

2. Completion of Speed Reductions Gateway Zones in Lowertown, Sandy Hill and Vanier residential streets

Zones de limitation de vitesse dans les secteurs résidentiels de la Basse-Ville, Côte de-Sable et Vanier

COMMITTEE RECOMMENDATION

That Council approve that the speed limit be lowered to 30 km/h through the implementation of 30 km/h Gateway Speed Limit Signs within residential areas bound by:

- 1. Cathcart St to the North, King Edward Ave to the East, St. Patrick St to the South and Forsey St to the West; and**
- 2. Montreal Rd to the North, St. Laurent Boul. to the East, McArthur Ave to the South, and Vanier Pkwy to the West; and**
- 3. St. Patrick St to the North, Wurtemberg St to the East, Rideau St to the South, and King Edward to the West.**

RECOMMANDATIONS DU COMITÉ

Que le Conseil approuve la limite de vitesse soit abaissée à 30 km/h par l'installation de panneaux de vitesse à l'entrée des zones suivantes :

- 1. Rue Cathcart vers le nord, avenue King Edward vers l'est, rue St-Patrick vers le sud et rue Forsey vers l'ouest;**
- 2. Chemin de Montréal vers le nord, boulevard St-Laurent vers l'est, avenue McArthur vers le sud et promenade Vanier vers l'ouest; et**
- 3. Rue St.-Patrick vers le nord, rue Wurtemberg vers l'est, rue Rideau vers le sud et avenue King Edward vers l'ouest**

DOCUMENTATION

1. Councillor's Report, Transportation Committee, dated June 23, 2021 (ACS2021-OCC-TRC-0019).

Rapport du conseiller, Comité des transports, daté le 23 juin 2021 (ACS2021-OCC-TRC-0019).

Report to
Rapport au:

Transportation Committee
Comité des transports
July 5, 2021 / 5 juillet 2021

and Council
et au Conseil
August 25, 2021 / 25 août 2021

Submitted on June 23, 2021
Soumis le 23 juin 2021

Submitted by
Soumis par:
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Ward: RIDEAU-VANIER (12);
RIDEAU-ROCKCLIFFE (13)

File Number: ACS2021-OCC-TRC-0019

SUBJECT: Completion of Speed Reductions Gateway Zones in Lowertown, Sandy Hill and Vanier residential streets

OBJET: Zones de limitation de vitesse dans les secteurs résidentiels de la Basse-Ville, Côte de-Sable et Vanier

REPORT RECOMMENDATION

That the Transportation Committee recommend to Council approve that the speed limit be lowered to 30 km/h through the implementation of 30 km/h Gateway Speed Limit Signs within residential areas bound by:

1. Cathcart St to the North, King Edward Ave to the East, St. Patrick St to the South and Forsey St to the West; and

2. **Montreal Rd to the North, St. Laurent Boul. to the East, McArthur Ave to the South, and Vanier Pkwy to the West; and**
3. **St. Patrick St to the North, Wurtemberg St to the East, Rideau St to the South, and King Edward to the West.**

RECOMMANDATION DU RAPPORT

Que le Comité des transports recommande au Conseil d'approuver que la limite de vitesse soit abaissée à 30 km/h par l'installation de panneaux de vitesse à l'entrée des zones suivantes :

1. **Rue Cathcart vers le nord, avenue King Edward vers l'est, rue St-Patrick vers le sud et rue Forsey vers l'ouest;**
2. **Chemin de Montréal vers le nord, boulevard St-Laurent vers l'est, avenue McArthur vers le sud et promenade Vanier vers l'ouest; et**
3. **Rue St.-Patrick vers le nord, rue Wurtemberg vers l'est, rue Rideau vers le sud et avenue King Edward vers l'ouest**

BACKGROUND

It has been a priority of both the City of Ottawa and the office of Councillor Mathieu Fleury to improve the safety of street users, whether they be occupants of cars, pedestrians, bicyclists, or other. In the past, the city has implemented the program *Towards Zero* in an effort to eliminate traffic fatalities. The city has funded numerous initiatives through its Traffic Services Department and Safer Roads Ottawa.

In August 2018, the city implemented the concept of gateway speed zones, providing staff and council with an efficient means to lower speed limits within residential communities. The motion adopted by council allowed for the creation of speed zones of either 40 km/h or 30 km/h.

Residents in Lowertown, Sandy Hill and Vanier have sought safer, slower and calmer streets. Each community has a community association, and each community association has a committee dealing with transportation and safety. Reducing traffic speed is a goal of each committee.

Traffic speed has a direct impact on the safety of our streets, implementing gateway speed zones of 30 km/h—coupled with TTC measures and other traffic calming initiatives—aligns with and furthers the city’s goal of increased safety for all road users.

On May 12th, City Council approved a plan to add gateway zones to the following areas in our community:

The six zones within residential streets are:

1. In Sandy Hill: Laurier South to Lees Ave
2. In Sandy Hill: Laurier North to Rideau Street
3. In Vanier: Montreal North to Beechwood, East to Cantin
4. In Vanier: Montreal North, West of the Vanier Parkway
5. In Lowertown: The entire ByWard Market area
6. In Lowertown: St Patrick North, West of King Edward

On June 19th, traffic services completed a review of all gateway zones in the community and concluded that three zones qualified for gateway signage without a report. These include the zones bounded by:

- 1) Besserer St to the North, King Edward Ave to the East, Laurier Ave to the South, and Waller St to the West
- 2) Rideau St to the North, North River Rd to the East, Stuart St to the South and Charlotte St to the West
- 3) Montreal Rd to the North, Vanier Pkwy to the East, McArthur Rd to the South, and North River Rd to the West

The three residential zones in this report did not meet the criteria of the ongoing staff review and require a report. They are bound by:

1. Cathcart St to the North, King Edward Ave to the East, St. Patrick St to the South and Forsey St to the West

2. Montreal Rd to the North, St. Laurent Boul. to the East, McArthur Ave to the South, and Vanier Pkwy to the West
3. St. Patrick St to the North, Wurtemberg St to the East, Rideau St to the South, and King Edward to the West

DISCUSSION

Street safety is a significant concern for the residents of Vanier, Lowertown, and Sandy Hill. Individual residents, as well as the Vanier, Lowertown and Sandy Hill Community Associations have expressed a need for slower, safer streets.

There is ample evidence that lowering traffic speeds has a positive correlation with overall street safety, as well as lower fatality rates. Specifically, lowering speeds towards 30 km/h has the potential to significantly reduce severe injuries and to save lives.

A study of 30km and 40km speed reduction zones saw a decrease of about 30% in traffic incidents.

From: <https://bmcpublihealth.biomedcentral.com/articles/10.1186/s12889-019-8139-5>

The City of Calgary found that its drivers drove more carefully with 85% of driving at or below 32km/h in 30km/h zones. (Kattan, L., Tay, R., & Acharjee, S. (2011). Managing speed at school and playground zones. *Accident Analysis & Prevention*, 43(5), 1887-1891.)

Making residential speeds safer benefits children and allows them to be healthier and be more active at school (Garrard, J., Rissel, C., & Bauman, A. (2012). Health benefits of cycling In Pucher J. & Buehler R. (Eds.), *City Cycling* (pp. 31-54). The MIT Press. McDonald, N.C. (2012). Children and cycling. In Pucher J. & Buehler R. (Eds.), *City Cycling* (pp. 235-256). The MIT Press. O'Brien, C., Ramanathan, S., Gilbert, R. & Orsini, A. (2009). Youth and Sustainable Transportation: A review of the literature. Retrieved from <http://www.kidsonthemove.ca>)

San Francisco State University found that traffic calming and reduced traffic speeds benefits the local economy and makes neighbourhoods more desirable places to live. (Drennen, E. (2003). Economic effects of traffic calming on urban small businesses. Department of Public Administration, San Francisco State University,

San Francisco. Retrieved from
<http://www.sfbike.org/download/bikeplan/bikelanes.pdf>)

The Michigan Department of Transportation found that lower speeds and traffic calming measures increased yielding for pedestrians to 85%.

From: https://www.michigan.gov/documents/mdot/MDOT_Research_Report_R_C_1585_408249_7.pdf

In one study, the Curtin-Monash Accident Research Centre found risk of pedestrian death reduced exponentially as collision speeds dropped: “It is estimated that less than 10% of pedestrians would die when struck by a vehicle travelling at 30 km/h, compared with fatality rates of 26% at 40 km/h and over 80% at 50 km/h.” (Curtin-Monash Accident Research Centre, [Improving Pedestrian Safety](#) and [The Impact of Lowered Speed Limits in Urban/Metropolitan Areas](#).)

The European Transport Safety Council found that collisions at 32 km/h resulted in a 5% pedestrian fatality rate, whereas collisions at 48 km/h resulted in a 45% pedestrian fatality rate. (ETSC (1995) *Reducing Traffic Injuries resulting from excess and inappropriate speed*.)

In 2004, the World Health Organization noted that studies suggest that for each decrease of 1 km/h in a car’s speed, there is a 2% to 3% reduction in collisions. (WHO, *World report on road traffic injury prevention*).

Switzerland saw a fewer accidents (15%) and a reduction in severity (27%) in 30km/h zones. (Lindenmann, H. P. (2005). *The effects on road safety of 30 kilometer-per-hour zone signposting in residential districts*. Institute of Transportation Engineers. ITE Journal, 75(6), 50-54.)

In 32 km/h speed zones in London, UK, there was a significant reduction in road casualties (42%, 48% among those under 16 years old) compared to adjacent areas where the speed limits were not reduced. (Grundy, C., Steinbach, R., Edwards, P., Green, J., Armstrong, B., & Wilkinson, P. 2009. *Effect of 20 mph traffic speed zones on road injuries in London, 1986-2006: controlled interrupted time series analysis*. Bmj, 339).

Lancashire County, UK, implemented 30 km/h speed limit zones in all residential areas and all school zones. Initial indications were that deaths and injuries dropped

(WHO. 2013. *Pedestrian safety: a road safety manual for decisionmakers and practitioners*. World Health Organization.

from http://apps.who.int/iris/bitstream/10665/79753/1/9789241505352_eng.pdf.

Lowering speed limits is only part of the effort to reduce traffic speed. The city has, recently, added additional bicycle lanes to a number of streets, narrowing the roadway and deterring speeding. The councillor's office remains dedicated to implementing further measures to reduce speeds, such as Temporary Traffic Calming (TTC) measures.

The councillor's office will continue to use the TTC budget to calm traffic.

RURAL IMPLICATIONS

There are no rural implications associated with this report or its recommendations.

CONSULTATION

Transportation Services Comment:

Road safety engineering best practices support that it is important to maintain consistent, uniform speed limits on any roadway to provide all users including pedestrians, cyclists, adjacent residents and motorists with a correct representation of the actual speed of traffic on that roadway. The provision of speed limits considers the roadway function and its design. Implementing a speed limit that does not align with these considerations may result in enforcement difficulties and increases in traffic hazard. Lowering the speed limits on City streets without consideration of the physical configuration of the road will have minimal impact on driver behaviour. In such cases where a posted speed limit is below operating speeds, most motorists will continue to drive at speeds they feel are reasonable and prudent unless continual police enforcement is present. The visual and physical cues a driver uses to determine the appropriate travel speed should be consistent with the posted speed limit.

Transportation Services has two different approaches to consider when lowering a speed limit to less than 50 km/h in Ottawa:

1. Existing Policies: When operating speeds are not at 40 km/h or 30 km/h, both the Council-approved Speed Zoning Policy and the 30 km/h Speed Limit Policy, provide the criteria which must be met in order for staff to have the authority to implement a speed limit change on a specific roadway; and,

2. Council-Approved Gateway Signage By-law: On August 29, 2018, City Council approved the Gateway Speed Limit Signage in Residential Areas Report (2018-TSD-PLN-0008), and the revised Gateway Speed Limit Signage By-law. By-Law No. 2018-288 provides the General Manager of Transportation Services the delegated authority to designate certain residential areas with speed limits lower than 50 km/h through the use of 40 km/h or 30 km/h Gateway Signage consistent with both the Speed Zoning and the 30 km/h Speed Limit Policies. When this by-law is applied, the petition requirements identified in the City's Speed Zoning Policy and the 30 km/h Speed Limit Policy are waived for those areas that will be signed using Gateway Speed Limit Signage. This is due to the onerous implications required to undertake a petition process for a large area consisting of multiple residential roadways.

As per the Council-approved eligibility criteria, 30 km/h Gateway Speed Limit Signage can only be used to establish the speed limit in neighborhoods with roadways meeting either of the following criteria:

1. operating speed (defined as the 85th Percentile Speed) equal to or less than 35 km/h; or,
2. meet Roadway and Traffic Environment criteria, the Active Transportation Environment criteria and Roadway Width as defined in the 30 km/h Speed Limit Policy.

Traffic Services staff completed a site investigation of the three areas which have been put forward for 30 km/h Gateway Speed Limit Signage; each consist of residential and collector roadways. Staff reviewed the existing speed data on file and also collected additional speed data on the collector roads in order to complete a review of the multiple roadways to assess the areas' eligibility for gateway signage.

Speed data along with the boundaries for the proposed new 30 Km/h Gateway Speed Limit areas are identified in Document 1 – Speed Survey Results Zone 1, Document 2 – Speed Survey Results Zone 2 and Document 3 – Speed Survey Results Zone 3. As per the available speed data, the majority of the roadways for which speed data was

available have an operating speed greater than 35 km/h. Additionally, upon further review, many of the roadways do not meet the required Roadway and Traffic Environment criteria, the Active Transportation Environment criteria and Roadway Width criteria required for the implementation of 30 km/h Gateway Speed Limit Signage.

In order to meet the policy criteria, given that most operating speeds are greater than 35 km/h, affected roadways would need pavement marking modifications to narrow local residential entrance widths to 7 meters. To modify entrance widths at all intersections within the three areas, it would cost approximately \$29,000.00 in pavement marking applications. The cost to apply the initial pavement markings, as required, would be funded through both Councillor Fleury and Councillor King's future Ward Temporary Traffic Calming (TTC) budgets over the next few years.

Posting a 30 km/h speed limit on a roadway where the operating speed is much greater, may increase the crash risk. Some drivers will choose to comply with the 30 km/h speed limit while others will continue to drive the higher speed at which they feel comfortable travelling. The varying difference in operating speeds between individual vehicles may increase the risk of collision as the potential for interactions or conflicts between vehicles is greater.

The Transportation Services Department does not expect the community's operating speed to be significantly reduced because of the implementation of 30 km/h speed limit gateway signage unless considerable police enforcement occurs on an on-going basis.

Upon Council approval of the report, the Transportation Services Department will endeavor to implement gateway signage for all three zones by the end of 2021. The estimated cost for the implementation of signs is \$20,300.00 for labour and materials. All 3 zones will be paid out of Councillor Fleury and Councillor King's Temporary Traffic Calming budgets.

The installation of the gateway signage in these areas can be completed prior to the installation of pavement markings, however Traffic Services would recommend that the painted road narrowings be implemented in 2021 at locations where the 30 km/h gateway signs are placed. The narrowings are recommended to provide further guidance to motorists that they are entering a 30 km/h zone, which may lead to improved adherence to the 30 km/h speed limit.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor M. Fleury:

Implementing gateway zones will ensure the safety of residents of Lowertown, Sandy Hill and Vanier, who frequently encounter heavy traffic volumes and reckless driving as drivers try to find “short-cuts” through the residential streets of our City’s core.

As we continue to work to improve safety, I have worked closely with Councillor Rawlson King as the boundaries between Overbook and Vanier are indistinguishable. Lowering the speeds in the Southern parts of Vanier will benefit the residents of both communities.

Previous to this, a few years ago, Sandy Hill was one of the first neighbourhoods in Ottawa to see lower posted speeds in residential street in the City at 40km. These changes, at the time, were very well received, as speeding in older residential streets, which were built and designed in a different era and with different objectives allow for much speeding.

Shortly after the Sandy Hill pilot, the province, passed Bill 65 to amend the Highway Traffic Act. This gave the tools for cities to move to lower speed limits in residential areas, a move toward 30km.

The lower speed limits are an important tool to prioritize slower speeds in residential areas to make them more livable.

When City staff reviewed the zones in the community, we, the City, Community and my team recognized quickly some of the challenges to implement these specifically in the Vanier community where the community is not designed in a grid road network.

The zones proposed by City staff allow to bring forward a strategy to fairly implement the 30 km zones in all residential streets in Rideau-Vanier (Lowertown, Sandy Hill and Vanier).

Ultimately, the City must, as part of the construction design the residential streets to complete street standards and implement modern measures that include permanent design changes. I have seen the success of these measures in residential streets with the addition of sidewalks, widening of sidewalks, narrow street width, elevated intersection, elevated crosswalks, bulb-outs, etc. The infrastructure team is in tune with

these objectives and with clear gateway zones speed reduction, they are able to implement permanent measures which help resolve the concerns on residential streets - residents, schools, faith spaces, community centers and spaces, etc.

All residential areas and community associations are asking for lower speeds in residential streets. As residential streets are redone it is the most opportune time to implement the permanent measures. We have seen a number of tools implemented through the neighbourhood seasonal traffic calming measures that allow for seasonal measures to be effective. In this frame of mind, posted lower speed limits do set the tone for more livable residential areas.

This report finalises the approach to reflect all residential street gateways within our community. Many were approved by committee during the last report, some are in place through delegated authority and what is in front of committee today are the outstanding areas that required survey's to be completed prior to bringing forward a Councillor's report.

The additional areas are located:

- in Lowertown – East of King Edward,
- in Sand Hill – West of Cumberland and East of Charlotte,
- in Vanier – South of Montreal road.

We are confident to be in position to ensure all residential streets within our community will have gateway posted speed limits of 30km in the near future.

As many know, traffic speed directly impacts the safety of our streets and having gateway speed zones of 30 km/h traffic calming initiatives increases safety for all road users. The gateways are one pillar of the strategy and will be accompanied by enforcement, traffic calming measures and leverage the opportunities as we reconstruct residential streets to design with modern urban objectives.

We want to continue to improve safety where you live and to enable safe access to parks, schools, place of worships.

Councillor R. King:

Our office created a baseline plan to have all residential streets in our ward lowered to 40km/h by the end of this term of council, with the long-term goal of reducing areas further as our budget allowed. As we began addressing different areas in the ward it became very apparent that the Overbrook/Vanier ward boundary was too intertwined to be addressed as separate areas.

I am pleased to work with Councillor Fleury on this initiative that allows us to advance to the ultimate goal of 30km/h speed limits in this area quickly and cohesively. The change is an important step in mitigating the pressures of cut through traffic and improving pedestrian safety on the many residential streets in this area that do not yet have sufficient pedestrian infrastructure.

ADVISORY COMMITTEE(S) COMMENTS

This has not been considered by Advisory Committees.

LEGAL IMPLICATIONS

There are no legal impediments to approving the recommendation of this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report or its recommendations.

FINANCIAL IMPLICATIONS

The cost of \$20,300.00 to implement the gateway signage for all three zones can be funded from within Councillor Fleury and Councillor King's 2021 Ward Temporary Traffic Calming budget, account # 910021. The pavement marking application estimated costs of \$29,000.00 would be funded through both Councillor Fleury and Councillor King's future Ward Temporary Traffic Calming budgets.

ACCESSIBILITY IMPACTS

There are no specific accessibility impacts associated with this report or its recommendations identified.

TERM OF COUNCIL PRIORITIES

The report aligns with the Integrated Transportation Priority of the 2019 to 2022 Council Plan.

SUPPORTING DOCUMENTATION:

Document 1 – 3 – Ward 12 and Ward 13 Gateway Speed Survey Results

DISPOSITION

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