

## MEMO / NOTE DE SERVICE

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DESTINATAIRE :	Comité des transports et Conseil	
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DATE :	March 22, 2013 22 mars 2013	
REF N <sup>o</sup> :	ACS2013-PAI-PGM-0087	
SUBJECT :	<b>ONTARIO CORONER'S REPORT – PEDESTRIAN DEATH REVIEW</b>	
OBJET :	<b>RAPPORT DU CORONER DE L'ONTARIO – EXAMEN DES DÉCÈS DE PIÉTONS</b>	

### BACKGROUND

On 19 September 2012, the Office of the Chief Coroner for Ontario released the Pedestrian Death Review - A Review of All Accidental Pedestrian Deaths in Ontario from January 1<sup>st</sup>, 2010 to December 31<sup>st</sup>, 2010. The Pedestrian Death Review contained a series of recommendations that encourage both pedestrian-oriented policy and operational improvements intended to improve safety conditions for Ontario's pedestrians.

Following the release of the Pedestrian Death Review, Ottawa Public Health brought forward a Pedestrian Safety Report ([ACS2012-OPH-HPDP-0012](#)) to the Ottawa Board of Health (19 November 2012) and Council (28 November 2012). The Report presented the Pedestrian Death Review and recommended that the Pedestrian Safety Report and the Pedestrian Death Review be referred to Transportation Committee for their information with a request to review the Chief Coroner's recommendations.

On 5 December 2012 Transportation Committee received the Pedestrian Safety Report and the Pedestrian Death Review and passed a Motion "that staff report back to members of the Transportation Committee on how the coroner's review will serve to inform the Transportation Master Plan, Pedestrian Plan and the City's pedestrian safety programs". As well, Direction was given that staff advise if there is a reporting mechanism to look at near-misses.

This memorandum provides the response to the Motion and Direction.

## DISCUSSION

The purpose of the Chief Coroner's Pedestrian Death Review was to examine the circumstances of 95 pedestrian deaths that occurred in Ontario in 2010, and to make recommendations to help prevent future pedestrian deaths. The Pedestrian Death Review contained 26 recommendations in the areas of leadership, legislation, education, engineering and enforcement. The majority of these recommendations were directed to Ontario provincial ministries such as the Ministry of Transportation Ontario (MTO) and Ministry of Municipal Affairs and Housing, federal ministries such as Infrastructure Canada, and agencies such as the Association of Municipalities of Ontario. Only the leadership and engineering categories contained recommendations directed to all municipalities in Ontario. These include:

- Complete Street Approach – develop a policy accommodating all road users;
- Consider Seniors and Disabled – in developing the Complete Streets approach;
- Policy for Pedestrians – develop a walking strategy (for example, create a Walking Charter or develop a Pedestrian Plan);
- Speed Reduction Strategies – measures to reduce speeds;
- Annual Forensic Review – review pedestrian deaths to identify collision-prone areas;
- Collision History Review – annually review statistics and link to capital planning;
- Lower Speed Limits – to 30kph on residential streets;
- Leading Pedestrian Intervals (LPI) – at intersection with high pedestrian volumes;
- Mid-block Crossing – strategies to prevent pedestrian collisions; and
- Road Segments – strategies to prevent pedestrian collisions.

These recommendations have implicit implications at the municipal policy level (leadership) and contain a number of operational recommendations for improvements in the management and operation of the transportation system (engineering). As such, a multi-departmental approach is necessary to consider how best to incorporate these recommendations into City services.

The transportation policy recommendations contained in the Pedestrian Death Review will serve to provide guidance to the Transportation Master Plan (TMP) and Ottawa Pedestrian Plan (OPP) review processes. Staff will consider the intent of the Chief Coroner's recommendations in development of the relevant content changes proposed for the two plans, within the scope of the identified priority planning themes (Ref: [ACS2012-PGM-PAI-0211](#)). More specifically, the Chief Coroner's recommendations will serve to directly inform the development of a new Complete Streets Policy (streets designed to be safe, convenient and comfortable for all transportation modes and users of all ability or age) proposed for the TMP. The new Complete Streets Policy will consider the aging population, persons with disabilities and other various directions as recommended in the Chief Coroner's review. The Pedestrian Death Review discusses many concepts relating to Complete Streets that can assist in forming a basis for Ottawa's Complete Streets Policy. These include viewing the road network holistically, designing a transportation network that suits all users, and recognizing the safety and social benefits of ensuring that planning processes provide streets designed to be safe, convenient and comfortable for pedestrians and all other users.

The Chief Coroner's recommendation that municipalities be encouraged to plan and develop policies for pedestrians is achieved in the Ottawa Pedestrian Plan (Ottawa was one of the first

cities in Canada to approve a Master Pedestrian Policy). Additionally, Ottawa has signed the International Charter for Walking (2011) and an Ottawa-specific Pedestrian Charter has been drafted and brought forward for public consultation as part of the OPP review. The current and the updated OPP provide over-arching policy for pedestrians and recognizes the critical role that walking plays in creating an attractive, accessible, safe, and healthy Ottawa. The OPP places walking at the core of a sustainable transportation system and summarizes Ottawa's pedestrian vision by:

- setting policies for the provision of pedestrian facilities;
- prioritizing implementation of improvements for pedestrians;
- providing guidance on pedestrian-supportive designs;
- establishing baselines and measurement objectives;
- defining the pedestrian network, refining winter maintenance for pedestrians; and
- presenting Ottawa's promotion and safety awareness programs under a single pedestrian-focused master policy document.

The Chief Coroner's report contains a series of engineering recommendations that recognize that pedestrian safety, injury prevention and "the vulnerability of the human body" should be considered in the design of traffic systems. In acknowledging that there is a strong relationship between impact speed and death, the Chief Coroner presented a number of recommendations designed to lower overall operating speeds and elevate the priority and safety of pedestrians within the transportation system.

The Public Works Department administers programs and services that are developed to ensure the City's transportation network is safe for all users. This includes public outreach, traffic engineering and signal synchronization.

Public outreach is an important tool to help deter speeding and raise awareness of pedestrian safety. In 2011, the City unveiled its Safer Roads Ottawa Program, a partnership between Ottawa Police Services, Ottawa Paramedic Services, Ottawa Fire Services, Ottawa Public Health and the Public Works Department, which seeks to reduce and eliminate the number of injuries and deaths that occur on the transportation network. One of the largest campaigns of this program focuses on vulnerable road users (pedestrians, youth, and seniors). This year, the City will launch an awareness campaign called "Be Safe, Be Seen" to encourage pedestrians to increase their visibility by wearing reflective clothing or carrying a light. This initiative will run in conjunction with a number of other community driven initiatives that specifically address pedestrian safety.

Through a customized process that pairs public engagement with traffic engineering, the Public Works Department administers the Pedestrian Safety Evaluation Program. The Pedestrian Safety Evaluation Program prioritizes and programs road safety improvements for pedestrians crossing roadways at signalized and non-signalized intersections. Community involvement helps staff identify conflict areas based on near misses. Input is received through the Pedestrian Safety Evaluation Program field review which is conducted with community members. In addition, the Public Works Department reviews and provides input on capital roadway reconstruction plans, from a vulnerable roadway user safety standpoint, as part of the Pedestrian Safety Evaluation Program. Implementation of any safety improvement strategies are funded under the capital budget for individual projects.

The Public Works Department also reviews the synchronization and signal timing of its 1100 traffic signals on a regular basis. The goal is to review and update the signal timing of approximately 200 traffic signals a year. In addition, the Department manages the Audible Signal Program and the Pedestrian Countdown Signal Program which sees audible signals and pedestrian countdown timers are installed at intersections. Under the program, all newly installed traffic signals or existing traffic signals undergoing a major retrofit through a reconstruction project will include audible signals and pedestrian countdown signals. Currently, approximately 57% of traffic signals have audible signals and 38 % have pedestrian countdown signals installed. Similarly, there are approximately 30 intersections within the City where the leading pedestrian interval is in use. They are installed at locations where there is a potential for conflict between high volumes of pedestrians and high volumes of right or left turning vehicles. There are currently 35 locations equipped with red light cameras within the City. Typically, locations are chosen based on the number of right angle collisions.

The City also funds a program run by the Ottawa Safety Council that educates elementary school children on signal operations and how to safely cross at signalized intersections, stop controlled intersections, roundabouts and mid block locations. Residents can also request the deployment of Speed Radar Boards along roadways where speeding is a concern. Current practices allow for changes to on-street parking regulations based on community input where no safety concern would be introduced as a result of the change.

The current practice of the City's road design projects is to utilize existing design manuals including Transportation Association of Canada (TAC) Geometric Design Guide for Canadian Roads, MTO Geometric Design Standards for Ontario Highways, and MTO Roadside Safety Manual. In addition, various City of Ottawa Design Guidelines and City of Ottawa Standard Tender Documents for Unit Price Contracts (Construction Specifications, Material Specifications and Standard Detail Drawings) and current directives are used to produce designs. The Infrastructure Services Department has recognized the need to develop road design guidelines that will consolidate policy directives and provide enhanced guidance for designer's consideration as part of the ongoing strategy to provide a consistent level of service and to improve the life-cycle cost of infrastructure. The Ottawa Road Design Guidelines will be a stand-alone document that references other documents/policies and specifies City of Ottawa preferences where necessary to address particular requirements unique to Ottawa or to meet the intent of City of Ottawa corporate strategic plans and policies. These Guidelines will reference TAC Geometric Design Guide for Canadian Roads Manual as the primary source for technical guidelines as it is consistent with many other Canadian municipalities.

The full list of recommendations to all Ontario municipalities contained in the Chief Coroner's Pedestrian Death Review and details on how each recommendation is being addressed by various City Departments is provided in Document 1.

With respect to a reporting mechanism for near misses, community involvement helps identify conflict areas. Community input is received through the Public Works' Pedestrian Safety Evaluation Program during field reviews. Conflict analysis through field observation is labour-intensive while use of newer methods involving video capture and computer analysis is deemed costly. Resources to undertake such studies on a regular basis have not been identified. Ottawa Police Services conduct in-depth reviews of all fatal collisions in an effort to identify root causes

with any identified contributing factors that could be deemed engineering related. These reviews are then forwarded to Public Works Department for action.

## CONCLUSION

The Chief Coroner for Ontario's Pedestrian Death Review - A Review of All Accidental Pedestrian Deaths in Ontario from January 1<sup>st</sup>, 2010 to December 31<sup>st</sup>, 2010, was undertaken as a result of concern surrounding the issue of pedestrian safety. The Pedestrian Death Review contains a series of recommendations that will guide Ottawa, inform the current review of the TMP and OPP and will serve to provide guidance to the management and operation of the City's transportation system and delivery of pedestrian safety programs.

*Original signed by*

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## SUPPORTING DOCUMENTATION

Document 1 Summary of Key Recommendations from the Chief Coroner's Pedestrian Death Review (on file with the City Clerk and distributed separately)