
Subject: Mothers Against Drunk Driving (MADD) Memorial Signage

Report to: Public Works Committee

Report date: Tuesday, August 4, 2020

Recommendations

1. That Council **APPROVE** the installation of one MADD Canada Memorial sign as requested by the family of the victim at the location of Regional Road 70 (Taylor Road) and Regional Road 101 (Mountain Road) in the City of Niagara Falls, as a one time request; subject to the applicant providing all of the required supporting documentation outlined in the Ministry of Transportation, Ontario policy document.
2. That Council **APPROVE** the installation of the sign duration to a maximum of two years or until such time the sign needs to be removed.
3. That Council **BE INFORMED** that staff, as part of the Vision Zero Road Safety Program, will be presenting a policy outlining operational guidelines for safety and educational platforms inclusive of future non-regulatory signage requests.

Key Facts

- The purpose of this report is to inform Regional Council of the request received by Transportation Services on the proposed memorial signage program offered by MADD Canada and seek approval for a one time installation.
- This program offered by MADD is different from roadside memorials erected by families or friends at certain locations along roadways, where someone has been killed as a result of a road crash.
- This MADD program involves the placement of a sign within the right-of-way where a victim has been killed as a result of an impaired driver, identifying the name(s) of the victim(s), and the collision date.
- Victim criteria is an internal process by MADD Canada; not approved by the Province of Ontario, Area Municipalities or any other Road Safety entity in Ontario.
- The MADD memorial signage program applies only to fatal collisions that have been caused by an impaired driver who was convicted in the Provincial Court.

- Regulatory and Warning signage as proposed in Ontario Traffic Manuals, are in place to guide and regulate driver behavior to ensure safety and efficiency.
- Few municipalities in Ontario at this time are permitting the implementation of MADD signage on their roadways; recently the City of Niagara Falls has adapted the signage on their roadways.

Financial Considerations

Any funds required to administer, manufacture the signs and implement roadside signage are the responsibility of MADD Canada. Financial costs associated with the actual installation of the signs would be the responsibility of Niagara Region and would be accommodated with existing, approved operating budget.

Analysis

Staff's experience throughout Niagara Region is that, roadside memorials have been placed within the right-of-way at locations where fatal collisions have occurred. These memorials are typically placed by family and friends of victims and range from floral tributes to handmade signs, marking the location of a fatal collision. Niagara Region's current practice is to leave those memorials in place if they are not a distraction or causing a safety hazard. In most instances, staff do not have contact information when the memorials are required to be removed.

Transportation Services received a request in 2019 from families of the victims, wanting to place MADD Canada signage at the locations of the fatal collisions; indicating the victim's name and date. The one location was under the jurisdiction of the City of Niagara Falls, which has been approved for installation, (Appendix 2 - City of Niagara Falls Letter of Support re: MADD Canada Memorial Sign Request). The other location is under the Region's jurisdiction; at the location of Regional Road 70 (Taylor Road) and Regional Road 101 (Mountain Road) in the City of Niagara Falls.

MADD Canada is a National registered charitable volunteer organization with established chapters in many communities throughout the country; made up of a cross-section of concerned volunteers. MADD advocates for the fight against impaired driving and support to victims of impaired driving. One such program is the MADD Memorial Signage program as outlined in this report.

MADD Canada Memorial signage applies only to fatal collisions where a victim has been killed caused by an impaired driver and who also has been convicted in a Provincial Court. The program consists of:

- Initiate the request and fund the cost for the memorial sign.
- Responsible for ascertaining that the driver involved in the fatal collision has been convicted of a Criminal Code driving offence for impaired driving.
- Provide location and details of the collision.
- Obtain written consent from the next of kin confirming the name and the incident date to be placed on the memorial sign.

MADD Canada memorial signage program has the following status in Ontario:

Jurisdiction	Program Status
MTO	Policy initiated in 2004 to permit MADD Memorial signs in Provincial highways. (Appendix 1 - MADD Canada Memorial Signs on Provincial Highways Policy).
Hamilton	Staff recommendation to City Council on February 2020 part of Vision Zero Road safety plan, decision pending.
Durham Region	MADD signage not approved, "Safe Road" sign instead. Allowance is given to roadside memorial on an informal basis.
Peel Region	Allowance is given to roadside memorial on an informal basis for 12 months only.
407 ETR	No policy in place, permit roadside memorial signs for 6 months only including MADD Memorial sign.
Toronto	Policy in place, temporary memorial permitted for 30 days. No MADD signs.
York Region	MADD Victim signage Program not adopted by Regional Council.

Jurisdiction	Program Status
Halton Hills	No policy in place. Utilizes Variable Message Board signs for general education to prevent impaired driving.
Niagara Falls	Niagara Falls Council approved MADD memorial sign installation at one location.

Transportation staff as part of the Vision Zero program to be implemented later in 2020 are reviewing the following:

- Limiting the placement of non-regulatory signs on Regional roads, with the focus on reducing driver distractions to focus on safe driving practices.
- Best Practices throughout the province and other municipalities related to safety and educational programs with the inclusion of non-charitable organizations and advocacy groups.

Transportation staff are recommending a one time installation of the MADD Canada Memorial signage. Staff will also monitor any feedback received from the general public. Staff support, as part of the Vision Zero Road Safety Program, different safety educational campaigns and awareness programs to alter driver's behaviour which will be forthcoming in the policy.

Alternatives Reviewed

Transportation Staff undertook a jurisdictional scan of the MADD Canada Memorial program across similar Municipalities.

Relationship to Council Strategic Priorities

This report is being brought forth by staff, as the result of a request received by staff through members of Council. By educating drivers about and potentially improving public safety, it aligns with Regional Council's strategic priority in the safer Movement of People and Goods and Enhancing Community Wellbeing.

Other Pertinent Reports

PW 64-2019, Vision Zero Road Safety Program, November 5, 2019.

Prepared by:

Petar Vujic
Road Safety and Permits Program
Manager, Transportation Services

Recommended by:

Bruce Zvaniga, P.Eng.
Commissioner of Public Works (Interim)
Public Works Department

Recommended and Submitted by:

Ron Tripp, P.Eng.
Acting Chief Administrative Officer

This report was prepared in consultation with Sulaf Alkarawi Associate Director, Transportation Planning and Carolyn Ryall Director, Transportation Services and reviewed by Donna Gibbs Director, Legal and Court Services.

Appendices

Appendix 1: MADD Canada Memorial Signs on Provincial Highways Policy

Appendix 2: City of Niagara Falls Letter of Support re: MADD Canada Memorial Sign Request

MADD Canada Memorial Signs on Provincial Highways



POLICY NUMBER: 2006-01

Effective Date: April 15, 2004

Approved by: Gord Troughton, Manager



29 Nov 2006

Manager's Signature

Date

Traffic Office

Engineering Standards Branch
Ministry of Transportation
301 St. Paul Street, 2nd Floor
St. Catharines, ON L2R 7R4

General Inquiries: (905) 704-2960
Fax: (905) 704-2888

Purpose and Background

MADD Canada is a non-profit organization that is committed to stopping impaired driving and supporting the victims resulting from collisions caused by impaired drivers. It is composed of volunteers who include not only mothers, but also fathers, friends, business professionals, experts in the anti-impaired driving field and concerned citizens.

The purpose of this policy is to permit the installation of small roadside memorial signs for MADD Canada at locations on provincial highways where fatal collisions have occurred and an impaired driver is alleged to be at fault.

The Ministry has entered into a Memorandum of Understanding (MOU) with MADD Canada that lays out the guidelines, process, qualification criteria and implementation of signing as identified in this policy. In the event of a discrepancy between the MOU and this policy, the MOU will govern.

Guidelines

This policy is specific to MADD Canada memorial signs only and does not govern the placement of other memorials or signs.

The policy applies to fatal collisions on provincial highways that occurred after April 15, 2004 and the fatal collision shall have been caused by an impaired driver with the victim(s) death occurring within thirty (30) days of the collision.

Process and Qualification Criteria

MADD Canada will initiate the request for the memorial sign and will be responsible to obtain the following qualification information:

- Proof that the driver involved in the fatal collision has been convicted of one or more of the following *Criminal Code* offences:
 - a) Impaired Driving (S.253(a))
 - b) Driving with a Blood Alcohol Concentration above 0.08% (S.253(b))
 - c) Impaired Driving causing Death (S.255(3))

- Letter of permission from an immediate family member (spouse, child, stepchild, brother, stepbrother, sister, stepsister, mother, stepmother, father, stepfather) of the deceased. If another immediate member of the family objects (in writing) to the placement of a sign, they should be referred back to MADD and MADD may decide if they want to proceed with the installation of the sign. In the event that a local resident objects to the placement of the sign near their property, MADD can give consideration to moving the sign to another nearby location. If the sign has already been installed and an objection is received, there will no additional charge for the relocation of the sign.

Once the above criteria has been met, the following information and documentation in support of a memorial sign request shall be provided by MADD Canada to the Ministry of Transportation, Head Office Traffic:

- 1) Location of the collision, including:
 - Highway number
 - Direction of travel
 - Distance from the nearest intersection/interchange, population centre, etc.
- 2) Date and time of the collision.
- 3) Letter from an immediate family member of the deceased confirming the name(s) of the deceased (first/common name and last name only – no nicknames allowed, such as John “Bubba” Smith). Memorial signs without a name will not be permitted. Names of pet animals will not be permitted on the memorial sign.
- 4) Death certificate of the victim(s).

The information and documentation to be provided by MADD to the Ministry shall not be provided before ninety (90) days have elapsed following the date of conviction of a driver in order to allow the convicted driver an opportunity to appeal the conviction. No memorial shall be placed until all appeal rights of a convicted driver are exhausted.

Ceremonies

Ceremonies will not be permitted on highways with posted speeds of 100 km/h.

Ceremonies on other highways may be arranged by MADD Canada following the installation of the sign, based on the following criteria:

- MADD Canada shall give the Ministry sufficient notice if a ceremony is planned and shall provide the following information:
 - 1) Preferred location;
 - 2) Preferred date; and
 - 3) Documentation proving police support will be present.
- Ceremonies shall be:
 - 1) Held in a safe location identified by MADD Canada and approved by the Ministry;
 - 2) Limited to a maximum of 15 minutes;
 - 3) Held at an approved time/day (i.e. off-peak hours, daylight hours, on a weekend);
 - 4) Accompanied by police and have the required traffic control shoulder operation, as outlined in OTM Book 7, Figure TL-6, for the duration of the ceremony;
 - 5) A maximum of 3 passenger vehicles shall be allowed to park on the right shoulder (unless prohibited) in addition to the police cruiser that will be parked with its warning flashers activated.

If the Ministry of Transportation deems that a public ceremony poses a threat to motorist safety, permission to have a ceremony will be denied.

Other than the initial ceremony following the installation of a memorial sign, additional ceremonies (i.e. anniversary of the collision, birthday of the deceased, etc.) are not permitted.

Plantings or Landscaping

Planting or landscaping at the sign site is prohibited. Flowers and/or other small items may be placed at the sign site.

Implementation

Sign Design and Installation

Signs shall conform to the following design:

	MADD Canada Memorial Sign Sign Size: 600mm round (2') 600 x 600mm tab (2' x 2') Retroreflective Sheeting: Type 1
	MADD Canada Memorial Sign (Bilingual) Sign Size: 600mm round (2') 600 x 600mm tab (2' x 2') Retroreflective Sheeting: Type 1

Multiple victims' names from one incident can appear on the sign. The tab size can be increased to accommodate the additional names to a maximum of four names on one tab. If there are more names, a separate memorial sign and tab shall be installed at the same location under the same MADD Memorial Sign Permit.

If there is more than one collision at the same location, the tab on the existing sign(s) will be modified to accommodate the additional name(s). An additional MADD Memorial Sign Permit shall not be required.

Bilingual signs will be placed in areas designated by the French Language Services Act (FLSA).

The sign will be manufactured and installed by the Ministry of Transportation.

Only one sign will be installed in one direction of travel on the right side of the highway at the right edge of the shoulder, at or near the location of the collision.

The sign shall not obstruct other signs and may not be placed exactly where the collision occurred.

While the ministry will endeavour to have the sign placed shortly after receipt of the required information and documentation, weather conditions or operations with higher priority may preclude manufacturing or installation of the sign for several months.

The Ministry of Transportation will not permit signs to be installed in the median of any provincial highway.

If the signs are to be installed in an active construction zone, the installation can be coordinated such that the signs are installed by the contractor, but delays in the installation may occur depending on whether work is being done in the area where the sign is to be placed.

On highways with a core/collector system, the signs will only be placed on the right shoulder of the collector.

Signs must be maintained in good condition.

Fees

MADD Canada shall be responsible for all fees associated with the manufacturing, installation and ongoing maintenance of the sign. The fee charged to MADD (\$565 per sign) will include the cost of the Encroachment Permit provided by the Ministry.

If a ceremony is held, MADD Canada shall also be responsible for the cost of police presence.

****In the event that there are any discrepancies between this policy and the Memorandum of Understanding (MOU) between MADD Canada and the Ministry of Transportation, the MOU shall govern.***

Niagara Region
1815 Sir Isaac Brock Way
P.O. Box 1042
Thorold, ON L2V 4T7

Ms. Ann-Marie Norio:

Sent via E-mail

Re: MADD Canada Memorial Sign Request

City Council, at its last meeting held on June 4, 2019, passed the following recommendation:

1. That Council approve the installation of the MADD Canada Memorial Sign on Biggar Road, following the applicant providing all of the required supporting documentation outlined in the Ministry of Transportation, Ontario policy document.
2. That Council approve the sign to be installed for duration no greater than 5-years or until such time that the sign is in poor condition and needs to be removed.
3. That a letter of support be sent to the Niagara Region regarding the request for a sign at the Regional intersection of Mountain Road and Taylor Road.

A copy of the approved staff report is attached. Please consider this letter as being the letter of support regarding the request for the installation of a sign at the intersection of Mountain Road and Taylor Road in the City of Niagara Falls.

Sincerely,

Bill Matson
City Clerk



REPORT TO: Mayor James M. Diodati
and Members of Municipal Council
City of Niagara Falls, Ontario

SUBMITTED BY: Transportation Services Department

SUBJECT: TS-2019-20 MADD Canada Memorial Sign Request

RECOMMENDATION

1. That Council approve the installation of the MADD Canada Memorial Sign on Biggar Road, following the applicant providing all of the required supporting documentation outlined in the Ministry of Transportation, Ontario policy document.
2. That Council approve the sign to be installed for duration no greater than 5-years or until such time that the sign is in poor condition and needs to be removed.

EXECUTIVE SUMMARY

Staff have received a request for the installation of memorial signs from the families of the individuals who were involved in fatal collisions in 2017. The Ministry of Transportation, Ontario, has entered into a Memorandum of Understanding (MOU) with MADD Canada that lays out the guidelines, process, qualification criteria and implementation of signing as identified in the attached policy. Staff is recommending that the same process is adhered to with respect to requests pertaining to the local road network. MADD Canada will be covering the costs for the sign production and installation.

BACKGROUND

Staff have received a request for the installation of memorial signs from the families of the individuals who were involved in fatal collisions in 2017. In both cases, the persons responsible have been convicted of Impaired Driving causing Death. The families are working with Mother's Against Drunk Driving (MADD) to facilitate the memorial sign installations.

The collisions occurred near the intersections of Mountain Road at Taylor Road and Biggar Road at Montrose Road, the latter is under the jurisdiction of the City of Niagara Falls. The families will have to coordinate through Niagara Region Staff to obtain consent to have memorial signs installed on regional right-of-way.

Over 1000 people are killed and over 60,000 people are injured by an impaired driver every year in Canada. After all these years and the promotions to stop drinking and driving, this problem persists. Since 2010, only the subject collision resulted in a fatal injury involving an impaired driver on City roads.

MADD Canada was given permission by the Ministry of Transportation to erect signs on provincial highways where people have been killed by an impaired driver. MADD will also install signs if a municipality gives them permission. It is believed that these signs help in discouraging people from committing this crime. People see the sign and it reminds them of the terrible tragedy. It makes people think and realize that impaired driving is real and that it is preventable.

ANALYSIS/RATIONALE

MADD Canada is a non-profit organization that is committed to stopping impaired driving and supporting the victims resulting from collisions caused by impaired drivers. It is composed of volunteers who include not only mothers, but also fathers, friends, business professionals, experts in the anti-impaired driving field and concerned citizens.

The purpose of this report is to permit the installation of small roadside memorial signs for MADD Canada at locations on local road network where fatal collisions have occurred and an impaired driver is alleged to be at fault.

The Ministry of Transportation, Ontario, has entered into a Memorandum of Understanding (MOU) with MADD Canada that lays out the guidelines, process, qualification criteria and implementation of signing as identified in the attached policy. Staff is recommending that the same process is adhered to with respect to requests pertaining to the local road network.

In addition to the criteria outlined in the attached policy document, Staff is also recommending that the sign be installed for a duration no greater than 5-years or until such time that the sign is in poor condition and needs to be removed. Typically, traffic signs have a life span of 5 years at which time; they begin to fade, crack and deteriorate in condition and need to be removed / replaced.

FINANCIAL/STAFFING/LEGAL IMPLICATIONS

There are no financial, staffing or legal implications with Staff's recommendations. MADD Canada will be covering the costs for the sign production and installation.

CITY'S STRATEGIC COMMITMENT

Encourage multi-modal travel and active transportation initiatives, and enhance motorist, cyclist and pedestrian safety.

LIST OF ATTACHMENTS

- 1) Ministry of Transportation, Ontario - MADD Memorial Sign Policy
- 2) Ministry of Transportation, Ontario - Sign Specifications

Recommended by:

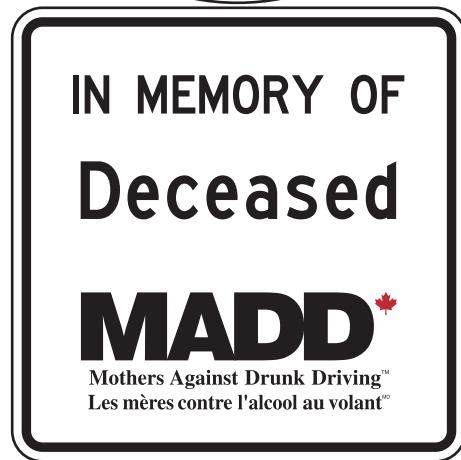
Karl Dren, Director of Transportation Services

Respectfully submitted:

Ken Todd, Chief Administrative Officer

MADD Memorial Sign

**NON-STANDARD
UNIFORM SIGN**



45

485

70

95

50 @ 95%

55

75

100

155

70

Support: Wood - 10cm x10cm (4"x4")

Horizontal Mounting Offset: 2m to 4m from the outside edge of the outer traffic lane (per OTM Book 1B)

Vertical Mounting Offset: 1.5m to 2.5m from outer edge of the outer lane to bottom of the sign (per OTM Book 1B)

Sign No.	Blank #	Special Notes		
Sign Element	Colour	Min. Refl (ASTM)	Font	Dimensions in Millimeters (mm)
600mm x 600mm (round) 600mm x 600mm (square)	Special Order B-18			
Background	White	Type I		
Border Inner / Outer	Black / White	N/A / Type I		Manager, Traffic Office, Engineering Standards Branch
Text	Black	N/A	Series D	 Ontario Ministry Of Transportation
Symbol	Red / Black	Type I / N/A		
				Revision Date: July 31, 2007