

TO:	CHAIR AND MEMBERS CIVIC WORKS COMMITTEE MEETING ON SEPTEMBER 24, 2019
FROM:	KELLY SCHERR, P. ENG., MBA, FEC MANAGING DIRECTOR, ENVIRONMENTAL AND ENGINEERING SERVICES AND CITY ENGINEER
SUBJECT:	AREA SPEED LIMIT

RECOMMENDATION

That, on the recommendation of the Managing Director, Environmental and Engineering Services and City Engineer, Civic Administration **BE DIRECTED** to implement the Area Speed Limit program based on the following principles:

- i. A 40 km/h default speed limit will be established on local and collector streets in residential areas;
- ii. The 40 km/h speed limit also be applied to the following arterial roads, and the area they encompass, within the downtown area to reflect the high level of pedestrian and cyclist activity:
 - a. King Street from Thames Street to Colborne Street;
 - b. Pall Mall Street from Richmond Street to Wellington Street;
 - c. Queens Avenue from Colborne Street to Ridout Street North;
 - d. Richmond Street from Horton Street East to Oxford Street East; and
 - e. Wellington Street from Horton Street East to Pall Mall Street.
- iii. Area Speed Limit zones will also be designated Community Safety Zones; and,
- iv. Implementation will occur as budget and resources permit.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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For additional information, please refer to the following committee reports:

- Civic Works Committee – April 25, 2016, II, 2. School Zone Speed Limit Policy;
- Civic Works Committee – May 9, 2017, II, 11. Vision Zero – London Road Safety Strategy;
- Civic Works Committee – November 21, 2017, III 15. Safer School Zones Act;
- Civic Works Committee – May 15, 2018, 4.1 Automated Speed Enforcement;
- Civic Works Committee – February 20, 2019, 2.12 Red Light Camera Program.

2018 Annual Report; and,

- Civic Works Committee – May 14, 2019, 2.6 Area Speed Limit.

COUNCIL'S 2019-2023 STRATEGIC PLAN

The following report supports the Strategic Plan through the strategic focus areas of **Strengthening Our Community** and **Building a Sustainable City**. Area speed limits could enable Londoners to move around the city safely and easily in a manner that meets their needs by improving safety for all modes of transportation in accordance with Vision Zero principles.

BACKGROUND

On May 21, 2019, Municipal Council passed the following resolution:

That the following actions be taken with respect to the Area Speed Limits:

- a) the Civic Administration BE DIRECTED to consult with the Transportation Advisory Committee, the Community Safety and Crime Prevention Advisory Committee and others with respect to the development of an Area Speed Limit Policy;
- b) a public participation meeting BE HELD before the Civic Works Committee, after the above-noted input has been received;
- c) the Civic Administration BE REQUESTED to also report back at a future meeting of the Civic Works Committee, no later than the end of Q3 of 2019, with respect to enacting tools now provided by the Province through Bill 65, specifically:
 - i) reducing the speed limit in community safety zones in order to improve pedestrian safety;
 - ii) increasing fines for speeding in school zones and community safety zones; and
 - iii) implementing Automated Speed Enforcement systems in school zones and community safety zones.

it being noted a submission from Councillor M. Cassidy, with respect to this matter, was received. (2019-T07/T08) (2.6/9/CWC).

Item c) iii) of the above Council resolution is addressed in the Automated Speed Enforcement Contract Award report.

Context

Speeding is a frequent complaint from residents and is identified as a key focus area in the London Road Safety Strategy. Speed has an influence on crash severity, particularly with vulnerable roadway users such as pedestrians and cyclists. Roadway geometrics, roadway classification, illumination, side friction, land use are some of the technical considerations that provide input into setting appropriate speed limits.



On May 30, 2017, the Safer School Zones Act (Bill 65) received Royal Assent. Bill 65 allows municipalities to designate areas where the speed limit is lower than 50 km/h.

This report summarizes the area speed limit consultation and proposes a plan to implement reduced speed limits in residential areas.

DISCUSSION




Background

The Ontario Highway Traffic Act (HTA) 128 (2.1) was recently amended to allow municipalities to pass a by-law to set a speed limit less than 50 km/h for all roads within a designated area. At this time, staff is aware of area speed reductions occurring in Ottawa and Hamilton.

Consultation

Part (a) of the May 21, 2019 Council resolution directed Civic Administration to consult with the Transportation Advisory Committee (TAC) and the Community Safety and Crime Prevention Advisory Committee (CSCPAC). The London Middlesex Road Safety Committee (LMRSC) was also consulted. CSCPAC and LMRSC both supported the lowering of the speed limit in residential areas to 40 km/h. The discussion at TAC focussed on automated speed enforcement and no specific comment was provided on area speed limits.

The Get Involved London public engagement web site was used to obtain input into the proposed Area Speed Limit program. The on-line survey started June 19, 2019 and finished July 31, 2019. The public was asked four questions which are summarized below:

Question	Number of Responses	Response <div style="float: right;"> ● Yes ● No </div>
Should the City of London lower speed limits on streets in residential neighbourhoods?	5,645	<div style="display: flex; justify-content: space-between;"> <div data-bbox="735 720 883 809"> Yes - 52% No - 48% </div> <div data-bbox="1101 607 1409 916">  </div> </div>
If you answered "yes" to the question above, what new lower speed limit should Council consider implementing?	2,989	<div style="display: flex; justify-content: space-between;"> <div data-bbox="735 1077 1045 1166"> 40 km/h - 67% Below 40 km/h – 33% </div> <div data-bbox="1109 975 1409 1284">  </div> </div>
Do you support enabling the City of London to designate high-pedestrian areas such as school zones as “community safety zones,” which would allow the doubling of speeding fines in those areas?	5,645	<div style="display: flex; justify-content: space-between;"> <div data-bbox="735 1494 883 1583"> Yes - 63% No - 37% </div> <div data-bbox="1101 1387 1409 1696">  </div> </div>
Is there anything else you'd like to add about speed limits on residential streets?	2,263	Summarized Below

This survey obtained responses from those supporting the initiative and those who oppose it. Ninety-four percent (94%) of the respondents who supported lowering the speed limit in residential neighbourhoods (Q1) also supported the implementation of community safety zones (CSZs). It is interesting to note that 30% of respondents who answer “no” to Q1 support the implement of community safety zones.

The comments provided with the survey varied greatly with the most common themes summarized below:

Comment Theme	Response
Increase enforcement	Addressed in the Automated Speed Enforcement report on the same Civic Works Committee agenda.
Add more traffic calming	The updated Traffic Calming Procedure addresses many of these comments.
Remove traffic calming	There are no plans to remove previously approved traffic calming measures at this time. The Traffic Calming Procedure provides for the removal of traffic calming with the support of a neighbourhood survey.
Add more pedestrian crossings	Each year new pedestrian crossings are constructed.
Improve speed limit signage	Implementation of Area Speed Limits will address this comment.
Lower the speed limit	Addressed in this report.
Raise fines	Addressed in this report.

Collision History

The Vision Zero London Road Safety Strategy sets targets for the near-term reduction of injury and fatality collisions.

Collisions involving vulnerable road users were an identified target area of the strategy due to the higher severity nature of these collisions.



A review of the city's collision history from 2015 to 2017 identified 161 collisions involving vulnerable road users (pedestrians and cyclists) on minor roads, noting that there were no fatal collisions. Appendices A and B include "heat maps" showing the location of all collisions involving vulnerable road users. Each individual dot represents a collision, with the colour shaded zones representing higher collision density areas. The maps illustrate an overrepresentation in the downtown.

Vehicles travelling at a lower speed will give drivers more time to react to potential collisions and reduce the severity if a collision does occur. Lowering the speed limit in residential areas and areas where vulnerable road users are most at risk, such as in the downtown, will help achieve the Vision Zero London's goal of eliminating all fatal and serious collisions.

AREA SPEED LIMIT RECOMMENDATIONS

Rate of Speed

The stated goal of the Vision Zero Road Safety Strategy is to eliminate injury and fatality collisions. The severity of collisions increases with speed. This is particularly true as it relates to collisions involving vulnerable road users (pedestrians and cyclists). Lowering the rate of speed to 40 km/h in residential areas is appropriate for residential areas where roads are narrow with many driveways. The reduced speed limit will give drivers more time to respond to potential collisions and the severity of collisions will decrease.

Lowering the speed limit further to 30 km/h could result in significant non-compliance with the speed limit, because drivers may perceive that the speed limit is not appropriate for the road. This is demonstrated by the results of the Get Involved London survey. Artificially lowering the speed below what drivers think is suitable can result in greater speed differentials which come with their own safety issues. Pedestrians and drivers may misjudge the speed of approaching vehicles if the speed limit is set at a level that achieves low compliance. Non-compliance with the speed limit will also result in increased enforcement resources.

Major (arterial) roads are designed to carry large volumes of traffic at moderate speeds through the city. Lowering speeds on these roads may result in drivers using residential streets as a short-cut which has its own safety issues.

Community Safety Zones

The Ontario Highway Traffic Act allows municipalities to designate “a part of a highway under its jurisdiction as a community safety zone if, in the council’s opinion, public safety is of special concern on that part of the highway”. Speeding fines in community safety zones (CSZs) are double that of other roads. A clear majority of survey respondents supported the creation of CSZs. Even 30% of those that didn’t support lowering the residential speed limit supported CSZs.



In order for CSZs to be effective enforcement is required. The implementation of Automated Speed Enforcement (ASE) as recommended in a parallel report, will help achieve better compliance to the lower speed limit; thereby, improving safety for all modes of transportation. The designation of CSZs in residential areas matching the area speed limits is recommended to compliment the automated speed enforcement and area speed limits.

Downtown

The downtown is an area with higher volumes of vulnerable road users. This is also reflected in higher numbers of vulnerable road user collisions. The downtown is comprised of both major and minor streets. The major/arterial roads include York Street, King Street, Queens Avenue, Richmond Street and Wellington Street. It is recommended that the reduced area speed limit concept be applied to the downtown and include short sections of select arterial roads in consideration of the unique

environment and risks. Figure 1 shows dashed lines along the arterial roads in downtown where the 50 km/h speed limit should be maintained.

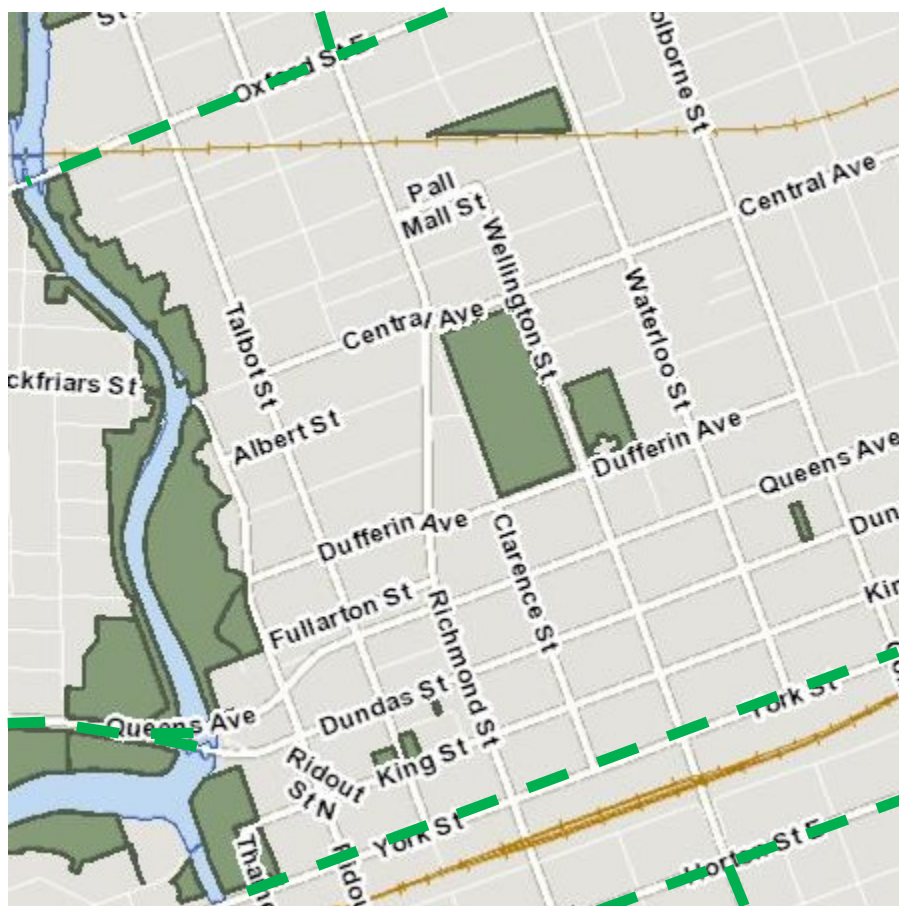


Figure 1: Downtown Roads with Proposed 50 km/h Speed Limit

Maintaining the existing 50 km/h speed limit on the roads in Figure 1 will help move traffic through the area, while establishing a lower speed limit on the remaining streets will make them safer for all road users.

School Zones

All school zones on minor streets have a speed limit of 40 km/h. Expanding the 40 km/h speed limit to all residential streets is expected to improve compliance of the existing school zones speed limit since there will be no change in the speed limit when entering a school zone from a residential street.

Some of the survey respondents suggested that school zones should be lowered to 30 km/h. Speed studies of existing school zones show that the average speed is 44 km/h with the highest recorded average speed limit of 58 km/h.

Individual driver speed is variable and is typically influenced more by the surrounding land use and road design than the posted speed. Lowering the speed limit to 30 km/h may have a minor impact on lowering the actual speed of traffic in school zones but could result in more variability. It should also be noted that safety issues arise when pedestrians, cyclists and other drivers expect an approaching vehicle to be travelling at a lower speed than the actual speed of the vehicle. It is recommended that the speed

limit in school zones be maintained at 40 km/h at this time and that this issue be revisited in the future when all drivers are accustomed to traveling at 40 km/h in residential areas.

Financial Implications

Implementation of area speed limits along with community safety zones throughout the city would require approximately 2,000 sets of Area/CSZ begins and Area/CSZ ends signs to be installed at the entry/exit points to the areas. The estimated cost to manufacture and install these signs across the city is \$1,000,000. Similar to the School Zone Speed Limit Program, the installation of the signs would need to be phased in over four years. Areas with a high volume of vulnerable road users would be the first to have these signs installed. In order to accelerate the completion of this project, additional external resources would be required.

<p style="text-align: center;">SUMMARY</p>

Vision Zero envisions a future with zero severe collisions. Near-term reduction targets for the reduction of injury and fatality collisions were set in 2014 and are being met. This is being achieved through the implementation of complimentary engineering, education and enforcement actions.

Administration conducted consultation with relevant committees and the general public. A slight majority of public survey respondents supported the lowering of speed limits in residential areas. A clear majority support the creation of community safety zones. The number of serious collisions involving vulnerable users in residential areas is lower when compared to major roads but is still significant with 161 recorded in a three year period.

Reduced area speed limits at 40km/h are proposed for minor (local and collector) streets in residential areas where the function of the streets is predominantly local access to property and destinations and the street serves other neighbourhood functions. The reduced speed limit would not apply to arterial roads that primarily serve inter-neighbourhood traffic with less property access. However, a few short sections of some major roads in the downtown are also recommended to be included in the area speed limit zone due to the high volume of pedestrians. Overlapping community safety zones are recommended to reinforce the program goals in conjunction with automated speed enforcement.

Implementation of the area speed limit program including CSZs is estimated to cost \$1,000,000 and will be implemented over four years utilizing existing budgets, starting in areas with a high volume of vulnerable road users.

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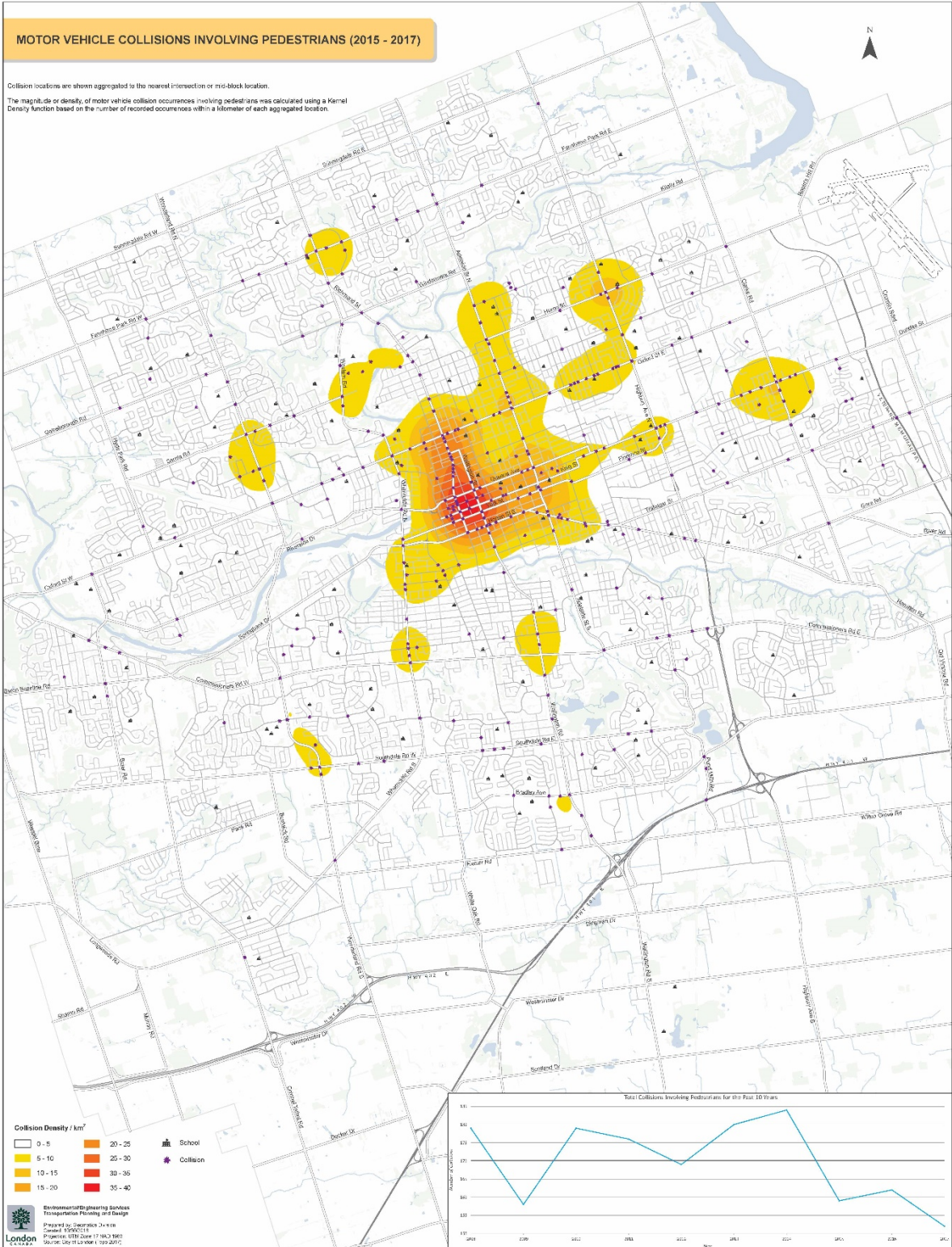
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Attach: Appendix A: Pedestrian Collision Heat Map (2015 – 2017)
Appendix B: Cyclist Collision Heat Map (2015 – 2017)

c: London Police Service
Transportation Advisory Committee
Community Safety and Crime Prevention Advisory Committee
Cycling Advisory Committee

APPENDIX A

PEDESTRIAN COLLISION HEAT MAP (2015 TO 2017)



APPENDIX B CYCLIST COLLISION HEAT MAP (2015 TO 2017)

