

1. TRAFFIC CONTROL SIGNAL WARRANTS - RIVER ROAD AND  
TEMPORARY ACCESS TO SHORELINE DRIVE

**COMMITTEE RECOMMENDATION AS AMENDED**

**That Council approve that a traffic control signal be installed on River Road (Regional Road 19) at the temporary access to Shoreline Drive as requested by the City of Gloucester, subject to the city providing capital costs for the installation and maintenance and operating costs for the signals and that the signal be converted to a pedestrian signal in the future.**

**DOCUMENTATION**

1. Director, Mobility Services and Corporate Fleet Services report dated 27 May 1999 is immediately attached.
2. Extract of Minute, Transportation Committee, 16 June 1999, immediately follows the report and includes a record of the vote.

REGION OF OTTAWA-CARLETON  
RÉGION D'OTTAWA-CARLETON

REPORT  
RAPPORT

Our File/N/Réf. Your File/V/Réf.	<b>50 20-99-R019</b>
DATE	27 May 1999
TO/DEST.	Co-ordinator Transportation Committee
FROM/EXP.	Director Mobility Services and Corporate Fleet Services Environment and Transportation Department
SUBJECT/OBJET	<b>TRAFFIC CONTROL SIGNAL WARRANTS - RIVER ROAD (REGIONAL ROAD 19) AND TEMPORARY ACCESS TO SHORELINE DRIVE</b>

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**DEPARTMENTAL RECOMMENDATION**

**That the Transportation Committee recommend Council approve that a traffic control signal not be installed on River Road (Regional Road 19) at the temporary access to Shoreline Drive as requested by the City of Gloucester.**

**BACKGROUND**

The Region has received a City of Gloucester Council resolution (refer Annex A) requesting that a traffic control signal be installed on River Road at the temporary access to Shoreline Drive (refer Annex B and Annex C). The City is prepared to pay up to \$80,000 towards the installation and enter into a signed agreement; however the resolution does not mention any provision for the payment of annual maintenance and operating costs.

As part of the Riverside Village Subdivision Agreement with the Region, the Region allowed Richcraft Homes Builders and Urbandale Corporation temporary access to River Road to facilitate exposure and temporary access to their new development. The subdivision agreement states that this temporary access be closed when the traffic volumes meet 100% of the traffic control signal warrants or when 1,200 building permits have been issued (refer Annex D).

Traffic data collected on 19 May 1999 indicates that a traffic control signal is 31% warranted (refer Annex E).

## DISCUSSION

In preparing and entering into subdivision agreements, the Region undertakes an impact analysis process that in the end, identifies development conditions that are in the best interest of all within the Region. It reflects on and is driven by policy set by Council. As a result of a transportation analysis for the Riverside Village subdivision and surrounding development, it was identified that the most appropriate arterial roads to support the development were Limebank Road for north/south movement and Armstrong Road for east/west movement. Limebank Road is preferred to River Road because of its greater potential for widening, its existing capacity, its geometric alignment and its lower impact on adjacent land owners. The overall traffic circulation plan for the subdivision is geared to delivering and receiving resident traffic to and from the primary arterials of Limebank Road and Armstrong Road and not River Road. It is felt that if a signal is installed at the temporary access to Shoreline Drive and River Road and left there until road closure conditions are met (note closing conditions in Annex D), this would allow a sufficient time frame to develop and entrench undesirable travel patterns and possibly delay the developer's construction of required roads. It is also felt, based on past experiences, that if temporary conditions are granted a more permanent status (i.e. with traffic control signals in this case), there would be a good chance that the temporary condition would become permanent.

The Department does not recommend that any signal be installed unless the device is 100% warranted. As signals for the temporary access to Shoreline Drive and River Road intersection are only 31% warranted, we cannot recommend signal installation. The Department will, however, as it has in the past, not object to the installation of unwarranted signals, provided the requester covers all capital, operating and maintenance costs, and the Department has no concerns with its installation.

In light of the conditions set by the Region's Planning and Development Approvals Department, in the spirit of their intent and in the interest of the overall transportation plan for the developing lands, the Environment and Transportation Department does have concerns with the installation of a traffic control at this location and hence cannot support the City of Gloucester's request.

What the Department does see as a preferred solution to the subdivision's perceived access and egress problem is the redirection of committed funds to traffic control signals further south at the intersection of Armstrong Road and River Road. This intersection is slated this summer for realignment and lane modification work and in addition, Armstrong Road is also being upgraded between River Road and Shoreline Drive. Signal installation at this location would better suit the Region's transportation objectives for the area and serve the newly proposed commercial development on the northeast corner of this intersection.

## IMPACT ON PEDESTRIAN AND CYCLISTS

Without signal assistance, pedestrians face some challenges in gaining access to the park located west of River Road (refer Annex C), which was developed in conjunction with the subdivision development.

## FINANCIAL IMPLICATIONS

If signal installation is granted, no financial commitments are associated with this report as all costs would be borne by the City of Gloucester, including capital and annual operation and maintenance costs, under agreement with the Region.

*Approved By Jim Bell On Behalf Of  
Doug Brousseau*

HLD/GK/js

Attach. ( 5 )

1595 Telesat Court  
P.O. Box/C.P. 8333  
Gloucester, Ontario K1G 3V5  
Tel: (613) 748-4104  
Fax: (613) 748-4147

## ANNEX A

Department/ Département: Corporate Services  
Division: Legislative Services

File/ Dossier:  
Your File/ Votre Dossier:  
Subject/ Objet: Installation of Signal lights

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January 13, 1999

Regional Municipality of Ottawa-Carleton,  
Clerk's Department,  
Ottawa-Carleton Centre,  
Cartier Square,  
111 Lisgar Street,  
Ottawa, Ontario.  
K2P 2L7

Attention: Mrs. Mary Jo Woollam,  
Regional Clerk.

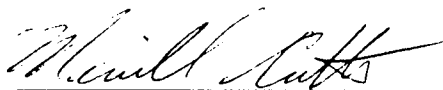
Dear Mrs. Woollam:

**Re: By-law No. 5 of 1999 - Installation of Signal Lights at River Road and  
Access to Shoreline Drive**

I enclose a copy of By-law No. 5 of 1999 which was passed by the Council of the City of Gloucester on the 12th day of January, 1999, concerning the above-noted subject.

If you should require any further information, please contact the Department of Community Development at 748-4167.

Yours truly



Merrill Cutts,  
Deputy City Clerk

Encl.

c.c.: Riverside South Community Association, 748 Rolling River Crescent, Gloucester,  
Ontario, K1V 1M2  
Mr. Dave Darch, Deputy City Manager, Community Development

**THE CORPORATION OF THE CITY OF GLOUCESTER**

**BY-LAW NO. 5 OF 1999**

Entitled, "A By-law of the Corporation of the City of Gloucester authorizing the expenditure of funds for the installation of traffic control signals at the intersection of River Road/Temporary Access Road intersection in the Riverside South Community".


WHEREAS the Corporation of the City of Gloucester has budgeted funds in 1999 Capital Works program for the installation of traffic control signals at the intersection of River Road/Temporary Access Road intersection in the Riverside South Community (the "Project");

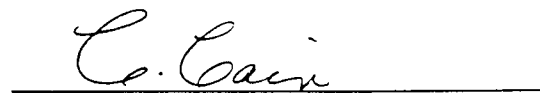
AND WHEREAS the Community Development Department recommends the Project proceed at this time:

NOW THEREFORE BE IT RESOLVED that the Council of the Corporation of the City of Gloucester enacts as follows:

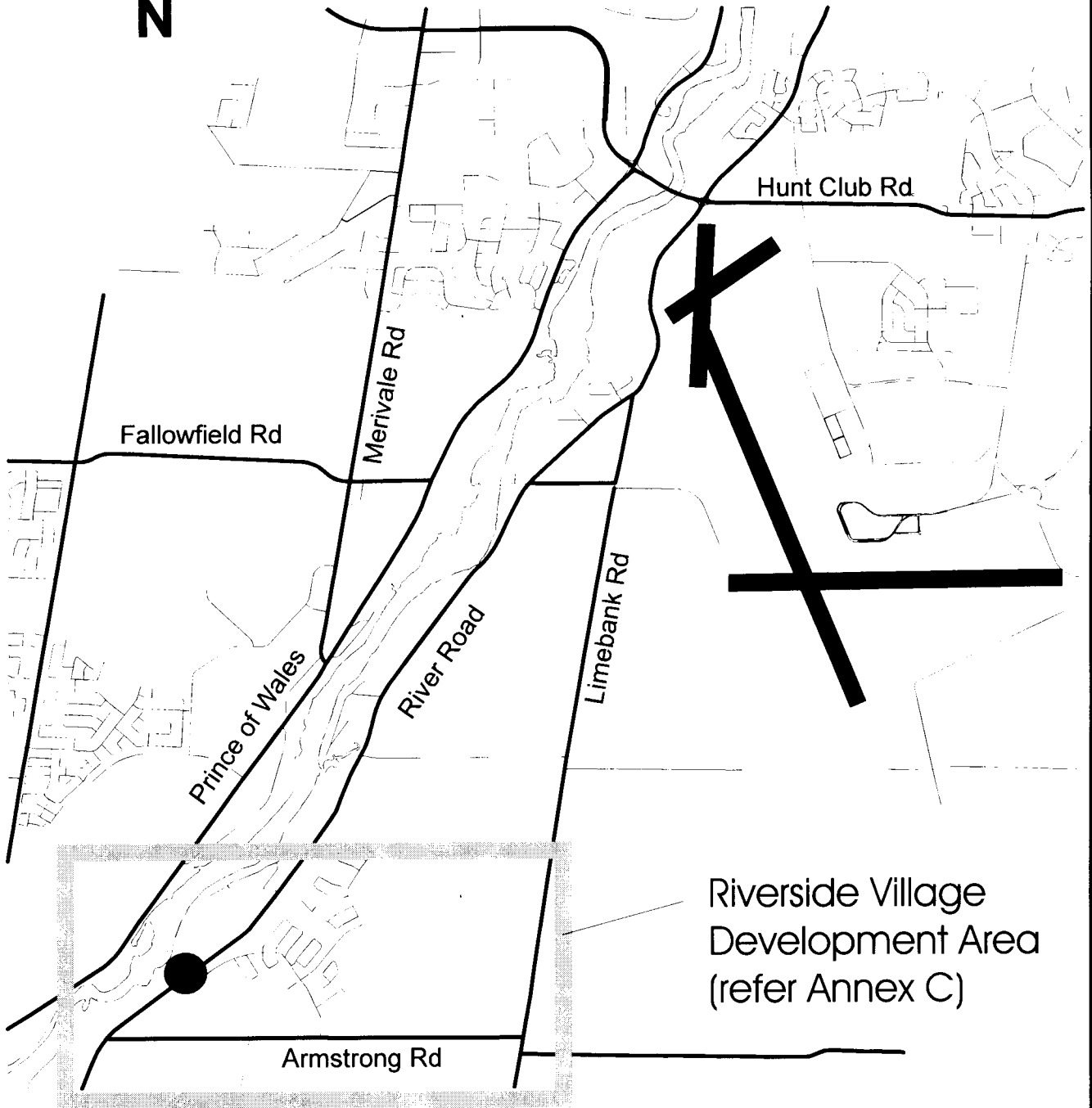
1. That contract award authority is hereby granted for the installation of the traffic control signal plant for the Project, for an amount not to exceed \$80,000.00.
2. That subject to the project cost being within the City budget allocation, the Regional Municipality of Ottawa-Carleton be requested to undertake the installation of the traffic control signal plant and the Purchasing Division be authorized to enter into a contractual agreement with the Regional Municipality of Ottawa-Carleton for the installation of the traffic control signals.
3. That the Manager, Purchasing and Risk be and is hereby authorized to execute the agreement with the Regional Municipality of Ottawa-Carleton, as described herein.

PASSED AND GIVEN under the Hands of the Mayor and City Clerk and the Seal of the Corporation of the City of Gloucester this 12th day of January, 1999.

  
\_\_\_\_\_  
Michèle Giroux, City Clerk

  
\_\_\_\_\_  
Claudette Cain, Mayor

# ANNEX B

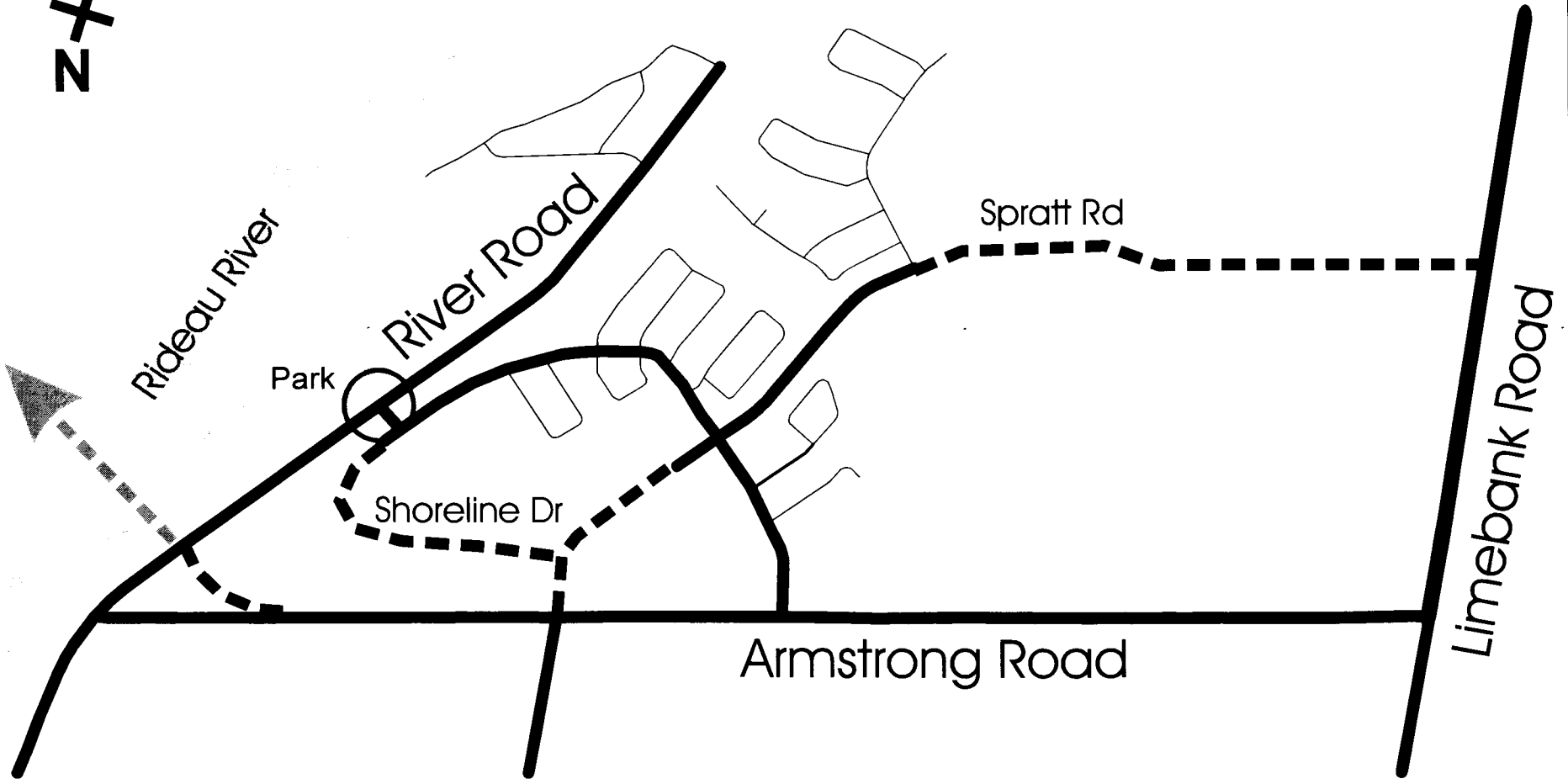


Key Location Map







Signal Request Location

ANNEX C



Location Specific Map

-  Requested Signal Location
-  Existing Roads
-  Proposed Roads
-  Future Rideau River Crossing



**ANNEX D**

REGION OF OTTAWA-CARLETON

MEMORANDUM

RÉGION D'OTTAWA-CARLETON

NOTE DE SERVICE

Our File/N/Réf. 15-94-0513

DATE 11 March 1999

TO/DEST. Doug Brousseau, Director  
Mobility Services Division  
Environment and Transportation Department

FROM/EXP. Planning Approvals Officer  
Development Approvals Division  
Planning and Development Approvals Department

SUBJECT/OBJET **UNWARRANTED SIGNALS  
TEMPORARY ACCESS FROM REGIONAL ROAD 19  
(RIVER ROAD) TO SHORELINE DRIVE**

In the Subdivision Agreement the Region prepared for Riverside South Subdivision, previously known as River Ridge, the following two conditions were included:

43. Should development of this phase of the subdivision cause the total number of building permits issued in the whole subdivision (Provincial File Numbers 06T-94046 and 06T-94031) to approach 1000, construction of Spratt Road and Armstrong Road shall commence to allow for the closure of the temporary access at 1200 building permits. In the event that Richcraft Homes does not proceed to build Spratt Road across its lands and the intersection of Spratt Road with Limebank Road, then this shall be the responsibility of Urbandale Corporation. In the event that Urbandale Corporation does not proceed to build Spratt Road across its lands and the intersection of Spratt Road with Limebank Road, then this shall be the responsibility of Richcraft Homes.
44. *The owner shall permanently close the temporary access to River Road (over Block 120, Plan 4M-952), when the access meets the Ministry of Transport Ontario/Region's traffic signalization warrants* and in any event, at the time when 1200 building permits have been issued for the Owners of the lands within the draft approved Plans of Subdivision (Provincial File Numbers 06T-94046 and 06T-94031). At such time, the owner shall have completed construction of two lanes of Spratt Road from Armstrong Road to Limebank Road and two lanes of Armstrong Road from Regional Road 19 (River Road) to Spratt Road. This shall be at no cost to the RMOC, and to the satisfaction of the RMOC and the Deputy City Manager, Community Development, City of Gloucester.

To-date the subdivision has registered 1000 units of which 450 permits have been issued. Given that there are other home builders building homes in Riverside South, the number of homes built per year is anticipated to grow.

Limebank Road was identified as the preferred north/south link largely due to social impacts from the widening of River Road south of the intersection with Limebank Road. The detailed comparisons are contained in the report *Transportation: Detailed Evaluation Phase of the Regional Development Strategy* - June 1996.

It is in the Region's interest to minimize the use of River Road so that the amount of widening required in the short to medium term will also be minimized. By focusing traffic onto Limebank Road at the early stage through the Spratt Road intersection, there will only be a need to widen the section of River Road between Limebank Road and Hunt Club Road within the next 5 - 10 years. As identified in Table 6 of the Regional Official Plan, it is very important that the developers adhere to the conditions 43 and 44 as it is very much in the Region's best interest to do so.

Utilizing Limebank Road will leave River Road as a scenic route given its proximity to the Rideau River. Traffic counts taken on River Road on the morning of 19 May 1998, show a peak hourly volume of 820 vehicles in the northbound direction immediately north of the temporary access. Given the speed of River Road and its curvilinear geometry, the level of service will begin to fail at approximately 1000 vehicles per hour. There will then be pressure on the Region to increase the number of travelled lanes on River Road from two lanes to four lanes north of Armstrong Road.

Armstrong Road is being reconstructed from Shoreline Drive to River Road this summer (1999). A new intersection will be constructed at Armstrong Road and River Road 720 metres south of the temporary access to Shoreline Drive. This will become the Subdivision's only access to River Road. If Gloucester is to install traffic signals this would be the preferred location.

*Original signed by  
Paul Jordan*

PJJ/sb

**River Road (Regional Road 19) and temporary access to Shoreline Drive**

Location	Priority Rank	Percent Warrant Met	Total Approach Volume Major Street (8 hrs)	Total Approach Volume Minor Street (8 hrs)	No. of Pedestrians Crossing Major Street (8 hrs)	No. of Preventable Collisions Average per Year (for 3 yrs - 1 Jan 96 - 31 Dec 98)	Day and Date of Count	Comments
River Road (RR-19) and temporary access to/from Shoreline Drive		31	4,396	445	4	n/a	Friday 19 May 98	

Extract of Minute  
Transportation Committee  
16 June 1999

TRAFFIC CONTROL SIGNAL WARRANTS - RIVER ROAD  
AND TEMPORARY ACCESS TO SHORELINE DRIVE

- Director, Mobility Services and Corporate Fleet Services report dated 27 May 99

Councillor Cantin questioned whether Shoreline Drive is the only entrance into the subdivision from River Road. Dale Philpotts, Director of Works, City of Gloucester, confirmed this, adding there is a temporary construction access off Armstrong, but it is not advertised as a routine access. The councillor questioned what the operating speed is on River Road and was advised it is 80 km/h. He agreed the committee had to consider the safety of pedestrians and while he did not think traffic signals would do a lot for traffic, he maintained they would enhance the safety of pedestrians crossing to the park on the other side of River Road. He made note of the fact the report mentions the City's interest in paying the full cost of signals and suggested the item be deferred to the next meeting to allow the local council an opportunity to reconsider paying those costs.

The Environment and Transportation Commissioner, Mike Sheflin indicated that in speaking with Gloucester staff prior to this meeting, he learned it was an oversight that the municipality had indicated they would pay for the annual maintenance and operating costs and suggested rather than deferring the item, if it is the wish of committee to approve signals at this location, that it be subject to the City of Gloucester agreeing to cover the cost of maintenance and installation. The councillor agreed to that suggestion and proposed it as an amendment.

Councillor Byrne questioned whether a pedestrian half signal would serve the same purpose and D. Brousseau advised that there are four pedestrians crossing per day, with as many as 20 during the weekend. He believed the installation of a pedestrian signal, as a compromise might be a better approach. The councillor questioned whether staff would have that same concern with a half signal i.e. that it would entrench behaviour that the Region does not want to encourage and Greg Kent, Operations Engineer, advised that a pedestrian signal might encourage travel at that location; however, staff would not prefer to see a half signal at the intersection because of the safety concerns associated with the posted speed limit. Further, if a pedestrian signal were to be installed, it would be best to locate the facility directly opposite the park, with sidewalks constructed to accommodate that installation.

Mr. Philpotts indicated that three years ago when Shoreline Drive was first constructed, the City, in consultation with Regional staff, agreed that the developer should be required to put in the duct work for future traffic control signals. He explained that there is a potential population of 5000 to 10,000 people north of

Extract of Minute  
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16 June 1999

Armstrong Road, who will require access across the road and it could be envisaged that there could be a permanent pedestrian signal at that location. And, while the City recognizes that the major intersection is Armstrong and River Road, it does see a need for improving the intersection of Shoreline and River now.

*Ron Hunt, resident* did not support the suggestion to install signals at Shoreline and River because he was interested in protecting the quality of life of residents in the southern part of the Region. He indicated that River Road is one of the major accesses into the south from Ottawa and is used extensively by commuters. He therefore did not want to see that situation degraded by the installation of an unnecessary traffic control signal. As detailed in his written comments, Mr. Hunt did not believe there was a traffic problem at the intersection and questioned why signals are necessary. Further, there is very little delay for Shoreline Drive residents getting onto River Road because the majority turn right and go towards Ottawa. In a personal review of the intersection between 8:00 a.m. and 8:30 a.m., Mr. Hunt recollected there was very little waiting time involved for motorists waiting to turn left or right (between 10 and 12 seconds maximum). Further, within the half-hour that he watched, there was a maximum of three vehicles stopped at any time. He indicated that during evening peak periods, there is a left-hand turn lane exclusively onto Shoreline Road so there is very little disruption of traffic flow in that direction.

Mr. Hunt opined that installing signals will create more of a traffic hazard along River Road because motorists will be driving 80 km/h and will be forced to come to a complete stop in all kinds of weather conditions. He stated there were no reportable accidents at that intersection and yet, at a Gloucester meeting, this was cited as one of the main justifications for installing a traffic signal. He considered it an expense to pay for the signals when they are not needed and while it may provide some convenience, that is not a good enough rationale for approving the signals. He urged committee to consider the rights and situations of all the people of the Region, not just the City of Gloucester and not just what the residents of River Road south want. He agreed that eventually there will be a need for pedestrian protection at Shoreline and River, but he believed people were capable of crossing the road at the present time given the gaps in traffic.

*Shawn Thomson, President, Riverside South Community Association* agreed this intersection will be signalized in the future, but stated the issue today is to arrive at a compromise and improve the current situation. He recalled there have been several near-misses at this intersection. He noted that when residents pull out of the development, they are faced with traffic coming the other way and he believed traffic signals will help to reduce the speed. He reiterated the fact already known

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that people cannot cross safely to access the park and pedestrian counts at this location are probably low because they tend to drive to the park rather than risk crossing this busy road. He realized that in a couple of years there will be traffic signals at Armstrong and River and at that time, perhaps the access via Shoreline will be closed and the signals moved to that intersection permanently. He made reference to a petition with 300 names of people in favour of the signals, stating it is the only access south of Ottawa that is not signalized. While some residents may not like the progress that is occurring in the south, others deserve to have safety when they are travelling to and from their homes. He believed it was time to install signals now and to deal with the permanent intersection when the time comes.

Councillor Legendre questioned whether the delegation would feel comfortable if the signals were moved to the other intersection (Armstrong and River) to which Mr. Thomson advised he would, provided there is a pedestrian crossing at Shoreline. The councillor stated the preferred solution to the access problem is committing the funds to the other intersection now and staff advised that if the sidewalk is constructed by the municipality this summer, that would be the preferred location for signals, which would coincide with development.

Councillor Cantin did not think pedestrians would or should be expected to travel over 300 yards away from a direct point they want to cross at, in order to use signals to get across the road. D. Brousseau indicated that the best location for traffic signals is at Armstrong Road, noting the development will situate people past that intersection and there will be more people crossing at that location. The councillor questioned whether the signals would be pedestrian activated or would they detect the vehicles exiting from Shoreline Drive instead. D. Brousseau did not know if Gloucester's proposal included detection, but suggested if it is the committee's wish to install traffic signals, they should be traffic or pedestrian actuated.

Councillor Cantin proposed the following:

*That the Transportation Committee recommend Council approve that a traffic control signal be installed on River Road (Regional Road 19) at the temporary access to Shoreline Drive as requested by the City of Gloucester, subject to the city providing capital costs for the installation and maintenance and operating costs for the signals and that the signal be converted to a pedestrian signal in the future.*

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Councillor Byrne proposed the following:

*That a temporary traffic signal be installed to be converted to a pedestrian signal with the appropriate modifications (median, sidewalk) when the temporary access is closed, subject to the City of Gloucester absorbing the costs for installation, modification and maintenance.*

Councillor Byrne preferred that people be encouraged to walk to the park rather than driving and therefore saw the need to provide a protected crossing for them. She acknowledged the fact these signals would be temporary until something permanent is installed and noted such installation should be subject to staff approval as to the best location and intersection design. In response to the latter comment, D. Brousseau advised that if committee wishes to install a temporary signal at Shoreline, he would recommend that upon its removal, according to the Motion, staff work with the City of Gloucester to determine the best location to put the pedestrian signal.

Councillor Kreling believed the two Motions were the same, although he understood Councillor Byrne's Motion to be more specific with respect to the outcome of the pedestrian crosswalk and while he felt it might be a necessary facility at this location, he did not know if that will be the same situation several years from now when the development is complete and the access is closed. Councillor Byrne clarified that her Motion suggests keeping the signal until the permanent one is installed.

It was suggested the phrase "converting to a pedestrian signal" be incorporated with Councillor Cantin's Motion to solve the problem of duplicate Motions. Councillor Byrne agreed to withdraw her Motion in favour of the Cantin Motion as amended to incorporate future pedestrian signal installation.

Moved by R. Cantin

**That the Transportation Committee recommend Council approve that a traffic control signal be installed on River Road (Regional Road 19) at the temporary access to Shoreline Drive as requested by the City of Gloucester, subject to the city providing capital costs for the installation and maintenance and operating costs for the signals and that the signal be converted to a pedestrian signal in the future.**

CARRIED