The Corporation of the City of Kawartha Lakes Council Report

Report Number ENG2017-003

Date: March 21, 2017
Time: 2:00 p.m.
Place: Council Chambers
Ward Community Identifier: 4
Subject: Request for Traffic Control – Portage Road and Kirkfield Road
Author/Title: Joseph Kelly, Senior Engineering Technician
Signature:
RECOMMENDATION(S):
RESOLVED THAT Report ENG2017-003 Request for Traffic Control -

RESOLVED THAT Report ENG2017-003, Request for Traffic Control – Portage Road and Kirkfield Road, be received;

THAT an all-way stop be installed at the intersection of Portage Road and Kirkfield Road;

THAT the necessary By-law for the above recommendations be forwarded to council for adoption; and

THAT the Mayor and Clerk be authorized to execute any documents and agreements required by the approval of this application/agreement/decision.

Department Head:	
Corporate Services Director / Other:	
Chief Administrative Officer:	1675

Background:

The City of Kawartha Lakes Engineering Department has received several requests/complaints regarding the Portage Road (CKL Rd 48) and Kirkfield Rd (CKL Rd 6) intersection in the hamlet of Kirkfield. The majority of the complaints are with respect to the overall perceived level of safety at the intersection with requests for the installation of an all-way stop or traffic control signal.

This report addresses those concerns.

Both roads are classified as arterial roads. Kirkfield road, running north/south, is currently stop controlled. A key map can be seen in Appendix A.

A justification review was carried out to determine if implementing an all-way stop or traffic light would be an appropriate action. For justification purposes, Portage road is considered the major road and Kirkfield road is considered the minor road.

An eight hour peak traffic count was performed on May 15, 2015, the Friday of the Victoria Day long weekend. It was expected to experience greater than average traffic volumes by up to 20% and was chosen purposefully to obtain data representative of peak summer months. Results of the count can be seen in Appendix B.

All-way Stop Warrants:

The Ontario Traffic Manual (OTM) has two methods to determine if an all-way stop is warranted.

1) All-way Stop Minimum Volume Warrant (Major Roads)

The OTM suggests that an all-way stop control may be considered on major roads where conditions are met for all of the following:

- a) Total hourly vehicular volume on all approaches must exceed 500 per hour; AND
- b) Combined vehicle and pedestrian volume on a minor street must exceed 200 units per hour; AND
- c) Average delay to traffic on minor street must exceed 30 second; AND
- d) Volume split does not exceed 70/30

With a total volume averaging 422 vehicles per hour (84%), a minor street combined volume of 122 units an hour (62%) and a volume split of 73/27, the Allway Stop Minimum Volume Warrant (Major Roads) is not met. Results can be seen in Appendix C.

2) All-way Stop Collision Warrant

An all-way stop control may be considered on an intersection with a high accident frequency. For the purpose of this warrant, a high accident frequency is an average of four collisions per year over a three-year period. Only those accidents susceptible to relief through multi-way stop control must be considered.

The intersection has a reportable collision average of 0.7 collision per year over the last three years of available data. Therefore, the All-way Stop Collision Warrant is not met (Appendix C).

Sight Distance

All-way stops may be used where the minimum sight distance is not achieved. There is a convenience store located at the southeast corner of the intersection. Parking utilized in the boulevard in front of the store on Portage Road presents a temporary hazard by reducing the sight distance for the south approach to substandard levels. East of the intersection there is a hill which affects drivers' behavior at the stop sign. During the eight hour count, while multiple cars, trucks, and delivery trucks utilized the boulevard in front of the store, staff witnessed three near misses at the intersection. It should be noted that the parking spaces at the south side of the store on Kirkfield Road appear to be underutilized. A site picture and sight distance estimates can be seen in Appendix D.

Interviews with staff at the Kirkfield Service Centre revealed that no-parking signs have been attempted in the past but had a high non-compliance rate and were not enforced. It is unknown if this was before the latest parking By-law. CKL By-law 2012-173 (Parking By-law) prohibits parking within 9m of an intersection without signage and up to a distance of 30m with signage. With signage, it is within the scope of the By-law to prohibit parking on the boulevard without further amendment.

Traffic Control Signal Justifications:

The OTM has seven signal justification methods. The OTM states "for a traffic signal to be technically justified, at least one of the justifications must be fulfilled. Unless one of more of the signal justifications are met, the installation of signals would not normally proceed as it would likely result in an increase in overall intersection delay and/or have as negative impact on intersection safety."

The following justification methods are deemed most appropriate for this intersection:

- Minimum Vehicle Volumes
- Delay to Cross Traffic
- Combination Warrant
- Collision Experience
- Pedestrian Volume

No justification averaged more than 73% justified. Results can be seen in Appendix E.

Rationale:

The Traffic Signal Justification Warrants are not met. The All-way Stop Control Warrants are not met; however, sight distances are intermittently compromised throughout the day. Good engineering judgment should be used to determine if the warrant recommendations are appropriate for this intersection.

On the surface, parking is causing the sight distance deficiency so prohibiting it is one solution. Ideally, drivers would comply with new no parking signs and park on the Kirkfield Road boulevard which is currently underutilized; sight distance would then be restored. In reality we can expect high non-compliance with the no parking signs. This would facilitate a need for barriers such as curbs, bollards, or concrete planters in order to achieve the proper sight distance. There is the risk that whatever barrier is chosen to redirect parking could itself obstruct views.

Driver behavior at this intersection is hesitant. The sight distance deficiency is certainly a factor. Prohibiting the parking via physical barrier will restore the sight distance however it is difficult to gauge how the hill will continue to factor in driver behavior. Technically, at the sight distance required for the speed limit, cars are visible on the hill from the stop. Further east (40m) cars disappear in the hill for a moment and reappear just before the required sight distance. This may be contributing to driver hesitation.

As a result of the justification review carried out by staff, it is concluded that the installation of an all-way stop at the intersection Portage Road and Kirkfield Road (CKL Road 48 and CKL Rd 6) is recommended due to sight distance deficiencies and anxious/hesitant driver behavior. Sign placement should meet the Ontario Traffic Manual minimum as sees in Appendix F.

Other Alternatives Considered:

Install physical barriers such as concrete planters to prohibit parking in front of the store. This would restore the sight distance. This alternative is not recommended since the hill 100m east of the intersection seems to be affecting drivers' behavior at this unique intersection and may continue to affect their behavior after the mitigation of sight distance deficiencies.

A do nothing approach is not recommended.

Financial Considerations:

The cost is anticipated to be approximatly \$20,000 for the installation of the all way stop, line and symbol markings and overhead flashing light.

Relationship of Recommendation(s) To Strategic Priorities:

The City's Strategic Plan outlines Council's Vision of a Vibrant and Growing Economy, An Exceptional Quality of Life and a Healthy Environment.

Providing life safety and protection is a priority objective of the City.

Review of Accessibility Implications of Any Development or Policy:

There are no accessibility implications associated with the recommended course of action.

Servicing Comments:

N/A

Consultations:

Mike Farquhar, Supervisor, Engineering – Technical Services Aaron Sloan, Manager, Municipal Law Enforcement Andrew Veale, Councillor – Ward 4

Attachments:

Appendix A: Key Map

PDF

ENG2017-003-Appendix A.pdf

Appendix B: Traffic Count



ENG2017-003-Appendix B.pdf

Appendix C: All-way Stop Warrant

PDF

ENG2017-003-Appendix C.pdf

Appendix D: Site Picture and Sight Distance Estimate



ENG2017-003-Appendix D.pdf

Appendix E: Traffic Control Justifications

PDF .

ENG2017-003-Appendix E.pdf

Appendix F: Recommended Sign Placement



ENG2017-003-Appendix F.pdf

Phone: 705-324-9411 ext. 1151

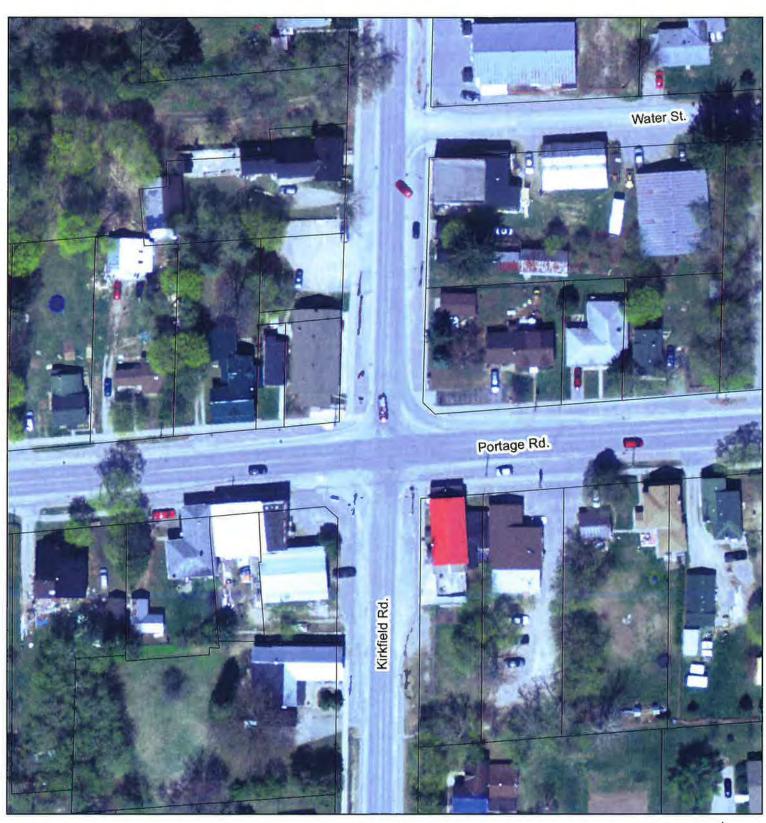
E-Mail: jrojas@city.kawarthalakes.on.ca

Department Head: Juan Rojas, Directot of Engineering & Coporate Assets

Department File: Engineering

ENG2017-003 Appendix A Kirkfield - Key Map

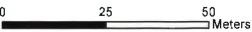




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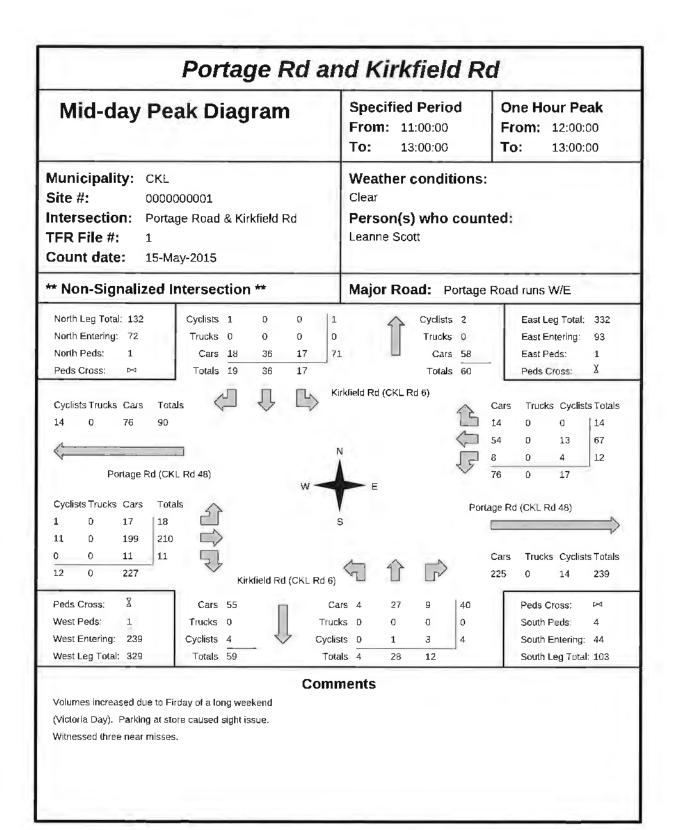
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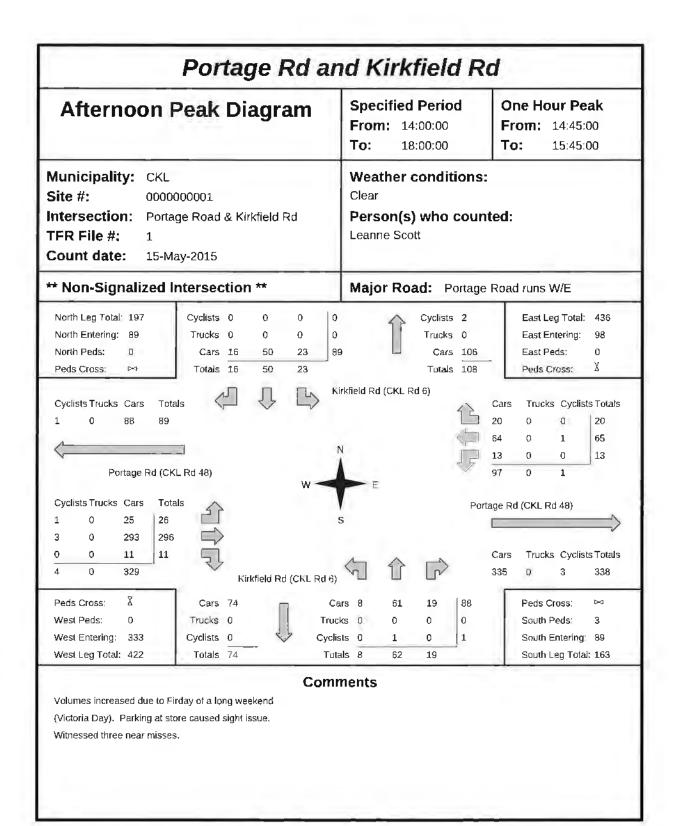
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Morning Peak Diagram	Specified Period One Hour Peak From: 6:00:00 From: 8:00:00 To: 9:00:00 To: 9:00:00
Municipality: CKL Site #: 0000000001 Intersection: Portage Road & Kirkfield Rd TFR File #: 1 Count date: 15-May-2015	Weather conditions: Clear Person(s) who counted: Leanne Scott
** Non-Signalized Intersection **	Major Road: Portage Road runs W/E
North Leg Total: 95 Cyclists 2 3 5 10 North Entering: 47 Trucks 0 0 0 0 North Peds: 4 Cars 10 19 8 37 Peds Cross: ⋈ Totals 12 22 13	Trucks 0 East Entering: 65
Cyclists Trucks Cars Totals 7 0 53 60 Portage Rd (CKL Rd 48)	Cars Trucks Cyclists Totals 16 0 1 17 37 0 5 5 0 1 58 0 7
Cyclists Trucks Cars Totals 3	Portage Rd (CKL Rd 48) Cars Trucks Cyclists Totals 65 0 20 85
West Peds: 2 Trucks 0 Truck West Entering: 73 Cyclists 4 Cyclist	
Volumes increased due to Firday of a long weekend (Victoria Day). Parking at store caused sight issue. Witnessed three near misses.	nents





Eight Hour Peak Diagram

Eight Hour Peak

From: 8:00:00 16:00:00

To:

Municipality: CKL

Site #:

1000000001

Intersection: Portage Road & Kirkfield Rd

TFR File #:

Count date:

North Leg Total: 1017

North Entering 494

North Peds:

Peds Cross:

15-May-2015

Weather conditions:

Clear

Person(s) who counted:

Leanne Scott

Kirkfield Rd (CKL Rd 6)

** Non-Signalized Intersection **

Cyclists 6

Totals 131

Trucks 0 0 0 Cars 125 118

8

126

23

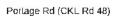
Cyclists 25 Trucks 0 Cars 498 Totals 523

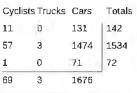
Major Road: Portage Road runs W/E

East Leg Total: 2486 East Entering: 709 East Peds: X Peds Cross:

Cyclists Trucks Cars Totals 622 688

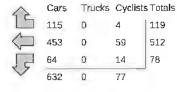












Portage Rd (CKL Rd 48)



Trucks Cyclists Totals 1689 1777

Peds Cross: West Peds: West Entering: 1748

West Leg Total: 2436

Cars 363 Trucks 0 Cyclists 24 Totals 387



Kirkfield Rd (CKL Rd 6)

393 Cars 44 252 97 Trucks 0 0 0 0 31 Cyclists 1 10 20 Totals 45

Peds Cross: South Peds: 23 South Entering: 424 South Leg Total: 811

Comments

Volumes increased due to Firday of a long weekend

(Victoria Day). Parking at store caused sight issue.

Witnessed three near misses.

Total Count Diagram

Municipality: CKL

Site #:

0000000001

Intersection: Portage Road & Kirkfield Rd

TFR File #:

Count date: 15-May-2015

North Leg Total: 1017

North Entering. 494

North Peds:

Peds Cross:

Weather conditions:

Clear

Person(s) who counted:

Leanne Scott

Kirkfield Rd (CKL Rd 6)

** Non-Signalized Intersection **

 Cyclists
 6
 9
 8
 23

 Trucks
 0
 0
 0
 0

 Cars
 125
 228
 118
 471

Totals 131 237 126

Major Road: Portage Road runs W/E

Cyclists 25 Trucks 0 Cars 498

Totals 523

East Entering: 709
East Peds: 16
Peds Cross: X

East Leg Total:

2487

Cyclists Trucks Cars Totals 66 0 622 688



Portage Rd (CKL Rd 48)

 Cyclists Trucks
 Cars
 Totals

 11
 0
 131
 142

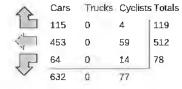
 57
 3
 1475
 1535

 1
 0
 71
 72

 69
 3
 1677

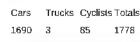






Portage Rd (CKL Rd 48)





Peds Cross:

West Peds: 7

West Entering: 1749

West Leg Total: 2437

 Cars
 363

 Trucks
 0

 Cyclists
 24

 Totals
 387

Cats 44 252 97 393
Trucks 0 0 0 0
Cyclists 1 10 20 31
Totals 45 262 117

Peds Cross:
South Peds: 23
South Entering: 424
South Leg Total: 811

Comments

Volumes increased due to Firday of a long weekend (Victoria Day). Parking at store caused sight issue.

Witnessed three near misses.

Portage Rd and Kirkfield Rd Traffic Count Summary

	Iraπic Count Summary											
Intersection: F	Portage	Road &	Kirkfield	l Rd	Count D	^{Date:} 15-May-2	015	unicípality: C	KL			
	Norti	1 Appro	ach Tot	als					th Appro			
Hour Ending	Left	e <u>s Cars,</u> T Thrij	rucks, & C Right	yclists Grand Total	Total Peds	North/South Total Approaches	Hour Ending		des Cars, 1 Thru	Right	ycl <u>ists</u> Grand Total	Total Peds
9:00:00 10:00:00 11:00:00 12:00:00 13:00:00 14:00:00 16:00:00	13 12 10 12 17 14 27 21	22 26 20 23 36 26 33 51	12 21 12 18 19 18 15 16	47 59 42 53 72 58 75 88	44 0 33 0 1 5 5 0	88 102 75 111 116 103 148	_	00 6 00 6 00 6 00 6 00 6 00 6 00 9	5 20 5 25 21 6 30 1 28 0 26 1 52	15 12 11 22 12 10 17	41 43 33 58 44 45 73 87	1 4 0 6 4 0 3 5
Totals:		237 App roa			18	918			t Appro			23
Hour	Include	es Cars, Tr	ucks, & C	yclists Grand	Total	East/West Total	Hour	Inclui	des Cars, T	rucks, & C	yclists Grand	Total
Hour Ending	Left	Thru	Right	Total	Peds	Approaches	Ending	-	Thru	Right	Total	Total Peds
9:00:00 10:00:00 11:00:00 12:00:00 13:00:00 14:00:00 15:00:00	6 13 5 12 12 6 11 13	42: 75: 63: 55: 67: 74: 70: 66:	17 14, 7 17 14 12 18 20	65 102 75 84 93 99 99	4 1 2 1 3 1 2	253 306 332 369 423	9:00:0 10:00:0 11:00:0 12:00:0 13:00:0 14:00:0 16:00:0	00 5 00 10 00 17 00 18 00 27 00 25	89 155 197 210 240 293	5 6 13 8 11 10 6 13	73 100 178 222 239 277 324 335	2 0 11 0 1 1 2 0
Totals:	78	512	119	709	16	2457		142		72	1748	7
Hours End Crossing		9:00 47	Calc i 10:00 45	ulated V 11:00 35	12:00 50	or Traffic Cr	13:0	•	15:00			

City of Kawartha Lakes All Way Stop Warrants



Location: Portage Rd (CKL Rd 48) and Kirkfield Rd (CKL Rd 6)

Warrant	Description	Arterial/ Collector	Local	Actual Count	Meets Warrant?	
Minimum Vehicle Volume	A. Total vehicular volume entering intersection from all approaches to exceed specified amount for each hour of an eight hour period and	500 veh/hr. *	350 Veh for highest hour	422	No (84%)	
	B. Combined vehicle and pedestrian volume for minor street to average 200 units per hour for eight hour period.	200	N/A	123	No (62%)	
	C. Average delay for vehicles entering intersection over eight hours.	30 seconds	N/A	<30 seconds	No	
Directional Split	Major/Minor directional split of vehicle entering intersection over eight hours not to exceed.	70/30 *	65/35 4- way 75/25 3- way *	73/27	No	
Accident Criteria	A. Average reported accidents (susceptible to relief through multi-stop control) per year for a three year period.	4	4	2	No	
	B. Adequate trail of less rest reduce accident frequency.	rictive remo	dies has fail	ed to	N/A	
Interim Measure	All way stops may be used as signals are warranted.	an interim t	measure wh	ere traffic	N/A	
Sight Distance	All way stops may be used w not achieved.	here the min	imum sight	distance is	Temp Compromised	
Warrant Met?	The warrant is deemed to be volume AND directional splirmet OR minimum sight distant		Intermittently Met			
Recommend		-			···	

- Minimum Vehicle Volume (Arterial) must be Yes for A, B and C (Just 'A' for local roads)
- Accident Criteria must be Yes for A and B
- Must meet both Minimum Vehicle Volume AND Directional Split, or just Accident Criteria.

ENG2017-003 Appendix D - Site Picture



Souce: Google Streetview 2012

ENG2017-003 Appendix D Sight Distance





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Count Date: 15-May-2015

Intersection: Portage Road & Kirkfield Rd

Municipality: CKL

Major Road: Portage Road

Major Road Runs: E/W one lane each way

Operating Speed of Major Road: 50 km/hr

Operating under restricted flow conditions

Warrant #1: Minimum Vehicular Volumes.

A. All Approaches.

Not Satisfied

	Minimum Requirements													
No. of Lanes	1 Lane E	ach Way	2 Lanes I	Each Way	3 Lanes				Hours	Ending				
Flow Condition	1 Lane F. Flow (Code 1)	1 Lane R. Flow (Code 2)	2 Lane F. Flow (Code 3)	2 Lane R. Flow (Code 4)	or More R. Flow (Code 5)	9:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	Percentage Warrant
100%	480	720	600	900	1125	226	304	328	417	448	472	571	609	100% Yes:
80%	385	575	480	720	900	220	20 304			443	712		000	No: X
		100% Fulfilled												0
All Approa- ches		80% Fulfilled											80	80
		Actua	I% if Below	w 80%		31	42	46	58	62	66	79		384

Total:	464
Actual Average (Total/8):	58%

B. Minor Street Both Approaches.

100%	120	170	120	170	170		100	75		140	405	140	475	l V	100%
80%	95	135	95	135	135	88	102	75	111	116	103	148	175	Yes: No:	×
										100		100			
Minor Street Both Approa-	_	8	:0% Fulfille	ed							80			80	
ches		Actual % if Below 80%						44	65	68	61				350
														\neg	

Total: 530
Actual Average (Total/8): 66%

Count Date: 15-May-2015

Intersection: Portage Road & Kirkfield Rd

Major Road: Portage Road Operating Speed of Major Road: 50 km/hr Municipality: CKL

Major Road Runs: E/W one lane each way Operating under restricted flow conditions

Warrant #2: Delay to Cross Traffic.

A. Major Street Both Approaches.

Not Satisfied

	Minimum Requirements														
No. of Lanes	1 Lane E	ach Way	2 Lanes I	Each Way	3 Lanes				Hours	Ending					
Flow Condition	1 Lane F. Flow (Code 1)	1 Lane R. Flow (Code 2)	2 Lane F. Flow (Code 3)	2 Lane R. Flow (Code 4)	or More R. Flow (Code 5)	9:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	Pe	ercentage Warrant
100%	480	720	600	900	1125	138	202	253	306	332	369	423	434	Yes:	100%
80%	385	575	480	720	900	190	202	233	300	332		423	434	No:	×
		100% Fulfilled													0
All Approa- ches		80% Fulfilled													0
CHES		Actual % if Below 80%						3 5	43	46	51	59	60		341
	•													Total:	3/11

Actual Average (Total/8):

B. Traffic Crossing Major Street.

_																
	100%	50	75	50	75	75	47	45	<u></u>		50	F2	0.0	99	Vasi	100%
	80%	40	60	40	60	60	47	45	35	50	59	53	66	92	Yes: No:	
	IIA		100% Fulfilled										100	100		200
A	All oproa- ches	80% Fulfilled														0
			Actual % if Below 80%						47	67	79	71				385

585 Actual Average (Total/8): 73%

Count Date: 15-May-2015

Intersection: Portage Road & Kirkfield Rd

Municipality: CKL

Major Road: Portage Road Operating Speed of Major Road: 50 km/hr Major Road Runs: E/W one lane each way Operating under restricted flow conditions

Warrant #3: Accident Experience.

Not Satisfied

Reportable accidents within a twelve month period averaged over 36 consequtive months susceptible to correction by a traffic signal.

Minimum Requirements	Actual Number of Accidents	Average Number of Accidents	Fulfilled
5	2 in 3 years	0 per year	13%
B. Adequate trial of less re	estrictive remedies has failed to reduce ac	cident frequency.	No
C. Either Warrant 1 (Minim	num Vehicular Volume) or Warrant 2 (Delay	to Cross Traffic) satisfied 80% or more.	No

Warrant #4: Combination Warrant. (Used if no warrant satisfied 100%)

Not Satisfied

Minimum Requirements	Warrant Satisfied 80% or More	Fulfilled
Two Warrants Satisfied 80%	Warrant 1 (Minimum Vehicular Volume) Warrant 2 (Delay to Cross Traffic) Warrant 3 (Accident Experience)	No No No

Conclusion: Traffic signal not warranted.

ENG2017-003 Appendix F Recommended Sign Placement





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