit on Gladstone Avenue is

unposted, which means that it is 50 km per hour, between Parkdale Avenue and Preston Street and is again unposted 50 km per hour between Bay Street and Cartier Street.

Gladstone Avenue is posted at 40 km per hour between Preston Street and Bay Street and also has a reduced 40 km per hour school speed zone in the vicinity of Connaught Public School near Rosemount Avenue. The 40 km/h school speed zone for Connaught Public School will be removed if the motion is passed to reduce Gladstone Avenue to 40km per hour.

The 2009 Council-approved Speed Zoning Policy states that the speed limit along an arterial roadway should be based on the actual 85th percentile speed (i.e. the speed at or below which 85% of all the vehicles travel at) of the free-flowing traffic on the street. The most recent speed survey conducted on September 21, 2017 along Gladstone Avenue between Irving Avenue and Spadina Avenue, indicated an 85th percentile operating speed of 51 km per hour.

The Hintonburg Community Association recently finished the arduous task of successfully petitioning their residents to get a 40km/h designation on all residential streets. While understanding Gladstone's designation as a Major Collector, the residential aspect of this street also cannot be denied, and as such there is a strong desire to make Gladstone's speed limit consistent with the rest of Hintonburg's residential streets.

## **RURAL IMPLICATIONS**

There are no rural implications associated with this report or its recommendations.

## **CONSULTATION**

### **Transportation Services Comment:**

#### **All-Way Stop Controls (AWSC)**

Traffic Services reviews all requests for the installation of all-way stop controls (AWSC) in a consistent manner. AWSC are only installed when the staff review confirms that such a measure is warranted by meeting specific criteria. The City's AWSC Warrant

Criteria is based on past practices of former municipalities and aligns with the Ontario Traffic Manual.

The Warrant Criteria considers:

- Vehicular and pedestrian volume based on specific requirements for various roadway classifications in both urban and rural areas;
- Collision data over the last 3 years; and,
- Intersection visibility restrictions.

AWSC are installed when the required volume criteria is met, or when 3 or more intersection collisions considered preventable by AWSC have occurred over the last 3 years or when there is restricted visibility at the intersection.

Traffic Services staff have completed a review of the two intersections identified by Councillor Leiper for the installation of all-way stop control (AWSC). Staff have concluded that both intersections do not meet the AWSC warrant criteria as a result of:

- low traffic volumes. More specifically, intersection traffic counts identify the following:
  - According to a count conducted on November 9, 2017, only 73% of the required volume criteria is met at the Spencer Street and Ross Avenue intersection; and,
  - According to a count conducted on November 22, 2017 only 54% of the volume criteria is met at the Java Street at Clarendon Avenue intersection.
- insufficient collision history at both locations over the last available three years. More specifically:
  - Only two angle collisions were reported at the intersection of Spencer Street and Ross Avenue in the past three years; and,
  - No collisions were reported at the intersection of Java Street and Clarendon Avenue in the past three years.

- sufficient sightlines. Traffic Services staff completed field investigations at each intersection and conclude that the available sight lines from the 'final' stop position are within the accepted engineering standards at both intersections.

The current stop control on the minor approach of both intersections is the most appropriate form of traffic control at this time.

It is staff's experience that the implementation of an unwarranted AWSC at the intersections of Spencer Street and Ross Avenue and Java Street at Clarendon Avenue may 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 the collisions at these intersections due to the likely low compliance to stopping;
- 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.

Implementing AWSC at these locations would require considerable police enforcement on an on-going basis to address issues with stop compliance of drivers.

Consideration must also be given to the fact that the Ontario Traffic Manual Book 5 (regulatory signs) notes that an AWSC should not be installed within 250m of another intersection with AWSC. In the case of the Spencer Street and Ross Avenue intersection, an AWSC is currently located within that range. More specifically the intersection of Spencer Street and Grange Street is equipped with an AWSC and is at a distance of 75m. In the case of the Java Street and Clarendon Avenue intersection, an AWSC is currently located within that range as well. More specifically the intersection of Iona Street and Clarendon Avenue is equipped with an AWSC and is at a distance of 66m.

Staff estimate that the cost to implement an AWSC at both intersections will be approximately \$10,300.00 for the installation of regulatory signs, warning signs and

pavement markings. The cost can be accommodated within the existing Traffic Services operating budget.

### **Speed Reduction**

The Speed Zoning Policy defines the process for establishing speed limits along City roadways. Traffic Services staff follow the procedures within this policy to determine the appropriate speed limit for a given roadway.

Industry best practices support that it is important to maintain consistent, uniform speed limits on any roadway to provide all users including pedestrians, cyclists, adjacent residents and motorists with a correct representation of the actual speed of traffic on that roadway. The provision of speed limits considers the roadway function and its design. Implementing a speed limit that does not align with these considerations may result in enforcement difficulties and increases in traffic hazard. Lowering the speed limits on City streets without consideration of the physical configuration of the road will have minimal impact on driver behaviour. In such cases where a posted speed limit is below operating speeds, the majority of motorists will continue to drive at speeds they feel are reasonable and prudent unless continual police enforcement is present. The visual and physical cues a driver uses to determine the appropriate travel speed should be consistent with the posted speed limit.

According to the September 21, 2017 speed survey, Gladstone Avenue is operating currently at 51 km per hour with an 86% compliance to the unposted 50 km per hour speed limit. It is anticipated that a posted 40 km per hour speed limit will result in a much lower compliance given the roadway's current operating speed.

The Transportation Services Department does not expect the roadway's operating speed to be significantly reduced as a result of the implementation of 50 km/h speed limit signs unless considerable police enforcement occurs on an on-going basis.

Upon Council approval of the report's recommendation, the Transportation Services Department will implement the new 40 km/h speed limit on Gladstone Avenue as directed. The implementation of the 40 km/h speed limit will also result in the removal of the existing school speed zone. The new speed limit signs will be installed at key locations along Gladstone Avenue between Parkdale Avenue and Preston Street. The

cost of the speed limit sign installation can be accommodated within the existing Traffic Services operating budget and will be approximately \$4,800.00.

**COMMENTS BY THE WARD COUNCILLOR(S)**

While I understand the warrant process for designating four-way stops, I fully support the residents requesting the measures at the intersections included in this report. The safety of our residential streets is of paramount concern and we know that congestion will only increase in the years to come. Controlling speed is also a major concern and I fully support the Hintonburg Community Association in their desire to see Gladstone designated 40km/h throughout Kitchissippi Ward.

**ADVISORY COMMITTEE(S) COMMENTS**

This has not been considered by Advisory Committees.

**LEGAL IMPLICATIONS**

There are no legal impediments to implementing the recommendations in this report.

**RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated to this report.

**FINANCIAL IMPLICATIONS**

There are no financial implications associated with the recommendations of this report. The total estimated costs of \$15,100 can be funded from the 2017 Traffic Services operating budget.

**ACCESSIBILITY IMPACTS**

There are no accessibility impacts associated with the recommendations of this report.

**TERM OF COUNCIL PRIORITIES**

The recommendation of this report aligns to the 2015-2018 Strategic Priority – Transportation and Mobility, specifically Strategic Objective TM4 – Improve safety for all road users.

## **DISPOSITION**

Transportation Services Department will take appropriate action based on the recommendations made by the Committee and Council. The new 40 km/h speed limit signs along Gladstone Avenue will be installed within six to eight weeks from the date on which Council approves the report. However, given the requirement for pavement markings and new post installations as a part of the implementation of all-way stop controls, this work will not be completed until Spring 2018.