

TO:	CHAIR AND MEMBERS CIVIC WORKS COMMITTEE MEETING ON NOVEMBER 21, 2017
FROM:	KELLY SCHERR, P. ENG., MBA, FEC MANAGING DIRECTOR, ENVIRONMENTAL & ENGINEERING SERVICES AND CITY ENGINEER
SUBJECT:	SAFER SCHOOL ZONES ACT

RECOMMENDATION

That on the recommendation of the Managing Director, Environmental & Engineering Services and City Engineer, that Civic Administration **BE AUTHORIZED** to participate in the Ontario Traffic Council's Automated Speed Enforcement Working Group for the purposes of developing and issuing a request for proposals; noting that implementation of automated speed enforcement would be subject to Council's approval.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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Additional information can be found in the following Civic Works Committee reports:

- March 18, 2013 – [Traffic Calming Policy](#);
- March 3, 2014 – [London Road Safety Strategy](#);
- March 3, 2014 – [Red Light Camera Program](#);
- May 20, 2015 – [School Zone Speed Limit Policy](#);
- January 5, 2016 – [Red Light Camera Program Implementation](#);
- April 25, 2016 – [School Zone Speed Limit Policy](#);
- April 24, 2017 – [Rail Safety Week](#); and
- May 9, 2017 – [Vision Zero – London Road Safety Strategy](#).

2015-19 STRATEGIC PLAN

The following report supports the Strategic Plan through the strategic focus area of **Strengthening Our Community** and **Building a Sustainable City** by improving safety for pedestrians and facilitating alternative mobility choices in London's neighbourhoods.

BACKGROUND

Purpose

Speeding in school zones is a frequent complaint from residents and is identified as a key focus area in the London Road Safety Strategy. The following report summarizes the work done to date and recommends the next steps to be followed with respect to automated speed enforcement (ASE).

This report also addresses the following Council Resolution:

“That the Civic Administration BE DIRECTED to report back to the Civic Works Committee with an overview of cities who have adopted Vision Zero and what their best practices are in terms of speeding on local streets.” (File No. 88 Vision Zero, CWC Deferred Matters List)

Context

Speeding, commonly defined as exceeding the posted speed limit or driving too fast for conditions, is a primary crash factor and leading road safety problem, often contributing to one-third of fatal crashes and serving as an aggravating factor in most crashes.

Selecting an appropriate speed limit for a roadway can be a contentious issue for a community. Residents and vulnerable road users generally seek lower speeds to promote quality of life for the community and increased security for pedestrians and cyclists; motorists seek higher speeds that minimize travel time.

While setting appropriate speed limits is an essential step in achieving target speeds, drivers select their speed based on an assessment of their own needs and perceptions, a trade-off between travel time and risk.

Speed has an influence on crash severity, particularly with vulnerable roadway users such as pedestrians and cyclists. Crash history, severity consequences, available side-friction, curvature, super-elevation, lighting, adjacent pedestrian and bicycle activity are some of the technical considerations that provide input into setting appropriate speed limits.

The overall goal of a speed limit policy is to increase safety within the context of retaining reasonable and safe mobility of all users of the roadway.

SAFER SCHOOL ZONES ACT

On May 30th 2017, the Safer School Zones Act (Bill 65) received Royal Assent. Bill 65 allows municipalities to set their own default speed limit and it allows for the reintroduction of automated speed enforcement (ASE) also known as photo radar for school zones and community safety zones. The Ministry of Transportation is currently preparing the necessary regulations to allow for the implementation of Bill 65. It is anticipated that these changes will be brought forward in early 2018. **School Zone**

Speed Limit Policy

At its July 26th 2016 meeting, Municipal Council adopted the School Speed Limit Policy. The School Zone Speed Limit Policy reduces the speed limit from 50 km/h to 40 km/h in school zones on collector and local roads. To date, 70% of the school zones have been updated and staff are on target to complete the remainder of the schools before the 2018/19 school year. It should be noted that the Ontario Highway Traffic Act defines a School Zone as “a portion of a highway ... that adjoins the entrance to or exit from a school and that is within 150 metres along the highway in either direction beyond the limits of the land used for the purposes of the school”.

Bill 65 – Safer School Zones Act

Bill 65 includes amendments with respect to three different areas as follows:

1. Default Speed Limit

Currently the default speed limit for urban areas is 50 km/h. The amendment allows municipalities to designate areas where the speed limit is lower than 50 km/h. The regulations to enact this change have not been developed; therefore, it is not clear at this time if municipalities can change the speed limit city wide or if specific areas must be by-lawed with the change.

2. Automated Speed Enforcement

Automated Speed Enforcement (ASE) is allowed in community safety zones where the speed limit is below 80 km/h or in school zones. ASE is another tool available to municipalities along with existing education, enforcement and engineering solutions to control speeding in critical areas.

3. Red Light Camera Systems

Changes related to the Red Light Camera (RLC) Systems do not affect the City of London as we already have a RLC program in place.

The Ministry of Transportation is currently developing the necessary regulation changes to allow for the above. It is difficult to know what options are available to the City with respect to the default speed limit and ASE until the regulations are passed. It is expected that these changes will be brought forward in 2018.

Community Safety Zones

Provisions in the Ontario Highway Traffic Act allow Municipal Councils to designate part of a road “if, in the council’s opinion, public safety is of special concern on that part of the highway”. The rules of the road within Community Safety Zones (CSZ) do not change; however, speeding fines are doubled. It should be noted that in discussion with other municipalities, CSZs have not been an effective tool to reduce vehicle speeds due to the lack of enforcement. The introduction of ASEs may help address the enforcement issues.

Ontario Traffic Council

The Ontario Traffic Council’s (OTC) mission statement is “OTC is the voice for enhancing the engineering, education and enforcement sectors of the traffic management sector in Ontario”. As part of their mandate, the OTC organized an ASE Working Group that includes many municipalities, the Ministry of Transportation (MTO) and the Ministry of the Attorney General (MAG) to discuss the development and implementation ASE. City staff have been part of this working group from its inaugural meeting.

The ASE Working Group provided comments to the Province regarding Bill 65 and they are now working on where ASE should be implemented, how ASE should operate and the impact that ASE may have on municipalities. The ASE Working Group is recommending that the ASE program be operated similar to the current red light camera (RLC) program. All ASE infractions would be processed at a central processing center operated by one of the participating municipalities (Toronto currently operates the RLC processing centre). A central processing centre ensures that all infractions are treated the same throughout the province and it reduces the cost to the ASE municipalities.

The ASE Working Group is preparing a request for proposals (RFP) for the supply and maintenance of ASE equipment. The RFP will include the leasing of the ASE equipment and the installation/maintenance of the equipment. All participating municipalities will be able to partake in the execution of the ASE contract. This process ensures the same equipment is used throughout the province with cost savings associated with group purchasing. It should be noted that similar to the RLC program, the Ontario Highway Traffic Act (HTA) would have to be amended to include the specific model of ASE equipment. Municipalities can only use the equipment specified in the HTA

The ASE Working Group is also working on guidelines for the use of temporary and permanent ASE equipment. The guidelines will include recommendations for where ASE should not be used and suggestions to help municipalities optimize the use of the ASE. Those municipalities on the ASE Working Group that have CSZs have all stated that ASEs will be restricted to School Zones that are within CSZs. ASEs outside of School Zones are not anticipated at this time.

PROVINCIAL OFFENCES ACT COURT IMPLICATIONS

A major concern raised by the ASE Working Group is the impact that ASEs will have on the existing court system. Speeding infractions are handled by municipal Provincial Offences Act courts pursuant to a Memorandum of Understanding with the province. There is concern that ASEs may overwhelm the court system in some municipalities and that the province will not be able to supply enough Justices of Peace for the trials. This is particularly troublesome for areas where an upper-tier municipality implements ASE but the lower-tier municipality is responsible for the POA Court.

A potential solution to this problem that has been identified by the ASE Working Group is moving ASE and RLC infractions to an administrative monetary penalties system (AMPS). AMPS is similar to the existing POA Court system but the resources required to manage AMPS are solely the responsibility of the municipality. This would give municipalities the ability to adjust their resources depending on their needs.

In 2015, the Ministry of the Attorney General undertook a public consultation regarding the implementation of an online AMP system for POA matters throughout the province. Based on the feedback received through this consultation, the ministry indicated that rather than pursuing an AMP model it intended to focus on improving the existing, court-based system for POA matters. Since the close of this consultation, and to date, the province has not expressed an interest in processing ASE or RLC infractions through an AMP system; however, the ASE Working Group intends to promote the use of AMPS for these types of charges.

VISION ZERO

London was one of the first Ontario Cities to develop a road safety strategy that was not only data-driven, but also involved the public input. This is consistent with "Engagement", one of the five E's of Vision Zero (engineering, education, enforcement, evaluation and engagement). Other Canadian Cities are still in the process of developing "Vision Zero" Road Safety Plans including as Hamilton, Kingston, and Montreal.

Traffic Calming

For many years, the City's Transportation Planning & Design staff have been dealing with concerns raised by the residents regarding speeding on neighbourhood streets. Below is a list of historic records:

- Over 7,000 entries in the Traffic Operation Public Service (TOPS) program since 2005. TOPS is a database of operational concerns that enables staff to track submitted requests, studies and responses.
- Approximately 77 streets have had physical traffic calming devices installed since 2005.
- Since 2013, when the Traffic Calming Guidelines were introduced, Transportation staff have completed approximately 278 speed and volume studies in response to public concerns. Speed and volume studies involve the physical placement of discreet tools that measure traffic volumes and speeds.
- Since 2005, Public Education & Empathy Program (PEEP) speed display boards have been installed at more than 570 locations on city streets.
- Transportation Planning & Design staff is the technical support for the Active and Safe Routes to School program (currently in 15 elementary schools across the City).

Most investigations do not result in the installation of physical traffic calming measures. Many speed studies show that the speeding concerns raised by the citizens were more perceived than actual when compared to regulatory speed limits. The presence of physical traffic calming measures are a common source of complaint from citizens.

Furthermore, emergency services have expressed concern regarding impacts to response times. Therefore technical warrants that consider speed, volume, safety and road characteristics are used to prioritize the streets where speeds are high enough that traffic calming can make a measurable influence on driver speeds.

Road Safety Strategy

In 2014, Council approved the [London Road Safety Strategy](#). The Strategy was developed with the partners on the London Middlesex Road Safety Committee and sets the stage for a coordinated implementation approach by active and knowledgeable partnerships. This strategy focuses on the following six target areas for improvement using engineering, education, enforcement, and empathy measures:

1. Intersections;
2. Distracted and Aggressive Driving;
3. Young Drivers;
4. Pedestrians;
5. Cyclists; and
6. Red Light Running.

Implementation of the Road Safety Strategy Action items is being undertaken by the City and its partners. City led action items include improvements such as pedestrian crossovers, advance road signs, cycling lanes and improved pavement markings. A statistical transportation network screening using the collision database is also enabling a strategic approach for these actions. The network screening normalizes and compares the safety performance of similar locations to focus road safety resources.

London Middlesex Road Safety Committee partners also contribute with initiatives such as Josh's Story of distracted driving and Tony the Street-Wise Cat video.

Road Safety is embedded in all Roads and Transportation programs. Programs such as new sidewalks, cycling facilities, AODA compliance improvements to sidewalks and traffic signals, pedestrian countdown signals, traffic signal cycling detection, and streetlight upgrades all aim to make our roads safer and friendlier, especially to vulnerable road users. The recently completed London ON Bikes Cycling Master Plan and Complete Streets Guideline currently in development also guide design of friendlier more vibrant public spaces.

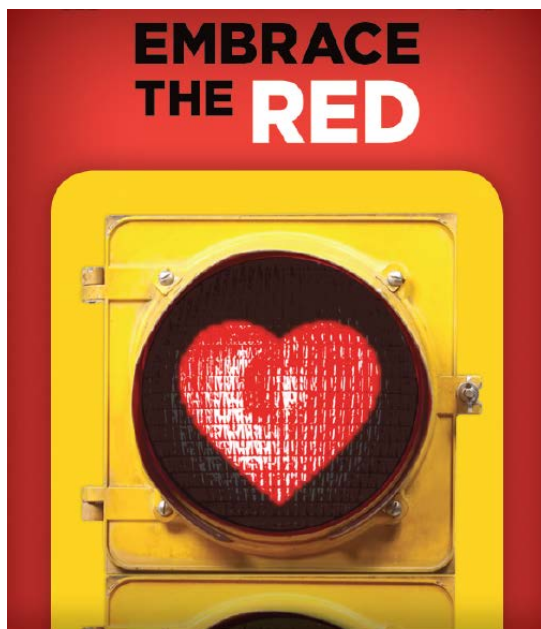
Vision Zero

On May 16th 2017, Council adopted the following Vision Zero Principles:

- No loss of life is acceptable;
- Traffic fatalities and serious injuries are preventable;
- We all make mistakes;
- We are all physically vulnerable when involved in motor vehicle collisions; and,
- Eliminating fatalities and serious injuries is a shared responsibility between road users and those who design and maintain our roadways.

The road safety strategy actions are aligned with the aspirational goal of Vision Zero. Since Council adopted Vision Zero, staff have introduced many campaigns including "Embrace the Red", "Share the Merge", "Mind the Green".

An upcoming campaign is "Respect the Limit" to address speeding in residential areas. This campaign is intended to empower Londoners to share the road safety message. Lawn signs that raise awareness of travel speeds will be made available to homeowners in 2018.



Stopping at a red helps protect lives.

SHOW IT SOME LOVE

VISIONZERO LONDON ROAD SAFETY STRATEGY

visionzerolondon.ca



Fill both lanes and alternate. It's better to zipper merge.

SHOW IT SOME LOVE

VISIONZERO LONDON ROAD SAFETY STRATEGY

visionzerolondon.ca

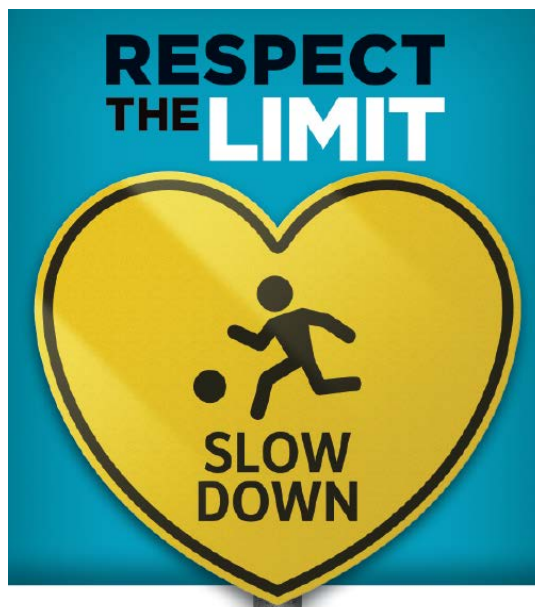


Bike lanes help reduce serious injuries and deaths. Be Safe. Be Seen. Think Green.

SHOW IT SOME LOVE

VISIONZERO LONDON ROAD SAFETY STRATEGY

visionzerolondon.ca



Reduce your speed and keep our neighbourhoods safe.

SHOW IT SOME LOVE

VISIONZERO LONDON ROAD SAFETY STRATEGY

visionzerolondon.ca

Additional information regarding the above campaigns can be found at www.VisionZeroLondon.ca.

Other Municipalities

As indicated, the City of London is one of the early Canadian adopters of Vision Zero. Below are brief summaries of other Canadian municipalities with Vision Zero actions.

City of Toronto

The City of Toronto Vision Zero Road Safety Plan is a comprehensive five-year (2017-2021) action plan focused on reducing traffic-related fatalities and serious injuries on Toronto's streets. The Vision Zero Road Safety Plan identifies and addresses six emphasis areas. They include Pedestrians, School Children, Older Adults, Cyclists, Motorcyclists, and Aggressive Driving & Distraction. Below is a list of enhanced and new safety measures that address emphasis areas of Pedestrians and School Children:

- Reduced speed limits by 10km/h in high pedestrian areas
- Countdown pedestrian signals for every signalized intersection
- Emphasis on street lighting, to make pedestrians more visible at night
- Advanced phases for pedestrians at signalized intersections, so that pedestrians are partially across before vehicles get the green light
- Reduced corner radii, as to slow down vehicles turning, and decrease the cross time for pedestrians
- No right turns on reds, where certain intersections have high collision rates with pedestrians
- Increasing the number of sidewalks in the City
- Providing awareness to the public using social media, on how to stay safe on the streets
- Digital display boards in local streets, to deter people from driving over the speed limit
- Using the 'buddy system' for senior and junior students in school zones

City of Ottawa

The [Safer Roads Ottawa Program](#) is a leading community partnership between Ottawa Fire Services, Ottawa Paramedic Service, Ottawa Police Service, Ottawa Public Health and the Public Works Department committed to preventing or eliminating road deaths and serious injuries for all people in the City of Ottawa, through culture change, community engagement, and development of a sustainable safe transportation environment. The Ottawa's Strategic Road Safety Action Plan identifies and addresses four emphasis areas: Distracted Driving, Vulnerable Road Users, Aggressive Driving, and Age Specific Issues.

City of Edmonton

The City of Edmonton is the first major Canadian city to adopt Vision Zero. The City's Road Safety Strategy for 2016 – 2020 provides a strategic plan to continue reducing the prevalence of fatalities, serious injuries, minor injuries and property damage from motor-vehicle collisions. Vision Zero Edmonton is specifically intended to improve road safety to the designated targets, moving towards zero fatal and serious injury collisions.

The Vision Zero Edmonton target is to eliminate fatalities and serious injuries using engineering, education, enforcement, engagement, and evaluation measures as shown below:

- Installing a left-turn-only green flashing arrow on traffic signals

- Modifying the angles of right turn lanes at major intersections
- Pedestrian crossing control upgrades
- School zone safety upgrades
- Driver Feedback Sign (DFS) Program
- SmartTravel Application (App)
- School Zone Enforcement
- Automated Mobile Photo Enforcement
- Edmonton Insight Community
- 30 km/h School Zone Safety Effectiveness
- Effectiveness of Intersection Safety Devices (ISDs)
- Effectiveness of Automated Mobile Photo Enforcement

Summary

Many Canadian cities are in the process of developing Vision Zero policies and action. London has already and continues to develop tools and new safety measures to address emphasis areas of speeding on local streets, pedestrians and other vulnerable road users. Transportation staff have been implementing or in the process of applying tools from best practices above such as:

- Complete streets design principles
- Traffic signal improvements including countdown pedestrian signals, extended pedestrian crossing times and accessibility improvements
- Right turn on reds prohibitions, where certain intersections have high collision rates with pedestrians
- Increasing the number and connectivity of sidewalks in the City
- Transitional traffic calming measures such as digital radar speed display boards and flexible bollards on streets, to deter motorists from driving over the speed limit
- Pedestrian crossing control upgrades
- School zone safety upgrades
- Providing awareness to the public using social media, our website, and other media to stay safe on the streets

CONCLUSION

While Bill 65 includes changes to allow municipalities to change their default speed limit; it introduces automated speed enforcement (ASE) in community safety zones and school zones; and it provides improvements to the red light camera program. Implementation of these changes cannot proceed until the Province passes the necessary regulations that are anticipated in 2018. Additional analysis is needed to understand how these changes can be used in the city once the regulations are known.

In preparation for implementation of ASEs, the Ontario Traffic Council (OTC) is

preparing request for proposal (RFP) documents for the acquisition, installation and maintenance of an ASE system similar to the current red light camera (RLC) system. In order to maintain options in the future, the City of London should participate in the development of the RFP to allow for the implementation of ASE. It should be noted that committing to participation in the development of the RFP does not commit the city to implementing ASEs.

The City of London has been proactive and was one of the first municipalities to introduce a road safety strategy. London is also an early adopter of Vision Zero principles and has recently increased educational programs to promote good road user behaviours. City staff will continue to monitor other Vision Zero municipalities in the interest of continuous improvement.

Acknowledgements:

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November 7, 2017

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