

Subject: Community Safety Zones in River Ward

File Number: ACS2023-OCC-CCS-0088

Report to Transportation Committee on 22 June 2023

and Council 28 June 2023

Submitted on June 12, 2023 by Councillor R. Brockington, River Ward (16)

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Ward: River Ward (16)

Objet : Aménagement de deux zones de sécurité communautaire dans le quartier Rivière

Dossier : ACS2023-OCC-CCS-0088

Rapport au Comité des transports

le 22 juin 2023

et au Conseil le 28 juin 2023

Soumis le 12 juin 2023 par Conseiller R. Brockington

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Quartier : Rivière (16)

REPORT RECOMMENDATION(S)

That the Transportation Committee recommend that Council approve the designation of a Community Safety Zone on Merivale Road (Carling to Kirkwood) and Walkley Road (Airport Parkway to Otterson/Springland) as further described in this report.

RECOMMANDATION(S) DU RAPPORT

Que le Comité des transports recommande au Conseil d'approuver la désignation d'une zone de sécurité communautaire sur le chemin Merivale (entre les avenues

Carling et Kirkwood) et sur le chemin Walkley (de la promenade de l'Aéroport aux promenades Otterson et Springland) comme il est décrit dans le présent rapport.

BACKGROUND

Community Safety Zones were introduced in the Province of Ontario in the autumn of 1998. According to the Ontario Traffic Manual (OTM) Book 5 – Regulatory Signs (March 2000), the "...purpose of a community safety zone sign is to indicate to the motorist that they are within a zone where fines have been increased through a special designation under the *Highway Traffic Act*. The rules of the road do not change within the zone; only the penalties for violations of the traffic laws are substantially increased." OTM Book 5 also states that community safety zones are "...sections of roadway where public safety is of special concern..." and that these sections of roadway "may include roadways near schools, day care centres, playgrounds, parks, hospitals, senior citizen residences and may also be used for collision-prone areas within a community."

DISCUSSION

Merivale Road

Merivale Road between Carling Avenue and Kirkwood Avenue functions as an arterial road, two lanes in each direction.

There are commercial enterprises, stand alone shops and strip mall businesses, intertwined with 'Veteran houses' on the street. Further to the south, the Shepherd's of Good Hope operate three buildings for residents that include wrap around services.

W E Gowling P.S is located at 185 Anna Avenue, approximately 65m from Merivale.

A City Council endorsed crossing guard, paid by the local Councillor, is positioned at the Anna/Merivale/Laperriere intersection.

St Elizabeth Catholic School is located at 1366 Coldrey Avenue, approximately 300m from Merivale.

The Carlington Community Health Centre, offers health services and includes a child care centre, with an adjoining seniors' complex, operated by Ottawa Community Housing, is located at 900 Merivale Road.

There is an entrance to Alexander Park just north of Dover Crescent (east side of Merivale).

Merivale Road in Carlington is unsafe. Vehicular speeds are excessive. Cyclists stay well clear of this street and the local Councillor pays for a crossing guard along this stretch. It remains the number one road in Carlington requested for speed enforcement

In 2022, a pedestrian was killed crossing Merivale Road, near Thames Street.

One speed display board exists on Merivale Road, northbound, within this section of roadway under review.

Walkley Road

Walkley Road between the Airport Parkway and Otterson/Springland functions as an arterial road, two lanes in each direction, and is the spine within a residential community, there are single family homes, attached condominium garden homes and two parks abutting the street.

There are four schools in the immediate vicinity, metres away, from Walkley Road, they are: Ecole George Etienne Cartier, Fielding Drive PS, General Vanier PS and Holy Cross Catholic School.

Linton Park is at the far east end of this section of Walkley and Arnott Park is at the west end. Holy Cross Church, the largest Catholic Parish in the ward is located on Walkley at Springland Drive.

The City of Ottawa has maintained a paved crossing across Walkley Road, that leads in to Arnott Park, slightly west of Fielding Drive PS. Although it is not an official PXO, the City ROW lands from the street to curb are paved, as is the median. School children dart across four lanes of traffic here, which the City is aware of and maintains the crossing, even in the winter.

City Council has endorsed a vision to modify Walkley Road from the Airport Parkway to McCarthy Road as part of the Airport Parkway widening plan. The designation request contained in this report should not be dismissed due to future work on parts of Walkley Road, rather they complement one another.

Three speed display boards exist within this section of roadway under review (one eastbound, two westbound).

The request to implement a community safety zone on Merivale Road from Carling Avenue to Kirkwood Avenue and a second designation on Walkley Road from the Airport Parkway to Otterson/Springland are being proposed on behalf of the community as a means to help reduce the speed travelled along the roadway and to improve the safety of vulnerable road users in this area. Designating these sections of Merivale Road and Walkley Road as a community safety zone and signing it accordingly will inform drivers that they are entering a zone that the community has deemed as an area where the safety of its children/citizens is paramount. Within this zone, traffic related offences would be subject to increased fines; however, the rules of the road would not change.

Once a community safety zone is established, the HTA provides that any person convicted of specific offences under the HTA is liable to an increase in fines for the offence if it is committed while travelling through that zone. For example, fines for speeding in a community safety zone will be doubled for each kilometer per hour (km/h) driven over the speed limit. Similarly, fines for careless driving and for contraventions of other rules of the road will also be doubled when the offences are committed in a community safety zone. Set fines for certain offences committed in a community safety zone are also increased.

Designation of Community Safety Zones – Highway Traffic Act

Subsection 214.1(1) of the Highway Traffic Act (HTA) provides the Council of a municipality with the authority to designate a part of a highway under its jurisdiction as a community safety zone. A community safety zone on a municipal highway must be designated by by-law. Under Subsection 214.1(3), the by-law designating the zone must specify the hours, days and months when the designation is in effect. For example, a Council may decide to have a zone in effect only during certain months of the year or during certain time periods in a day; alternatively, a community safety zone may be in effect 24 hours a day, seven days a week, year-round.

Subsection 214.1(4) of the HTA provides that signs designating community safety zones must be placed on site in accordance with the applicable regulation under the HTA, namely Regulation 615, R.R.O. 1990, passed under the HTA. In addition, the HTA provides that a by-law designating a community safety zone is not in effect until the requisite signage has been placed on site in accordance with the regulation.

FINANCIAL IMPLICATIONS

There are no financial implications associated with the report recommendations.

LEGAL IMPLICATIONS

THIS SECTION IS MANDATORY. ONLY LEGAL SERVICES STAFF MAY COMPLETE THIS SECTION. Report writers should provide the general information, details and rationale related to the topic in the Discussion section of the report, as well as any known or previously identified legal issues or concerns. The respective Solicitor will outline the legal impact to the City resulting from the report recommendations in the Legal Implications section. If there are no legal implications, the Solicitor will provide a comment to that effect. To secure the necessary comments and approval from Legal Services, an email request with the RADAR report link should be sent to Lisa Kilner (ext. 14465). Reports cannot go forward without addressing this section and Legal Services must be given a minimum of five (5) working days to review and provide comments.

COMMENTS BY THE WARD COUNCILLOR

Merivale Road

The Carlington community is exhausted by the frequency of their pleas for the City, their Councillor and the Ottawa Police Services to address the chronic speeding issue on Merivale Road, in the close proximity to two schools, a Community Health Centre, a childcare centre, a park and various multi-unit buildings inhabited by vulnerable residents.

The City says the OPS should enforce the posted speed limit. The OPS is stretched thin and suggests the City redesign the road. Fingers are pointed, nothing is done to improve overall safety for vulnerable road users.

This designation fits the criteria. It will have an impact on the speeding problem and answers the requests from the local community who endorse this designation.

Walkley Road

The new City Council Official Plan recognized the residential status of Walkley Road within Riverside Park, by designating it a minor corridor for development purposes. This isn't a Carling or Baseline, but residential homes on both sides of the street, four

immediate schools, Linton Park at the east end and Arnott Park on the west end.

The local community has said loud and clear, the speed of traffic on Walkley Road is too fast and the limited tools available to mitigate the speed have not been successful.

This designation fits the criteria. It will have an impact on the speeding problem and answers the requests from the local community who endorse this designation.

I am 100% convinced that the designations being sought for both Merivale Road in Carlington and Walkley Road in Riverside Park are needed and will have a positive impact on road safety, for all road users.

CONSULTATION

Merivale Road

The local Councillor has committed to the community at various public meetings, during the last Term of Office, that he would bring this report forward to this Committee. The speed of local traffic, particularly on Merivale Road, is a frequently mentioned issue and on-going request for any and all forms of enforcement and/or mitigation.

The Carlington Community Association endorsed this proposal. At the 2023 AGM of the CCA, the local Councillor before members, confirmed once again he would pursue this designation.

The principal of W E Gowling PS endorsed this proposal.

The Executive Director of the Carlington Community Health Centre endorsed this proposal.

Walkley Road

The local Councillor has committed to the community at various public meetings, during the last Term of Office, that he would bring this report forward to this Committee. The speed of local traffic, particularly on Walkley Road, is a frequently mentioned issue and on-going request for any and all forms of enforcement and/or mitigation. During multi-year community discussions on the expansion of the Airport Parkway and subsequent modifications to Walkley Road, requests to designate Walkley a Community Safety Zone have been made by dozens of local residents.

The Riverside Park Community Association endorsed this proposal.

The principals of General Vanier PS and Holy Cross Catholic School endorsed this proposal. The principal of Holy Cross stated, “Walkley(Road)...is seen as a major hazard”. The principal of Fielding Drive PS stated, “I am very interested in the safety of our students and our greater community as a whole”.

Ottawa Carleton District School Board Trustee Matthew Lee endorsed this proposal.

Departmental Comments

Public Works Department Comment:

Designation of Community Safety Zones (CSZ) – Highway Traffic Act

Subsection 214.1(1) of the *Highway Traffic Act (HTA)* provides the Council of a municipality with the authority to designate a part of a highway under its jurisdiction as a Community Safety Zone. A CSZ on a municipal highway must be designated by by-law. Under Subsection 214.1(3), the by-law designating the zone must specify the hours, days, and months when the designation is in effect. For example, a Council may decide to have a zone in effect only during certain months of the year or during certain time periods in a day; alternatively, a community safety zone may be in effect 24 hours a day, seven days a week, year-round. Subsection 214.1(4) of the *HTA* provides that signs designating community safety zones must be placed on site in accordance with the applicable regulation under the *HTA*, namely *Regulation 615, R,R,O. 1990*, passed under the *HTA*. In addition, the *HTA* provides that a by-law designating a community safety zone is not in effect until the requisite signage has been placed on site in accordance with the regulation.

Following a CSZ pilot project conducted in 1999 by municipalities within the former Regional Municipality of Ottawa-Carleton, all existing CSZs were removed from city streets. The pilot project had concluded that CSZs were ineffective at reducing speeds. Between the year 2000 and 2019, staff did not actively pursue their establishment in Ottawa.

Community Safety Zones (CSZ) Established via Delegated Authority

In 2017, there were changes to the *HTA*, made under [*Bill 65 – Safer School Zones Act*](#), that would allow for the use of automated speed enforcement (ASE) within CSZs, where the speed limit is below 80 kilometres per hour. Subsequently, in 2019, as part of the

Council-approved [Community Safety Zone Implementation Plan Report \(ACS2019-TSD-TRF-0008\)](#), delegated authority was granted to the General Manager of Transportation Services and the Director of Traffic Services to establish Community Safety Zones for the purpose of automated speed enforcement. Following Traffic Services' realignment into the Public Works Department in Q4 2021, the General Manager Delegated Authority transitioned to the GM of Public Works.

Since 2019, CSZs established via delegated authority in Ottawa are within locations that meet criteria for the installation of Automated Speed Enforcement. These areas are established under staff delegated authority, and are in effect only once enacted as part of the Community Safety Zone By-law [\(By-law No. 2019-397\)](#) and signed accordingly.

Outcome of Staff's Review

Traffic Services staff have completed a review of the roadway segments put forward by Councillor Brockington to be designated as Community Safety Zones. Comments are included below:

Location 1: Merivale Road between Carling Avenue and Kirkwood Avenue

A recent speed survey has identified Merivale Road's 85th percentile operating speed at 59 km/h, which is 9 km/h greater than the posted 50 km/h speed limit. Merivale is an arterial roadway intended to accommodate large volumes of traffic heading from one area of the city to another. This segment of the roadway has a four-lane cross-section with sidewalks on both sides. It is a bus route and restricted-load truck route. The land use is mixed residential and commercial, generating a significant amount of pedestrian traffic.

Location 2: Walkley Road between the Airport Parkway and Springland Drive/Otterson Drive

Recent speed surveys have identified Walkley Road's 85th percentile operating speed, between McCarthy Road and Springland Drive, to be 67 km/h and between Thorndale Drive and Wexford Way, to be 73 km/h. These operating speeds are well above the posted speed limit of 50km/h. Walkley Road is an arterial roadway intended to accommodate large volumes of traffic heading from one area of the city to another. This segment of the roadway has a four-lane cross-section with sidewalks on both sides and is a bus route. The land use is residential however, because it is a long, wide, and generally straight segment of roadway, it tends to encourage drivers to travel at higher speeds than the posted speed limit.

Given the existing operating speeds along both roadways, we do not expect that CSZ designation alone will achieve the desired speed reduction without the implementation of other traffic calming measures or without continual police enforcement. Neither segment of roadway meets the necessary criteria for Automated Speed Enforcement. They do not have school frontage and were screened out of both playground and high-speed corridor pilot location evaluations. For these reasons, Traffic Services does not recommend the implementation of a CSZ at these locations.

Should Council approve the recommendations as listed in this report, the Public Works Department will implement a Community Safety Zone by installing the necessary signage on:

Southbound Merivale Road

- 68m south of Carling Avenue
- 25m south of the Coldrey Avenue intersection
- 27m south of the Laperriere Avenue intersection
- 21m north of the Raven Avenue intersection
- 39m north of the Kirkwood Avenue intersection

Northbound Merivale Road

- 30m north of the Kirkwood Avenue intersection
- 3m south of the Dover Crescent intersection
- 90m north of the Anna Avenue intersection
- 98m north of the Crerar Avenue intersection
- At house #819 Merivale Road

Westbound Walkley Rd

- Directly across from the EB/WB-SB Airport Parkway ramp
- 75m east of the Avoncourt Way intersection
- 72m east of the Wexford Way intersection
- 90m west of the McCarthy Road intersection
- 200m east of the Springland Drive/Otterson Drive intersection
- 50m east of the Springland Drive/Otterson Drive intersection

Eastbound Walkley Rd

- 50m east of the Springland Drive/Otterson Drive intersection
- 290m east of the Springland Drive/Otterson Drive intersection
- 90m west of the McCarthy Road intersection
- 40m west of the Thorndale Drive intersection

- 50m west of the Southmore Drive intersection
- 22m west of the EB-SB Airport Parkway ramp

Staff estimate that the cost to implement the two CSZs will be approximately \$13,000.00 for materials and labour and can be covered within the existing Traffic Services operating budget.

ACCESSIBILITY IMPACTS

No specific accessibility impacts have been identified.

RISK MANAGEMENT IMPLICATIONS

No specific risk implications have been identified.

RURAL IMPLICATIONS

No rural implications / not applicable.

TERM OF COUNCIL PRIORITIES

Not applicable

DISPOSITION

The Public Works Department will take appropriate action based on the recommendations made by the Committee and Council.