

The Corporation of the City of Kawartha Lakes
Council Report

Report Number ENG2019-013

Date: July 16, 2019
Time: 2:00 p.m.
Place: Council Chambers

Ward Community Identifier: 1, 2, 3, 4, 5, 6, 7, 8

Title: Request for City Wide Speed Reduction

Author and Title: Joseph Kelly, Senior Engineering Technician

Recommendation(s):

That Report ENG2019-013, **Request for City Wide Speed Reduction**, be received.

Department Head:_____

Financial/Legal/HR/Other:_____

Chief Administrative Officer:_____

Background:

At the Council Meeting of November 13, 2018 Council adopted the following resolution:

CR2018-61

Moved by Councillor Dunn

Seconded by Councillor Veale

THAT the deputation of Phillip Lee, regarding Speed Issues on William Street North, Lindsay, be received and referred to staff for report to Council be end of Q1 2019 on city-wide speed issues.

This report addresses those directions.

Rationale:

Staff sought clarification from Councillor Dunn regarding the intent of the direction and the specificity of “city-wide speed issues”. Staff was instructed that the intent of the resolution was to investigate the feasibility of reducing the general speed limit of urban or settlement areas from 50 km/h to 40 km/h.

The theory of a 40 km/h speed limit in urban areas is gaining traction since the 2012 Ontario’s Chief Coroners report recommending an overhaul in residential speed limits. The reports recommendation can be simplified due to mortality rates. Deputy Chief Coroner Dr. Bert Lauwers has said that the higher rate of speed at which a pedestrian is struck, the greater the chance of death.

The City of Kawartha Lakes; like most municipalities, treat speed reductions on a per road basis, as there has not been an instrument under the Highway Traffic Act to easily designate entire areas with a lowered speed without detrimental costs due to the massive amount of signs that would be required.

As a response to the coroners report, new legislation has been approved that has granted the power to Municipalities to designate reduced speed “areas” under the Highway Traffic Act with signs only at entrances and exits to the area. The City of Kawartha Lakes can use this to designate neighborhoods, communities, or entire villages and towns.

City of Ottawa

The legislation is still relatively new. So far, the only Municipality that staff is aware to have implemented the speed area zones is the City of Ottawa as part of their new Gateway Signage program. It’s currently being phased in over certain communities at an estimated total cost of 1.8 million dollars. Staff interviewed their Traffic Engineer and found that it’s still in the early phase with few

neighborhoods signed. At this time it is too early to perform studies to determine their effectiveness in lowering the overall operating speeds of vehicles.

Police Services

Staff sent out questionnaires to the Kawartha Lakes Police Services and to the Community Policing Committee for comment from the Ontario Provincial Police. The questionnaire to the Community Policing Committee is attached as Appendix A.

Kawartha Lakes Police Services representative, Admin Sergeant Dave Murtha, provided a response via e-mail which is attached as Appendix B. In summary Sergeant Murtha provided data which supports his statement that “it does not appear that speed is a significant contributing factor to collisions taking place in town. Based on that, I do not foresee a reduction in speed having a significant impact on the number of collisions taking place.”

Sergeant Murtha noted there would likely be an increase in Provincial Offence Notices (speeding tickets) issued within the town and an increase in public complaints. There would be a period of time where enforcement levels would need to increase to deal with this, however, Sergeant Murtha believes current enforcement levels can be maintained with a strong public education program.

Staff agrees that an educational program from the City of Kawartha Lakes is a must should this go forward.

Although some discussion may have occurred at the Community Policing Committee meeting in which the questionnaire was presented, the Ontario Provincial Police did not provide any comments to staff.

Effectiveness of 40 km/h Zones

The mortality statistics from the corners report would suggest that lowering the default urban speed would be an overall benefit for society. This would only be true if compliance rates were high enough.

It should be noted that lone 40 km/h zones have limited effectiveness in reducing operating speeds and are not normally used for traffic calming. The City of Kawartha Lakes uses road engineering characteristics to determine appropriate speed limits on roads. It is unknown if zoning entire communities is more effective than one off 40 km/h zones for general traffic calming.

Some 40 km/h areas would require heavy enforcement at first, however, with a well-designed, sustained education campaign; it is possible a paradigm shift could occur bringing down operating speeds as a whole.

Highway Traffic Act Requirement

Under the Highway Traffic Act, the Municipality can pass a by-law designating an area with a rate of speed less than 50 km/h. Roads can also be excluded from the area as part of the by-law.

A sign shall be erected at all entrances of the area indicating the rate of speed for all the roads within that area and signs shall be erected at all exits of the area. The signs required at all entrances and exits to the areas are shown in Figure 1.

Figure 1 Example of the required signage



City of Kawartha Lakes signage requirements would depend on the implementation and rollout of the program. See the Options section below for more.

Municipal Services

The CKL Roadway Level of Service Policy - Maintenance Priority Classification System classifies roads based on a factor of traffic volumes and speed limits. This classification is used with the Ontario Minimum Maintenance Standards and CKL service policy to determine the level of service the roads receives. Most roads will remain in the same class; however roads which have average daily traffic volumes of 500-2000 vehicles will see a reduction of service as reducing the speed limit to 40 km/h will reduce the road classification from three to four. Roads with volumes of 4000 to 4999 will see its class reduced from four to five. Maps in Appendix C show which roads are affected.

Alternatively, Council can choose to amend the servicing policy to keep the level of service as-is.

Options

It is important to note that all options which include implementing the 40 km/h area speed zoning should only be done so after public consultations and planned education campaign which can be sustained through the initial enforcement blitz.

Maps showing the signage requirements of the different options are attached as Appendix C.

Option 1 – Status Quo plus Community Safety Zones

Staff can continue to use the Transportation Associations of Canada's Guide to Establishing Speed Limits and best practices to investigate lowering speed limits on roads on an as-needed basis. As part of our Traffic Calming Management strategies, community safety zones can be considered at key problematic 40 km/h zones. Speed fines can be doubled; however community safety zones are not very effective without heavy enforcement.

Option 2 – All Designated Community Speed Zones - With Exclusions

The City of Kawartha Lakes current consolidated speed by-law includes 23 towns, villages, settlement areas or hamlets designated as "Community Speed Zones" which have a speed limit of 50 km/h. Council can pass a by-law designating settlement areas large enough in the Community Speed Zone under the speed by-law to now be a 40 km/h area.

Figure 2 shows the sign requirements and cost to designate all of the existing community speed zones to 40 km/h areas excluding ones which have less than three assumed roads. Logical exclusions are included and noted, such as commercial arterials. This can be phased in over time and would not overrule current by-laws until signs are installed.

Option 3 – Urban Settlement Areas

Five communities are designated as Urban Settlement Areas under the Official Plan. This could be a logical starting point for a 40 km/h urban area zone as the driving environment of these communities area similar to each other but much different than the rest of the municipality.

Figure 3 show the sign requirements and costs to designate all of the urban settlement areas to 40 km/h areas. Logical exclusions are included and noted.

Figure 2 – Chart showing sign requirements for all communities

| Community | Number of Signs | Cost | Notes |
|------------------|------------------------|---------------------|---|
| Bethany | 30 | \$13,500.00 | Highway 7A not in jurisdiction |
| Bobcaygeon | 46 | \$20,700.00 | East Street excluded |
| Burnt River | 7 | \$3,150.00 | |
| Coboconk | 26 | \$11,700.00 | Highway 35 not in jurisdiction |
| Fenelon Falls | 18 | \$8,100.00 | CKL Rd 121 west end to Elliot St excluded |
| Janetville | 8 | \$3,600.00 | |
| Kinmount | 6 | \$2,700.00 | |
| Kirkfield | 8 | \$3,600.00 | |
| Lindsay | 68 | \$30,600.00 | Non-residential arterials excluded |
| Little Britain | 8 | \$3,600.00 | |
| Norland | 24 | \$10,800.00 | Highway 35 not in jurisdiction |
| Oakwood | 18 | \$8,100.00 | Highway 7 not in jurisdiction |
| Omeme | 40 | \$18,000.00 | King Street and Ski Hill Rd excluded |
| Pontypool | 12 | \$5,400.00 | |
| Seagrave | 6 | \$2,700.00 | |
| Sonya | 6 | \$2,700.00 | |
| Victoria Road | 8 | \$3,600.00 | |
| Woodville | 10 | \$4,500.00 | |
| Total | 349 | \$157,050.00 | Total + 10% Contingency \$172,755.00 |

Figure 3 – Chart showing sign requirements for urban settlement areas

| Community | Number of Signs | Cost | Notes |
|------------------|------------------------|--------------------|---|
| Bobcaygeon | 46 | \$20,700.00 | East Street excluded |
| Fenelon Falls | 18 | \$8,100.00 | CKL Rd 121 west end to Elliot St excluded |
| Lindsay | 68 | \$30,600.00 | Non-residential arterials excluded |
| Omeme | 40 | \$18,000.00 | King Street and Ski Hill Rd excluded |
| Woodville | 10 | \$4,500.00 | |
| Total | 182 | \$81,900.00 | Total + 10% Contingency \$90,090 |

Option 4 –Major Urban Communities

CKL has three areas which have common major urban community characteristics. These areas have commercial, industrial, and residential areas in varying densities with areas of heavy traffic not seen in the rest of the Municipality. Road networks in these areas vary in function with needs ranging from local access to roads focusing on the movement and flow of traffic. Council can choose to apply the 40 km/h area zones to only these major areas.

Figure 4 – Chart showing sign requirements for major urban communities

| Community | Number of Signs | Cost |
|--------------------------------|-----------------|--------------------|
| Bobcaygeon | 46 | \$20,700.00 |
| Lindsay | 68 | \$30,600.00 |
| Fenelon Falls | 18 | \$8,100.00 |
| Total | 132 | \$59,400.00 |
| Total + 10% Contingency | | \$65,340.00 |

Recommendation

Council may choose to hold public consultations to help decide which, if any roll out of a 40 km/h area program to proceed with. Staff also recommends the design of an education campaign that can be ready when roll out approaches.

Other Alternatives Considered:

N/A

Financial/Operation Impacts:

Financial impacts range from \$0.00 to \$172,755.00 depending on the Option Council chooses. This would be through 2020 Capital Projects budget.

Relationship of Recommendation(s) to the 2016-2019 Strategic Plan:

The City's Strategic Plan outlines Council's Vision of a Vibrant and Growing Economy, 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:

N/A

Servicing Implications:

N/A

Consultations:

Dave Murtha, Admin Sergeant
Kawartha Lakes Police Service

Attachments:

Appendix A – Questionnaire to Committee Policing Committee



ENG2019-013 -
Appendix A.pdf

Appendix B – KLPS Correspondence



ENG2019-013 -
Appendix B.pdf

Appendix C – Sign Requirement Maps



ENG2019-013 -
Appendix C.pdf

Department Head E-Mail: jrojas@kawarthalakes.ca

Department Head: Juan Rojas, Director of Engineering and Corporate

Assets

Department File:



Engineering & Corporate Assets
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Phone: (705) 324-9411 Ext. 1168 Fax: (705) 324-2982
Toll Free: 1-888-822-2225
e-mail: jkelly@kawarthalakes.ca

MEMO

TO: Toni McKenney, Community Policing Committee
FROM: Joseph Kelly – Senior Engineering Tech, Technical Services
RE: Settlement Area 40 Km/hr Zone Questionnaire
DATE: April 29, 2019

Officer McKenney,

Council had directed staff to investigate the feasibility of establishing speed zones of 40 km/h over entire communities and report back on. Staff is requesting comment from the OPP and KLPS during this consultation period, if representatives wish to do so. Below are a few questions. If you wish to not make a comment, a no comment reply would be appreciated.

Questions

New legislation in the Highway Traffic Act (HTA) allows for Municipalities to pass by-laws designating a speed limit under 50 km/hr for entire “areas”. Staff is investigating the feasibility of designating all “settlement areas” as 40 km/hr speed zones with some roads exempt. This means, if passed, all towns, villages, and hamlets which currently have a speed limit of 50 km/hr by way of by-law or the HTA will then have a speed limit of 40 km/h with limited signage at entrances. Major, multi-lane arterial roads will likely be exempt and be signed at 50 km/h.

- 1) From an enforcement perspective, is there anything staff and Council should be aware of before final decisions are made on the matter, either positive or negative?
- 2) Would representatives enforcing the rural communities in CKL like to take a position in favor or in opposition on this matter?
- 3) Are there any collision or fatality statistics which support either decision for or against the matter, or which could otherwise be helpful that you would like to provide?
- 4) Any other comment is most welcome

Please e-mail any comment or questions to the undersigned by June 4, 2019. Thank you for your time and attention.

Sincerely,

A handwritten signature in black ink, appearing to read "Joseph Kelly", is written over a light blue horizontal line.

Joseph Kelly, Senior Engineering Tech
jkelly@kawarthalakes.ca

From: David Murtha
Sent: Monday, April 29, 2019 3:24 PM
To: Joseph Kelly
Subject: 40 KM SPEED LIMIT

Hello Joe,

Sorry for the delay in getting this information to you. The data collection took longer than I had expected.

Earlier this month you advised me that City Council has asked for a report on the feasibility on instituting 40 km/ hour zones across whole neighborhoods within the Town of Lindsay. You asked if there is any comment the City of Kawartha Lakes Police Service would like to make from an enforcement perspective to be included in the report. In response, I have collected some data that I believe may be helpful for consideration in your report to City Council.

During the period of time between January 1, 2018 and April 24, 2019, a total of 366 on scene collisions were reported to our police service. "On scene collisions" are motor vehicle collisions in which a member of the police service has attended to investigate the collision, as opposed to collisions in which the involved drivers report on their own to the Collision Reporting Centre. Of the that total number, the investigating officer determined that only 4 involved drivers had been exceeding the posted speed limit. There were also 8 collisions in which the investigating officer determined that an involved driver was driving too fast for the weather or road conditions, (driving too fast for snow or ice covered roads during the winter is an example). Taking this into consideration, I do not believe that reducing the speed limit within the town to 40 km/ hour would have a significant impact on the number of motor vehicle collisions taking place.

From an enforcement perspective, from January 1, 2019 to April 24, 2019 our police service has issued 450 Provincial Offence Notices for offences under the Highway Traffic Act. Of that total number of offence notices issued, 252 or 56% were for the offence of speeding. I will break this figure down further to differentiate between speeding offences taking place within the Town of Lindsay (within 40km/ hour to 60km/ hour speed limit zones), as opposed to speeding offences taking place outside of the town on roadways with an 80/km an hour speed limit. On average, 28% of the offence notices issued for speeding were issued within the town limits, (posted 40 km/hour to 60 km/hour zones). The remaining 72% of the offence notices issued for speeding were issued outside of the Town of Lindsay on roadways with a posted 80 km/ hour zone. The vast majority of offence notices issued for speeding within the Town of Lindsay were issued on Angeline Street north or south, as opposed to on streets in residential neighbourhoods. I do believe there would be an increase in the number of Provincial Offence Notices issued for speeding by our police service within the Town of Lindsay if the posted speed limit was reduced to 40 km/ hour.

From January 1, 2019 until April 24, 2019 I have received 45 traffic complaints from members of the public. Of that total number of traffic complaints I have received, 16 or 35% were for reports of vehicles speeding on roadways with a posted 40km/ hour zone to a 60 km/ hour zone within the Town of Lindsay. The remaining 29 traffic complaints were for a variety of other concerns, (parking, improper use of crosswalks, vehicles not stopping for school buses, etc.). Taking the figures of enforcement and complaints from the public into consideration, (28% of total speeding offence notices issued within the

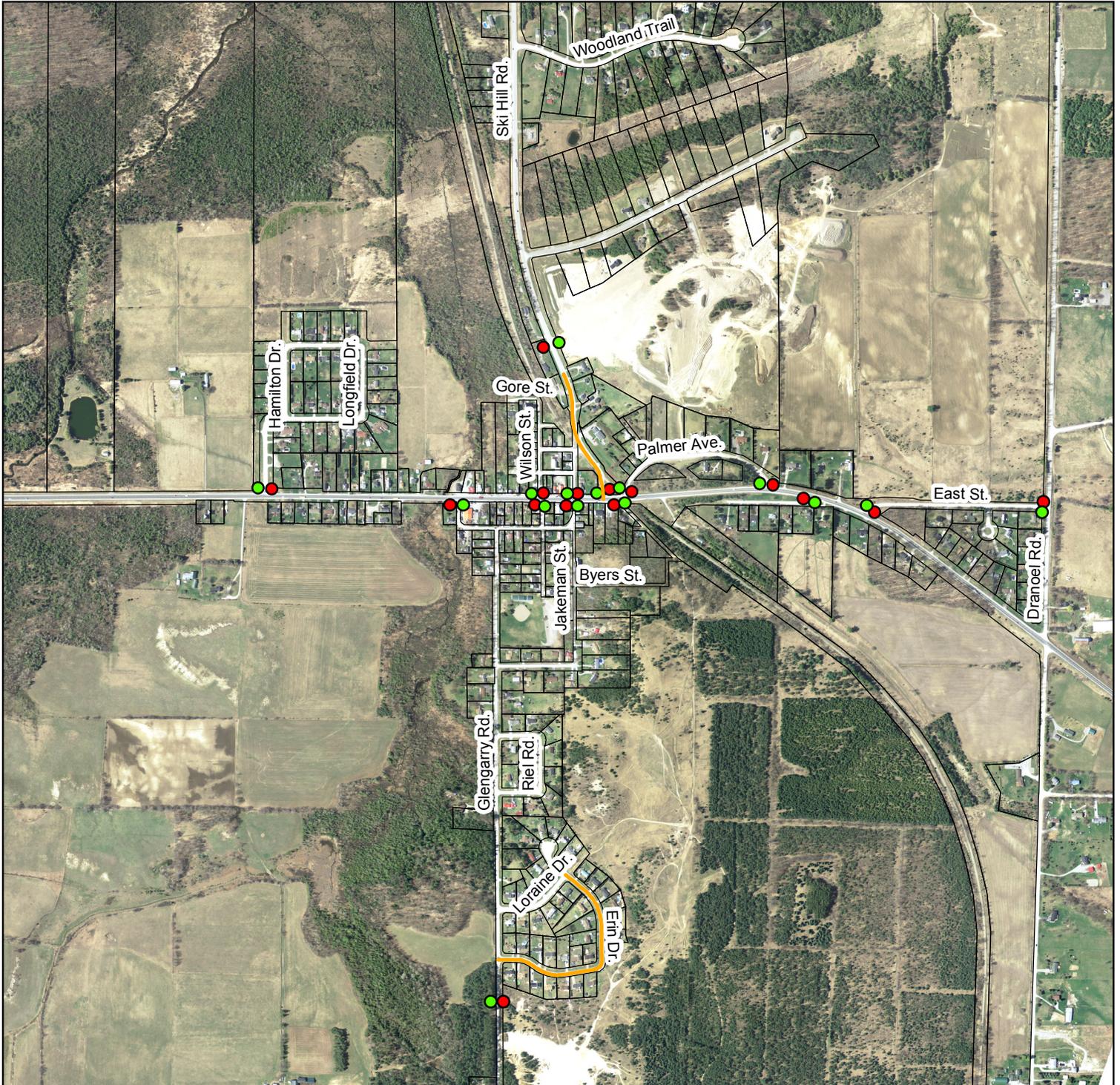
town, compared with 35% of traffic complaints received relate to reports of speeding within the town) there is not much disparity. Based on those figures, it would appear that speeding is more of a concern outside of the town, in posted 80 km / hour zones as opposed to within the town's current 40 km / hour to 60 km / hour zones.

Is this information contained in an email sufficient for you to use? Or would you prefer it in another format, (i.e. on KLPS letterhead)? Please let me know.

Thank you for your patience Joe.

Dave Murtha
Administrative Sergeant &
Community Response Program
City of Kawartha Lakes Police Service

Appendix C Sign Requirements Bethany



Speed Area Zone

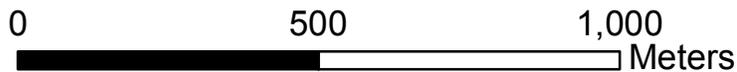
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- 40 Area Ends
- Road Class Change 3 to 4
- Road Class Change 4 to 5



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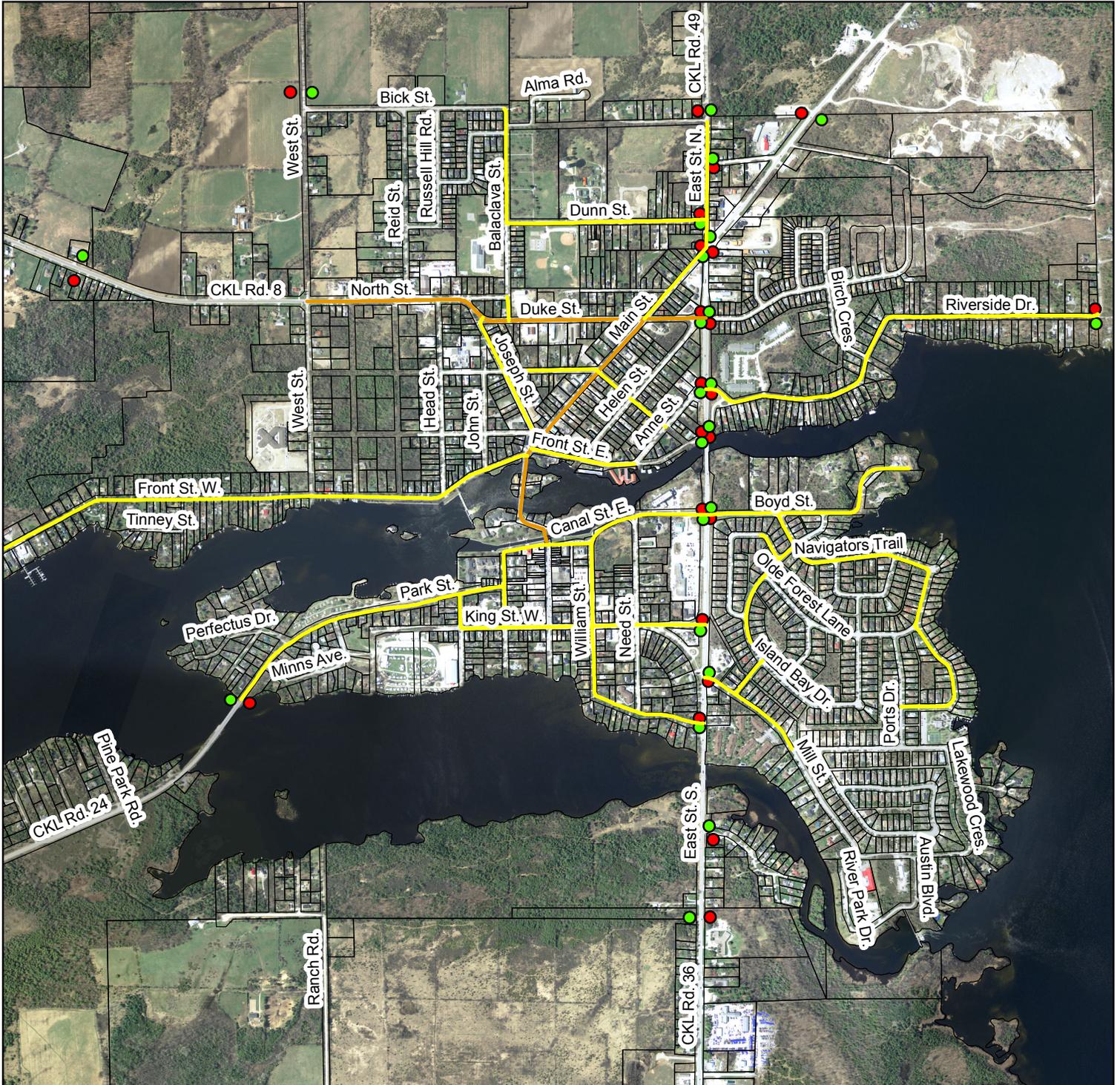
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All distances and locations are approximate and are not of survey quality. This map is illustrative only. Do not rely on it as being a precise indicator of privately or publicly owned land, routes, locations or features, nor as a guide to navigate.



Projection: Transverse Mercator
Coordinate System: NAD83, Zone 17

Appendix C Sign Requirements Bobcaygeon



Speed Area Zone

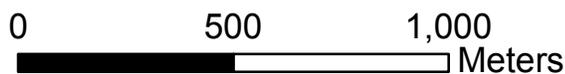
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Appendix C Sign Requirements Burnt River



Speed Area Zone

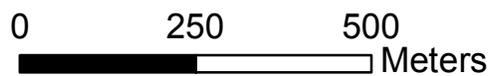
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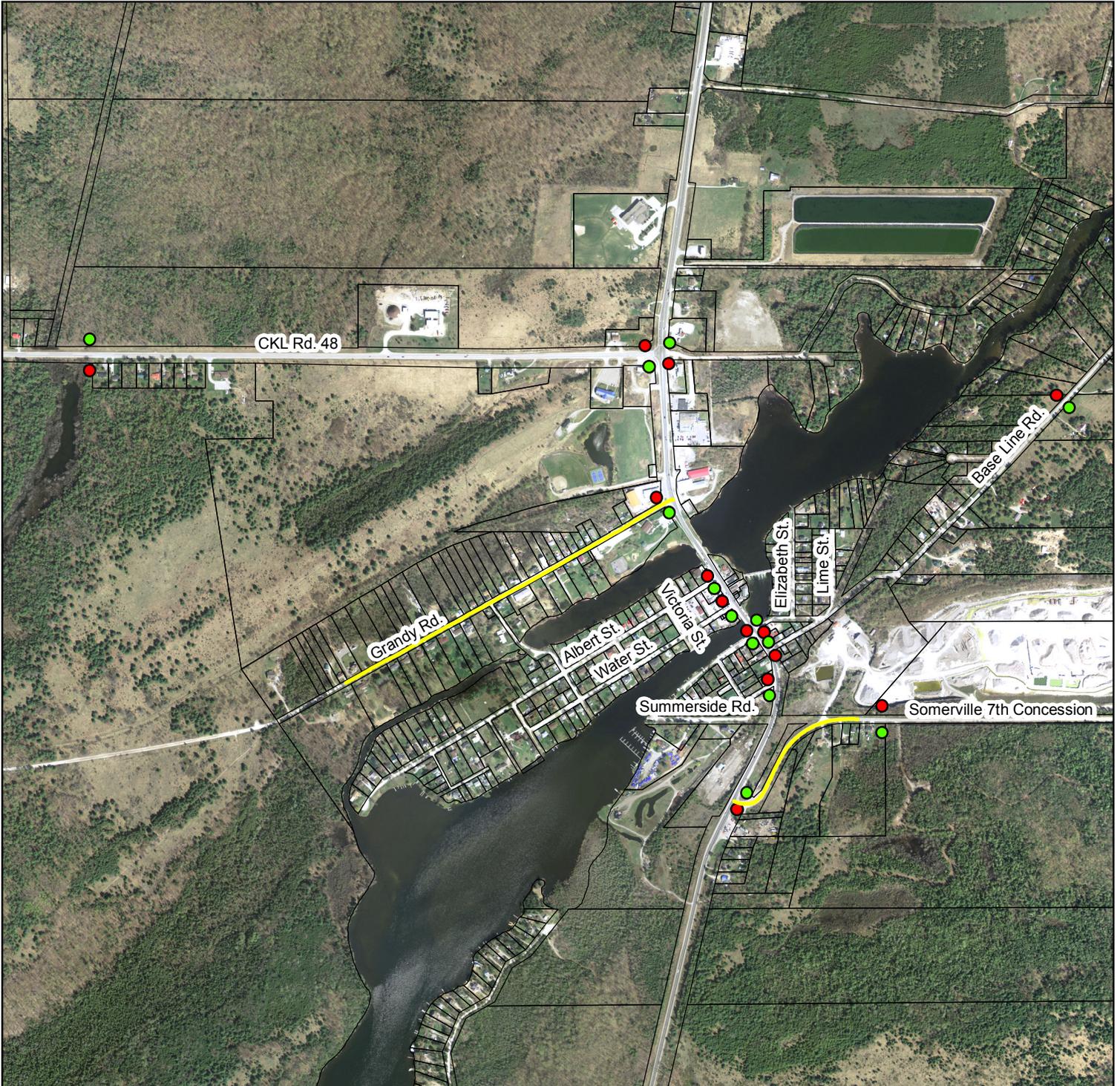
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Appendix C Sign Requirements Coboconk



Speed Area Zone

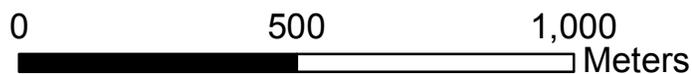
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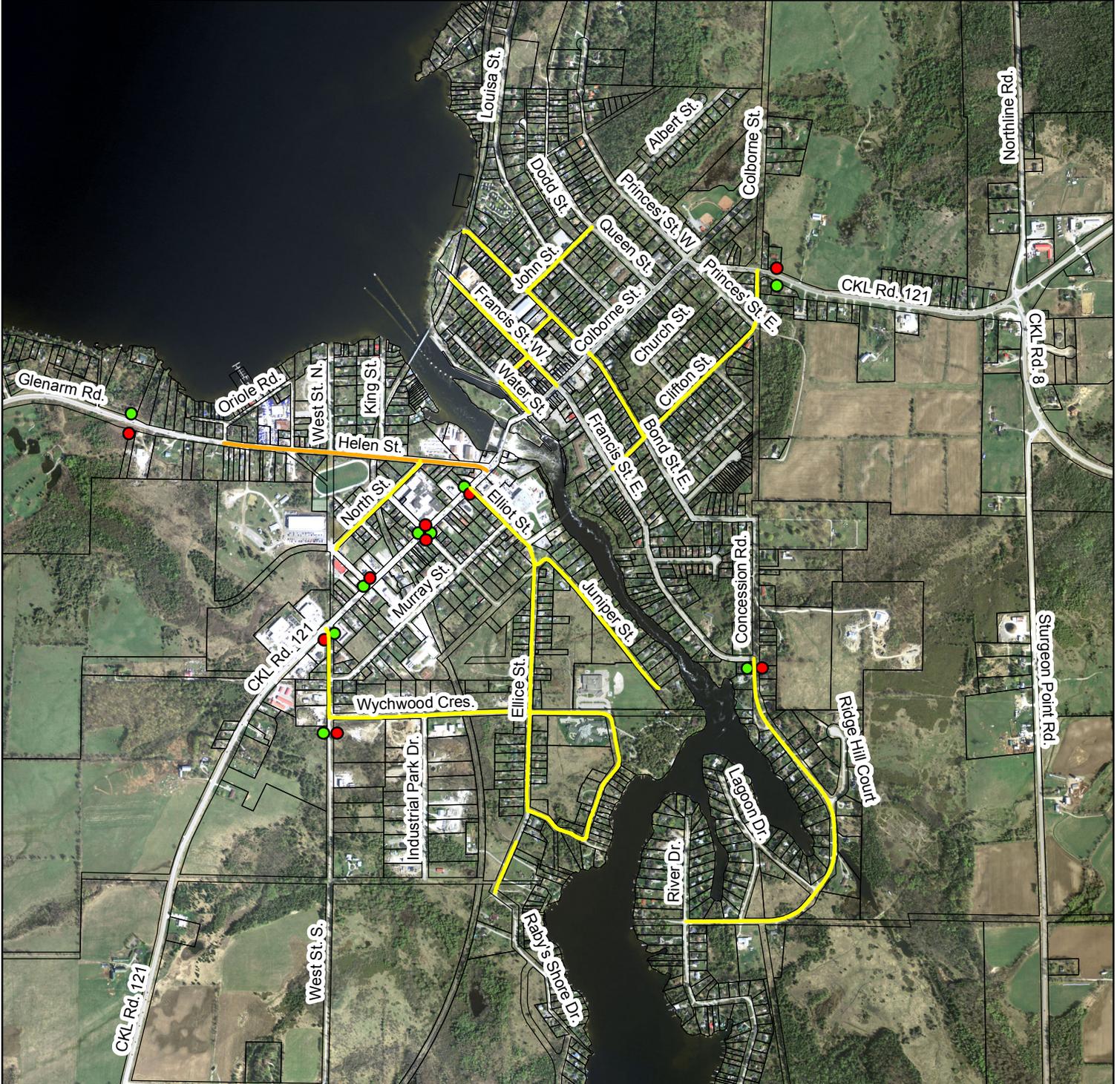
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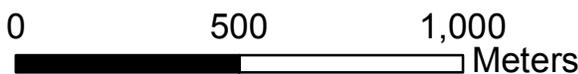
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Appendix C Sign Requirements Fenelon Falls



Speed Area Zone

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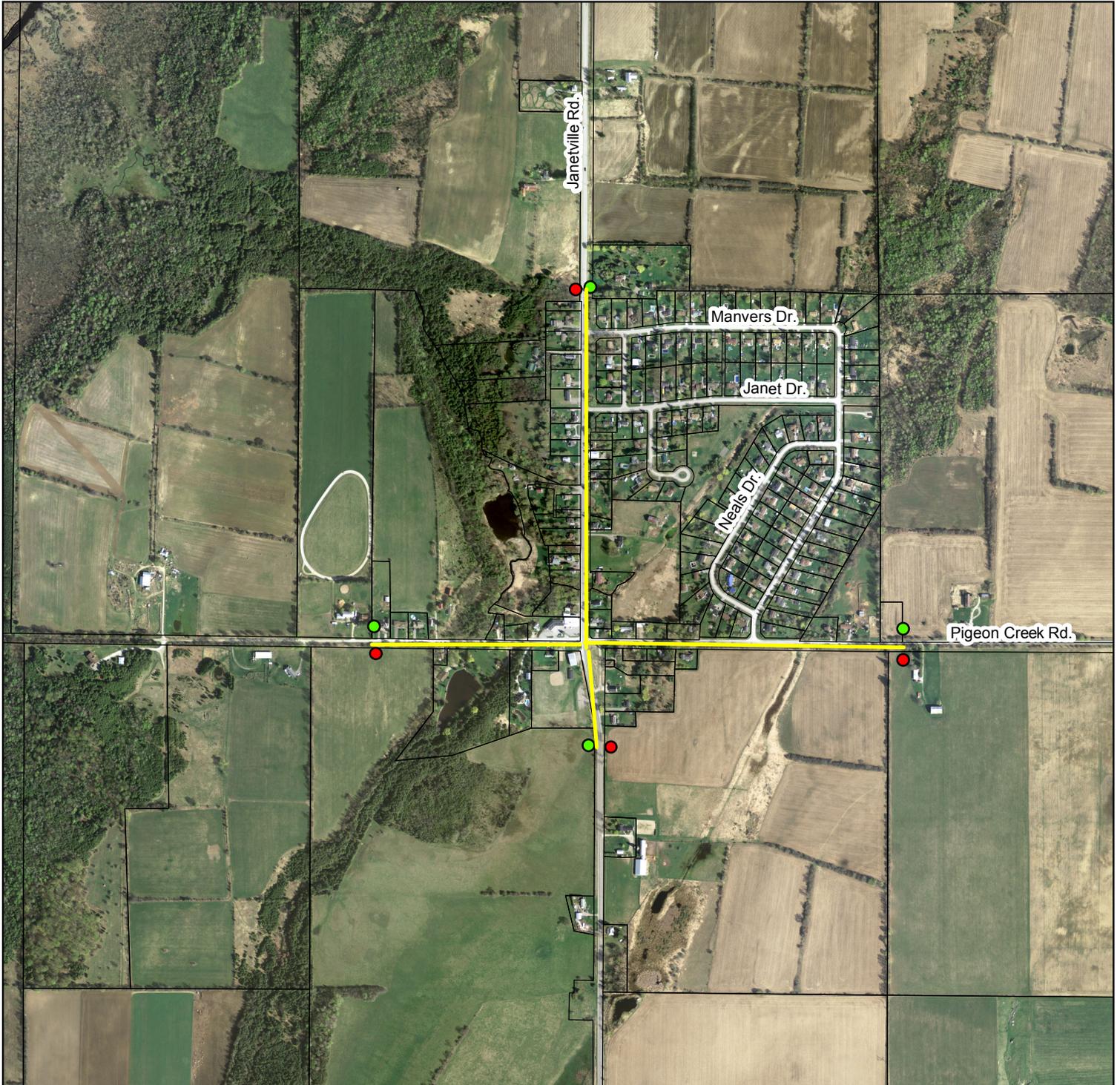
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Coordinate System: NAD83, Zone 17

Appendix C Sign Requirements Janetville



Speed Area Zone

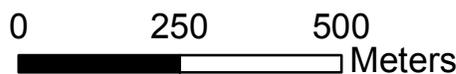
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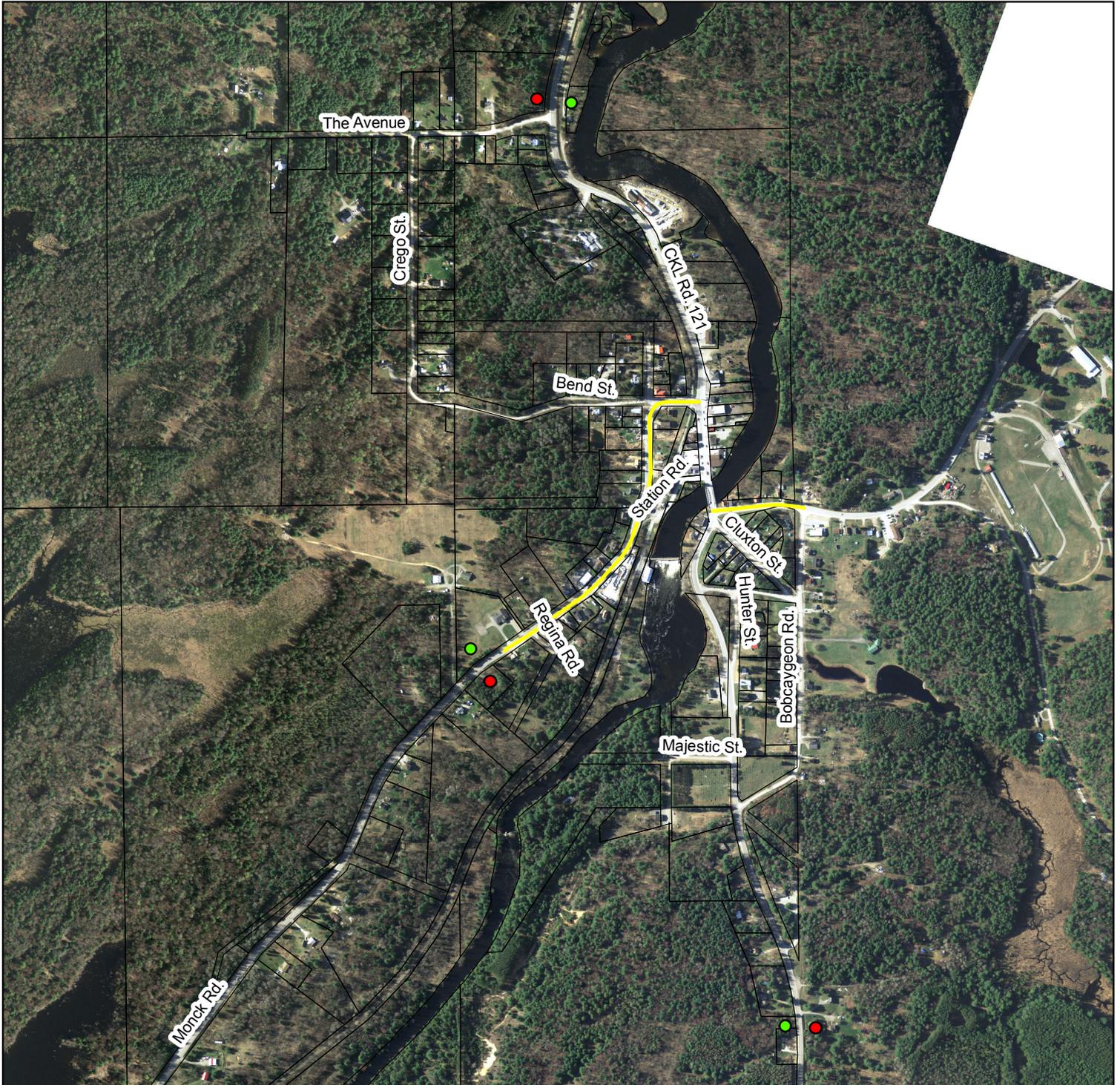
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Appendix C Sign Requirements Kinmount



Speed Area Zone

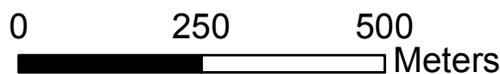
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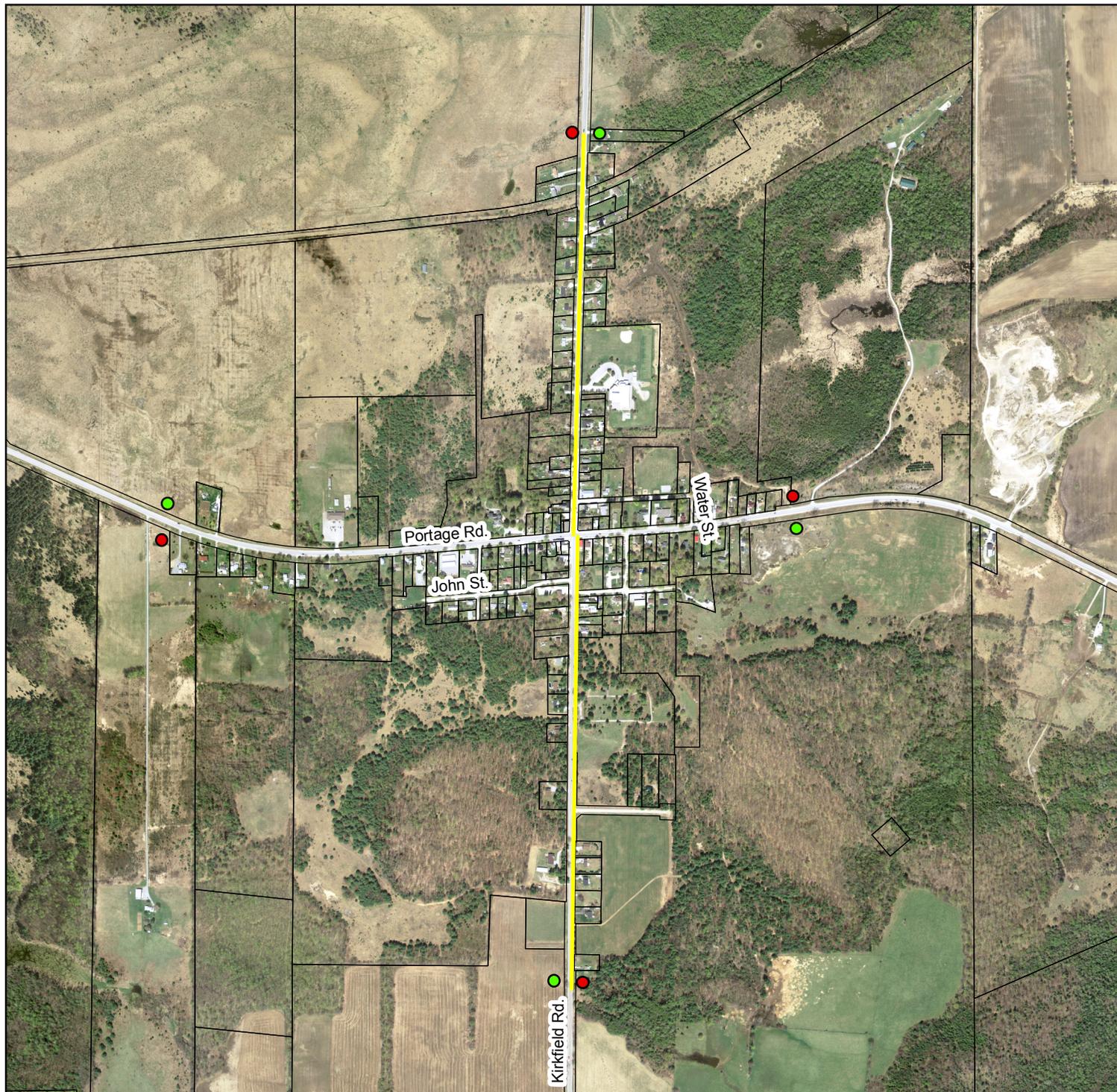
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Appendix C Sign Requirements Kirkfield



Speed Area Zone

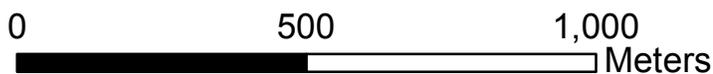
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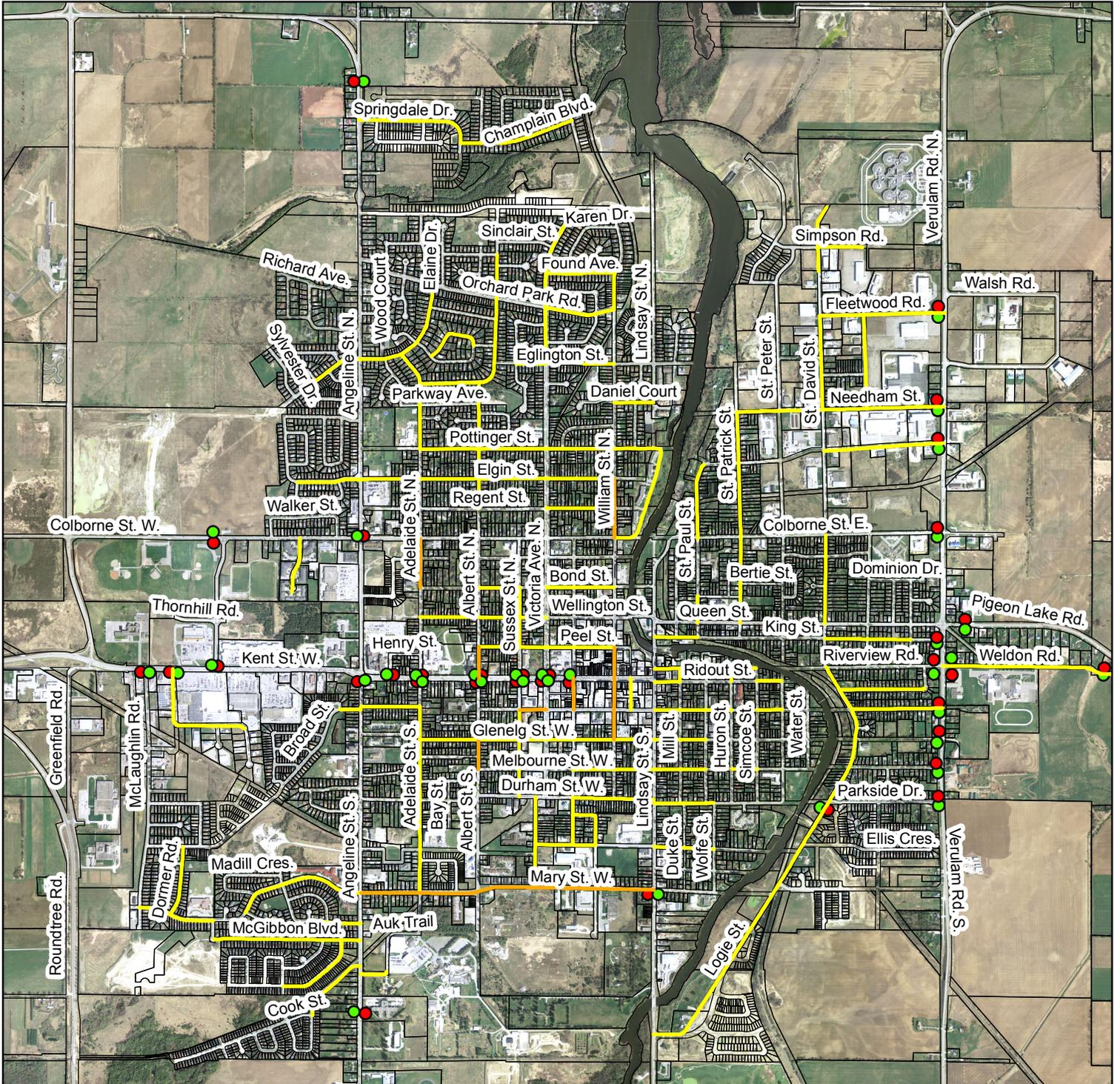
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Appendix C Sign Requirements Lindsay



Speed Area Zone

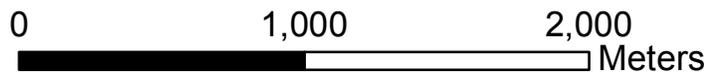
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| | |
|--|--|
| MAXIMUM 40 km/h AREA BEGINS | MAXIMUM 40 km/h AREA ENDS |
|--|--|

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Projection: Transverse Mercator
Coordinate System: NAD83, Zone 17

Appendix C Sign Requirements Little Britain



Speed Area Zone

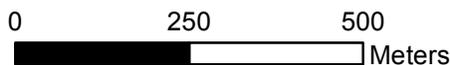
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Appendix C Sign Requirements Norland



Speed Area Zone

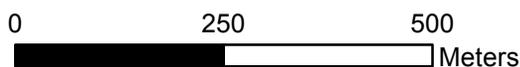
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Coordinate System: NAD83, Zone 17

Appendix C Sign Requirements Oakwood



Speed Area Zone

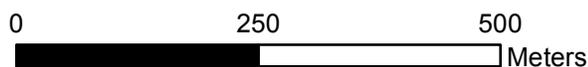
- 40 Area Begins
- 40 Area Ends
- Road Class Change 3 to 4
- Road Class Change 4 to 5



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Projection: Transverse Mercator
Coordinate System: NAD83, Zone 17

Appendix C Sign Requirements Omeme



Speed Area Zone

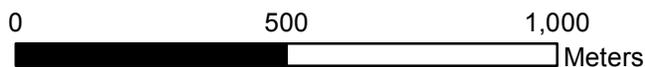
- 40 Area Begins
- 40 Area Ends
- Road Class Change 3 to 4
- Road Class Change 4 to 5



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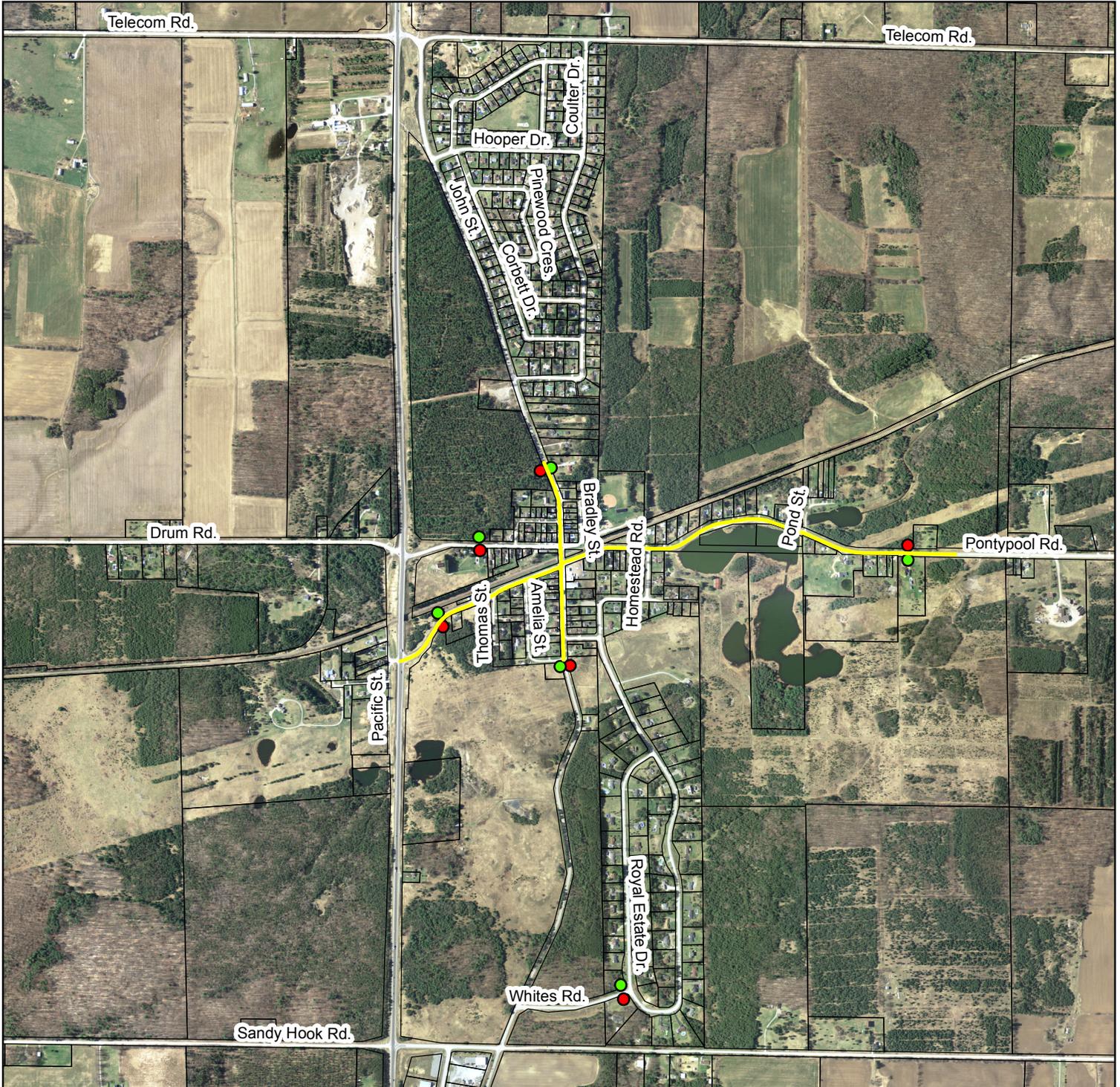
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Projection: Transverse Mercator
Coordinate System: NAD83, Zone 17

Appendix C Sign Requirements Pontypool



Speed Area Zone

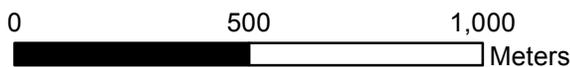
- 40 Area Begins
- 40 Area Ends
- Road Class Change 3 to 4
- Road Class Change 4 to 5



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Projection: Transverse Mercator
Coordinate System: NAD83, Zone 17

Appendix C Sign Requirements Seagrave



Speed Area Zone

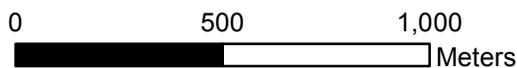
- 40 Area Begins
- 40 Area Ends
- Road Class Change 3 to 4
- Road Class Change 4 to 5

| | |
|---------|---------|
| MAXIMUM | MAXIMUM |
| 40 | 40 |
| km/h | km/h |
| AREA | AREA |
| BEGINS | ENDS |

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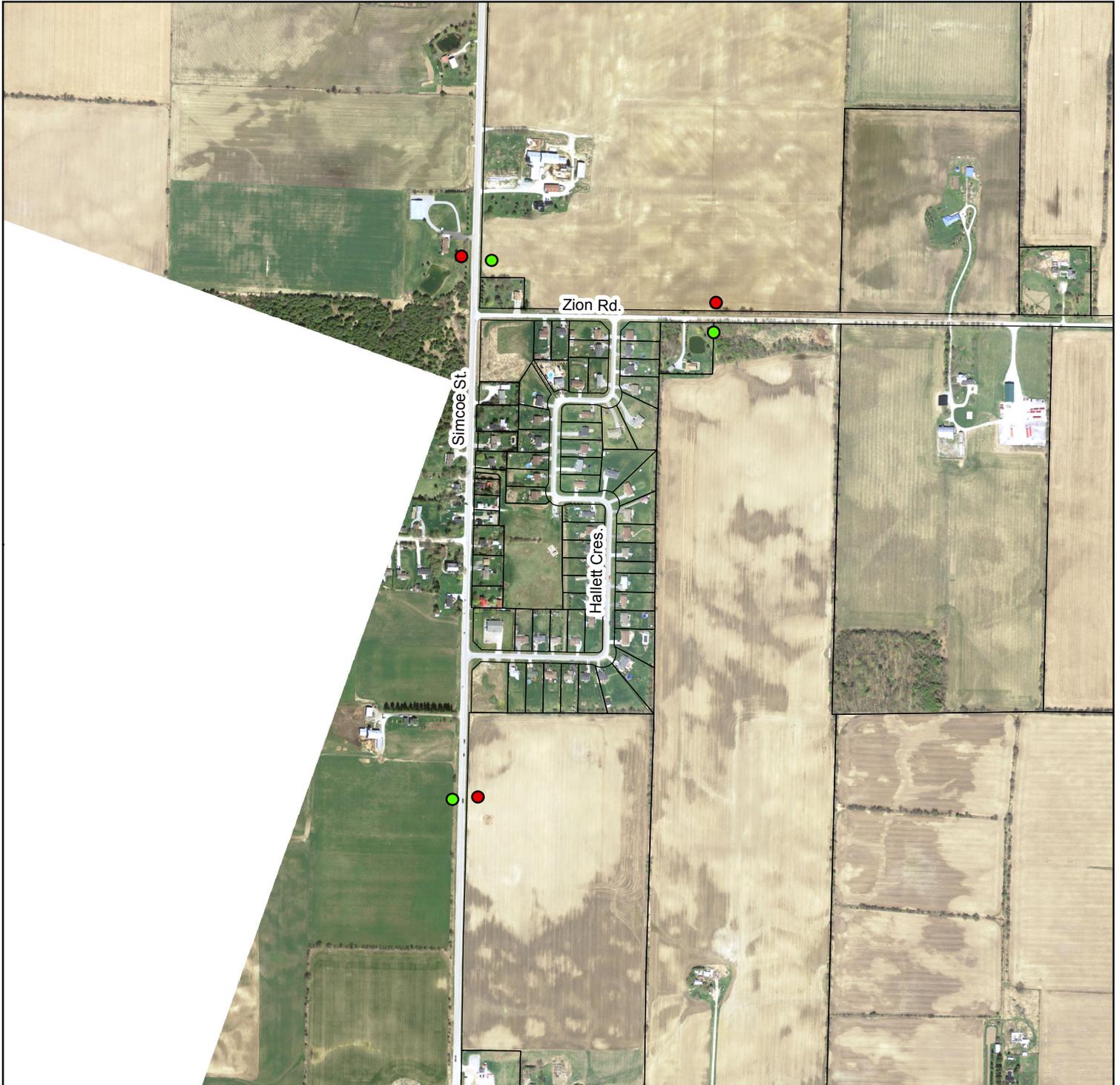
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Projection: Transverse Mercator
Coordinate System: NAD83, Zone 17

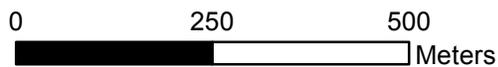
Appendix C Sign Requirements Sonya



Speed Area Zone

- 40 Area Begins
- 40 Area Ends
- Road Class Change 3 to 4
- Road Class Change 4 to 5

| | |
|---------|---------|
| MAXIMUM | MAXIMUM |
| 40 | 40 |
| km/h | km/h |
| AREA | AREA |
| BEGINS | ENDS |



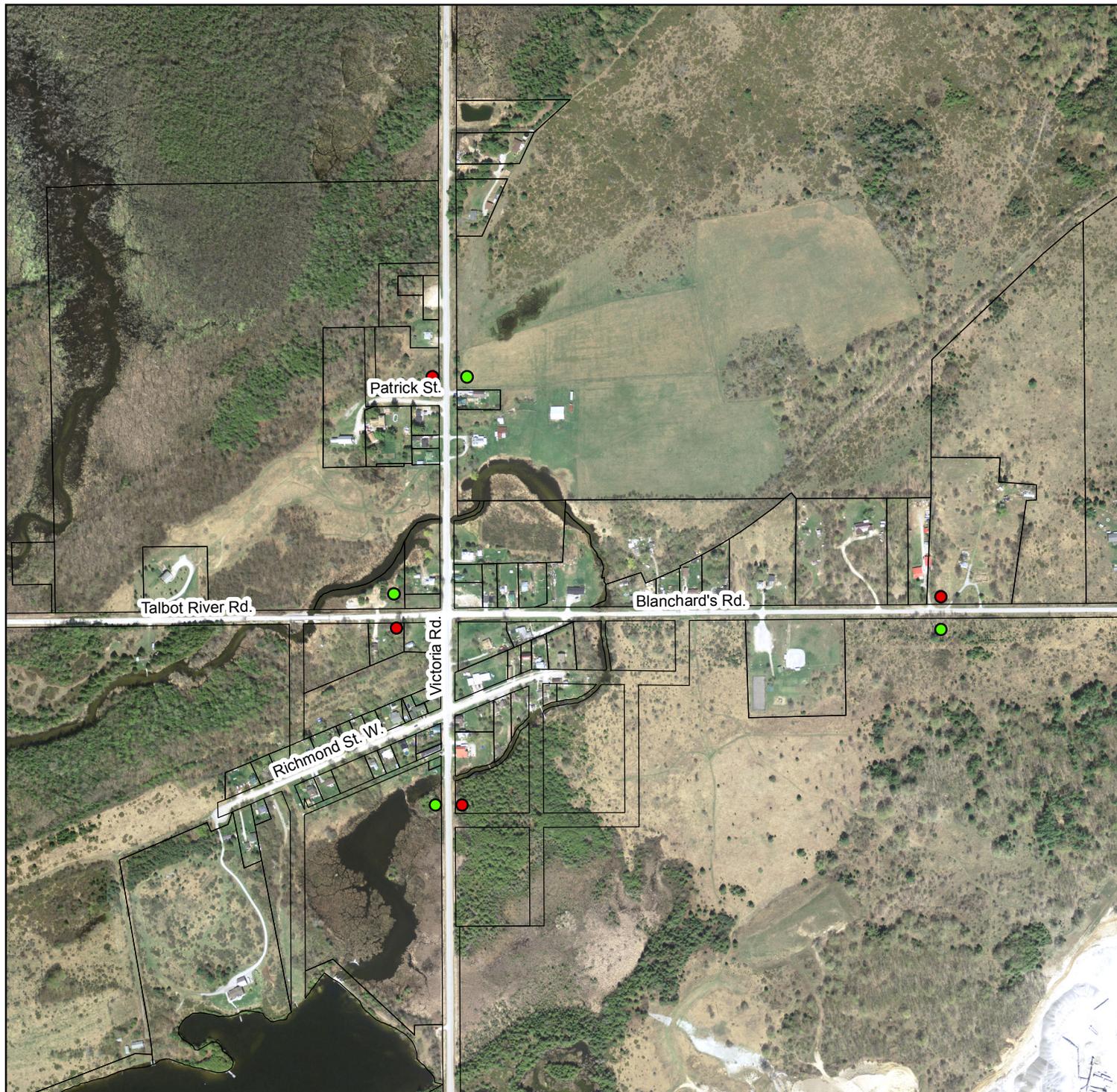
Projection: Transverse Mercator
Coordinate System: NAD83, Zone 17

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Appendix C Sign Requirements Victoria Road



Speed Area Zone

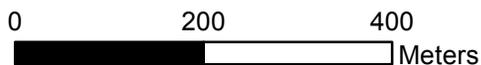
- 40 Area Begins
- 40 Area Ends
- Road Class Change 3 to 4
- Road Class Change 4 to 5



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Projection: Transverse Mercator
Coordinate System: NAD83, Zone 17

Appendix C Sign Requirements Woodville



Speed Area Zone

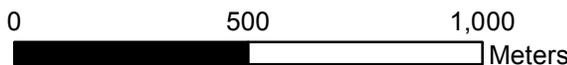
- 40 Area Begins
- 40 Area Ends
- Road Class Change 3 to 4
- Road Class Change 4 to 5



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Projection: Transverse Mercator
Coordinate System: NAD83, Zone 17