Minutes – East Kildonan-Transcona Community Committee – October 2, 2020

REPORTS

Item No. 2 School Zone Speed Limits (Transcona Ward)

COMMUNITY COMMITTEE DECISION:

The East Kildonan-Transcona Community Committee concurred in the recommendation of the Winnipeg Public Service and received the report as information.

DECISION MAKING HISTORY:

Moved by Councillor Nason,

That the recommendation of the Winnipeg Public Service be concurred in.

Carried

COMMUNITY COMMITTEE RECOMMENDATION:

On September 3, 2020, the East Kildonan-Transcona Community Committee laid the matter over to its meeting on October 2, 2020 for the Winnipeg Public Service to attend in person to provide a verbal update.

Emma Durand-Wood submitted a communication dated September 2, 2020, with respect to the matter.

Christian Sweryda submitted a communication with respect to the matter.

ADMINISTRATIVE REPORT

Title: School Zone Speed Limits (Transcona Ward)

Critical Path: East Kildonan-Transcona Community Committee

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Patman, P. Eng.	J. Berezowsky	n/a	n/a

EXECUTIVE SUMMARY

The Public Service was directed to (1) investigate reduced school speed zones (RSSZs) in Winnipeg, under the lens of making them more effective and/or doing away with them, and (2) produce a list of the number of infractions issued at each School Zone location within the East Kildonan-Transcona area for the 2018 calendar year of January 1st to December 31st.

The Public Service investigated RSSZs, including surveying a number of school boards within Winnipeg. This has brought a number of suggestions to the surface about how RSSZs could be made more effective; the Public Service will review these vis-à-vis other programs underway related to road safety.

In total, 11,195 tickets were issued in RSSZs and school zones in 2018 in the East Kildonan-Transcona area: 10,958 by photo enforcement and 237 by traditional enforcement. Three schools accounted for 91 percent of the total tickets issued by photo enforcement:

- 58% of total tickets issued by photo enforcement, amounting to 6,390 tickets, were issued in the RSSZ for River Elm School on Talbot Avenue between Watt Street and Elmwood Road.
- 21% of total tickets issued by photo enforcement, amounting to 2,276 tickets, were issued in the RSSZ for The King's School on Panet Road north of Munroe Avenue.
- 12% of total tickets issued by photo enforcement, amounting to 1,367 tickets, were issued in the RSSZ for École Riviere Rouge on Murray Avenue between Donan Street and Endcliff Place.

The Public Service is reviewing these three school zones to determine if additional measures can be implemented to reduce motorist speeds and improve safety for all road users.

The enforcement data has provided useful information on speeding issues in school zones. The Public Works Department and the Winnipeg Police Service are exploring opportunities to expand data sharing initiatives and further collaborate on road safety through other programs already underway.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

On May 12, 2020, the East Kildonan-Transcona Community Committee concurred with the recommendation of the Winnipeg Public Service and received a report on school zone speed limits as information. Soon after, an error in the enforcement data was identified. The report is being resubmitted with an updated enforcement dataset.

On March 10, 2020, the East Kildonan-Transcona Community Committee granted a further extension of time (60 days) for the Winnipeg Public Service to report back on the two matters.

On December 4, 2019, the East Kildonan-Transcona Community Committee granted a further extension of time to its March 10, 2020 meeting for the Winnipeg Public Service to report back with the number of infractions issued at each School Zone location within the East Kildonan-Transcona Community Committee for the 2018 Calendar year of January 1st to December 31st.

On November 12, 2019, the East Kildonan-Transcona Community Committee requested the Winnipeg Public Service to attend the December 4, 2019 meeting to report back on the status of the report.

On June 25, 2019 the Standing Policy Committee on Infrastructure Renewal and Public Works concurred with the recommendation of the East Kildonan-Transcona Community Committee and directed the Winnipeg Public Service to:

1. Perform a review of performance of the school zones in respect to safety needs with input from School Divisions and provide recommendations not limited to lighting enhancements, photo enforcement, increase/decrease of speeds, or outright elimination;

2. Report back to the Community Committee with the number of infractions issued at each School Zone location within the East Kildonan-Transcona Community Committee for the 2018 Calendar year of January 1st to December 31st, within 120 days.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications as the results of the recommendations of this report.

HISTORY/DISCUSSION

BACKGROUND

Reduced speed limits are in effect on streets surrounding approximately 240 schools throughout Winnipeg.

Specific locations where this is in effect (reduced school speed zones, or RSSZs) is provided in the schedule attached to By-law 76/2014; further details regarding RSSZs are described in the by-law.

From 76/2014, RSSZs apply to any street that:

- borders a private or public school which includes grade six or lower;

- is not a regional street; and
- meets the requirements for signage set out in the Manitoba Reduced-Speed School Zones Regulation.

In these zones, maximum speed limits of 30 km/h are in effect from 7:00 a.m. to 5:30 p.m., Monday to Friday during the months of September to June inclusive.

Signage to denote the areas where these zones are in effect are described in the Manitoba Reduced Speed School Zones Regulation.

Subsection 98.1(3) of The Highway Traffic Act makes it an offence for a person to drive a vehicle at a speed greater than the maximum permitted speed established by the By-law.

More information can be found online:

City of Winnipeg Reduced Speed School Zones By-Law
https://winnipeg.ca/publicworks/trafficControl/speedLimits/ReducedSpeedLimitSchoolZones.stm
http://clkapps.winnipeg.ca/dmis/docext/viewdoc.asp?documenttypeid=1&docid=6274

Manitoba Reduced Speed School Zones Regulation
https://web2.gov.mb.ca/laws/regs/current/_pdf-regs.php?reg=136/2013

RSSZs are not unique to Manitoba; they are a common component of road safety programs throughout Canadian jurisdictions. By-laws outlining specifics on time in effect, speed limits and geometric constraints vary across the country. Research in other jurisdictions has demonstrated the safety benefits of reduced speed school zones. For example, a study conducted on the effects of reduced speed school limits in Edmonton found that reducing the speed limit from 50 km/h to 30 km/h resulted in a 45.3% reduction in fatal and non-fatal injury collisions, and a 55.3% reduction in injuries to vulnerable road users (Sun et al, 2018). This study found that for every 1 km/h reduction in average speed, fatal and non-fatal injury collisions were reduced by about 4.0%.

Lower speed limits in school zones are an important component of Winnipeg's road safety program and also support the City's Climate Action Plan. In addition to road safety benefits, speed reduction in school zones can also support active transportation, leading to improved physical activity, and a corresponding reduction in chronic diseases. As well, speed limit reduction can improve air quality and reduce noise pollution.

Not all schools have reduced speed limits. Regional Streets that border a school's property are not signed as RSSZs, nor are non-Regional streets bordering schools which do not offer grade 6 or lower programming. School area signs can be installed in these instances to warn motorists that they are entering an area where students may be walking along or crossing the roadway, without a reduction in the speed limit. School area signs enable the use of photo enforcement, as per provincial regulation *220/2002 Image Capturing Enforcement Regulation*.

Figure 1 shows examples of the signage installed for RSSZs where a 30 km/h speed limit applies (left) and school areas where there is no reduction in the speed limit (right).





Figure 1: LEFT Reduced Speed School Zone (30 km/h speed limit applies); RIGHT School Area (no reduction in speed limit)

ISSUED SCHOOL ZONE INFRACTIONS IN EAST KILDONAN – TRANSCONA IN 2018

Information regarding school zone enforcement was supplied by the Winnipeg Police Service (WPS) for the period January 1, 2018 to December 31, 2018 (see Table 1, Table 2, and Appendix A). Only schools for which enforcement data was provided are included in Tables 1 and 2. If a school is not listed, then no tickets were issued in 2018 in those school zones. Photo enforcement data shown in Table 1 includes tickets issued in RSSZs and school areas (where there is no reduction in the speed limit), whereas traditional enforcement data shown in Table 2 includes tickets issued in RSSZs only.

In total, 11,195 tickets were issued: 10,958 by photo enforcement and 237 by traditional enforcement. Three schools accounted for 91 percent of the total tickets issued by photo enforcement:

- 58% of total tickets issued by photo enforcement, amounting to 6,390 tickets, were issued in the RSSZ for River Elm School on Talbot Avenue between Watt Street and Elmwood Road.
- 21% of total tickets issued by photo enforcement, amounting to 2,276 tickets, were issued in the RSSZ for The King's School on Panet Road north of Munroe Avenue.
- 12% of total tickets issued by photo enforcement, amounting to 1,367 tickets, were issued in the RSSZ for École Riviere Rouge on Murray Avenue between Donan Street and Endcliff Place.

The Public Service is reviewing these three school zones to determine if additional measures can be implemented to reduce motorist speeds and improve safety for all road users.

Table 1: Speed Violations issued by Photo Enforcement in 2018 in Reduced Speed School Zones and School Areas in Elmwood-East Kildonan Community Committee Area

School	RSSZ or School Area	Travel Direction and Location Description	Tickets Issued
River Elm School	RSSZ	Eastbound Talbot Ave east of Watt St.	5721
		Westbound Talbot Ave west of Elmwood Rd.	669
The King's School	RSSZ	Northbound Panet Rd north of Munroe Ave	2272
		Southbound Panet Rd south of Molson Street	4
Ecole Riviere Rouge	RSSZ	Westbound Murray Ave west of Donan St	1367
		Eastbound Murray Ave east of Endcliffe Pl	1
John G. Stewart School	School area (no reduction in speed limit)	Northbound Henderson Hwy north of Bonner Ave	326
Chief Peguis Junior High	RSSZ	Southbound Rothesay St south of Donwood Dr	173
Calvin Christian School	RSSZ	Eastbound Sutton Ave east of Henderson Hwy	137
Mennonite Brethren Collegiate	School area (no reduction in speed limit)	Westbound Talbot Ave west of Brazier St.	57
		Eastbound Talbot Ave east of Henderson Hwy	21
Lord Wolseley School & John Henderson Junior High	RSSZ	Westbound Leighton Ave west of Brazier St	60
		Eastbound Leighton Ave east of Henderson Hwy	4
Ecole Regent Park	School area (no reduction in speed limit)	Northbound Plessis Rd north of Victoria Ave W	44
		Southbound Plessis Rd south of Kildare Ave W	3
St. Alphonsus School	School area (no reduction in speed limit)	Eastbound Munroe Ave east of Brazier St.	32
John Pritchard School	RSSZ	Eastbound Whellams Lane east of Appleton St	28
Lord Wolseley School	School area (no reduction in speed limit)	Northbound Henderson Hwy north of Greene Ave	13
		Southbound Henderson Hwy south of Leighton Ave	6
		Southbound Henderson Hwy south of Fraser's Grove	2
Red River Valley Junior Academy	School area (no reduction in speed limit)	Westbound Nairn Ave west of Foster St	8
Princess Margaret School	RSSZ	Southbound Rothesay St south of Edison Ave	4
Glenelm School	RSSZ	Westbound Carmen Ave west of Henderson Hwy	3
Polson School	School area (no reduction in speed limit)	Eastbound Munroe Ave east of Roch St	3

Table 2: Speed Violations Issued by Traditional Enforcement in 2018 in Reduced Speed School Zones in Elmwood-East Kildonan Community Committee Area

School	Tickets Issued
Polson School	104
The King's School	64
St Joseph the Worker School	25
Bernie Wolfe Community School	7
Bertrun E Glavin Elementary	6
École Riviere Rouge	6
Valley Gardens Junior High	6
Immanuel Christian School	5
Harold Hatcher School	4
Sherwood School	3
École Regent Park	2
Red River Valley Junior Academy	2
George V School	1
Lord Selkirk School	1

SCHOOL DIVISION SURVEY

A survey was sent to School Divisions in Winnipeg to obtain feedback on reduced speed school zones. See **Attachment 1 – School Division Survey**. The Public Service received seven responses, from:

- Louis Riel School Division
- River East – Transcona School Division
- St. James – Assiniboia School Division
- Seven Oaks School Division (two responses)
- Winnipeg School Division
- Pembina Trails School Division

All respondents either “agreed” or “strongly agreed” that the reduced speed school zones have improved student safety.

The respondents had numerous comments about aspects of school zones; generally the respondents were supportive of the zones in place but had feedback for the Public Service regarding further improvements / changes.

General feedback:

- Feedback has been overwhelmingly positive from parents, school staff, and patrols.
- Schools create high levels of activity over short periods at the start and end of the school day; when traffic volumes are the highest, the potential for incidents is obviously higher as well.

- Keeping students and staff aware and attentive is still very important as there are numerous violators daily.
- Reduced speed school zones appear to have improved safety for students on buses at schools, i.e. a few fewer motorists trying to race stop signs on the bus.
- At least one location, the reduced speed zone appears to have reduced other types of motorist error (e.g., rolling through stop signs).

Period reduced speed zones are in effect:

- Restrictions should be 24/7/365 to avoid confusion about holidays. **(multiple responses)**
- If schools have daycares operating at them throughout the entire year, then they should have the reduced speeds in effect throughout the entire year.
- If schools have students playing in playgrounds after hours or host weekend and summer programs, then perhaps the time restriction on these zones should be eliminated. The zones' existence sensitizes drivers to the existence of potential student activity, and more alert to children. However, expanding the time when they are in effect may reduce the public's support for these zones.
- Not all respondents indicated a need to expand the times when these were in effect.
- Regarding any changes, consistency across the city would be advisable.

Additional features to make reduced speed school zones more obvious to the public:

- Please consider adding a flashing (potentially solar-powered) light during the times the reduced speed is in effect. **(multiple responses)**
- Warning signage (either permanent or temporary) that is triggered when vehicles exceed the 30 km/h speed could be provided. **(multiple responses)**
- Make it impossible for drivers not to realize they are in school zones.
- Increased enforcement is necessary.
- Many schools could benefit from traffic calming measures.

Older students:

- All schools should be 30 km/h zones, including middle and senior year schools / high schools. **(multiple responses)**
- Older students (grades 7-10) are greater risk-takers and do not always observe rules of the road such as looking both ways before crossing, using push buttons at pedestrian corridors, or allowing sufficient time for vehicles to stop before crossing the street.
- Inexperienced student drivers can be common around schools; young drivers should learn that schools are a place where lower speeds are necessary, and slower traffic contributes to less severe and less frequent incidents.

Expanding school zones to higher classification roads that are currently not a part of the 30 km/h reduced speed zones:

- The benefit (of reduced speed zones) has not been universal, as several schools are on or near Regional streets which do not qualify for reduced speed zones.
- Speed zones should be considered on side streets not directly adjacent to the school but that are near schools.
- Some streets that are higher classification should be subject to greater speed reductions if students must cross them to access a school.

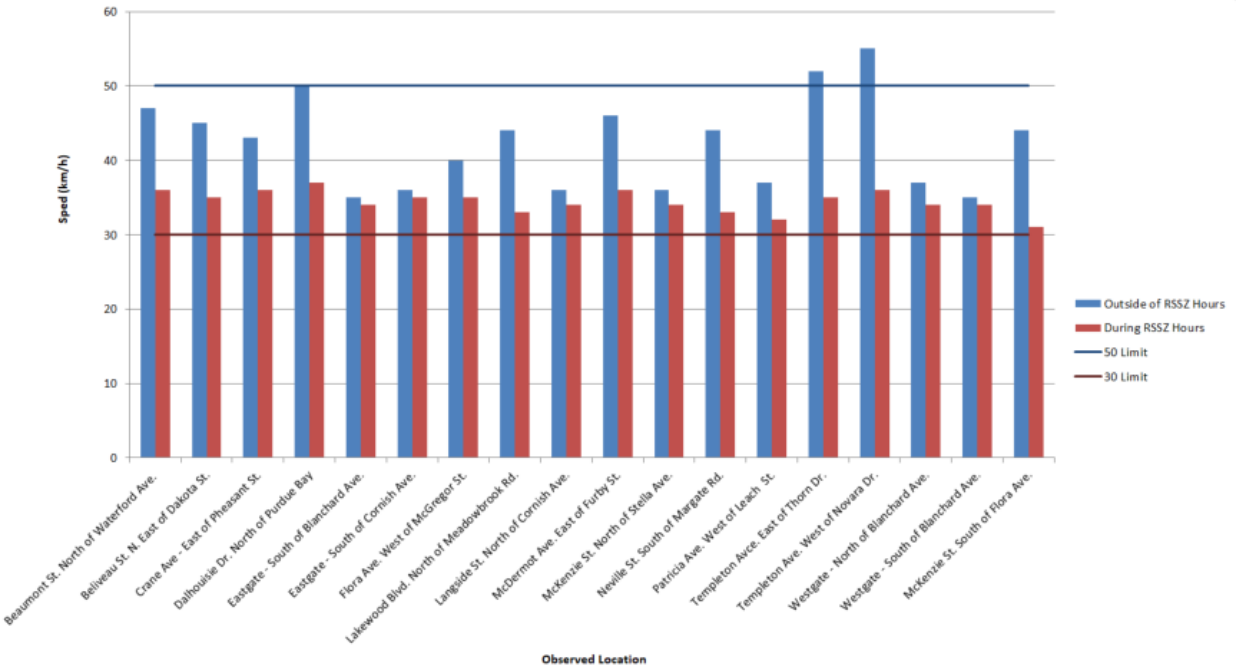
All of these points will be reviewed by the Public Service; the ones that were repeatedly brought up by respondents will be considered as priorities.

COMPLIANCE OF MOTORISTS

Data was provided from the Public Service on the compliance of motorists with the speed limits of RSSZs for a number of locations throughout the City between 2016 and 2019. The bars depict the 85th percentile speeds (i.e. 85% of motorists are travelling at this speed or below) during the periods the zone is either in effect or not in effect. This information is provided in Figure 1.

In general, motorists reduce their speeds to comply with the reduced speed zones in most locations, and generally motorist speeds are below the posted 50 km/h that is in effect during non-school hours. The data also shows that motorists generally observe the reduced speed school zones; in most locations there is a distinct reduction in speed when the speed reduction is in effect.

Figure 2: 85th Percentile Speeds of Vehicles in Various RSSZs throughout Winnipeg



The City undertakes a number of initiatives for improving compliance in school zones, such as:

- Traffic calming measures, like curb extensions, raised crosswalks, and speed humps, are present in several school zones. These physical measures reinforce the reduced speed limit and help with motorist compliance.
- Speed reader boards are present in some school zones. These electronic devices display the speed of a vehicle passing by, when that vehicle is exceeding the speed limit. The use of these devices is under review, as many of the previous generation of these boards in use in Winnipeg are now reaching the end of their useful life.
- Landscape maintenance and tree trimming to ensure proper visibility of school zone signage is carried out by the Forestry Division using available resources. Overhanging vegetation was extensively reviewed and mitigated in all school zones in 2015.
- The Winnipeg Police Service carries out mobile and officer-based enforcement in school zones throughout the City. Enforcement is an important strategy for improving driver compliance and ensuring the effectiveness of RSSZs.

- A pilot project is underway to evaluate the effectiveness of adding flashing beacons to school zone speed limit signs. A separate SPC-IRPW/PDHDD Administrative Report will be prepared on this evaluation.



Figure 3: Speed Reader Board and Raised Crosswalk Installation at Bernie Wolf School on Bournais Drive (Photo Source: Google Street View)

POTENTIAL RECOMMENDATIONS FOR CONSIDERATION

The mandate of this request tasked the Public Service with making recommendations to modify or eliminate RSSZs. At this time the Public Service is not considering eliminating RSSZs. The School Divisions value RSSZs, and it is acknowledged that they are an established beneficial element that contributes to a safer transportation network. School zones reduce the speed adjacent to schools, and it is has been established that reduced speeds contribute to reduced fatalities and reduced major injuries, particularly when pedestrian collisions occur.

The Public Service is already working on several other projects/investigations that align with RSSZs, including developing the necessary process related to process requests for modified speed limits on City streets, updating the necessary processes for reviewing and implementing traffic calming infrastructure, and a City-wide review of road safety through the development of a Road Safety Strategic Action Plan.

If the City determines that reduced speeds should be rolled out across residential areas throughout Winnipeg, then RSSZs may no longer serve a purpose, if the speed limit becomes the same everywhere. Thus, the nature of the following recommendations may change pending the outcomes of the broader reduced speeds in residential areas disposition that SPCIRPW has provided. The broader review of residential speed limits should evaluate the implications of the following items related to expanding RSSZs:

- Remove the requirement that RSSZ be installed on non-Regional streets, and instead, develop a policy that allows RSSZs to be established based on the consideration of elements such as road classification, school yard fencing, proximity of facilities to the road, existing posted speed limit, cross-section, daily traffic volumes, presence and quality of pedestrian and cycling infrastructure, surrounding land use, and other factors. This change could be made with City of Winnipeg Council approval.
- Allow for the inclusion of streets in the immediate area of a school instead of restricting the zone to those streets adjacent to property abutting school. School division policy in Winnipeg maintains the provision of transportation to school for students that live more than 1.6 km away from the school. It is therefore important to provide safe school travel options for the children/youth who live within what is considered a walkable/bikeable distance to school. The Manitoba Reduced Speed School Zone By-Law would have to be amended to make this change.
- Remove time of day restrictions and make the speed zones apply 7/24/365 (year-round)
    - This eliminates a possible source of confusion for the public because conditions are always the same;
    - This would allow for the installation of additional physical traffic calming measures. When a street has different speed limits at different times of the day, the physical infrastructure must allow for vehicles to travel at both speeds. A consistent 30 km/h speed limit would allow for traffic calming measures to be installed which may help with compliance and possibly reduce the need for enforcement.
    - This change could be made with City of Winnipeg Council approval.
- Implement RSSZs at all schools, including middle and senior year schools / high schools; this would require an educational component and discussion with stakeholders. The rationale for doing so has merit; there are student pedestrians around all schools, some of whom are risk-takers, and pedestrians are vulnerable road users. This would greatly increase the number of school zones within Winnipeg. There would be a cost associated with this that would have to be absorbed by PWD, likely through the TEIP or through a separate business case. This change could be made with City of Winnipeg Council approval.
- Include playgrounds as areas which qualify for reduced speed zones. This is the practice in the City of Calgary. In addition to removing confusion it demonstrates a commitment to safety, as the playgrounds are active year round, and arguably, more occupied in the summer months.

The enforcement data has provided useful information on speeding issues in school zones. The Public Works Department and the Winnipeg Police Service are exploring opportunities to expand data sharing initiatives and further collaborate on road safety through other programs already underway. A City-wide review of photo enforcement data in school zones may identify other locations where speeding is an issue and an engineering review is required to determine if safety improvements can be made. A City-wide review could also help determine common factors that contribute to speeding concerns in school zones. This information could inform how RSSZs are established, if City of Winnipeg Council approves a new policy that rescinds the requirement for RSSZs to be installed on non-Regional streets and instead allows for RSSZs to be installed based on a comprehensive assessment of the facility, as described in the first bullet above.

REFERENCES

Sun D, El-Basyouny K, Ibrahim S, Kim A (2018). Are school zones effective in reducing speeds and improving safety? *Canadian Journal of Civil Engineering*, 45(12), pp.1084-1092.

FINANCIAL IMPACT

Financial Impact Statement **Date:** July 8, 2020

Project Name:

School Zone Speed Limits (Transcona Ward)

COMMENTS:

There is no financial impact associated with the recommendation of this report.

"Original signed by J. Peters, CPA, CGA"
J. Peters CPA, CGA
Acting Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with: Gord Spado, Inspector of Traffic Division with the Winnipeg Police Service.

OURWINNIPEG POLICY ALIGNMENT

The Sustainable Transportation Direction Strategy developed as part of OurWinnipeg forms the policy framework for the Transportation Master Plan (TMP). Sustainable Transportation identified a vision and five Key Strategic Goals which are critical to achieving a balanced and sustainable transportation system for Winnipeg. These goals form the basis for the TMP and the directions and strategies contained within it:

1. A transportation system that is dynamically integrated with land use;
2. A transportation system that supports active, accessible and healthy lifestyle options;
3. A safe, efficient and equitable transportation system for people, goods and services;
4. Transportation infrastructure that is well maintained
5. A transportation system that is financially sustainable

The recommendations within this report are consistent with the Key Strategic Goals.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

3.4 Increase Active Transportation Rates (Primary Responsibility: Public Works Department) – safer routes to school contribute to lower mode share for automobile trips to access schools & promote active school transport amongst school-aged youth. RSSZs contribute to safer walking conditions for school-aged pedestrians and adults in close proximity to schools.

It could be argued that RSSZs contribute to air pollution by requiring motorized vehicles to travel at lower speeds, increasing GHGs. Until data is provided that brings to light evidence that RSSZs are overall detrimental to the City because of this, the Public Service asserts that their benefit outweighs their negative consequences.

SUBMITTED BY

Department: Public Works
Division: Transportation
Prepared by: Rebecca Peterniak, M.Sc., P.Eng., Community Traffic Engineer
David Patman, P.Eng. – Manager, PWD-Transportation
Date: July 13, 2020

Attachments: School Division Survey
School Zone Enforcement Data Summary Charts

Public Works
Travaux publics

City of Winnipeg Reduced Speed School Zone Review
School Division Survey
Please fill out all fields shaded in blue

School Division:	
Contact Name:	
Job Title:	
Phone Number:	
Email Address:	

Q1: The introduction of the 30 km/h Reduced Speed School Zones has improved student safety.

1 – Strongly Disagree	2 – Disagree	3 – Neutral	4 – Agree	5 – Strongly Agree

Q2: Describe the impact that the 30 km/h Reduced Speed School Zones has had on safety in your division.

Q3: Reduced Speed School Zones are installed for private or public schools which include grade six or lower. Please comment on whether these grade levels are appropriate, and if fewer or additional grades should qualify.

Q4: 30 km/h speed limits are in effect in Reduced Speed School Zones from 07:00 – 17:30, Monday to Friday, from September to June. Please comment on the appropriateness of the time of day, day of week, and month of year restrictions.
Q5: What, if any, infrastructure enhancements should be considered for Reduced Speed School Zones to further improve safety?

Q6: Is there anything else you would like to share regarding Reduced Speed School Zones in your Division that should be considered as part of this review (e.g., examples or anecdotes about specific incidents, or feedback received from parents, patrols, or the broader community about Reduced Speed School Zones, etc.)?

Public Works
Travaux publics

SCHOOL ZONE ENFORCEMENT DATA SUMMARY CHARTS

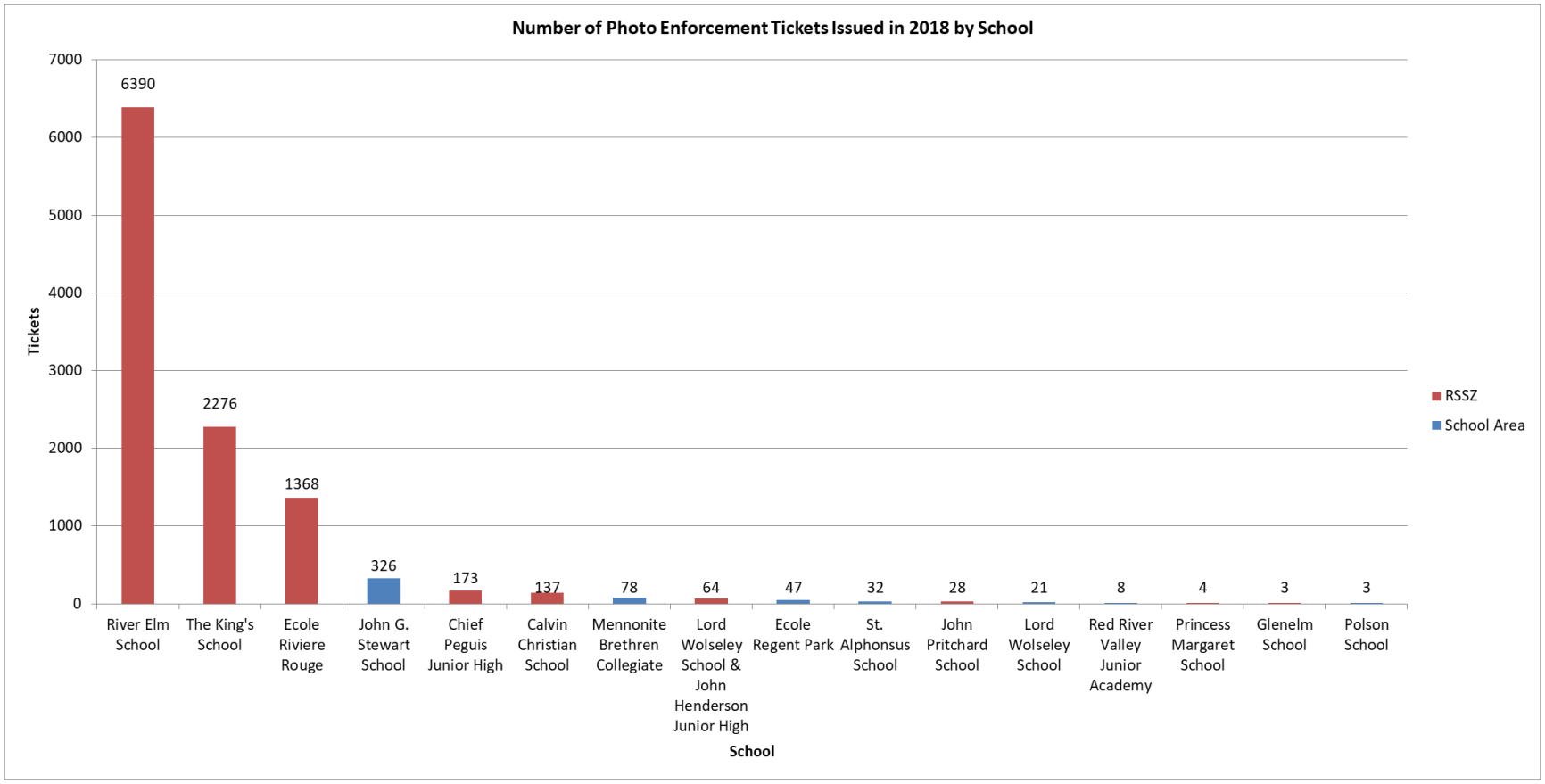


Figure 4: Number of tickets issued by photo enforcement in 2018 by school in Reduced Speed School Zones and School Areas in Elmwood-East Kildonan Community Committee Area

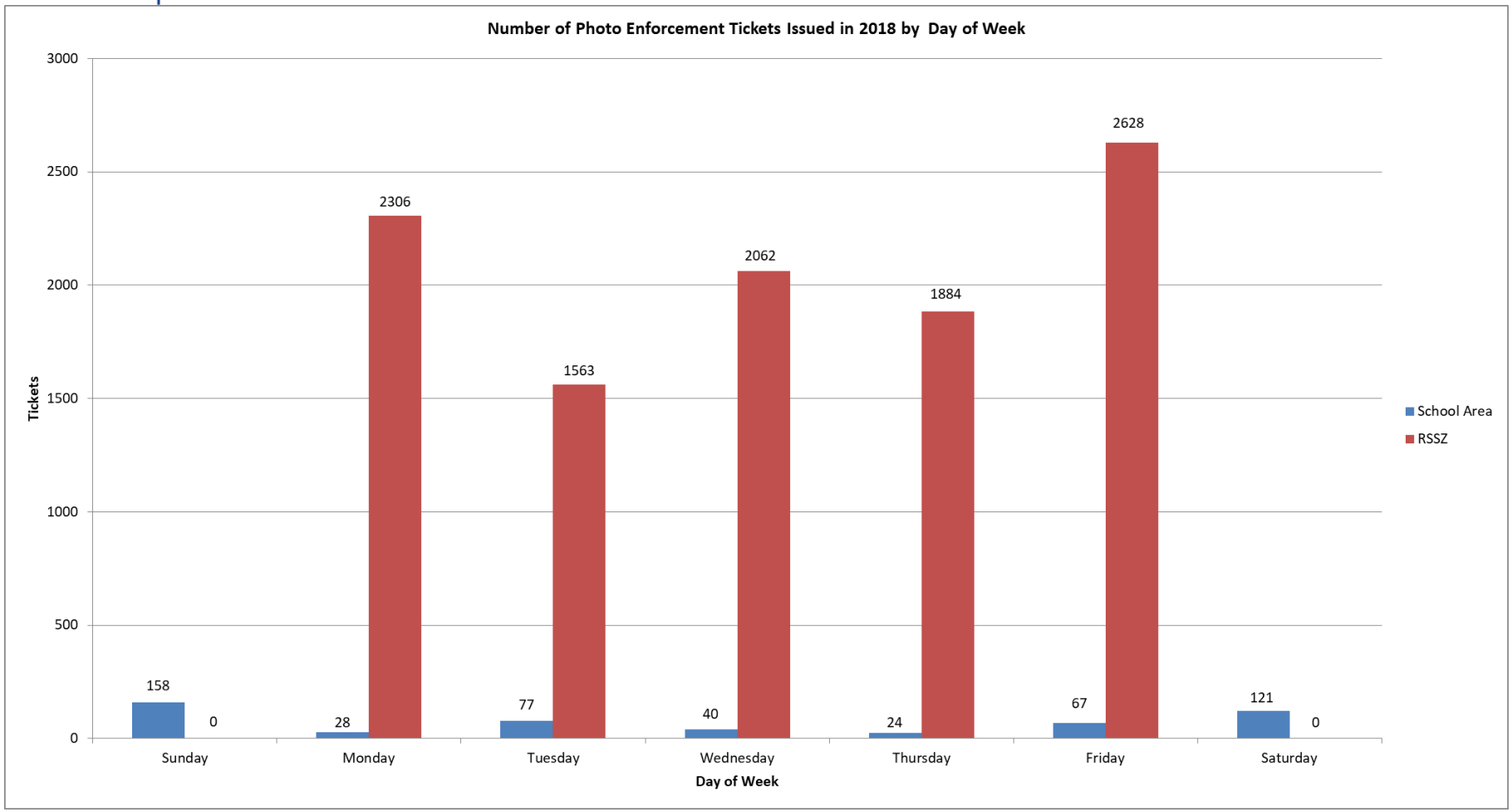


Figure 5: Number of tickets issued by photo enforcement in 2018 by day of week in Reduced Speed School Zones and School Areas in Elmwood-East Kildonan Community Committee Area

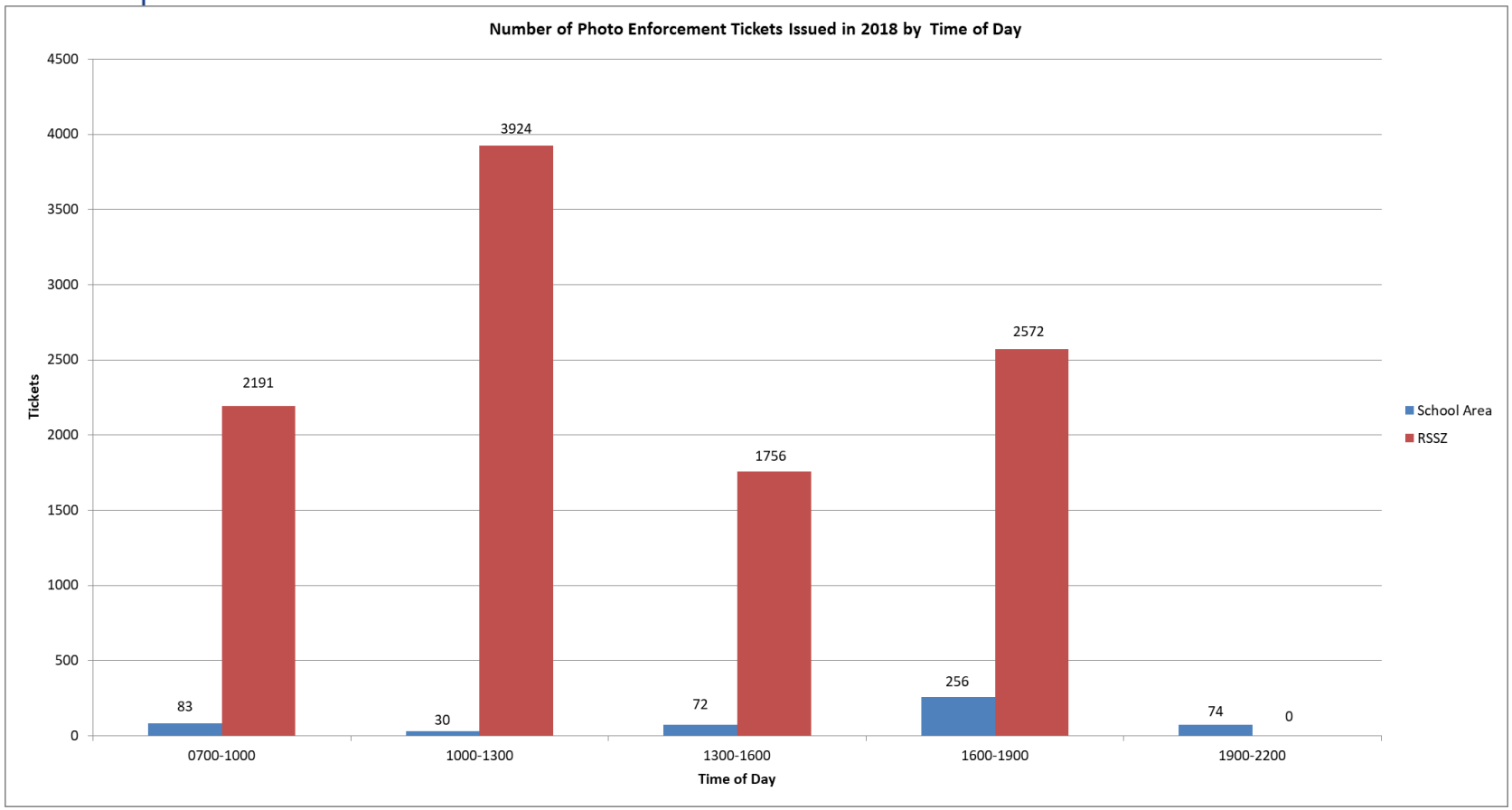


Figure 6: Number of tickets issued by photo enforcement in 2018 by time of day in Reduced Speed School Zones and School Areas in Elmwood-East Kildonan Community Committee Area