



CITY OF HAMILTON
PUBLIC WORKS DEPARTMENT
Transportation Operations and Maintenance Division

TO:	Chair and Members Public Works Committee
COMMITTEE DATE:	June 17, 2019
SUBJECT/REPORT NO:	Bill 65 - Neighbourhood Speed Limit Reduction Implementation (PW19058) (City Wide)
WARD(S) AFFECTED:	City Wide
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SUBMITTED BY:	Edward Soldo Director, Transportation Operations and Maintenance Public Works Department
SIGNATURE:	

RECOMMENDATIONS

- (a) That staff be directed to implement city-wide neighbourhood speed-limit reductions on local and minor collector roadways to 40 km/h as outlined in Appendix "B" to Report PW19058;
- (b) That the speed limit in designated school zones on local and minor collector roadways be reduced to 30 km/h within 150 meters of a school boundary, in conjunction with implementation of neighbourhood 40 km/h speed limit reductions.

EXECUTIVE SUMMARY

On May 30th, 2017, the Province of Ontario passed Bill 65, the Safer School Zone Act which permits municipalities to enact neighbourhood speed limit reductions. Currently, the default speed limit is 50 km/h, unless posted otherwise. Section 128 (2.1) of the Ontario Highway Traffic Act now allows municipalities to pass a by-law to set a speed limit less than 50 km/h for all roads within a designated area.

The Transportation Operations & Maintenance Division receives approximately 700 requests annually from residents concerned with speeding and aggressive driving on

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local residential roadways. The City has been implementing various roadway safety initiatives since 2015 to address the concerns of residents and meet the strategic priorities of the City of Hamilton. In February of 2019, Council approved the Hamilton Strategic Road Safety Program and Vision Zero Action Plan that identified the need for reduced speed limits on local residential roadways and in designated school zones.

The City has been implementing 40 km/h zones on local residential roadways on a street by street basis since 2015. The practice of scheduling by-laws and installing signage on each local roadway is costly and inefficient and doesn't address the problem on a city-wide basis. Bill 65 provides the city with an opportunity to reduce the speed limits on local residential and collector roadways within designated neighbourhoods by passing a by-law and installing perimeter signing for each neighbourhood in the city. It is recommended that staff be directed to implement city-wide neighbourhood speed-limit reductions on local and minor collector roadways to 40 km/h.

The program will require that by-laws be passed for each reduced speed neighbourhood and that signs be installed at the intersection of each neighbourhood roadway where it intersects with the arterial road network surrounding the neighbourhood. Due to the scope of work and number of signs to be installed, staff are recommending implementation take place over a three-year period, with 45 neighbourhoods proposed to be implemented in 2019. Staff are further recommending that designated school zones on local residential roadways be reduced to 30 km/h in combination with the speed reduction program. This program supports the efforts of Public Health, the Safe Routes to School Program, the objectives of the Hamilton Strategic Road Safety Program and the Vision Zero Action Plan.

Alternatives for Consideration – See Page 6

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: Transportation Operations & Maintenance has an approved 2019 Capital budget of \$400,000 in Account 4661920930, for implementation of the Neighbourhood 40 km/h Speed Limit Reduction Program and school zone 30 km/h speed limit reductions. This cost will cover the manufacturing of signs, as well as the installation and removal of signage by city crews within 45 neighbourhoods throughout the City of Hamilton.

The total estimated cost for implementation of this program, city-wide, is \$2,500,000. Additional funds will be required in subsequent years for implementation across the City with the goal of implementing the program city-wide within the next three years.

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Staff will monitor the impact of the speed reductions on transit schedules and operating costs to determine any potential financial implications.

Staffing: There are no staffing implications relating to this report.

Legal: Bill 65 amendments to the HTA permits municipalities to reduce speed limits on roadways within designated neighbourhoods, through municipal by-law. The City will be required to prepare by-law amendments to the Traffic By-law to implement this program. Upon approval of this report, staff will work on submitting the necessary by-law amendments to City Council for approval.

HISTORICAL BACKGROUND

On May 30, 2017, the Province of Ontario passed Bill 65, the Safer School Zone Act which permits municipalities to enact speed limit reductions on a neighbourhood by neighbourhood basis. This legislation amended the Ontario Highway Traffic Act (HTA), and municipalities are now permitted to reduce speed limits, below 50 km/h, through municipal by-law by designating neighbourhoods for reduced speed limits.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Bill 65 received Royal Assent on May 30, 2017 and resulted in the legislative changes to the Highway Traffic Act, which have now been enacted.

RELEVANT CONSULTATION

Legal Services have been consulted and have provided advice on how to prepare the necessary changes to the City's Traffic By-law.

The Transit Division has been consulted regarding potential impacts to transit schedules.

The Hamilton Strategic Road Safety Committee has been consulted and is in full support of the program. The Committee is comprised of staff from Hamilton Police Services, Hamilton Public Health, Ministry of Transportation Ontario and Hamilton Public Works.

City staff are members of the Road Safety Committee of Ontario (ROSCO). The group worked in partnership with the Ministry of Transportation Ontario on the implementation of this program.

ANALYSIS AND RATIONALE FOR RECOMMENDATIONS

In 2013, the World Health Organization (WHO) released the Pedestrian Safety Manual. This document identified the relationship between stopping distance, vehicle speed and

pedestrian injuries. The report determined that driver behaviour and speed are a major contributing factor in collisions involving pedestrians. The report concluded that the perception and reaction stopping distance required for a motorist to stop in an emergency increased with the speed of the vehicle. A vehicle travelling at 50 km/h will typically need 36.0 meters to stop, while a vehicle travelling at 40 km/h will stop in 27.0 meters, a 9.0 meter difference.

The correlation between impact speed and pedestrian injury severity changes drastically based on vehicle speeds. The WHO reported that an adult pedestrian has a 20% risk of dying if struck by a vehicle travelling at 60 km/h. The report states that most speed is lost in the last few meters of braking. Therefore, when a vehicle that was travelling at 40 km/h has stopped, a car that is travelling at 50 km/h is still travelling at 41 km/h. Thus, a difference of 10 km/h in initial travelling speed can result in a difference of 41 km/h in impact speed. The WHO report recommends that speed management is important for addressing pedestrian safety around the world. Key measures for managing speed include setting speed limits to 30-40 km/h in residential and high pedestrian traffic areas, enforcing traffic rules on speed limits and implementing traffic-calming measures.

Risk of Fatal Pedestrian Injury Relative to Vehicle Speed

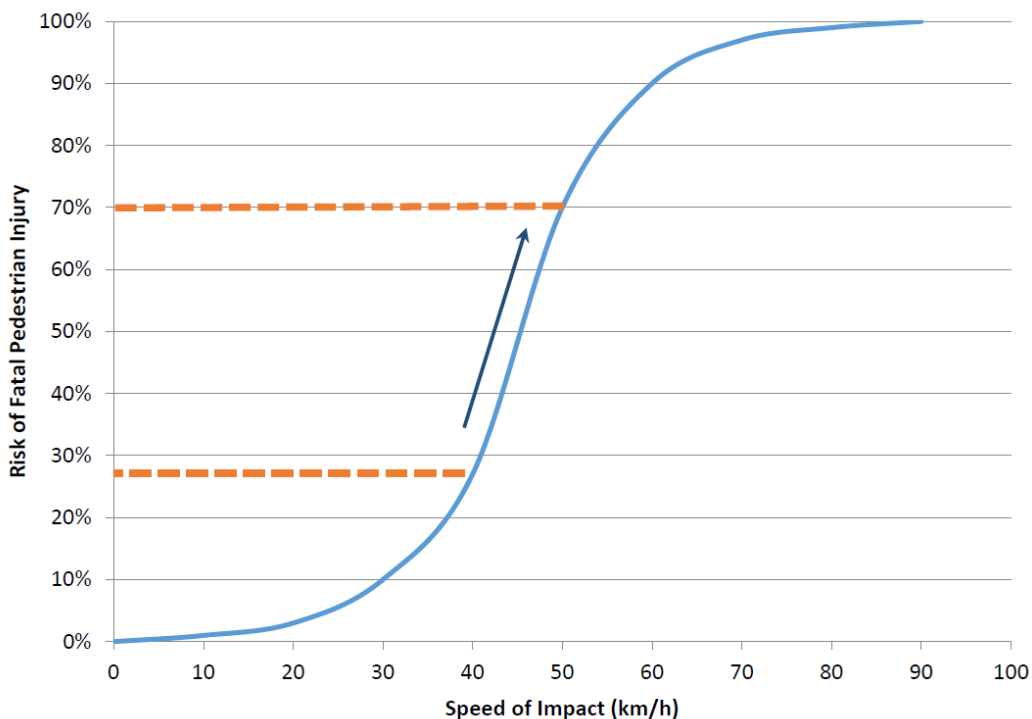


Figure 1 - Risk of Fatal Pedestrian Injury Relative to Vehicle Speed

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In the City of Hamilton, speeding and aggressive driving are major contributing factors to most of the injury and fatal collisions. In collisions involving pedestrians, it has been determined that injuries occur in 90 percent of the incidents. Reducing speed limits in designated neighbourhoods to 40 km/h is considered a significant measure to reduce collision severity and injuries in Hamilton.

Transportation Operations & Maintenance staff receive approximately 700 requests annually from residents concerned with speeding and aggressive driving on local residential roadways. Investigations completed by staff, show that most motorists travel at an acceptable rate of speed (at or below the posted speed limit), however there is evidence of speeding in the City.

The City has been implementing various roadway safety initiatives since 2015 to address the concerns of residents and meet the strategic priorities of the City of Hamilton. In February of 2019, Council approved the Hamilton Strategic Road Safety Program and Vision Zero Action Plan that identified the need for reduced speed limits on local residential roadways and designated school zones.

With the passing of Bill 65, the *Safer School Zone Act*, municipalities are now permitted, through municipal by-law, to implement neighbourhood speed limit reductions. Staff have proactively been preparing for the implementation of neighbourhood speed limit reductions in Hamilton.

Once a by-law has been enacted to reduce the speed limit in a neighbourhood, signs are required to be posted at the entrance points to the neighbourhood at the intersections with the arterial and major collector road network. This legislation removes the current requirements of signing and creating a by-law for every single individual street within a neighbourhood, reducing the overall number of speed limit signs and by-law entries needed. Signs will be posted on both the right-hand and left-hand side of the roadway creating a 'gateway' feature as drivers enter and exit residential neighbourhoods. An example of how the new signs will be applied to residential neighbourhoods is attached to Report PW19058 as Appendix "A".

During the development of the neighbourhood speed reduction plans, the impacts on transit routes will be taken into consideration. As speed reductions on transit routes may have a potential impact on schedules and operating costs, exemptions may be implemented on transit routes.

Staff have prepared signage plans for the initial implementation of three (3) neighbourhoods per ward. If approved by Council, implementation of the neighbourhood 40 km/h signage will begin in 2019.

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It is also recommended that the speed limit in designated school zones on local and minor collector roadways be reduced to 30 km/h within 150 meters of a school boundary, in conjunction with implementation of neighbourhood 40 km/h speed limit reductions. A reduction of the speed limit in school zones enhances the safety of school aged children, helps to encourage active transportation, supports the Safe Routes to School Program and meets the principles of Vision Zero and the World Health Organization report on Traffic Safety.

These programs will also apply to local roadways within rural settlement areas, as designated under the City's Rural Official Plan, specifically in Carlisle, Flamborough Centre, Freelon, Rockton, Greensville, Millgrove, Troy, Orkney, Lynden, and Jerseyville.

Due to the size of this project, with over 227 neighbourhoods across the City, it is recommended implementation take place over a three-year period, beginning in 2019. In preparation, staff started identifying signage requirements for each ward and will be converting three (3) neighbourhoods per ward for a total of up to 45 neighbourhoods in 2019 attached to Report PW19058 as Appendix "B".

ALTERNATIVES FOR CONSIDERATION

Council has made significant investment into improving road safety for all road users. Council could defer the recommendations of this report and recommend implementations only based on requests or Council could request full implementation, however there is insufficient funding at this time nor the resources to review and implement.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Community Engagement and Participation

Hamilton has an open, transparent and accessible approach to City government that engages with and empowers all citizens to be involved in their community.

Economic Prosperity and Growth

Hamilton has a prosperous and diverse local economy where people have opportunities to grow and develop.

Healthy and Safe Communities

Hamilton is a safe and supportive City where people are active, healthy, and have a high quality of life.

Built Environment and Infrastructure

Hamilton is supported by state of the art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A” to Report PW19058 – Diagram showing placement of new neighbourhood 40 km/h signs within residential neighbourhoods

Appendix “B” to Report PW19058 – 2019 Implementation Plan – Neighbourhood speed limit reductions list of neighbourhoods