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**Date**                      **February 23, 2023**    **Report No. 2023-5**

**To**                              Chair and Members  
                                    Vision Zero Road Safety Committee

**From**                        Inderjit Hans, P. Eng., PMP  
                                    General Manager, Public Works Commission

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### 1.0    **Type of Report**

Consent Item      
Item For Consideration   

**2.0    Topic                      Community Safety Zone Policy [Financial Impact – None]**

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### 3.0    **Recommendation**

- A. THAT report 2023-5 regarding “Community Safety Zone Policy” BE RECEIVED; and
- B. THAT the necessary by-law to amend By-Law 70-2010 to adopt new Public Works 026- Community Safety Zone policy attached as Appendix “A” to report 2023-5 BE PRESENTED to City Council for adoption;
- C. THAT Community Safety Zones BE APPROVED in the 10 Risk Evaluation Warrant Zones and in the 16 School Zones as listed in the analysis section of this report; and
- D. THAT the necessary by-laws, attached as Appendix “B”, for the proposed Community Safety Zones BE PRESENTED to City Council for adoption.

### 4.0    **Background**

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Bill 26, Highway Traffic Act Amendment (Community Safety Zones), an Act to promote public safety through the creation of community safety zones, was passed by the Ontario Legislature on June 26, 1998. Under section 214.1 of the Highway Traffic Act, “The council of a municipality may by by-law designate a part of a highway under its jurisdiction as a Community Safety Zone (“CSZ”) if, in the Council’s opinion, public safety is of special concern in that part of a highway.”

Traffic related offences committed within the Community Safety Zones are subject to increased fines. The zones are identified through an in-depth analysis of safety and operational (collisions and speeding) data. CSZ’s are typically designated on roadways near schools, day care centres, playgrounds, parks, hospitals, senior’s residences, and may also be used for collision and speeding prone locations. The intent of CSZ’s are to provide road users with visual awareness that they should be diligent in their attentiveness to roadway safety when traveling in or through these areas. The doubling of traffic offence fines assists in reinforcing the importance of safety and to modify driver behaviour. CSZ’s are marked with signs at the beginning and end of the areas denoting the legal limits and are in effect twenty-four hours of the day.

CSZ’s are also a requirement for the use of Automated Speed Enforcement, which staff are currently reviewing and will be reporting on separately at a future date.

## 5.0 Analysis

The effectiveness of CSZ’s is dependent on selective and appropriate deployment through a data driven approach. The establishment of a CSZ is a commitment to increased enforcement and as such, there is a functional limit to the number of CSZ’s that can be in effect and enforced. Staff developed a new policy titled “Public Works-026 – Community Safety Zone Policy” attached as Appendix “A” to this report, to document the guidelines used when establishing new CSZ locations. The policy was developed in consultation with other municipalities and best practice.

As the City establishes CSZ’s, school areas will also be included to assist in reinforcing the importance of safety in these areas.

Any new specified areas or roadways will go through the Risk Evaluation Warrant shown in Table 1 below, as outlined in the policy. A fifteen (15) point minimum score is required for a CSZ to be warranted.

**Table 1 - Community Safety Zones – Risk Factor Component**

<b>Risk Factor</b>	<b>High (Score 3)</b>	<b>Medium (Score 2)</b>	<b>Low (Score 1)</b>
85th percentile speed > posted speed limit	>10 km/h	5-10 km/h	<5 km/h
Average Daily Traffic Volume (AADT)	>3,000	1,000-3,000	<1,000
Number of Lanes (Both Directions)	>4	3 or 4	2
Presence of Community Facilities	Park (with playground)	Retirement Areas / Community Centre / Park (no playground)	None
Presence of Sidewalks	None	On one side	On both sides
Truck Volumes (as %)	>5%	2-5%	<2%
Pedestrians crossing (8 hrs.)	>50	25-50	<25
Intersections/Entrances (per km)	>10	4-10	<4

In November 2021, a Let's Talk Brantford Community Safety Zones was posted. The public were asked to place pins on an interactive map in areas where safety is of concern. Staff ran the locations through the Risk Evaluation Warrant and identified the City's first ten (10) locations.

1. Colborne Street West between Shellard Lane and Gilkison Street
2. Colborne Street between Brant Avenue and Forest Road
3. Colborne Street between Glenwood Drive and Johnson Road
4. Conklin Road between Shellard Lane and Gillespie Drive
5. Dalhousie Street between Rawdon Street and Brant Avenue
6. Fairview Drive between Wayne Drive and West Street
7. Grand River Avenue between Frank Street and Lewis Street
8. Mount Pleasant Street between Colborne Street West and Veterans Memorial Parkway
9. Mount Pleasant Street between Veterans Memorial Parkway and Conklin Road
10. Powerline Road between Coulbeck Road and King George Road

In addition to the list above, sixteen (16) additional CSZ's will be added in the following school areas:

1. Ashgrove Avenue between Ivanhoe Road and Greenwood Trail
2. Blackfriar Lane between Brier Park Road and North Park Street

3. Brantwood Park Road between Dunsdon Street and Lynden Hill Crescent
4. Clench Avenue between Mount Pleasant Street and Gilkison Street
5. Dorothy Street between Erie Avenue and Division Street
6. Dowden Avenue between Conklin Road and McGuinness Drive
7. English Lane between Blackburn Drive and Gillespie Drive
8. Erie Avenue between Fifth Avenue and Cayuga Street
9. George Street between Grey Street and Sheridan Street
10. Gillespie Drive between Powell Road and Cheevers Road
11. Grand Street between Dundas Street and Dublin Street
12. Queensway Drive between Devon Street and Trimdon Avenue
13. Shellard Lane between McGuinness Drive and Diana Avenue
14. Sheridan Street between Rawdon Street and Maitland Street
15. St George Street between Queensway Drive and Hillier Crescent
16. Wood Street between King George Road and St Paul Avenue

It is important to note, the twenty-six (26) locations are just the locations identified through the Let's Talk Brantford Campaign, and more locations will be added. Where warranted, the policy delegates authority to the General Manager of Public Works to approve the CSZ location and prepare the by-law to City Council for approval. This process is in line with Public Works-021 Amending On-street Parking Regulations policy and will improve service levels and reduce staff time required to prepare reports.

## 6.0 Financial Implications

The estimated cost for the ten (10) warranted risk evaluation locations and sixteen (16) school areas is \$21,000. Signage and installation will be funded from the Operational Services operating budget.

## 7.0 Conclusion

The recommended new Public Works- 026 Community Safety Zone policy outlines the risk evaluation guidelines and general information for the installation of CSZ's in the City of Brantford.

Staff further recommend the installation of Community Safety Zones in the ten (10) risk evaluation warranted locations and sixteen (16) school areas outlined in the analysis section of this report.



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Inderjit Hans, P. Eng., PMP  
General Manager, Public Works Commission

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Prepared By:  
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Attachments

Appendix "A"- Public Works -026 Community Safety Zones Policy  
Appendix "B"- Community Safety Zones - By-law

In adopting this report, is a by-law or agreement required? If so, it should be referenced in the recommendation section.

By-law required  yes  no

Agreement(s) or other documents to be signed by Mayor and/or City Clerk  yes  no

Is the necessary by-law or agreement being sent concurrently to Council?  yes  no

**Appendix “A”**



**POLICY MANUAL**

**POLICY NUMBER:** PUBLIC WORKS- 026

**SUBJECT:** COMMUNITY SAFETY ZONES

**POLICY STATEMENT:  
(Purpose/Objective)**

To provide consistent guidelines for the selection and implementation of Community Safety Zones.

A Community Safety Zone (CSZ) is a street section or area where public safety is of special concern. CSZs may include streets near schools, day care centres, playgrounds, parks, hospitals, senior citizen residences or areas collision-prone within a community.

The purpose of a CSZ is to indicate to drivers that they are within a zone where fines have been increased through a special designation under the Highway Traffic Act. Many set fines are doubled, such as speeding. Demerit points associated with the violations are not increased. The rules of the road do not change within the zone; only the penalties for violations are increased.

Policy Objective

The objective of designating a section of street as a CSZ is to reduce the number of violations under the Highway Traffic Act and reduce the number of collisions within the zone. The goal is to modify aggressive driver behaviour and improve safety for all road users in designated sections of city streets, where safety is of special concern.

The establishment of a CSZ is a commitment to increased enforcement and as such, there is a functional limit to the number of CSZ's that can be in effect and enforced.

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## **RELATED POLICY PROCEDURES/GUIDELINES:**

Bill 26, An Act to promote public safety through the creation of community safety zones.

Section 214.1 regarding Community Safety Zones in the Ontario Highway Traffic Act (HTA).

Community Safety Zones Identification & Designation Guide, published by the Ministry of the Solicitor General and Correctional Services, October 1998.

Ontario Traffic Manual Book 5 – Regulatory Signs, published by the Ministry of Transportation of Ontario, March 2000.

### Background

Bill 26, an Act to promote public safety through the creation of community safety zones, was passed by the Ontario Legislature on June 26, 1998. The Bill amends the Highway Traffic Act (HTA) to permit municipalities, by by-law, to designate parts of a highway as “community safety zones” where public safety is of special concern. The Bill imposes higher fines for moving offences (for example, speeding, careless driving, failing to stop) that are committed in a community safety zone.

Under section 214.1 of the Highway Traffic Act, “The council of a municipality may by by-law designate a part of a highway under its jurisdiction as a community Safety Zone if, in the Council’s opinion, public safety is of special concern in that part of a highway.”

### Guidelines

Community Safety Zones must be recognizable to the driver as a special situation that warrants an increased awareness of community activity on and adjacent to the street and need for an increased awareness for traffic safety. Overuse of the CSZ designation could become counter-productive to the goal of increased traffic and pedestrian safety.

A by-law is required to designate a community safety zone on a city street. Each by-law establishing a CSZ must have the location with the specific boundaries/limits of each zone. By-lawed CSZ’s are in effect 24 hours a day/7 days a week.

There are no specific guidelines related to the length or area for a CSZ. However, OTM Book 5 does indicate that the entire length of a street is not the intended application; rather they should be limited to a part of a street of special concern to the community.

### Evaluation Criteria

There is no specific warrant provided in the Ontario Traffic Manual for Community Safety Zones. However, their effectiveness depends on selective and appropriate

deployment. Drivers should not encounter a CSZ in such a wide variety of applications that they lose their special designation. Rather, as cited in OTM Book 5, Community Safety Zones are intended for “roadways near schools, day care centres, playgrounds, parks, hospitals, senior’s residences, and may also be used for collision prone locations within a community”. An important aspect of the effectiveness of a CSZ is the ability of the police to enforce it.

It is recommended that warrant criteria be used for CSZs as outlined below. Warrant criteria includes the area be of special concern as noted above, and a review of other safety factors including:

- Compliance with the posted speed limit
- Daily traffic volume
- Number of lanes
- Pedestrian volume
- Presence of sidewalk
- Intersections and entrances per kilometre

### Road Section Characteristics

A risk evaluation warrant is to be used to determine the appropriateness of the designation of an area as a CSZ, based on the risk from eight (8) different factors. Table 1 outlines the Community Safety Zone risk evaluation warrant. As for school zones, they can be warranted for a CSZ without the use of the risk factor warrant if safety is a concern. This would assist in reinforcing the importance of safety and to modify driver behavior in these heavy pedestrian area zones.

**Table 1: Community Safety Zones – Risk Factor Component**

<b>Risk Factor</b>	<b>High (Score 3 Point)</b>	<b>Medium (Score 2 Point)</b>	<b>Low (Score 1 Point)</b>
85th percentile speed > posted speed limit	>10 km/h	5-10 km/h	<5 km/h
Average Daily Traffic Volume (AADT)	>3,000	1,000-3,000	<1,000
Number of Lanes (Both Directions)	>4	3 or 4	2
Presence of Community Facilities	Park (with playground)	Retirement Areas / Community Centre / Park (no playground)	None
Presence of Sidewalks	None	On one side	On both sides
Truck Volumes (as %)	>5%	2-5%	<2%
Pedestrians crossing (8 hrs.)	>50	25-50	<25
Intersections/Entrances (per km)	>10	4-10	<4



For a CSZ to be warranted, the street should score at least 15 points, based on risk from the eight (8) different factors. Points are scored based on the Low (1), Medium (2) and High (3) point columns.

### **Collision Factor**

Field observations should also verify that there is an unusually high violation and/or collision rate on the specific road section. A CSZ should be implemented if the collision ratio is less than 1:900 (collisions per year: AADT) averaged over 36 consecutive months.

### Delegation of Authority to the General Manager of Public Works

The General Manager of Public Works or their designate is delegated to approve CSZ's and present the by-law to amend Traffic by-law 37-83 Schedule "17" pertaining to "Community Safety Zones" to City Council for approval.

### Signage

CSZ designations do not take effect until the required signs are installed. The "Community Safety Zone" signs that include the "Begins" and "Ends" tab signs define the legal limits of the zone. For CSZ greater than 1,000 metres in length, additional "Community Safety Zone" signs are required within the limits of the zone. Signs are required every 300 metres, or less. An example of the "Community Safety Zone" sign is shown in Figure 1.

**Figure 1 - Community Safety Zone sign**



All CSZ have designated times and days defining the time period when increased fines are in effect, however these times/days/months do not appear on the "Community Safety Zone" signs.

General

There is no measurement limitation on the length of street that can be defined as CSZ as long as Council's opinion is that public safety is of special concern on that part of the street. However, a zone that is too long can result in enforcement not being appropriately targeted. Additionally, if the zone is too short, it may not be clear whether a driver has committed an offence within the CSZ.

The size of each zone will depend on the nature of the safety issues which are of concern. A CSZ could encompass all the streets surrounding a particular site (e.g., school, community centre) or consist of a part of a street where public safety is of special concern (e.g., high-collision intersection).

CSZs should be reviewed every three (3) years from the point in which it was enacted. A CSZ may be recommended for removal if the factors that led to its installation are no longer present.

Date of Enactment:	Related By-law Number/Staff Report Number:
Review and Amendment Dates:	Department Responsible for Review: Public Works
Date of Next Review:	Applicable Legislation/Legislative Authority:

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## Appendix “B”

### Community Safety Zone- By-law

- a) RECOMMEND that Schedule “17” of Traffic by-law 37-83 which pertains to “Community Safety Zones” BE AMENDED to provide the following:

<u>STREET</u>	<u>LOCATION</u>
Ashgrove Avenue	Ivanhoe Road to Greenwood Trail
Blackfriar Lane	Brier Park Road to N Park Street
Brantwood Park Road	Dunsdon Street to Lynden Hill Crescent
Clench Avenue	Mount Pleasant Street to Gilkison Street
Colborne Street W	Shellard Lane to Gilkison Street
Colborne Street	Brant Avenue to Forest Road
Colborne Street	Glenwood Drive to Johnson Road
Conklin Road	Shellard Lane to Gillespie Drive
Dalhousie Street	Rawdon Street to Brant Avenue
Dorothy Street	Erie Avenue to Division Street
Dowden Avenue	Conklin Road to McGuinness Drive
English Lane	Blackburn Drive to Gillespie Drive
Erie Avenue	Fifth Avenue to Cayuga Street
Fairview Drive	Wayne Drive to West Street
George Street	Grey Street to Sheridan Street
Gillespie Drive	Powell Road to Cheevers Road
Grand Street	Dundas Street to Dublin Street
Grand River Avenue	Frank Street to Lewis Street

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Mount Pleasant Street	Colborne Street to Veterans Memorial Parkway
Mount Pleasant Street	Veterans Memorial Parkway to Conklin Road
Powerline Road	Coulbeck Road to King George Road
Queensway Drive	Devon Street to Trimdon Avenue
Shellard Lane	McGuinness Drive (West) to Diana Avenue
Sheridan Street	Rawdon Street to Maitland Street
St George Street	Queensway Drive to Hillier Crescent (North)
Wood Street	King George Road to St Paul Avenue