



# The Corporation of the Town of Milton

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Report To: Council

From: Jill Hogan, Commissioner, Development Services

Date: November 13, 2023

Report No: DS-050-23

Subject: Supporting Safe Roads in Milton - 2023 Update

**Recommendation:** THAT staff implement four (4) 40km/h Neighbourhood Zones in the area bordered by Derry Road, Bronte Street South, Louis St. Laurent Avenue and Regional Road 25 within Ward 4;

THAT staff report back to Council in Q1 2024 with a detailed financial impact estimate and proposed implementation plan for the remaining proposed 40km/h Neighbourhood Zones along local and minor collector roads;

THAT Council approve a budget amendment in the amount of \$96,672 to capital project C40010223 - Traffic Infrastructure, funded from the Project Variance Account, for new School Zone Flashers along frontages of Secondary Schools on Arterial Roads;

AND THAT staff report back to Council in Q1 2024 with a detailed financial impact estimate and proposed implementation plan for the installation of raised crosswalks at school PXOs along Major Collector Roads.

## EXECUTIVE SUMMARY

Our roads must provide safe passage not only for vehicles, but also for pedestrians and cyclists. To-date, staff has implemented the following as part of continuous road safety initiatives:

- Pilot Projects for a 40 kilometre per hour (km/h) neighbourhood and 30 km/h in school zones
- Lowered the speed threshold to warrant the installation of speed humps
- Eleven (11) new Community Safety Zones (speeding fines doubled and required for

## EXECUTIVE SUMMARY

- future Automated Speed Enforcement (ASE)
- Ten (10) new pedestrian crossovers (PXOs)
- Education and outreach through the Milton Moves Together campaign in partnership with Halton Police and the School Boards

This report provides an update on several traffic safety initiatives and pilot programs including:

1. 40km/h Speed Limit Implementation
2. Community Safety Zones
3. Automated Speed Enforcement (ASE) Program
4. Traffic Calming Program

This report also examines and makes recommendations on new traffic safety initiatives including:

5. School Zone Flashers along frontages of Secondary Schools on Arterial Roads
6. Raised crosswalks at school PXOs along Major Collector Roads

## REPORT

### Background

In 2022, staff presented DS-030-22 Supporting Safe Roads in Milton to Council for consideration. Subsequently, Council directed staff to implement two pilot projects. The first was for “40 km/h Neighbourhood Speed Limit in Ward 4, including a speed reduction of 30km/h in school zones within the pilot area”. The second was for reducing the speeding limit to 30km/h “when flashing” along the frontage of Viola Desmond Elementary School on Leger Way. This report provides the results of the two pilot studies, as well as proposed recommendations for Council consideration with respect to the 40Km/h neighbourhoods. In addition, the report provides an update on several other initiatives that have been considered and/or implemented over the last year and a half (Traffic Calming Policy, Automated Speed Enforcement Update, Community Safety Zones) and proposes a new Road Safety initiatives for Council consideration - the installation of School Zone Flashers for Secondary School frontages on arterial roads and raised crosswalks at school PXOs along Major Collector Roads.

## Discussion

### Results of Pilot Projects:

#### 1. 40 km/h Neighbourhood Zone Pilot

In Ontario, municipalities do not have the authority to unilaterally change the default speed limit. The default or statutory speed limits in Ontario are established by the provincial government and applied unless otherwise posted. The default speed limit on urban and built up areas is 50 km/hr unless otherwise posted.

The Province of Ontario passed Bill 65 - the Safer School Zone Act on May 30, 2017, which amended section 128 (2.1) of the Highway Traffic Act (HTA). Section 128 (2.1) of the HTA now allows municipalities to designate an area in the municipality and prescribe a rate of speed, which must be less than 50 km/h.

Staff completed the evaluation of a pilot 40 km/h neighbourhood zone bordered by Derry Road, Bronte Street South, Louis St. Laurent Avenue and Regional Road 25 within Ward 4 (Appendix I). This pilot was introduced as part of DS-030-22 Supporting Safe Roads in Milton and was implemented in late Summer 2022. Within this zone, there are two elementary schools - Anne J. McArthur Public School and St. Benedict Catholic School. The speed along the frontage of these schools was reduced to 30 km/h “when flashing” (i.e. during school entrance, dismissal and nutritional break times).

With this pilot being undertaken, speed studies were completed on a number of Major and Minor Collector roads within the area during three time periods: before speed limit reduction, Fall 2022 (shortly after signage was implemented) and Spring 2023. For reference, in the context of this report, a Major Collector road has an Average Annual Daily Traffic (AADT) volume of greater than 3000 vehicles, may have elementary school frontage, bike lanes, urban shoulders, parking lanes and could be utilized by Milton Transit. A Minor Collector road has an Average Annual Daily Traffic (AADT) volume of between 1000 - 3000 vehicles (see Appendix II for the location of the Major and Minor Collector roads within the study area). Collector Roads serve local travel demands by connecting neighbourhoods and distributing traffic to and from arterial roads (*ref: Milton Transportation Master Plan, 2018*), may have up to four travel lanes, provision for on-street parking on one or both sides, and have right of way requirements up to 26m (*ref: Town of Milton Official Plan, Office Consolidation March 2023*).

The data shows that the 40 km/h Neighbourhood Zone pilot had an insignificant impact on operating speeds on both the Major and Minor Collector Roads within the study area. Table

**Discussion**

1 provides a brief summary of the results, with detailed data presented in Appendix III and Appendix IV of the report.

**Table 1- Summary of 40 km/h Neighbourhood Pilot**

Road Type	Average 85 <sup>th</sup> Percentile Speed when Posted 50 km/h	Average 85 <sup>th</sup> Percentile Speed when Posted 40 km/h	Differential 85 <sup>th</sup> Percentile Speed Range when Posted 50 km/h	Differential 85 <sup>th</sup> Percentile Speed Range when Posted 40 km/h
Major Collector Road	62 km/h	59 km/h	+12 km/h	+19 km/h
Minor Collector Road	60 km/h	52 km/h	+10 km/h	+12 km/h

*\*The 85<sup>th</sup> Percentile Speed is the speed at which 85% of motorists are travelling at or below.*

The 40 km/h posted speed limit along Minor Collector Roads had a minor impact on the operating speeds, it is important to note that the differential between the 85<sup>th</sup> percentile speeds, when 40 km/h compared to 50 km/h, actually increased.

**30 km/h Pilot Along School Frontages**

Staff also completed an evaluation of the 30 km/h “when flashing” speed limit along the frontage of Viola Desmond Elementary School on Leger Way. During this pilot, Leger Way remained a 50 km/h posted roadway with the school zone being reduced to 30 km/h “when flashing”. The other two schools were within the pilot 40 km/h Neighbourhood Zone referenced above.

Table 2 provides a brief summary of the results, with detailed data presented in Appendix V. The results are as follows

**Discussion**

*Table 2 - Summary of 30 km/h “When Flashing” at Schools*

School Locations on Major Collector Roads	85 <sup>th</sup> Percentile Speed when Posted 40 km/h When Flashing	Average 85 <sup>th</sup> Percentile Speed when Posted 30 km/h When Flashing	Average Differential 85 <sup>th</sup> Percentile Speed Range when Posted 40 km/h When Flashing	Average Differential 85 <sup>th</sup> Percentile Speed Range when Posted 30 km/h When Flashing
Viola Desmond - Leger Way south of Whitlock Avenue	56 km/h	52 km/h	+16	+22
Anne J MacArthur - Farmstead Drive south of McLaughlin Avenue	56 km/h	60 km/h	+16	+30
St. Benedict - McLaughlin Avenue east of Bronte Street South	63 km/h	56 km/h	+23	+26

\* *The 85<sup>th</sup> Percentile Speed is the speed at which 85% of motorists are travelling at or below*

The 30 km/h posted speed limit along school frontages “when flashing” had very little impact on the operating speeds, with one location seeing an increase in operating speeds. In addition, the differential between the 85<sup>th</sup> percentile speeds when 30 km/h compared to 40 km/h increased at all locations.

## Discussion

### 40 km/h for Local and Minor Collector Roadways

Although the pilot showed that 40 km/h and 30 km/h signage did not significantly reduce speeds along Major and Minor Collector roads and school zones, there is undeniable evidence that lower speed limits can save lives.

Speed and safety:

- Speed is a contributing factor in approximately one third of fatal collisions according to the Ontario Traffic Council.
- Lower speeds are proven to reduce the severity of injuries.
- Statistics from the World Health Organization (WHO) show that survival rates dramatically increase with lower speeds.
- There is a 9 in 10 rate of survival if hit by a vehicle travelling at 30 km/h or lower. At 50km/hr, the survival rate drops to 1.5 in 10.

The slower a vehicle is travelling, the less time it takes to stop and avoid a collision. While we know that lower speeds prove to reduce the seriousness of injuries from a collision, we must balance safety with the need to get from point A to point B in a reasonable time. As such, staff is recommending a Town-wide holistic approach to speed limits. This approach will:

- Ensure consistent speed limits in Milton's urban neighbourhoods.
- Discourage excessive speeds and unsafe driving behaviour that could result in significant harm or injury.
- Lower speed limits on neighbourhood streets while allowing arterial roads to function as intended, shifting how people move around Milton.
- Send a clear message that neighbourhood streets are not shortcuts or speedways.

As such, this report recommends the following:

- A 40 km/h speed limit on local and Minor Collector roads be implemented by creating 40 km/h Neighbourhood Zones. The boundary of the neighbourhood zones would be defined by Major Collector and Arterial roads. In order to define these neighbourhood zones, "40 km/h Area Begins/Ends" signs would be installed at all entry/exit points to the neighbourhood. No speed limit signs would need to be installed on internal roads within the neighbourhood. Attached is a map illustrating proposed 40 km/h

**Discussion**

neighbourhood zones (see Appendix VI). It is anticipated that there would be 10 zones in Ward 1, 17 zones in Ward 2, 16 zones in Ward 3, and 21 zones in Ward 4.

- Speed Limits along Major Collector Roads would remain at 50 km/h. Schools located on these Major Collector roads remain 40 km/h “when flashing”.

If the 40km/h Neighbourhood Zones are supported, the existing pilot area would be changed to permanent as per the above (therefore implementing four 40km/h Neighbourhood Zones in Ward 4), using budget currently available within the Traffic Infrastructure 2023 budget.

Should Council support the above recommendations, staff would report back to Council in Q1 2024 with a detailed financial impact estimate and proposed implementation plan (including associated updates to the Traffic Calming policy) for the remaining proposed 40km/h Neighbourhood Zones along local and minor collector roads.

**Updates on Existing Road Safety Initiatives:**

**2. Community Safety Zones Update**

Further to DS-030-22 - Supporting Safe Roads in Milton, 11 new Community Safety Zones have been approved and by-lawed in preparation for the introduction of Automated Speed Enforcement. To-date, four of the streets have had the appropriate signage installed and seven streets still need to be completed. Staff anticipate that the remaining seven streets will be complete by the end of 2023.

Street Name	Completed	To Be Completed
Clark Boulevard between Thompson Road and James Snow Parkway (Ward 3)	X	
Commercial Street between Pine Street and Laurier Avenue (Ward 1)		X



# The Corporation of the Town of Milton

Report #:  
DS-050-23  
Page 8 of 13

## Discussion

Farmstead Drive between Derry Road and Britannia Road (Ward 4)		X
Laurier Avenue between Bronte Street South and Cedar Hedge Road (Wards 1 and 2)		X
Louis St Laurent Avenue between Tremaine Road and James Snow Parkway (Wards 3 and 4)		X
Martin Street between Steeles Avenue and Millside Drive (Ward 2)	X	
Savoline Boulevard between Main Street West and Louis St. Laurent Avenue (Wards 1 and 4)	X	
Scott Boulevard between Main Street West and Dymott Avenue (Wards 1 and 4)	X	
Trudeau Drive between Louis St. Laurent Avenue and James Snow Parkway (Wards 2 and 3)		X





**Discussion**

Woodward Avenue between Martin Street and Ontario Street South (Ward 1)		X
Yates Drive between Holly Avenue and Louis St. Laurent Avenue (Ward 3)		X

**3. Automated Speed Enforcement (Speed Camera) Update**

Automated Speed Enforcement (ASE) is a road safety initiative intended to enhance the compliance of posted speed limits using speed enforcement cameras. ASE can be utilized in both School Zones and Community Safety Zones. The ASE cameras record visual evidence of a speeding vehicle by detecting and capturing the license plate image along with travel speed.

Implementing ASE is complex. It is not just about installing cameras. Staff continues to work with the Ontario Traffic Council and the Province on this initiative. Progress has been protracted for the following reasons:

- As ASE is a provincially regulated program. It requires the Town to enter into agreements with the Ministry of Transportation (MTO), Ministry of Attorney General (MAG), and further necessitates the establishment of a Joint Processing Centre (JPC) to issue ASE tickets to registered vehicle owners, and conduct screening and adjudication of the disputed ASE tickets.
- Halton Court Services does not have the capacity to process ASE tickets.
- A case management system must be developed to accommodate the processing of offences through the Administrative Penalty System (APS). The system must be approved by the Ministry of Transportation.

It is anticipated that staff will commence the required agreements in Q2 2024, when more progress has been made with the APS case management system. A staff working group will be formed including Legislative Services, Development Services and Finance to establish the program. Council will be kept updated on the progress of this initiative.

## Discussion

### 4. Traffic Calming Update

To further Milton's road safety initiatives, Council approved a lower speed threshold to warrant the installation of speed humps (DS-017-23). Through the 2023 budget, funding was approved via capital project C40012623 for the capital costs associated with a traffic calming program including the purchase, installation and removals of two (2) temporary traffic calming devices. Council further directed staff to install the temporary traffic calming devices at the top two locations where vehicle speeds surpassed the new lowered threshold speed limits and undertake additional studies to determine their effectiveness on improving road safety. If they are effective, traffic calming will be made permanent the next year pending budget approval. The following provides an update on the program to-date:

- 22 applications have been received for the implementation of traffic calming.
- Of these 22 applications, two of the streets are within the 40km/h neighbourhood pilot area, and one has not been evaluated due to construction activity.
- Of the 19 remaining, 12 streets did not meet the initial screening requirement for a detailed traffic calming review.
- The other 7 streets did meet the initial screening requirements and community support petition packages have been sent to the requesters in line with Town policy.
- Once the petition packages are returned, staff will then determine which two streets are going to be further reviewed for temporary traffic calming measures in 2024. Once this is determined, staff will advise Council. See Appendix VIII for a summary of applications received to-date and their status.

### New Road Safety Initiative for Council Consideration:

#### 5. School Zone Flashers at Secondary Schools

At this time, school zone flashers are installed along the frontage of elementary schools where the speed limit is reduced to 40 km/h "when flashing". There are presently four (4) existing and one (1) secondary school under construction (on Louis St. Laurent Avenue east of Kennedy Circle - east intersection) along arterial roads. Four (4) of these secondary schools are on an arterial road with a posted speed limit of 60 km/h and the other is on an arterial road with a posted speed limit of 50 km/h.

## Discussion

Staff has installed a set of school zone flashers along the frontage of Elsie McGill Secondary School on Bronte Street South. Bronte Street South is a posted 60 km/h roadway and the speed limit will be reduced to 50 km/h “when flashing” during school entrance and dismissal times as well as the nutritional break. This installation was completed as a result of a request from the Ward Councillors after a motor vehicle collision involving a pedestrian. Staff had an extra set of school zone flashers available for this installation.

Staff recommends that school zone flashers be installed along the frontage of the other four (4) remaining secondary schools along arterial roads. A budget amendment will be required to the 2023 Traffic Infrastructure Capital Budget (C40010223), in the amount of \$95,000 + HST. Staff would then work to have the flashers purchased and installed as soon as weather permits in 2024.

### **6. Raised Crosswalks at PXOs**

Raised crosswalks at PXOs bring the level of the roadway to that of the sidewalk, forcing vehicles to slow before passing over the crosswalk and provides a level pedestrian path of travel from curb to curb. They create a safe, slow-speed crossing at minor intersections. Similar to speed humps and other vertical speed control elements, they reinforce slow speeds and encourage motorists to yield to pedestrians at the crosswalk. Proposed raised crosswalk locations at PXO’s near schools is contained within Appendix VII to this report.

This report recommends that staff provide a detailed financial impact estimate and proposed implementation plan in Q1 2024 for the installation of raised crosswalks at school PXOs along Major Collector Roads.



### Financial Impact

If directed by Council, staff will report back in Q1 2024 regarding the anticipated financial impact of implementing the 40 km/h neighbourhood zones on local and Minor Collector roads, as well as the anticipated financial impact of implementing raised crosswalks at school PXO's along Major Collector roads. The immediate financial impact of the next steps associated with these is restricted to staff time, which can be addressed with the existing staff complement.

As noted above, should Council direct staff to convert the pilot 40km/h neighborhood into a permanent 40km/h neighbourhood zone, this can be accomplished within the existing approved Traffic Infrastructure budget.

In order to implement the school zone flashers for schools along arterial roads, a budget increase of \$96,672 would be required in capital project C40010223 - Traffic Infrastructure, which is recommended to be funded from the Project Variance Account.

Respectfully submitted,

Jill Hogan  
Commissioner, Development Services

For questions, Heide Schlegl,  
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## Attachments

Appendix I - 40 km/h Pilot Neighbourhood Zone

Appendix II - Classification of Collector Roadways

Appendix III - Major Collector Roadway Data

Appendix IV - Minor Collector Roadway Data

Appendix V - Flashing 30 km/h School Zone Data

Appendix VI - Proposed 40 km/h Neighbourhood Zones

Appendix VII - Proposed Raised Crosswalks at PXO's near Schools

Appendix VIII - Traffic Calming Application Status

Approved by CAO  
Andrew M. Siltala  
Chief Administrative Officer

## Recognition of Traditional Lands

The Town of Milton resides on the Treaty Lands and Territory of the Mississaugas of the Credit First Nation. We also recognize the traditional territory of the Huron-Wendat and Haudenosaunee people. The Town of Milton shares this land and the responsibility for the water, food and resources. We stand as allies with the First Nations as stewards of these lands.