



REPORT FOR ACTION

Next Steps on Traffic Safety Measures

Date: April 24, 2018
To: Public Works and Infrastructure Committee
From: General Manager, Transportation Services
Wards: All

SUMMARY

This report, if approved by Council, will allow the City to move ahead with a number of traffic safety measures, including streamlining the process for road safety measures to be installed, moving forward the Traffic Warden / Special Constable Program, and facilitating Automated Speed Enforcement (ASE) in school zones.

Specifically, responding to Council direction, this report seeks authority for changes to the Traffic Calming Policy and process in order to streamline the procedure for the introduction of traffic calming measures on local and collector roadways in Community Safety Zones (including the lifting of a previous moratorium) and School Safety Zones.

In addition, Council authority for three legal agreements regarding previously approved policy measures are necessary:

- a memorandum of understanding (MOU) with the Toronto Police Services Board regarding the operation of the Traffic Warden / Special Constable Program;
- a legal agreement with the Her Majesty the Queen in Right of Ontario, as represented by the Minister of Transportation in order to enable a pilot for automated speed enforcement around schools; and
- a legal agreement with Vital Strategies in order to receive a \$100,000 grant to accelerate the facilitation of the Vision Zero School Travel Planning/Active and Safe Routes to School countermeasure.

These next steps will help the City continue to move towards the goal of zero traffic-related fatal and serious injuries.

RECOMMENDATIONS

The General Manager, Transportation Services recommends that:

1. City Council adopt the changes to the Transportation Services' Traffic Calming Policy generally in accordance with the body of the report dated April 24, 2018 from the General Manager, Transportation Services.
2. City Council lift the moratorium on the creation of new Community Safety Zones as outlined under Toronto Municipal Code Chapter 397 and detailed under Schedule A of that Chapter.
3. City Council delegate, despite any City of Toronto By-law to the contrary, including City of Toronto Municipal Code Chapter 27, Council Procedures, to the General Manager, Transportation Services, for the purposes of implementing Traffic Calming Measures, including but not limited to measures such as speed humps, raised intersections, chicanes, curb extensions, traffic islands, traffic circles and associated road alterations, the authority to implement changes without the need to report to Community Council or Council, on local and collector roadways, including the portions of such classification of highways with a TTC route, in a Community Safety Zone designated in accordance with City of Toronto Municipal Code Chapter 397, Community Safety Zones, or in a School Speed Zone, as defined in City of Toronto Municipal Code Chapter 950, Traffic and Parking, and process and submit directly to Community Council any necessary bills for by-law amendments to the City of Toronto Code Chapters, including any schedules thereto, subject to the General Manager, for information only, providing notice to the affected Ward Councillor(s) five working days prior to submission of the bill for enactment.
4. City Council delegate, despite any City of Toronto By-law to the contrary, including City of Toronto Municipal Code Chapter 27, Council Procedures, to the General Manager, Transportation Services, the authority to make speed changes, restrictions, and reductions without the need to report to Community Council or Council, on local and collector roadways, including the portions of such classification of highways with a TTC route, in a Community Safety Zone designated in accordance with City of Toronto Municipal Code Chapter 397, Community Safety Zones, or in a School Speed Zone, as defined in City of Toronto Municipal Code Chapter 950, Traffic and Parking, and process and submit directly to Community Council any necessary bills for by-law amendments to the City of Toronto Code Chapters, including any schedules thereto, subject to the General Manager, for information only, providing notice to the affected Ward Councillor(s) five working days prior to submission of the bill for enactment.
5. City Council delegate, despite any City of Toronto By-law to the contrary, including City of Toronto Municipal Code Chapter 27, Council Procedures, to Community Councils, in accordance with the revised Traffic Calming Policy pursuant to Recommendation 1, the authority to amend or waive polling requirements for Traffic Calming installations pursuant to the revised Traffic Calming Policy, to either:

a) Waive Petition and Polling requirements for specific locations where traffic calming measures are proposed; or if Community Council wish polling to take place.

b) Reduce the required polling response rate from 50 percent plus 1 to 25 percent where traffic calming measures are proposed.

6. City Council increase the 2018 Operating Budget for Transportation Services by \$120,000 gross and \$0 net to fund four (4) new temporary positions to begin the work to install the necessary signage in each Community Safety Zone on a temporary contract basis up to December 31, 2018, fully funded by the Road Safety Plan (RSP) project in the 2018-2027 Capital Budget & Plan for Transportation Services. These temporary positions to be considered for continuation as part of the 2019 budget process.

7. City Council authorize the General Manager, Transportation Services, to develop staff policies and negotiate, enter into and execute any agreements needed to give effect to the creation and administration of a traffic warden / special constable program, with conditions satisfactory to the General Manager, Transportation Services, and in a form satisfactory to the City Solicitor, including an agreement with the Toronto Police Services Board for the appointment, training and management of City traffic wardens appointed as special constables by the Toronto Police Services Board on such terms and conditions satisfactory to the General Manager, Transportation Services.

8. City Council authorize the General Manager, Transportation Services, to negotiate, enter into and execute an agreement with Her Majesty the Queen in Right of Ontario, as represented by the Minister of Transportation, for the access and use of licence plate registration information on terms and conditions satisfactory to the General Manager, Transportation Services, for the purposes of the automated speed enforcement pilot and subsequent speed enforcement program.

9. City Council authorize the General Manager, Transportation Services, to negotiate, enter into, and execute agreements, as may be required, with Vital Strategies to receive funding in the form of a one-time grant in the amount of \$100,000 for the prioritization, planning and design of school safety zones in support of the Road Safety Plan, on such terms and conditions satisfactory to the General Manager, Transportation Services.

10. City Council authorize the City Solicitor to introduce the necessary bills to give effect to City Council's decision and City Council authorize the City Solicitor to make any necessary clarifications, refinements, minor modifications, technical amendments, or by-law amendments as may be identified by the City Solicitor in order to give effect to the reasonable operation of Council's decision.

FINANCIAL IMPACT

In order to begin the work to install the necessary signage in each Community Safety Zone, four (4) temporary positions are needed in 2018. As a result of recommendations in this report, funding of \$120,000 gross and \$0 net will be added to the 2018 Operating

Budget for Transportation Services, fully funded by the Road Safety Plan (RSP) project in the 2018-2027 Capital Budget & Plan for Transportation Services.

To continue the installation of all necessary signage in each Community Safety Zone, Transportation Services will consider the continuation of these positions as part of the 2019 budget submissions (\$240,000 gross and \$0 net) and additional capital funding in the Road Safety Plan project to fund positions, signage, etc. (\$1,240,000 gross and debt).

The execution of agreements with Vital Strategies to receive funding of \$100,000 in the form of a one-time grant for the prioritization, planning and design of school safety zones in support of the Road Safety Plan, will not require an adjustment to the 2018-2027 Capital Budget & Plan for Transportation Services as it was included during the 2018 budget process.

The Acting Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

Works Committee, Report No. 15, Clause 15, "Evaluation of the Effectiveness of Community Safety Zones". At its meeting of August 1, 2, 3, and 4, 2000, City Council adopted the recommendation that "additional Community Safety Zones not be installed at this time", creating a moratorium on Community Safety Zones.

<http://www.toronto.ca/legdocs/2000/agendas/council/cc/cc000801/wks15rpt/cl015.pdf>

At its meeting of December 16, 2013, City Council endorsed the Downtown Transportation Operations Study implementation plan. This plan identified 17 projects to improve traffic operations and improve congestion management in the downtown core. Project 3: Transportation Assistance Personnel (TAP) envisioned a program for the deployment of TAP to improve intersection operation by assisting and providing guidance on traffic operations.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PW27.13>

At its meeting of November 29, 2017, the Public Works and Infrastructure Committee received an update on the Congestion Management Plan (PW25.3) which provided an update on the 'traffic assistive personnel' (TAP) pilot, indicating that the pilot was a success and provided lessons learned that will be applied in the planned 'Traffic Wardens' program roll-out, planned for deployment in 2018.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PW25.3>

At its meeting of January 31 and February 1, 2018, City Council directed the General Manager, Transportation Services to proceed with Automated Speed Enforcement in conjunction with the Province of Ontario and other partnering municipalities, including the issuance of a Request for Proposals and investigating the feasibility for the City of Toronto to manage the Joint Processing Centre on behalf of the partnering municipalities for the future Automated Speed Enforcement program.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PW25.10>

At its meeting of February 12th, 2018, City Council adopted the 2018 Capital and Operating Budgets for Transportation Services. Contained within these Budgets were the provision of 16 new positions in Transportation Services for the purpose of the Traffic Wardens program, and an acceleration of the Road Safety Plan, including the \$100,000 in funding from Vital Strategies

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX31.2>

City Council at its meeting of March 26 and 27, 2018 (MM38.24), directed the General Manager, Transportation Services to streamline the process to receive and process Councillor and community requests for the implementation of traffic calming measures in school zones and community safety zones.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.MM38.24>

COMMENTS

Background

Responding to Council direction, this report seeks authority for changes to the Traffic Calming Policy and process in order to streamline the procedure for the introduction of traffic calming measures on local and collector roadways in Community and School Speed Zones (known more generally in the Road Safety Plan as "School Safety Zones"), including:

- Rescinding the current moratorium on the designation of Community Safety Zones;
- Delegating to the General Manager, Transportation Services authority to undertake Traffic Calming and Speed Reduction measures on local and collector roadways in Community Safety Zones and School Speed Zones; and
- Amending the polling requirements for Traffic Calming Measures in areas outside Community Safety Zones and School Speed Zones.

In addition, in order to continue moving the Road Safety Plan forward, Council authority for three legal agreements regarding previously approved policy measures are necessary.

Traffic Calming Policy

Traffic calming measures are physical features, such as speed humps, pinch points, chicanes, or signage, installed on the roadway to reduce vehicle speeds. In 2002, City Council adopted a Traffic Calming Policy, which outlines the process which must be followed in order to have traffic calming measures installed on local or collector roads. Traffic calming measures are recommended on a context-sensitive basis according to established technical criteria designed to achieve slower speeds for motor vehicles and increase safety.

In 2017, there were approximately 500 individual requests for traffic calming across the City. Following the consideration of these requests and Community Council approval, 30 – 45 traffic calming locations are typically installed annually. It generally takes approximately one year to progress through the traffic calming process and another year or more to get traffic calming measures such as speed humps installed, once they are approved.

Table 1 outlines the current traffic calming process and the approximate timelines for each of the required steps.

Table 1 - Traffic Calming Process

Traffic Calming Process	Timelines	Comments
Petition or Public Meeting hosted by local Councillor or Survey by the Councillor's Office	7 - 30 days	Investigation of Traffic Calming initiatives can also be initiated by staff, based on engineering judgement
Data Collection (Speed and Volume Studies)	2 - 6 months	Depending on time of year when request comes in (seasonal - not typically conducted December to February or July to August)
Traffic Operations Review	7 - 15 days	
Report to Community Council	1 - 2 months	Generally no Community Council meetings in summer months and December
Polling	2 - 3 months	Undertaken by City Clerk's Office
Possible Second Report to Community Council (second report may occur if there is a negative polling result)	1 - 2 months	Generally no Community Council meetings in summer months and December
Road Alteration By-Law Submitted to Community Council	1 - 2 months	Generally done close to installation. Generally no Community Council meetings in summer months and December

Traffic Calming Process	Timelines	Comments
Installation	1 - 1.5 years	Depending on budget availability, time of approval, tender process, and coordination with capital works

Recommended Change

Three opportunities to streamline the current traffic calming process have been identified:

- Delegated Authority in Community Safety Zones and School Speed Zones** - In order to expedite safety improvements for vulnerable road users such as school children and pedestrians, it is recommended that the City Council previously approved Traffic Calming Policy be amended such that traffic calming measures proposed as part of Community Safety Zones and/or School Speed Zones not be required to go through the City Council approved Traffic Calming process.

Staff would conduct a traffic operations review to confirm the type and design of traffic calming measures that are warranted and appropriate on local and collector roadways, including on those portions of such classification of highways with a TTC route, in a Community Safety Zone and/or in a School Speed Zone. If as a result of that review traffic calming measures are considered appropriate, a petition or polling of residents would not be required and a staff report would not need to be submitted to Community Council for approval. This would eliminate the time that is currently required for petition, polling and reporting to Community Council (i.e. six to seven months). Bills to implement changes would go directly to Community Council. The General Manager would, however, for information purposes only, provide the affected ward councillor(s) with notification five working days prior to the submission of the bill for enactment.

The installation of traffic calming in School Speed Zones or Community Safety Zones would be coordinated with the implementation of other safety measures in these zones.

- Alteration of Polling Requirement at Community Council Direction** - In those areas outside of School Speed Zones or Community Safety Zones, eliminating the polling requirement, at the direction of Community Council, at the time when a traffic calming initiative is considered as part of a staff report to Community Council would save two to three months in the process. Staff propose that this change be implemented on a case-by-case basis such that Community Council have the delegated authority to either waive the polling requirement for traffic calming in a specific location or request that polling take place.
- Change in Required Response Rate** - Should Community Council determine that polling is desired, a reduced response rate, from the currently required 50 percent plus 1 to 25 percent, would be employed. This would be consistent with the required

response rates with other polling undertaken by City Clerks, such as for off street parking, permit parking, and boulevard cafés.

The specific measures recommended for enactment are summarized in Table 2

Table 2 - Traffic Calming Policy - Proposed Changes

Traffic Control Measure	Existing Warrant/Policy	Proposed Changes
Traffic Calming Policy	City of Toronto Traffic Calming Policy	<p>Delegate Authority to the General Manager, Transportation Services, to implement traffic calming proposals within Community Safety Zones and in School Speed Zones, including eliminating the Petition, Polling, and Reporting requirements for these locations, together with the authority to submit directly to Community Council any necessary bills to enact.</p> <p>AND</p> <p>Delegate to Community Council the authority to eliminate the polling requirement at the direction of Community Council for areas outside of Community Safety Zones and/or School Speed Zones.</p> <p>AND</p> <p>When Polling is undertaken, reduce the required polling response rate, from the 50 percent plus 1, to 25 percent.</p>

Community Safety Zones

In 2000, Council enacted a moratorium on the installation of new Community Safety Zones. Lifting this moratorium is key to achieving the objectives of the Road Safety Plan through engineering countermeasures, specifically as they relate to the investigation and application of traffic calming to improve safety of school children and pedestrians.

Should Council lift this moratorium, staff would initiate the process to designate these zones for all schools in the City of Toronto. The Highway Traffic Act defines a School Speed Zone as any section of road that is within 150 meters in either direction from the entrance/exit of a school. Community Safety Zones are further defined as any area where, in Council's opinion, public safety is of special concern. Staff would propose to bring forward details of recommended School Speed Zones and Community Safety Zones to the June Council cycle.

Each Community Safety Zone will require a minimum of signage at the beginning and end of each zone as per the Highway Traffic Act.

In order to commence the work to install the necessary signage in 2018, four (4) temporary staff will be funded through existing the existing Capital budgets for the Road Safety Plan. It is anticipated that about 100 schools could be completed by Q4 2018 with these additional staff and existing resources. Capital funds in the amount of \$240,000 per year for four (4) permanent staff and capital funding in the amount of \$1,000,000 for signage will be requested in the 2019 Capital and Operating Budgets for Transportation Services to continue with this work until completion. It is anticipated that all of this work will be completed by Q4 2020.

Traffic Warden / Special Constable Program

In 2015 and 2016 Transportation Services in collaboration with the Toronto Police Services (TPS) undertook a pilot program to determine the impacts of utilizing Traffic Assistance Personnel (TAP) at selected intersections and corridors within the City. The program was undertaken as part of the congestion management strategies and initiatives outlined in the City of Toronto's Congestion Management Plan.

The purpose of this initiative was to reduce traffic congestion and to improve safety and mobility of intersection users. Congestion resulting from intersection blockage by vehicles and non-compliance of traffic signals by pedestrians was addressed in the program.

Based on the success of these two pilot projects, 19 staff were added in Transportation Services 2018 Operating Budget to enable the City to move forward with the deployment of full-time Traffic Wardens to provide traffic direction to enhance operational safety and efficiency of key intersections and corridors, mitigate congestion, close public highways when necessary, and assist in clearing roads of illegal and/or unauthorized road occupations as part of the broader City of Toronto Traffic Management Plan.

The Traffic Wardens are proposed to be Special Constables with some limited powers of a Police Officer to direct traffic, remove vehicles, cargo or debris, and/or close highways under relevant sections of the Highway Traffic Act (HTA).

At present, there are two routes that can be taken to allow persons other than a police officer to direct traffic - one being statutory amendments and the other being through the appointment of Special Constables who are granted the powers of a police officer by the Minister of Community Safety and Correctional Services through the Toronto Police Services Board (TPSB).

Staff are seeking authority to enter into a Memorandum of Understanding with the TPSB which would spell out the terms and conditions of the process for appointing these special constables, their powers, areas of authority and all other aspects of the operation of any Special Constables Program. The creation and execution of the MOU is described in Section 2.3 'Role of the Police Services Board/OPP Commissioner' of the "Special Constables – A Practitioner's Handbook" created by the Ontario Association of Chiefs of Police and Published by the Ministry of Community Safety and Correctional Services.

MOUs currently exist between the TPSB and the Toronto Transit Commission, the Toronto Community Housing Corporation and the University of Toronto, under which the Special Constables operating in these organizations are already appointed.

Automated Speed Enforcement Pilot

Following City Council approval to proceed with Automated Speed Enforcement in conjunction with the Province of Ontario and other partnering municipalities, planning is underway to conduct an automated speed enforcement pilot in Toronto this year.

In order to do this there is a requirement for the City to enter into an agreement with the Her Majesty the Queen in Right of Ontario, as represented by the Minister of Transportation, to obtain license plate information to be used to issue warnings and tickets once the Province enacts the necessary regulations.

Active and Safe Routes to School Funding Grant from Vital Strategies

At its meeting on January 31st, City Council was made aware of a funding grant that was to be received from Bloomberg Philanthropies - Partnership for Healthy Cities program via Vital Strategies to support and help accelerate the Vision Zero School Travel Planning/Active and Safe Routes to School countermeasure. While the funding has been included in the 2018 budget, the City is now required to enter into an agreement with Vital Strategies in order to receive the funding.

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SIGNATURE

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