

**Report to
Rapport au:**

**Transportation Committee
Comité des transports
2 September 2020 / 2 septembre 2020**

**and Council
et au Conseil
9 September 2020 / 9 septembre 2020**

**Submitted on August 24, 2020
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**Submitted by
Soumis par:
Councillor / Conseiller Shawn Menard**

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Ward: CAPITAL (17) / CAPITALE (17) File Number: ACS2020-OCC-TRC-0007

**SUBJECT: Old Ottawa South and Old Ottawa East - Residential Area Speed
Reductions**

**OBJET: Réduction de la vitesse en zone résidentielle dans le Vieil Ottawa-
Sud et le Vieil Ottawa-Est**

REPORT RECOMMENDATIONS

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

- a) Old Ottawa East west of Main Street between Riverdale Avenue and Hawthorne Avenue in Document 1 of the report; and,**

- b) **Old Ottawa South, Old Ottawa East between Bank Street and Main Street south of Echo Drive and Riverdale Avenue as demonstrated as demonstrated in Document 2 of the report.**

RECOMMANDATIONS DU RAPPORT

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

- a) **Vieil Ottawa-Est à l'ouest de la rue Main entre l'avenue Riverdale et l'avenue Hawthorne, comme il est indiqué dans le document 1 du rapport;**
- b) **Vieil Ottawa-Sud et Vieil Ottawa-Est entre la rue Bank et la rue Main, au sud de la promenade Echo et de l'avenue Riverdale, comme il est indiqué dans le document 2 du rapport.**

BACKGROUND

It has been a priority of both the City of Ottawa and the office of Councillor Shawn Menard to improve the safety of street users, whether they be occupants of cars, pedestrians or bicyclists. The city has funded numerous initiatives through its Traffic Services Department and Safer Roads Ottawa, and recently released the *Road Safety Action Plan 3.0*. With its theme, *Think Safety, Act Safely*, the plan seeks to achieve a reduction in the average annual rate of fatal and major injury collisions of 20% by 2024.

The city has 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 allows for the creation of speed zones of either 40 km/h or 30 km/h.

The issue of safer calmer streets is an important one for residents of Capital Ward, with residents and community associations regularly seeking ways to slow down motor vehicle traffic. Residents in Old Ottawa South and Old Ottawa East 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.

In 2019, Councillor Menard's office implemented the first two gateway speed zones in Capital Ward, one for the western section of the Glebe and one for the western section of Old Ottawa South.

Because 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.

DISCUSSION

Street safety is a significant concern for the residents of Old Ottawa South, Old Ottawa East and all of Capital Ward.

Old Ottawa South is a residential neighbourhood in central Ottawa. It is an eminently walkable neighbourhood with robust transit service, and extensive bicycling and pedestrian facilities. With a mix-use main street (Bank Street) and proximity to a host of stores, services, parks and public amenities, it is a neighbourhood that supports and facilitates active transportation. Within the proposed gateway speed zone, there is the Old Ottawa South Community Centre, the Sunnyside Branch of the Ottawa Public Library, Windsor Park and a portion of Brighton Beach Park.

In addition, Old Ottawa South is home to two schools, three churches, three parks, a daycare, an athletic centre, a tennis and lawn bowling club, and a retirement residence all within walking or bicycling distance for residents. Lowered speed limits, safer streets and calmer traffic will help buttress the community’s sustainable transportation system, inviting more residents to take up a more active, healthier lifestyle.

Like Old Ottawa South, Old Ottawa East a walkable residential community in central Ottawa, with robust transit service, and significant bicycling and pedestrian facilities. The mix-use main street (Main Street) is a Complete Street with sidewalks and raised cycletracks. It provides commercial and public services, as well as parks and public amenities. Old Ottawa East supports and facilitates active transportation.

Within the proposed gateway zone, there are four schools, four churches and a portion of Brighton Beach Park. Outside of the proposed gateway speed zone (but still within a walking or bicycling distance), Old Ottawa East is home to a community centre, St. Paul’s University, University of Ottawa’s Lee’s Campus, multiple parks, the Rideau River Nature Trail and the Oblats Development, which will provide additional amenities for the community.

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.

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 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 efforts to reduce traffic speed in Capital Ward. The city has, recently, added additional bicycle lanes to a number of streets, narrowing the roadway and deterring speeding. The councillor’s office has been dedicated to

implementing further measures to reduce speeds, including using TTC measures, as well as more permanent initiatives like the recent installation of speed humps on Powell Avenue.

The councillor's office will continue to use the Capital Ward TTC budget to calm traffic. This will include implementing the necessary line painting to narrow the street openings at the border of the gateway speed zone. This line painting will be implemented throughout the Term of Council.

Capital Ward has a significant active transportation modal share. Providing more opportunities for residents to walk and bicycle safely has been a focus of city development in the ward. In recent years, the city has installed additional bicycle and pedestrian infrastructure, most notably the recent construction of the Flora MacDonald Footbridge and the new underpass along the Rideau River Multi-Use Path. In coming years, another active transportation connection will be constructed between the Carleton University campus and Vincent Massey Park.

Calming streets and slowing traffic will help support these efforts by the city. It will also create safer and healthier neighbourhoods. Lowering speed limits to 30 km/h and creating gateway speed zones in Old Ottawa South and Old Ottawa East are a part of this endeavour.

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, require a petition from residents to implement a 40 km/h or 30 km/h speed limit when speed limits are lowered on a street-by-street basis. Both policies identify specific 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:

- operating speed (defined as the 85th Percentile Speed) equal to or less than 35 km/h; or,
- 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 two areas which have been put forward for 30 km/h Gateway Speed Limit Signage; the two areas consist of both residential and collector roadways. Staff reviewed the existing speed data on file and

also collected additional speed data 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 two new 30 Km/h Gateway Speed Limit areas are identified in Document 1 – Speed Survey Results - Old Ottawa East west of Main Street between Riverdale Avenue and Hawthorne Avenue and in Document 2 - Speed Survey Results - Old Ottawa South, Old Ottawa East between Bank Street and Main Street south of Echo Drive and Riverdale Avenue. As per the available speed data, the majority of the residential roadways surveyed 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 operating speeds are greater than 35 km/h, each roadway would need pavement marking modifications to narrow local residential entrance widths to 7 meters. To modify entrance widths at intersections within the two areas, it would cost approximately \$20,400 in pavement marking applications. Furthermore, funding to restripe these markings on an annual basis, as required, would be funded through Councillor Menard's future Ward 17 Temporary Traffic Calming (TTC) budgets.

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 Councillor Menard's report, the Transportation Services Department will install and fund the implementation of gateway signage in the zone identified in Document 1. Graham Avenue will be signed with a stand-alone 30 km/h speed limit sign given the roadway configuration relative to the Gateway Speed Limit area. The estimated cost for the implementation of signs is \$6,350 for labour and materials and can be accommodated within the existing Traffic Services Operating Budget.

The cost for the implementation of the 30 Km/h Gateway Speed limit Signs for the area identified in Document 2 will be funded through Councillor Menard's Ward 17 Temporary Traffic Calming (TTC) budget. The cost for the installation and maintenance of the necessary road narrowing pavement marking applications for both areas will be accommodated through Ward 17's future TTC budgets prior to the end of this Term of Council.

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 2020 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 Menard is supportive of the proposal to create gateway speed zones of 30 km/h in Old Ottawa South and Old Ottawa East, as outlined in this report. This is an important initiative for both communities.

ADVISORY COMMITTEE(S) COMMENTS

This report has not been considered by Advisory Committees.

LEGAL IMPLICATIONS

There are no legal impediments to implementing the recommendations in this report.

RISK MANAGEMENT IMPLICATIONS

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

FINANCIAL IMPLICATIONS

There are no financial implications to implementing the recommendations in this report.

ACCESSIBILITY IMPACTS

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

TERM OF COUNCIL PRIORITIES

The implementation of gateway speed zones in Old Ottawa South and Old Ottawa East aligns with the following three Term of Council Priorities:

Integrated Transportation

The gateway speed zones and associated traffic-calming measures will help enable effective mobility through a sustainable, accessible and connected city transportation system; they will provide residents with easy access to their preferred transport choice; and they will enhance the safety of vulnerable road-users.

Thriving Communities

The gateway speed zones and associated traffic-calming measures will enhance safety and livability of our streets by slowing vehicles and making the streets more welcome for all road-users.

Environmental Stewardship

The gateway speed zones and associated traffic-calming measures will provide safer streets, allowing more residents to switch to active transportation.

SUPPORTING DOCUMENTATION

- Document 1 - Speed Survey Results - Old Ottawa East west of Main Street between Riverdale Avenue and Hawthorne Avenue
- Document 2 - Speed Survey Results - Old Ottawa South, Old Ottawa East between Bank Street and Main Street south of Echo Drive and Riverdale Avenue

DISPOSITION

The Transportation Services Department will take appropriate action based on the recommendations made by the Committee and Council and will endeavour to install both the signs and pavement markings as soon as practicable.