

Updates on Vision Zero Road Safety Initiatives: New Traffic Calming Policy, Community Safety Zone Criteria, Zebra Marking Policy, Approach to Area-Based Speed Limit Reductions and related Council requests

Date: October 12, 2023

To: Infrastructure and Environment Committee

From: General Manager, Transportation Services

Wards: All

SUMMARY

The City Council adopted Vision Zero Road Safety Plan is a comprehensive action plan focused on eliminating traffic related fatalities and serious injuries on Toronto's streets. Since the inception of the Vision Zero Road Safety Plan in 2017, the City's investment in and delivery of the plan is making a difference - the number of fatalities and serious injuries have been on the decline. No loss of life as a result of traffic collisions is acceptable - Transportation Services is committed to working with City Council and the public in continuing to build on progress made to date, to eliminate all traffic fatalities and serious injuries on Toronto's roadways.

The purpose of this report is to provide an update on the Vision Zero Road Safety Plan as well as several requests made by City Council of the General Manager, Transportation Services. This report is divided into four sections, covering the following initiatives:

1. Overall update on the Vision Zero Road Safety Plan
2. Proposed update to the Traffic Calming Policy
3. Update on Automated Enforcement and Community Safety Zones
 - Proposed framework guiding the creation of Community Safety Zones outside of school zones
 - New and revised Community Safety Zone designations within school zones to support Automated Speed Enforcement
 - Update on Automated Enforcement Programs
4. Report back on other Vision Zero Tools and related City Council requests
 - Report back on impaired driving in consultation with Toronto Police Service

- Minor update to the Zebra Marking Policy to add mid-block school crossing guard locations
- Updates on area-based speed limit reductions
- Report Back on Traffic Control Warrants and Complete and Safe Street Design Considerations

1. Overall update on the Vision Zero Road Safety Plan: The Vision Zero 2.0 Road Safety Plan adopted by Council in 2019 recommended a set of extensive, proactive and targeted initiatives, informed by data and aimed at eliminating serious injury and fatalities on Toronto’s roads. This report provides an update on key accomplishments to date and a summary of recent data trends on safety outcomes.

2. Proposed update to the Traffic Calming Policy: Requests from Council to review the existing 2002 Traffic Calming Policy provided an opportunity to propose updates to the policy in alignment with the Vision Zero Road Safety Plan with the objective of delivering more traffic calming measures (speed humps & speed cushions) because they are a cost-efficient, effective, and quick tool to improve safety of neighbourhood streets, as well as to propose process changes to more effectively support other speed management measures like local road speed limit reductions.

3. Update on Automated Enforcement and Community Safety Zones: these sections all address different tools associated with Automated Enforcement as well as the establishment of Community Safety Zones

Proposed Framework Guiding the Creation of Community Safety Zones Outside of School Zones: Staff was directed to develop a framework to evaluate requests for Community Safety Zone designations in order to implement Automated Speed Enforcement outside of school zones. This report seeks approval on a framework for expanding Community Safety Zones beyond school frontages to areas across the community to enable the expansion of Automated Speed Enforcement.

New and Revised Community Safety Zone Designations within School Zones to Support Automated Speed Enforcement: Staff is recommending updates to some existing Community Safety Zones as well as adding new ones in school zones to support Automated Speed Enforcement for particular locations.

Update on Automated Enforcement Programs: This report includes an update on the City’s Automated Enforcement efforts including Automated Speed Enforcement evaluation and options for possible program expansion.

4. Report back on other Vision Zero Tools and related City Council requests: these sections all address different tools to support the continued delivery of the Vision Zero Road Safety Plan, some of which are City Council-directed

Report Back on Impaired Driving in Consultation with Toronto Police Service: As directed by City Council, staff have reviewed statistics related to impaired driving as well as outlining approaches taken to address this ongoing concern to road safety.

Minor Update to the City's Zebra Marking Policy to Add Mid-block School Crossing Guard Locations: Staff have identified that mid-block locations with active school crossing guards are currently not eligible for zebra markings and propose to add these locations to improve visibility.

Updates on Area-Based Speed Limit Reductions: Staff have received feedback from Councillors and residents that, as part of the ongoing 30 km/h speed limit reductions, the exclusion of 30 km/h collector roads in speed limit areas has resulted in confusion and extra signage. This change will allow the modification of the speed limit areas to reduce the number of signs.

Report Back on Traffic Control Warrants and Complete and Safe Street Design Considerations: These sections include a report back on updated warrants to evaluate all-way stop control, pedestrian crossovers and traffic control signals as well as a summary of efforts taken to date to ensure that Complete and Safe Street designs are considered for every major road rehabilitation project.

RECOMMENDATIONS

The General Manager, Transportation Services recommends that:

1. City Council adopt the updated 2023 Traffic Calming Policy as detailed in Attachment 2 to the report (October 12, 2023) from the General Manager, Transportation Services.
2. City Council amend §27-18.4B(9), Traffic Calming, of City of Toronto Municipal Code Chapter 27, Council Procedures, as follows:
 - a. by deleting from subsection (a)[3] the phrase: "Chicanes" and inserting the phrase: "Speed cushions";
 - b. by deleting from subsection (b) the phrase: "that do not have an established TTC route"; and
 - c. by deleting subsection (c):
"Despite Subsection B(9)(b), the authority to waive petition and polling requirements under the City's Traffic Calming Policy for traffic calming proposals."
3. City Council adopt the 'Framework and Expanded Criteria for Establishing Community Safety Zones', detailed in Attachment 3 to the report (October 12, 2023) from the General Manager, Transportation Services for creating Community Safety Zones outside of School Zones.
4. City Council rescind the Community Safety Zone designations and/or designate the Community Safety Zones and authorize the amendments to Schedule XXXIII to City of Toronto Municipal Code Chapter 950, Traffic and

Parking, generally as set out in Attachment 4 to the report (October 12, 2023) from the General Manager, Transportation Services.

5. City Council designate the school locations as Community Safety Zones and authorize the amendments to Schedule XXXIII to City of Toronto Municipal Code Chapter 950, Traffic and Parking, generally as set out in the report (October 12, 2023) from the General Manager, Transportation Services.

6. City Council renew the previous request to the Ontario Minister of Transportation to change the maximum Blood Alcohol Concentration for all licensed motorcycle drivers to 0%.

7. City Council request that the Ontario Minister of Transportation create a provincial Impaired-Driving Task Force to support the prevention, awareness, enforcement and treatment of impaired driving and to generate more collaboration and consensus for effective solutions to address impaired driving across Ontario.

8. City Council amend the Zebra Crosswalk Policy to include zebra crosswalks at mid-block school crossing guard locations with active guards.

9. City Council authorize the inclusion of collector roads within designated areas with a speed limit of 30 kilometre per hour under Section 950-701 of City of Toronto Municipal Code Chapter 950, Traffic and Parking, subject to listed exclusions.

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 or General Manager, Transportation Services, in order to give effect to Recommendations 1 through 9, above.

FINANCIAL IMPACT

This report seeks approval to implement a number of policy changes as a fundamental objective of the Council-adopted Vision Zero 2.0 Road Safety Plan. The Vision Zero Road Safety Plan is a comprehensive action plan focused on eliminating traffic related fatalities and serious injuries on Toronto's streets. Since the inception of the Vision Zero Road Safety Plan in 2017, multiple Council decisions have amended the initial \$80.0 million budget in order to accelerate delivery of this key Council priority. The 2023 Vision Zero Road Safety Plan budget of \$72.3 million, \$23.0 million in capital and \$49.3 million in operating, is more than has previously been spent in any one year on the Vision Zero Road Safety Plan. The increased funding has been included in the budget to meet increased demands for traffic calming treatments and to keep up with inflationary pressures to maintain the capital and operating delivery plans.

Operating costs estimated at \$0.800 million to convert automated speed enforcement mobile sites to become permanent have been included in the approved 2023 Operating Budget.

Along with other capital requests for road safety, the capital costs estimated at \$1.042 million to support Community Safety Zones, increased speed hump demand, and ongoing speed limit reductions have been included for consideration in the 2024 Capital Budget Plan and submission. Funding for these capital projects is identified under the health and safety category. Additional needs beyond 2024 will be assessed and included for consideration as part of the future Capital Budget and Plan submission for Transportation Services.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications as contained in the Financial Impact Section.

EQUITY IMPACT STATEMENT

The Vision Zero Road Safety Plan is a critical part in building a safe and inclusive city. It is an important mechanism to remove barriers for equity-deserving groups by prioritizing the safety of vulnerable road users. The ongoing delivery of the Road Safety Plan, supported by the recommendations in this report, will help to provide a transportation network with safer walking, cycling, and motor vehicle routes.

Other cities and jurisdictions with long standing Vision Zero programs have reported that police enforcement of speeding or distracted driving can be applied unequally, potentially reflecting systemic bias. The most effective way to prevent unintentional bias in speed enforcement is using automated speed enforcement (ASE) according to consistent deployment guidelines. An Equity lens is applied to the prioritization criteria for ASE and consideration of fines being burdensome in lower income neighbourhoods is balanced with the need for safer streets for other types of road users.

Another common concern with the delivery of the Road Safety Plan is a perceived unequal distribution of infrastructure improvements. Vision Zero's data driven approach focuses on unsafe road environment characteristics and KSI collisions wherever they may be throughout the city. The intention of Vision Zero is that it is widely imbedded in infrastructure improvements, including regular State of Good Repair programs. The traffic calming policy update recommended in this report aims to remove barriers to deliver more traffic calming more equitably.

DECISION HISTORY

At its meeting of September 6, 2023, North York Community Council directed the General Manager, Transportation Services to explore options to accelerate the reduction of speed limits on local roads in North York, and to report back before the end of 2023 with an update. The Community Council decision can be found at: <https://secure.toronto.ca/council/agenda-item.do?item=2023.NY7.25>

At its meeting of March 29, 30 and 31, 2023, City Council directed the General Manager, Transportation Services, the Director, Court Services, and the City Solicitor, to investigate all available procurement options to acquire and implement 75 additional Automated Speed Enforcement Cameras and to report back on the feasibility of improving the program further, including operational enhancements such as permanent installations. The Council decision can be found at:

<https://secure.toronto.ca/council/agenda-item.do?item=2023.MM5.25>

At its meeting of July 19, 20, 21 and 22, 2022, City Council requested the General Manager, Transportation Services report to City Council on pathways to permit the creation of Community Safety Zones outside of school zones in order to enable to installation of Automated Speed Enforcement cameras.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.MM47.45>

At its meeting of July 19, 20, 21 and 22, 2022, City Council requested the General Manager, Transportation Services report to City Council on a plan to update the warrants/considerations used to evaluate the need for All-Way Stop Control, Pedestrian Crossovers and Traffic Control Signals include a required number of potentially preventable collisions that is no greater than one.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.MM47.45>

At its meeting of July 19, 20, 21 and 22, 2022, City Council also requested the General Manager, Transportation Services to review and report back on safe street improvements that could be implemented as of right during regular maintenance, and a pathway for how identified measures could be implemented as by default during maintenance projects, road reconstruction, or State of Good Repair works. The Council decision for these three items can be found at:

<https://secure.toronto.ca/council/agenda-item.do?item=2022.MM47.45>

At its meeting of July 19, 20, 21 and 22, 2022, City Council requested the General Manager, Transportation Services, in consultation with Toronto Police Service, to report back on impaired driving in Toronto to include statistics on impaired collisions, an update on efforts underway and additional measures that can be taken to address impaired driving and details on actions taken to respond to the 2019 Council direction to develop an impaired driving campaign. The Council decision can be found at:

<https://secure.toronto.ca/council/agenda-item.do?item=2022.MM47.36>

At its meeting of July 19, 20, 21 and 22, 2022, City Council directed the General Manager, Transportation Services to update the 2002 Traffic Calming Policy so that the warrant for minimum speed is measured against the posted speed limit and not the current standard of 40 kilometres per hour. The Council decision can be found at:

<https://secure.toronto.ca/council/agenda-item.do?item=2022.IE31.18>

At its meeting on February 2 and 3, 2022, City Council authorized the City Manager, the General Manager, Transportation Services, the Director, Court Services, the Director, Revenue Services and the City Solicitor, once the enabling regulatory framework is provided by the Province, to take steps to implement an Administrative Penalty System for the Red Light Camera and Automated Speed Enforcement programs, and

City Council direct the City Manager, the General Manager, Transportation Services, the Director, Court Services, the Director, Revenue Services and the City Solicitor to report back to the Infrastructure and Environment Committee with an update and any necessary recommendations to give effect to the operation of Administrative Penalty System for the Red Light Camera and Automated Speed Enforcement programs. The Council decision can be found at:

<https://secure.toronto.ca/council/agenda-item.do?item=2022.IE27.8>

At its meeting of December 15, 16 and 17, 2021, City Council requested the Deputy City Manager, Infrastructure and Development Services, in consultation with the General Manager, Transportation Services and the Chief Engineer and Executive Director, Engineering and Construction Services, to report back with recommendations on the process required to have complete street designs considered for every major road rehabilitation project. The Council decision can be found at:

<https://secure.toronto.ca/council/agenda-item.do?item=2021.IE26.16>

At its meeting of April 7 and 8, 2021, City Council established and authorized the designation of areas within which designated areas a speed limit of 30 kilometres per hour will apply to public lanes or public alleys and local roads, subject to listed exclusions, and delegate to Community Council the establishment of designated areas pursuant to subsection 128(2.1) of the Highway Traffic Act. The Council decision can be found at:

<https://secure.toronto.ca/council/agenda-item.do?item=2021.IE20.15>

At its meeting of July 16, 17 and 18, 2019 City Council unanimously approved the Vision Zero 2.0 - Road Safety Plan Update, as amended. At this time, City Council approved speed limit reductions from 60 km/h to 50 km/h on nearly 250 kilometers of major arterial roadways across the city as part of the Speed Management Strategy. At the same meeting, City Council also directed the General Manager, Transportation Services to review compliance with the speed limit reductions introduced on major and minor arterials to inform recommendations about further changes. The Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.IE6.8>

At its meeting of May 22, 23 and 24, 2018, City Council amended the 2002 Traffic Calming Policy as it pertains to Community Safety Zones and School Speed Zones to: 1) reduce the required polling response rate from 50-percent-plus-one to 25-percent; and 2) permit the General Manager, Transportation Services to report directly to community council, notwithstanding the requirements for an initial petition, on recommended traffic safety measures within School Safety Zones and Community Safety Zones. City Council also gave delegated authority to Community Councils to waive petition and polling requirements for Traffic Calming measures. The Council decision can be found at:

<https://secure.toronto.ca/council/agenda-item.do?item=2018.PW29.6>

At its meeting of April 16, 17, and 18, 2002, City Council adopted the 2002 Traffic Calming Policy. The policy harmonized the process and practices for installing speed humps of the seven municipalities that were amalgamated into the City of Toronto in

January 1998. The policy does not cover speed humps in laneways. The policy can be found at:

<https://www.toronto.ca/wp-content/uploads/2017/11/96f9-Traffic-Calming-Policy.pdf>

COMMENTS

1. Overall Update on the Vision Zero Road Safety Plan

The 2019 Vision Zero 2.0 Road Safety Plan update represented the City's renewed commitment to the safe systems approach launched with the initial 2016 Vision Zero Road Safety Plan ("RSP").

Vision Zero 2.0 recommended a set of extensive, proactive and targeted initiatives, informed by data and aimed at eliminating serious injury and fatalities on Toronto's roads. The plan focused on what was working from the original plan as well as a renewed focus on a set of the most effective actions including:

- A holistic speed management strategy;
- Road design improvements;
- Proactively addressing high-risk mid-block crossings;
- Proactively addressing turning collisions at signalized intersections; and,
- An education and engagement plan.

Since the initiation of Vision Zero 2.0, the City has made significant accomplishments towards improving road safety:

- The implementation of Pedestrian Head Starts (or Leading Pedestrian Intervals) at over 1,200 intersections, providing an advanced walk signal to increase the visibility of pedestrians in the intersection and reinforce their right-of-way over turning motorists.
- The launch of the Automated Speed Enforcement program and the expansion from 25 to 75 mobile cameras focused on altering driver behaviour to reduce speeding and increase safety for all roadway users.
- Over 500 kilometres of arterial and collector speed limit reductions and an ongoing program to reduce the speed limits on all local roads in the city to 30 km/h. Higher speeds contribute to a higher risk of serious injuries and fatalities by reducing driver reaction time, increasing the vehicle stopping distance, and inflicting more severe blunt force trauma on victims upon impact.
- Over 430 School Safety Zones delivered to date with an ongoing rollout with the target of installing 80 new zones per year and completion of the city-wide program by 2026.
- The introduction and installation of over 250 In-Road Flexible Speed Signs serving as an additional tool in our road safety toolkit to encourage compliance with the posted speed limit in eligible high-priority areas.
- Ongoing administration of the School Crossing Guard Program with over 800 well-trained crossing guards helping students cross the street safely and confidently and reminding drivers and people cycling of the presence of pedestrians at key locations. This program was fully transferred from being delivered by the Toronto Police Service to Transportation Services starting in August 2019.

- Continually testing new tools to improve safety. Most recently Speed Cushions to add traffic calming on routes with TTC service and Left-Turn Calming to reduce conflicts with turning motorists and pedestrians at intersections.
- The establishment of the Toronto Police Services Vision Zero Enforcement Team in 2020, at which time Transportation Services funded this program in the amount of \$1.0 million. Since 2021, funding for this program has been increased to \$3.5 million annually from the Transportation Services Operating Budget for 2 police sergeants, 16 police constables, and ancillary support costs to support enhanced enforcement of safety on Toronto roads.

As Vision Zero solutions are planned and implemented, there are circumstances when decisions to improve road safety may result in outcomes at odds with other objectives, such as reducing congestion and delays for motorists. This also requires balancing priorities of elected officials and the public to ensure that measures are taken which will have the greatest safety benefits for all roadway users. Vision Zero reiterates that protecting human life and ensuring access for all roadway users should be prioritized over all other objectives within all aspects of the transportation system.

In 2016, Toronto saw a ten-year record high of 78 traffic fatalities. While Vision Zero is based on the principle that no loss of life as a result of traffic collisions is acceptable, efforts to address road safety in the City through implementation of the Road Safety Plan and adoption of the Vision Zero approach have been effective in reducing the number of fatalities and serious injuries. Generally, all metrics show an overall downward trend since the initiation of the Road Safety Plan – this downward trend is particularly evident since 2018, which was the first full year when the plan was fully operational.

One key indicator to evaluate the impact of the Road Safety Plan is to look at trends in both fatalities and killed and serious injuries (KSIs). Between 2018 and 2022, Toronto saw a 15% reduction in fatalities and serious injuries compared to the previous 5-year average (2013-2017)

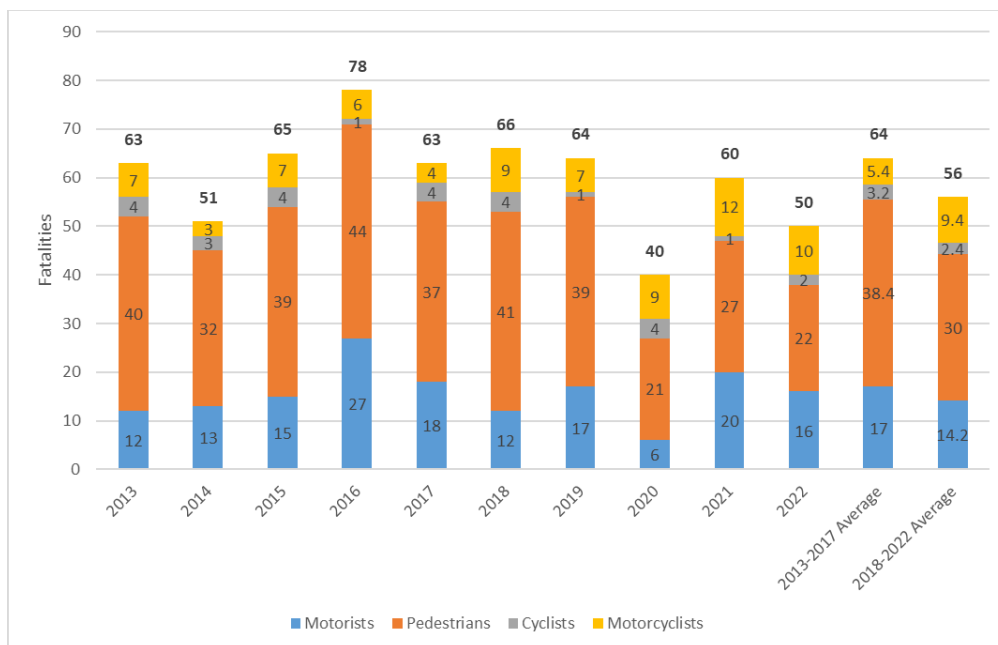


Figure 1 - Number of Fatalities by Road User 2013 – 2022

Figure 1 and Figure 2 show the numbers of fatalities and serious injuries on Toronto roads per year between 2013 and 2022, respectively with Figure 3 showing the rate of fatalities and serious injuries per 100,000 population.

While it is recognized that the significant drop in fatalities in 2020 was associated with the reduction in overall travel activity during the COVID-19 pandemic, the city has not seen a return to the same highs of the years prior to 2020. This is unique from what has been seen in other jurisdictions, where fatality numbers are beginning to match, or even exceed, those from pre-COVID years¹.

¹ <https://www.nhtsa.gov/press-releases/nhtsa-traffic-fatalities-estimates-first-quarter-2023>

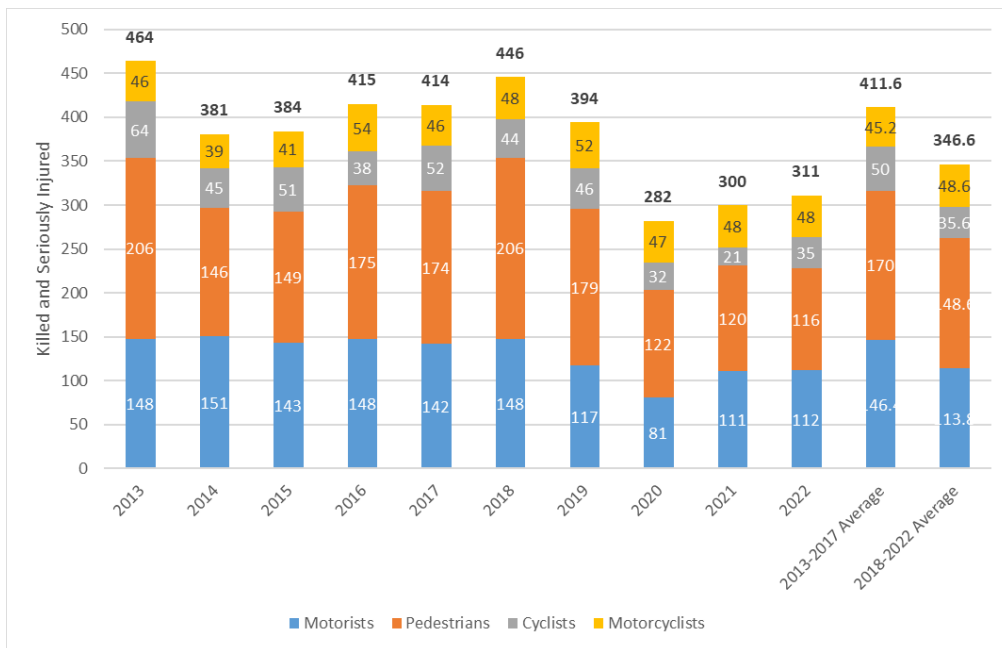


Figure 2 - Number of KSI by Road User 2013 - 2022

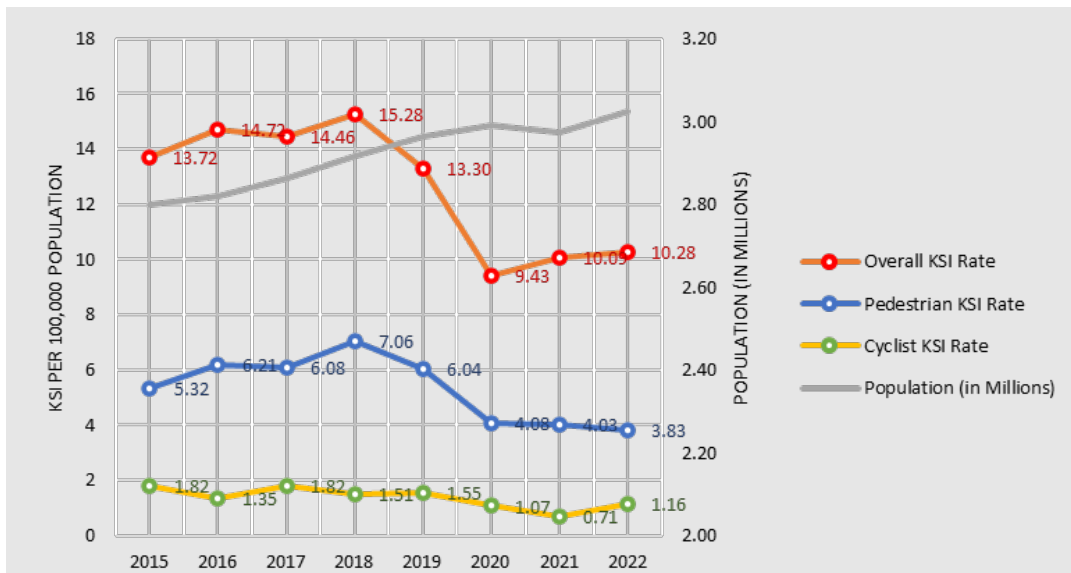


Figure 3 - KSI Rate Per 100,000 Population 2015 - 2022

As of September 30, 2023, 28 people have lost their lives and 145 have sustained serious injuries as a result of traffic collisions. While the number of fatal and serious injury outcomes are continuing to trend lower since 2020, no loss of life or serious, life-altering injury is acceptable on our roadway network. The sustained reduction in fatalities and serious injuries seen over the last few years is a reflection of the City's commitment and investment to road safety that began in 2016 with the initiation of the Road Safety Plan. Addressing road safety continues to be a priority for residents, elected officials and staff.

Transportation Services is committed to working with City Council and the public in continuing to build on progress made to date, to eliminate all traffic fatalities and serious injuries on Toronto's roadways. While fluctuations in year-over-year number of serious injuries and fatalities are expected, meaningful change is only possible after several years of sustained investment and focused commitment.

2. Proposed Update to the Traffic Calming Policy

The vast majority of trips made in Toronto start and end in residential areas on local and collector roads. While local and low-volume collector roadways do not historically represent a significant percentage or frequency of fatal and severe injury collisions, mid-block collisions are one of the most prevalent crash types for pedestrians. Children and youth are most at-risk for mid-block collisions, often on residential streets and in front of their own home or local park.

Traffic Calming is the foremost policy response to local concerns over excessive motorist speeds on neighbourhood roadways, and requests for Traffic Calming measures are one of the primary types of service requests that Transportation Services receives. These measures – speed humps and speed bumps – are an important piece of the City's Speed Management Strategy. They are relatively inexpensive, quick to install and effectively reduce motor vehicle speed to improve the quality of life for residents on neighbourhood streets and improve safety for people walking, rolling and cycling.

The proposed 2023 Traffic Calming Policy provides an update to the Council-adopted 2002 Traffic Calming Policy (hereby referred to as the 2002 Policy) to bring it in line with the Vision Zero lens, address common challenges with the process, and help meet other City policy goals. Traffic Calming as per this Policy refers to speed humps and speed cushions on local and collector roadways and speed bumps in laneways.

Alignment with Vision Zero and other City Policies

The 2019 Vision Zero 2.0 - Road Safety Plan Update recommended a set of more extensive, proactive and targeted initiatives, informed by data and aimed at eliminating serious injury and fatalities on Toronto's roads. The Plan focuses on speed management strategies aimed at mitigating risks with high speeds through revised speed limit setting practices and road design improvements. One important strategy from the plan is the reduction of speed limits on all local roads to 30 km/h. The increased delivery of Traffic Calming measures on local roadways supports this reduced 30 km/h local road speed limit through installation of self-enforcing infrastructure – namely, speed humps.

The 2023 Traffic Calming Policy recommended by this report would contribute towards many other City policies and goals by promoting an increase in speed hump installations, enabling a more equitable distribution and targeting specific safety concerns. The recommendations promote active transportation to improve public health and sustainability [Toronto's Walking Strategy (2009), Healthy Streets (2014), TransformTO, COVID-19: Impacts and Opportunities Report (2020)], create safer and more comfortable travel routes for vulnerable road users [The Toronto Seniors Strategy

(2013), Vision Zero 2.0 (2019)], and help shape vibrant and equitable neighbourhoods with a high quality of life [Corporate Strategic Plan (2014), Toronto Strong Neighbourhoods Strategy (2020), Complete Streets Guidelines (2017), Toronto Official Plan (2020)].

Goals for Policy Updates

The 2023 Traffic Calming Policy recommended by this report aims to achieve the following goals:

Deliver more Traffic Calming measures

Speed humps are the most-commonly used Traffic Calming measure in the city. In the last five years, Transportation Services has installed an average of 185 humps per year. That number grows year-by-year as does interest in the program. On average, speed humps cost \$4,000 per hump and take one to two days to install. Speed humps are the most cost-effective measure to slow motor vehicle speeds on local roadways. Where they are installed, they effectively reinforce and ensure a consistent 30 km/h travel speed along a corridor.

In addition to speed humps, the 2023 Traffic Calming Policy proposes to enable the use of speed cushions – while similar to speed humps, speed cushions are constructed with wheel cut-outs for larger vehicles such as buses and emergency vehicles to travel over them, minimizing the vertical deflection. Speed cushions enable the application of Traffic Calming measures where they may otherwise be infeasible, such as along a neighbourhood TTC route.

The proposed changes to the Traffic Calming Policy are intended to increase the number of Traffic Calming requests that Transportation Services reviews and installs every year, based on requests from the community. Additionally, the recommendations are intended to allow City staff to proactively initiate requests for speed humps and speed cushions.

Streamline the process to improve efficiency

From initial request to installation, following the process contained in the 2002 Policy takes two years on average. In an effort to get traffic calming delivered more quickly, staff are often directed to install speed humps that have not met the required warrants and polls. Nearly 70% of the Traffic Calming measures approved for installation since 2002 were approved through Community Council without meeting the required warrants or polling results.

The 2023 Traffic Calming Policy recommended in this report includes key changes to streamline the process by which Transportation Services evaluates requests for Traffic Calming from the community or a Councillor. Most notably, this includes removing the petition requirement to initiate a Traffic Calming request; creating and utilizing a geospatial analysis (GIS) model to quickly confirm if a proposed location meets the eligibility criteria; updating the warrants for speed humps and cushions to be less restrictive; and removing the requirement for polling.

Enable a more equitable distribution of Traffic Calming measures

A recent staff-led analysis has indicated that equity-deserving communities have generally received fewer Traffic Calming measures. To address this, this report recommends removing potential barriers for participation, namely the petition and polling requirements. It also introduces a more comprehensive set of ranking criteria that prioritizes the timing of installation of Community Council-approved Traffic Calming measures in equity-deserving communities and locations with higher populations of vulnerable road users, including seniors, school-aged children and pedestrians. In addition, the 2023 Traffic Calming Policy recommended by this report allows City staff to proactively identify locations for Traffic Calming measures to be bundled with other Transportation Services programs and capital works, which will better support investment in equity-deserving communities.

Overview of Policy Updates

In general, the review of a Traffic Calming request consists of six steps: 1) Identification; 2) Evaluation; 3) Scoring; 4) Design Approval; 5) Reporting; and 6) Installation.

Attachment 1 provides an overview of the process as per the 2002 Policy (with subsequent updates), contrasted with the recommended changes in the proposed 2023 Traffic Calming Policy update.

The 2023 Traffic Calming Policy recommended by this report seeks to improve the process of evaluating and approving speed hump and speed bump requests. It also provides a proactive process for City staff to recommend traffic calming measures in conjunction with other Transportation Services programs and capital works. The updated Policy applies to requests for speed humps and speed cushions on roadways and to speed bumps in laneways. Key changes recommended in the 2023 Policy are listed below, and the full Policy is included as Attachment 2.

Remove the petition requirement for community requests

In order to initiate a community request for Traffic Calming under the 2002 Policy, residents must circulate a petition along the nominated corridor and have it signed by at least 25% of affected households or 10% in the case of multiple family rental dwellings. On average, Transportation Services receives approximately 750 requests for Traffic Calming measures per year. Less than 15% of those requests are evaluated. Although records of service do not provide a precise breakdown, it is estimated that a significant portion of the 85% of requests not evaluated are closed with no action because they have not met this initial petition requirement. While the 2002 Policy allows for Councillors to initiate a request following a public meeting or survey, and Community Council has the authority to waive the petition requirement, the petition requirement represents a barrier for the community to initiate requests for Traffic Calming.

In the 2023 Traffic Calming Policy recommended by this report, a petition will no longer be required to initiate a Traffic Calming request. Instead, community members can contact their Councillor's office to determine if any additional evidence of support is

needed, and the Councillor can directly initiate the Traffic Calming request to Transportation Services.

Enable staff to easily and proactively recommend locations for speed humps and speed cushions city-wide

One of the cornerstones of Vision Zero is the Safe Systems approach – moving away from processes that react only to historical collision or community requests to a proactive process that utilizes data to address and target systemic issues. An update to the 2002 Policy passed by Council in 2018 gave authority to Transportation Services to initiate the process for speed humps in School and Community Safety Zones, notwithstanding the requirements for an initial petition, in order to proactively address safety concerns. However, this permission is rarely used by staff due to its limited application to select safety zones.

The updated 2023 Traffic Calming Policy recommended by this report would enable City staff to identify proactive opportunities for Traffic Calming. New speed humps and speed cushions would be identified through a variety of programs like Neighbourhood Streets Plans to be bundled with annual operational delivery and through planned capital works including the delivery of the Cycling Network Plan, Missing Sidewalks, and State of Good Repair. After recommending a location, staff would liaise with the local Councillor to gauge community support and, if endorsed, the location would then move through the typical process for evaluation, approval and installation including Community Council and/or Council approval where necessary.

Streamline eligibility review for speed humps and speed cushions

Under the 2002 Policy, technical feasibility and warrant criteria that determine need are mixed between two warrant processes. Staff undertake the warrant process manually to confirm that each criterion is satisfied with no way to quickly screen out locations that are not technically feasible. The 2023 Traffic Calming Policy recommended by this report separates the criteria into two reviews: 1) Eligibility Criteria – the review of technical feasibility and 2) Warrant Analysis – the need to address excessive motor vehicle speeds.

With the eligibility criteria grouped, staff would use a GIS mapping tool to categorize all local and collector streets in the City into three categories of eligibility: 1) meets all eligibility criteria; 2) not eligible or already has Traffic Calming measures installed; and 3) potential eligibility but needs additional review, such as consultation with TTC. This would allow staff to quickly screen locations for technical feasibility and move more quickly to the warrant analysis process.

The updated 2023 Traffic Calming Policy recommended in this report also enables the use of speed cushions on transit routes, with TTC approval and if all other eligibility criteria are met, significantly expanding the ability of Transportation Services to respond to safety concerns on local and collector roadways with transit service that would otherwise not be eligible for Traffic Calming in the 2002 Policy.

Make warrants for speed humps and cushions less restrictive

In the current process, the warrant for minimum speed is 10km/h over a 40km/h standard speed based on 85th percentile speed. This creates a mismatch with the Council-approved plan to lower all local roadway speed limits to 30 km/h and with many collector roadways where the speed limit has also been reduced to 30 km/h.

As directed by City Council in 2022, the updated 2023 Traffic Calming Policy recommended by this report updates the warrant speed limit for speed humps and cushions to 30 km/h for all local roadways and where posted on collector roadways; otherwise, the warrant speed limit of 40 km/h would apply on collector roadways.

Update scoring to prioritize installations based on risk to vulnerable road users and equity

As per the 2002 Policy, every Traffic Calming request evaluated is assigned a "score", which is used to prioritize its installation when there is not sufficient capacity (budget or staffing) to install all approved locations in year.

The updated 2023 Traffic Calming Policy recommended by this report updates the scoring in line with Vision Zero to prioritize locations with higher speeds and traffic volumes; a history of mid-block serious injury or fatal collisions involving a cyclist or pedestrian; and a higher potential presence of vulnerable road users, including seniors, school children and pedestrians. The scoring will also weight certain equity measures, including the Priority Population index and the Transportation Disadvantage Index. The Prioritization Score will be used to identify high-priority approved locations for installation under the annual construction contract while others may be deferred to future years if there isn't sufficient capacity to deliver all approved Traffic Calming in year.

Remove the polling requirement

According to the 2002 Policy, Transportation Services staff report twice to Community Council for every potential Traffic Calming installation. The first report includes the results of the Traffic Calming evaluation and requests Community Council authorize a poll by the City Clerk. Following completion of the poll, a letter is returned with the results to Transportation Services – a process that can take anywhere from two to nine months. Transportation Services staff then provide a second report to Community Council to include the poll results and, if positive, recommend that Community Council authorize a road alteration by-law. A positive poll that supports the installation of Traffic Calming, must have a response rate of 50% plus one and have 60% of residents in favour. In School or Community Safety Zones, the City requires a response rate of only 25%.

The polling process is time, resource and labour intensive, and rarely changes the outcome of Community Councils' decision to approve Traffic Calming measures. Thus, the 2023 Traffic Calming Policy recommended in this report removes the polling requirement from the process. Instead, Transportation Services staff would liaise with the local Councillor to understand community support for warranted Traffic Calming

measures. If supported, staff would then report only once to Community Council to authorize a road alteration by-law.

Conclusions – Traffic Calming Policy Update

If approved, the updated 2023 Traffic Calming Policy recommended by this report will require amendments to Chapter 27 of the City of Toronto Municipal Code. These amendments are specifically required to enable the use of speed cushions on routes with TTC service where Traffic Calming was previously not permitted. In addition, the amendments will remove chicanes from Chapter 27 – the 2023 Policy focuses on the use of vertical traffic calming measures (speed humps, cushions, and bumps) that require a road alteration by-law. The requirement for polling will also be removed from Chapter 27.

The updated 2023 Traffic Calming Policy recommended in this report and included as Attachment 2 is a progressive, streamlined, and proactive Policy that will move the City of Toronto closer to the goal of zero traffic fatalities and serious injuries.

3. Update on Automated Enforcement and Community Safety Zones

Proposed Framework Guiding the Creation of Community Safety Zones Outside of School Zones

Community Safety Zones – Background

A Community Safety Zone (CSZ) is a designated stretch of roadway where public safety is of special concern, recognized under Provincial legislation, marked with community safety zone signs, allowing the doubling of fines associated with speeding and, through the applicable sections [of Bill 65, Safer School Zones Act, 2017](#), the use of an automated speed enforcement system.

In 2018, City Council lifted the moratorium on the creation of new Community Safety Zones and directed staff to designate the frontages of all elementary (kindergarten to grade 8) Toronto District School Board (TDSB) and Toronto Catholic District School Boards (TCDSB) schools within the City as CSZ in order to help reduce aggressive driving and speeding in areas within the city that have higher concentrations of school-aged children. In 2019, Secondary School locations were added to the CSZ designation. These zones are all eligible for automated speed enforcement under the Highway Traffic Act and the benefit of speeding fines being doubled along these key walking and biking routes to schools.

The City's Automated Speed Enforcement program began operation in July 2020. Currently, there are 75 devices to detect and capture images of vehicles travelling in excess of the posted speed limit. The program aims to increase road safety, reduce speeding and raise public awareness about the need to slow down and obey posted speed limits. It is designed to work with other Vision Zero actions, including traffic engineering measures and programs, educational initiatives and traditional police enforcement.

Expanded Criteria for Establishing Community Safety Zones

City Council directed the General Manager, Transportation Services to review the existing criteria for establishing Community Safety Zones and consider including other sensitive community areas beyond school frontages in order to improve safety through the implementation of the Automated Speed Enforcement Program.

A review looking at the expansion of Community Safety Zones in the context of feasibility for Automated Speed Enforcement (ASE) was conducted. Based on a jurisdictional scan, the most suitable expansion for Toronto is a two-step approach to determine which roads have geographic/location based vulnerable road users and then evaluate for ASE eligibility. The steps are outlined below with more details in Attachment 3 titled, *Framework and Expanded Criteria for Establishing Community Safety Zones*.

The first step is selecting road segments classified as major and minor arterial or high-volume collector roads that are directly adjacent to facilities that have increased vulnerable road users. The following locations would be selected for further evaluation:

- School crossing guard locations at major and minor arterial roads;
- Roads close to high concentrations of senior residents, like retirement facilities;
- Roads with non-separated bike lanes;
- Road segments adjacent to community centers;
- Road segments near parks with high visitor volumes;
- Locations near city-run community centres; and,
- Locations near to hospitals

Locations with existing or planned traffic calming would be excluded from the process as they would not be appropriate for ASE.

For road segments that clear the initial screening, a one-time feasibility review of the sites would be conducted to determine if they are suitable for a) ASE using current available technology or b) ASE requiring new technology to overcome certain impediments like physical site constraints. The site audit for ASE suitability would include:

- Evaluation of space for ASE equipment and no obstructions for the camera including on-street parking;
- Potential impacts to traffic operation;
- Appropriate speed limit transition length and buffer zones;
- Road geometry and grade;
- Current and planned future road work; and,
- Speed limit restrictions (such as no planned speed limit changes and/or no flashing variable speed limit sign).

If new candidate sites meet both the CSZ and ASE criteria, they will be designated as CSZs and added to the ASE program list and screened for prioritization. If the location does not pass both screenings, it will not receive CSZ designation and will not be prioritized for ASE deployment.

Based on preliminary analysis undertaken by Transportation Services it is anticipated that an additional 600 kilometres of road could be eligible for detailed ASE review. Field site reviews of these additional locations would take approximately three years to complete. Currently, Toronto has over 700 kilometres of roadway designated as CSZs, with approximately 45% located on arterials and collectors.

New and Revised Community Safety Zone Designations within School Zones to Support Automated Speed Enforcement

In 2018, City Council lifted the moratorium on the creation of new Community Safety Zones (CSZs) and designated the frontages of all elementary (kindergarten to grade 8) Toronto District School Board (TDSB) and Toronto Catholic District School Board (TCDSB) schools as CSZs. In 2019, Council approved the designation of CSZs at all private elementary schools in the City as well as TDSB and TCDSB secondary schools. Subsequently, in 2020, Council approved the designation of additional CSZs to include private high schools as well.

In order to continue to support the School Safety Zone program, as well as ASE, the CSZ amendments in Attachment 4 and new CSZ designations in Attachment 5 are required for particular locations noted, where public safety is of special concern.

Update on Automated Enforcement Programs

Red Light Camera and Automated Speed Enforcement Program Background

Red Light Camera (RLC) and Automated Speed Enforcement (ASE) are important safety measures in the City's Vision Zero Road Safety Plan and are aimed at improving aggressive driving behaviours. The RLC program has been in operation for over 20 years and has been effective in reducing the number of collisions at signalized intersections that often result in a fatality or serious injury. The ASE program began in 2020 and a recent report from the Hospital for Sick Children shows that the program has been successful in reducing vehicle speeds and increasing compliance with the posted speed limits where the cameras are deployed.

The ASE and RLC programs aim to improve road safety, reduce speeding and red light running, and raise public awareness about the need to slow down and obey the traffic laws. They are designed to work in tandem with other Vision Zero methods and strategies, including engineering measures, education initiatives and traditional police enforcement.

There are currently 298 RLC systems installed at high-priority intersections throughout the city and 75 mobile ASE devices (3 devices per ward) that rotate through Community Safety Zones within each ward.

Automated Speed Enforcement Program Evaluation

Researchers from the Hospital for Sick Children, in collaboration with the Toronto Metropolitan University, conducted an evaluation of Toronto's ASE program. The comprehensive analysis showed that there was a significant reduction in the proportion

of vehicles exceeding the speed limit during ASE compared to the period before ASE. Table 1 shows the percent reduction in 30, 40 and 50 km/h speed limit zones.

Table 1 - Before and After ASE Speeding Comparison

Speed Limit Zone	% of Motorists Speeding Before ASE	% of Motorists Speeding During ASE
30 km/h	60%	43%
40 km/h	51%	30%
50 km/h	58%	36%

Additionally, the 85th percentile speed (or operating speed), which is the speed at or below which most vehicles (85%) travel in free-flowing conditions, was also reduced at locations where ASE was deployed. Table 2 shows the reduction in 30, 40 and 50 km/h zones from the period before ASE to the period during ASE.

Table 2 - Before and After ASE 85th Percentile Comparison

Speed Limit Zone	85th Percentile Speed Before ASE	85th Percentile Speed During ASE
30 km/h	44 km/h	37 km/h
40 km/h	50 km/h	44 km/h
50 km/h	63 km/h	60 km/h

Furthermore, the evaluation found that excessive speeding - exceeding the speed limit by 20 km/h or more - was also reduced by 87% after the deployment of an ASE device.

The reduction in vehicle speeds and in the percentage of vehicles exceeding the speed limit was substantial and occurred uniformly across the city. The design of the evaluation ensured confidence that the speed reductions observed were directly attributable to the ASE program. The full report is available on the City's website at www.toronto.ca/ase.

Permanent Automated Speed Enforcement Sites

The existing ASE systems are mobile and rotate to different Community Safety Zones within each ward. This provides an opportunity to address a greater number of areas and provide a wider-ranging deterrent effect. Mobile devices however, present some unique challenges and therefore, Transportation Services has explored the feasibility of implementing permanent sites.

Permanent sites are pole-mounted and include all utilities, civil infrastructure, camera housing and ASE equipment. The current ASE vendor contract includes provisions for installing and operating permanent sites. The vendor's solution also provides the option

to remove the ASE equipment from the enclosure and rotate it to another permanent site.

Current challenges with mobile sites:

- **Vandalism** - Mobile sites are more susceptible to vandalism. The units are placed on the ground which make them easily accessible. There have been many instances where units have been spray-painted with unwanted graffiti. The camera lenses are often painted or have glue/tape applied to cover the lens area which results in obstructed views and images. There have also been occurrences of units that were tipped over which may cause a safety concern if the unit is pushed over on to the sidewalk, bike lane or roadway. Not only are vandalized units an "eye sore" for the community, but the systems incur downtime which reduces the intended safety benefit.
- **Operational resources** - Mobile sites require a substantial amount of staff resources to operate. In addition to prioritizing and selecting sites for each rotation, staff are required to conduct numerous site inspections/reviews for each location. Additionally, due to the signage requirements from the Ministry of Transportation, two different signs are required for each site. A warning sign must be installed at least 90 days prior to enforcement in order to advise motorists that the ASE camera will be coming soon. Once enforcement begins, that sign must be replaced with a regulatory sign to advise motorists that the ASE camera is in use.
- **Obstructed views** - The ASE units are approximately 1.5 metres (5 feet) high and are easily obstructed, most often by parked vehicles. As a result, roadways with on-street parking must be avoided, which reduces the number of eligible sites.
- **Large footprint** - Sufficient boulevard space on the City's right-of-way is required to place the units. This can be especially challenging in the downtown core.
- **Battery operated** - The mobile ASE units are battery operated. The batteries need to be replaced approximately once per week.

Benefits of permanent sites

- **Reduced vandalism** - Permanent sites are less susceptible to vandalism, since the ASE equipment is mounted higher from the ground, are not easily accessible, and permanent units cannot be tipped over.
- **Fewer resources required** - Permanent sites require less resources to operate since the units are stationary and do not rotate.
- **Improved visibility** - Having the ASE equipment mounted higher will reduce obstructions and improve visibility.
- **More eligible locations** - Due to the smaller footprint and mounting height, there will be more locations suitable for ASE.
- **Less down time** - Permanent ASE sites have continuous power, resulting in less potential system down time.

Risks / Challenges of permanent sites

- **Costs** - There is a one-time installation cost to build the site and ongoing operational costs for power consumption.

- **Longer implementation timeline** - Implementation time will be longer due to the civil work required to build the site. Weather will also impact the installation times as construction is usually delayed during the winter.
- **Availability of power** - Permanent sites will need to be installed near a suitable power supply.

Implementation Plan

Transportation Services staff are currently working toward converting 25 of the 75 ASE systems from mobile sites to permanent sites (i.e., one of the three systems in each ward). Once the highest priority sites for each ward have been identified, staff will reach out to the respective Councillor's office to get feedback and input before finalizing the selection of the permanent site. It is anticipated that the 25 permanent systems will be fully operational by January 1, 2025. The estimated one-time cost to convert 25 ASE mobile sites to permanent sites is \$800,000, which has been approved in the 2023 Transportation Services' Operating budget.

Automated Speed Enforcement Program Expansion

As per Council direction, Transportation Services implemented an additional 25 ASE cameras in 2023, for a total of 75 ASE cameras (3 cameras per City ward). At its meeting on March 31, 2023, City Council directed the General Manager, Transportation Services, the Director, Court Services, and the City Solicitor, to investigate all available procurement options to acquire and implement 75 additional ASE cameras to the Automated Speed Enforcement program as soon as possible, and to report to City Council with recommendations for the Mayor to consider in preparing the 2024 budget and staff anticipated required for those 75 additional ASE cameras.

The ASE program's 2023 budget was developed based on the resources required (including staff, office space, supplies, etc.) to support a projected number of charges. A further increase in the number of cameras will result in a higher volume of charges and therefore additional resources will be required in order to process the charges within the 30-day limitation period legislated by the Province. This may also include the need to acquire additional office space to support increased staffing levels.

Additionally, the implementation of an Administrative Penalty System (APS) is a requirement for expanding the City's RLC and ASE operations. At its meeting on February 2, 2022, City Council authorized the City Manager, the General Manager, Transportation Services, Director, Court Services, Director, Revenue Services and the City Solicitor, once the enabling regulatory framework is provided by the Province, to take steps to implement an Administrative Penalty System (APS) for the RLC and ASE programs, and directed the City Manager, the General Manager, Transportation Services, Director, Court Services, Director, Revenue Services and the City Solicitor to report back to the Infrastructure and Environment Committee with an update and any necessary recommendations to give effect to the operation of APS for the RLC and ASE programs. Staff is anticipating that report back to occur in Q4 2023.

Transportation Services staff reviewed all available procurement options that are in alignment with the *City's Purchasing By-Law and Procurement Processes Policy* for

expanding the ASE program and determined that one of the following procurement methods would be most appropriate:

A. Request for Proposal (RFP)

The ASE system requirements are unique and complex and as such, it is advantageous to solicit proposed solutions from qualified suppliers. Additionally, the City operates a Joint Processing Centre (JPC) on behalf of Toronto and partnering Ontario municipalities. For this reason, the current ASE vendor contract was the result of an RFP that included a Cooperative Purchasing Process whereby partnering municipalities provided assistance and input into the development of the RFP and participated in the evaluation stage which included a Proof of Performance.

Advantages of an RFP Solicitation

Emerging technology - Technology continues to evolve at a rapid pace. A new RFP solicitation would provide an opportunity for the City to stay current with emerging technology within the automated enforcement industry.

Competitive pricing - Competitive procurement generally leads to better value for the City as competition provides more choices which can make products and services more affordable.

Improved service - Since ASE suppliers will compete to provide the best quality service, they are likely to improve their service levels to meet or exceed the City's expectations.

Disadvantages of an RFP Solicitation

Longer implementation time - The RFP process can take upwards of two years before a new ASE system is operational. This includes the time required to research and prepare the procurement documents, evaluate the proposals, conduct Proof of Performance testing, build/customize the system and set up the new system in the processing centre.

Contract management challenges - The potential to manage multiple vendors and solutions can introduce a number of issues including conflict between vendors, difficulty with data sharing and data security, inconsistencies between different processes and systems, etc. Additional staff resources will also be required to manage multiple contracts.

Immediate need for additional office space - Transportation Services staff are currently exploring options for additional office space to support future program growth in Toronto and participating Ontario municipalities. Due to the limited availability of office space, the ASE JPC has to operate two shifts in order to process the current number of charges. The potential to have two vendors however, would likely prevent staff from sharing workstations as the systems are supplied and maintained by the vendor. This would result in an immediate need for additional office space to accommodate the additional workstations and equipment.

B. Contract Amendment

The City currently has a contract with Redflex Traffic Systems (Canada) Limited, for the provision of ASE services. The term of the contract is for five years, beginning July 16, 2019, with the option to renew for an additional five-year term. In order to expand the ASE program to add an additional 75 cameras, the City may choose to amend the current contract to increase the dollar value of the original contract.

Advantages of a Contract Amendment

Quicker implementation time - A contract amendment can be executed relatively quickly. However, given the dollar value, a report to the appropriate standing committee for approval will be required.

Existing system already in place - Since the ASE vendor has already developed and implemented the processing system, there will be no requirement for a new system, any additional development work, or training for staff.

Lower cost - It is anticipated that a new tender will result in higher prices due to rising costs and inflation since the original contract was executed in 2019. The current vendor has committed to honouring the existing contract price.

Disadvantages of a Contract Amendment

Tied to the existing solution - A contract amendment will not allow the City to explore and/or implement new technology.

Recommended Approach for Automated Speed Enforcement Expansion

Once an APS has been implemented for ASE violations, staff recommend proceeding with an amendment to the existing vendor contract to add an additional 75 ASE cameras, with consideration given to both mobile and permanent solutions depending on the most suitable installation method for each candidate site.

In parallel, Transportation Services will continue to work with Corporate Real Estate Management to secure additional office space required to accommodate growth of both ASE and RLC programs.

Due to the lower anticipated cost and quicker time to implement, it is expected that a contract amendment would result in the best value to the City. In order to initiate an amendment to the existing vendor contract for ASE services, Transportation Services staff will report back to the Infrastructure and Environment Committee for the necessary approvals in Q3 2024.

Additional Automated Speed Enforcement Joint Processing Centres in Ontario

The City of Toronto operates a Joint Processing Centre (JPC) where ASE tickets are processed for Toronto and partnering Ontario municipalities. The operating costs of the JPC are shared among the partnering municipalities and are primarily determined by the number of images reviewed and the number of tickets issued. At the time of writing this report, the ASE JPC consists of 16 partnering municipalities.

Since ASE has been found to be an effective tool in reducing vehicle speeds, a number of municipalities in Ontario are interested in rapidly expanding their ASE programs. Since the JPC's capacity to process tickets is limited by available office space and staff resources, Toronto will not be able to expeditiously accommodate a large program expansion by another partnering municipality, or similarly adding new municipalities to the program who anticipate a large number of violations. For this reason, Transportation Services staff have been working with several municipalities to assist them with implementing their own processing centres.

The establishment of additional ASE processing centres in Ontario will free up capacity for the JPC to process additional City of Toronto violations.

City of Ottawa

At its City Council meeting on May 10, 2023, the City of Ottawa approved the establishment of a processing centre for ASE infractions. The anticipated start date for the new processing centre in Ottawa is January 1, 2024.

City of Barrie / AMO

The City of Barrie has partnered with Local Authority Services (LAS), a branch of the Association of Municipalities of Ontario (AMO), to provide a complete solution for ASE, which includes a camera system and ticket processing through the establishment of a JPC in the City of Barrie. The program is aimed at smaller municipalities who are interested in ASE but lack the resources and capacity to administer their own program. Pending the necessary provincial approvals, the program will be piloted in Barrie later this year.

4. Report Back on Other Vision Zero Tools and Related City Council Requests

Report Back on Impaired Driving in Consultation with Toronto Police Service

Impaired driving, including both alcohol- and drug-impairment, is a major public safety issue across Canada. Despite significant progress and reductions in impaired driving, it remains one of the leading criminal causes of death in Canada. With its focus on eliminating fatalities and serious injuries on Toronto's roads, the Vision Zero Road Safety Plan supports all efforts targeted at reducing the instances of impaired driving.

In July 2022 City Council requested the General Manager, Transportation Services, in consultation with Toronto Police Service (TPS), to report back on impaired driving in Toronto to include statistics on impaired collisions, an update on efforts underway and additional measures that can be taken to address impaired driving, and details on actions taken to respond to the 2019 Council direction to develop an impaired driving campaign.

At its public meeting on March 2, 2023, the Toronto Police Services Board received a report from the Chief of Police regarding items contained within City Council's July 2022 request. A copy of the TPS Report on Impaired Driving is included as Attachment 6. Additional details on impaired driving statistics, efforts to combat impaired driving and

recommendations are included as Attachment 7 with a summary reflected in the following sections.

Impaired Driving Statistics

Key statistics from a 2019 Report on Impaired Driving from Statistics Canada² show:

- The national average rate of police-reported impaired driving is 228 incidents per 100,000 population;
- Ontario had the lowest rate of police-reported impaired driving at 104 incidents per 100,000 population;
- Among the Canadian census metropolitan areas (CMAs), the second-lowest rate of impaired driving was recorded in Toronto with 73 incidents per 100,000 population; and
- According to the data provided, police services reported a 14% decrease in the total number of impaired driving incidents and a 33% decrease in those that caused death or bodily harm between March 2020 and February 2021. While the total number of impaired driving incidents decreased during the COVID-19 pandemic, additional conclusions regarding the percentage of collisions recorded nationally and provincially due to impaired driving have not been provided. This preliminary data does not account for the significant decreases in the volume of motorists traveling at the height of the pandemic, instead reflecting changes in social habits such as staying home instead of visiting an establishment or location outside of the home.

Collision data within the City of Toronto shows:

- Collisions involving impaired motorists account for less than 1.5% of the total collisions recorded each year, having increased from approximately 1.0% in 2018/2019;
- Impairment is a factor in approximately 2% of all injury collisions reported, with only minor variation observed over the last five years;
- Of the collisions that result in a serious injury, impairment is a factor for approximately 5-8% percent, which has decreased over the last five years;
- There is significant variability in the number of fatal collisions involving impairment, with a marked decrease recorded during the height of the pandemic in 2020 and an overall decreasing trend since 2018 with an average of 6.4%; and,
- Youth aged 15 to 24 are the most over-represented group when comparing injury collisions versus total share of the Toronto population, and this age group saw the largest increase in their representative share of injuries as a result of impaired collisions during the pandemic.

Additional statistics regarding impaired driving enforcement, including the results of Mandatory Alcohol Screening (MAS) tests and Reduce Impaired Driving Everywhere (R.I.D.E.) deployment by Toronto Police Services are provided in Attachment 6.

Current Efforts to Combat Impaired Driving

² Impaired Driving in Canada, 2019 <https://www150.statcan.gc.ca/n1/pub/85-002-x/2021001/article/00012-eng.htm>

The City of Toronto plays a small – but crucial – part of the overall efforts to combat impaired driving. Within the City, several divisions have responsibilities to address impaired driving, including Toronto Police Services and Toronto Public Health. Transportation Services, responsible for the design and management of City roadways, also plays a key part in reducing the potential for severe and fatal outcomes of impaired driving. Larger and more comprehensive efforts to address impaired driving – such as deterrence through enacting and adjudicating impaired driving laws and broader strategies to address prevention and treatment – fall under the purview of the provincial and federal governments.

Following the Council-endorsed Vision Zero Road Safety Plan approach of the 5 E's:

- Transportation Services is responsible for **Engineering** – Efforts to improve safety for all, including managing travel speeds, reduce the likelihood of serious injury and fatal collisions as a result of impaired driving. Additionally, improvements to the built environment to make walking and cycling safer change the modal share away from auto dependence, making it less likely that a person who is impaired will choose to drive versus use an active or shared form of transportation, such as walking, taking transit or using rideshare services.
- Toronto Police Services (TPS) are responsible for **Enforcement** – TPS performs targeted impaired driving enforcement to deter motorists from driving impaired. The Vision Zero Enforcement Team focuses on the "Big 4" offences known to contribute to KSI collisions, including impaired driving. Enforcement efforts include the Reduce Impaired Driving Everywhere (R.I.D.E.) deployment programs and completion of Mandatory Alcohol Screening (MAS) tests and Drug Recognition Evaluations during routine traffic enforcement.
- To support **Education and Engagement**, TPS has several external partnerships, including Mothers Against Drunk Driving (MADD) Canada, Arrive Alive Drive Sober and the Traffic Injury Research Foundation (TIRF) to share key messaging. Programs include the unique "Ask a Traffic Cop" show, which focuses on traffic safety including impaired driving and airs on various social media platforms. TPS also partners with other City divisions, such as Transportation Services and Strategic Public & Employee Communications on safety campaigns, including those focused on reducing impaired driving.
- **Evaluation** of collision data is used to identify "hot spot" problem locations where targeted impaired driving enforcement can be deployed by TPS. Additionally, data can be used to identify trends and systematically address problems, including working with non-traditional partners to target problems at the source, such as Toronto Public Health. A public health approach to addressing impaired driving includes preventing the use of alcohol and other drugs by high-risk groups such as youth, promoting how to use alcohol and drugs more safely and providing supportive services for those who do, and supporting laws and policies that reduce alcohol and drug-related harms.

Attachment 7 provides more details on these efforts, as well as a jurisdictional and literature scan for best practices to address impaired driving.

Conclusions

Transportation Services will continue to implement the Council-approved Vision Zero Road Safety Plan to reduce traffic-related fatalities and serious injuries on Toronto's streets. Implementation of Vision Zero programs and strategies will reduce the potential for fatal and serious injury collisions as a result of a motorist choosing to drive while impaired, as well as encourage safer forms of transportation as an alternative to driving while impaired.

Transportation Services will also continue to work with our partner agencies to educate and inform the public about the risks of driving while impaired, as well as work to identify additional community partners such as youth organizations that can focus on peer-to-peer engagement. Additional partnerships will be investigated to determine how Transportation Services can help and support broader efforts to address impaired driving behaviour, such as working with Toronto Public Health on their mental health and harm reduction strategies.

To further efforts of reducing the safety risks associated with impaired driving, Transportation Services recommends that City Council:

- Renew the previous request to the Ontario Minister of Transportation to change the maximum Blood Alcohol Concentration for all licensed motorcycle drivers to 0%; and
- Request the Ontario Minister of Transportation to create a provincial Impaired-Driving Task Force to support the prevention, awareness, enforcement and treatment of impaired driving and to generate more collaboration and consensus for effective solutions to address impaired driving across Ontario.

Minor Update to the City's Zebra Marking Policy to Add Mid-block School Crossing Guard Locations

The current Zebra Crosswalk Policy makes zebra markings standard at all signalized crossings in addition to all stop-controlled intersections that meet the following conditions:

- Located within Pedestrian Safety Corridors;
- Located within School Safety Zones;
- Located within Senior Safety Zones; and,
- At locations where safety is, in the opinion of the General Manager, Transportation Services, an issue.

As part of the ongoing delivery of the School Safety Zone program, staff have identified that, based on the current Zebra Marking Policy, designated mid-block locations with active school crossing guards are currently not eligible for zebra markings. These are locations which have no formal control when the school crossing guard is not present but are otherwise signed and marked as designated locations for crossing. Figure 1 shows one such crossing guard location with standard WC-2 - School Crossing Guard signage, depressed curbs and transverse crosswalk lines but no zebra markings.



Figure 4 - Typical Mid-block School Crossing Guard Location without Zebra Markings

To increase visibility of these locations, particularly for the times when school crossing guards are not present, Transportation Services proposes to add these locations to the Zebra Marking Policy. There are approximately 25 existing locations of this type without zebra markings in the city.

Staff have been working to identify and address a backlog of missing pavement markings for the School Safety Zone program. To accelerate delivery of these high-priority treatments and improve safety of school-aged children around schools, a dedicated contract was established in 2023 to clear this backlog by 2024.

Updates on Area-Based Speed Limit Reductions

Since 2021, Transportation Services has been delivering local speed limit reductions across the city for all local roads not previously reduced as part of the 2015 and 2016 Toronto and East York reductions. To facilitate this large-scale reduction, staff are delivering these reductions using an area-based signage approach: the City is no longer required to sign every individual street within that designated area but only the entry and exit points to/from the designated area where speed limits change and any internal roads with a different speed limit.

On April 7, 2021 City Council approved the addition of a new Schedule XLV in the Toronto Municipal Code to facilitate the designation of areas in the City with reduced speed limits of 30 km/h. The intention is that every local roadway and laneway in the city will ultimately be included in one such zone to have the speed limit set at 30 km/h.

Staff have received feedback from Councillors and residents about concerns with the delay in local speed limit implementation in their wards. The rollout of the 30 km/h speed limit reductions across the City's network of over 3,300 kilometres of local roadways is a significant effort, and Transportation Services has outlined a data-driven ward-by-ward approach that prioritizes wards with higher rates of pedestrian and cyclist collisions.

While staff have attempted to be realistic with timelines, targeting an end date for full implementation by 2026, it is understood that wards receiving reductions later will be frustrated with the wait. Implementation requires that the dedicated staff be focused on one area of the city at a time – investigating and implementing individual locations or neighbourhoods outside of this ward-by-ward approach would decrease the efficiency of

and divert resources away from the strategic rollout and result in a longer and more-costly delivery of the reductions across the city. Table 3 shows the progress of the local speed limit reduction program, outlining the wards that remain to receive reductions.

Table 3 – Current Progress of Local Speed Limit Reductions

Community Council Area	Wards Complete or Near-Complete	Upcoming
Etobicoke York	7, 5	1 (current), 3, 2
North York	6, 18	8, 16, 17, 15
Scarborough	21, 23	24, 20, 22, 25

Staff have also received feedback from Councillors and residents that as part of the ongoing 30 km/h speed limit reductions, the exclusion of 30 km/h collector roads in speed limit areas has resulted in confusion and visual clutter from seemingly unnecessary signage. This is because, under the area-based approach, collectors cannot be included in the speed limit area and must therefore result in an entry/exit point even if the bisecting collector roadway has the same speed limit as the 30 km/h speed limit area. Figure 2 demonstrates this, where the speed limit area on the local road (Rowntree Avenue) must end because it intersects with a collector road (Silverthorn Avenue), only to start again on the other side of the intersection even though the collector road also has a speed limit of 30 km/h.



Figure 5 - Example of Non-continuous Speed Limit Area Due to Bisecting Collector Road

In order to reduce such cases, Transportation Services is proposing to allow the inclusion of collector roadways into the speed limit areas defined in Schedule XLV. Staff would not use this to proactively reduce the speed limit of collector roadways but simply include those already reduced or reduced in the future to 30 km/h as part of speed limit areas to reduce the overall number of speed limit signs throughout the city.

If this change is approved, staff will bring forward modifications to the current speed limit areas to each Community Council in Q1 of 2024 to enable to signage changes. While detailed analysis will be required to identify all examples, it is estimated that over 100 collector roadways currently have speed limits of 30 km/h and would be impacted by this change.

Report Back on Efforts Taken to Date to Ensure that Complete and Safe Street Designs are Considered for Every Major Road Rehabilitation Project

Background

Transportation Services and Toronto Water, as well as City-led Agencies and stakeholders (such as TTC, utilities, etc.) each lead capital programs that must be managed in a manner that ensures that safe, sustainable and high-quality municipal infrastructure is delivered on-time. For a significant portion of their capital programs, these groups work with the Engineering and Construction Services (ECS) Division to schedule the work in a manner that mitigates disruption to residents, businesses and visitors within the city. In turn, ECS acts as their delivery agent, providing design services and managing the construction delivery for these clients' capital programs.

Transportation Services and Toronto Water are currently working with ECS to improve coordination and realize efficiencies in infrastructure delivery. Specifically, while the existing workflow processes governing the creation of annual capital programs for ECS work were designed for maintaining our roads in a State of Good Repair, they are less effective in delivering new forms of infrastructure, such as cycling infrastructure, Vision Zero road safety measures, and other emerging industry best-practices for urban road design with a Complete Streets approach. This has been an ongoing challenge for the delivery of Council-mandated programs that impact the City's climate resiliency, including the Cycling Infrastructure Program, the Vision Zero Road Safety Plan, the Green Streets Program (each for Transportation Services), and the Basement Flooding Program (for Toronto Water).

Objective And Approach

A Capital Delivery Improvements (CDI) Review was initiated to develop recommendations to improve and standardize coordination between Toronto Water, Transportation Services and ECS Divisions, thereby improving the rate and quality of delivery for City infrastructure. The CDI Review aims to provide recommendations on how divisions move their projects through the plan-coordinate-design-and-deliver cycle, and how these divisions can improve the capital coordination process to support infrastructure programs of varying complexities. The recommended process arising from this review are intended to address existing issues and identify opportunities for enhancements to project intake/scoping and delivery rates.

To streamline the overall process, the CDI Review is investigating each step of the capital planning and delivery process including project intake/scoping, coordination between Divisions, conflict resolution, change management and the design/delivery process. Recommendations are anticipated to address standardization, governance & accountability, the coordination process, and systems automation.

It is anticipated that the recommendations and Implementation Plan will represent significant changes to the way the three participating Divisions conduct their work, and how they work together to deliver their Capital Programs.

Following approval by the respective Division Heads, the Implementation Plan is expected to take place over 6-12 months for the standardization, governance, and process improvements, while the automation improvements will take longer to deploy. Some of the standardization and process changes have been applied in practice and should begin to result in improvements for the 2024 Capital program and onward.

Report Back on Updated Warrants to Evaluate All-Way Stop Control, Pedestrian Crossovers and Traffic Control Signals

In July 2022, City Council requested the General Manager, Transportation Services to report to City Council on a plan to update the warrants/considerations used to evaluate the need for All-Way Stop Control, Pedestrian Crossovers and Traffic Control Signals include a required number of potentially preventable collisions that is no greater than one.

A thorough review of the warrants for traffic control measures was performed in 2019 and included as part of the Vision Zero 2.0 – Road Safety Plan Update. Updates to the warrants included increasing the pedestrian factor for All-Way Stop Control (AWSC), aligning the review of Pedestrian Crossovers (PXOs) with the Ontario Traffic Manual (OTM) Book 15 – Pedestrian Crossing Treatments, and development of a contextual assessment checklist, which enhances the assessment for new Traffic Control Signals (TCSs) outlined by OTM Book 12 – Traffic Signals to include consideration based on road width, posted speed limit, operating speeds, adjacent land uses (including new development in the area), pedestrian desire lines and demographics, presence of a transit stop, sight lines, and distance between existing signalized crossing opportunities.

Given the scope and outcomes of the recent review, Transportation Services does not recommend additional changes to the AWSC, PXO, or TCS warrants at this time. Transportation Services had identified the need to develop a framework to address safety concerns at mid-block locations with the appropriate traffic treatment. This will also require consideration for expanding the toolkit for crossing treatments to include Level 2 Pedestrian Crossovers (PXOs) and Intersection Pedestrian Signals (IPS, also known as Half Signals). Transportation Services plans to develop the framework and report back to Council in 2024 on these matters.

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ATTACHMENTS

Attachment 1 - Comparison of 2002 Traffic Calming Policy and 2023 Traffic Calming Policy

Attachment 2 – 2023 Traffic Calming Policy

Attachment 3 - Framework and Expanded Criteria for Establishing Community Safety Zones

Attachment 4 - Community Safety Zone Amendments

Attachment 5 - Community Safety Zone Designations

Attachment 6 - Report on Impaired Driving

Attachment 7 - Taking Action on Impaired Driving