

Report to

Rapport au:

**Transportation Committee
Comité des transports
3 March 2021 / 3 mars 2021**

**and Council
et au Conseil
10 March 2021 / 10 mars 2021**

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**Submitted by
Soumis par:**

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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2021-TSD-TRF-0001

SUBJECT: Strategic Road Safety Action Plan Annual Report

OBJET: Rapport annuel – Plan d'action stratégique en matière de sécurité routière

REPORT RECOMMENDATIONS

That Transportation Committee recommend that Council:

- 1. Receive the 2020 Road Safety Action Plan – Implementation Plan Status Update; and,**

2. **Approve the 2021 Road Safety Action Plan – Implementation Plan, as outlined in this report.**

RECOMMANDATIONS DU RAPPORT

Que le Comité des transports recommande au Conseil municipal de :

1. **Prendre acte du rapport d'étapes relatif à la mise en œuvre du Plan d'action stratégique en matière de sécurité routière de 2020;**
2. **Approuver le Plan de mise en œuvre du Plan d'action stratégique en matière de sécurité routière de 2021.**

EXECUTIVE SUMMARY

The Strategic Road Safety Action Plan (RSAP) Annual Report provides an update on the 2020 Implementation Plan, as well as an overview of the 2021 Implementation Plan. Initiatives identified in the 2020 Implementation Plan were completed wherever possible to enhance road safety, focusing on the Emphasis Areas: Vulnerable Road Users (pedestrians, cyclists and motorcyclists), Intersections, Rural Area and High-Risk Driver Behaviour (aggressive, impaired and distracted). Some initiatives were deferred or cancelled due to COVID-19 restrictions.

Some of the highlights of the RSAP in 2020 include ladder markings at 10 locations, protected left-turn phasing installed at nine intersections, the initiation of the Automated Speed Enforcement Pilot Program, and the completion of a rural skewed intersections study. The majority of in-person education initiatives planned for 2020 could not move forward because of COVID-19 restrictions, but, where possible, will be moved on-line in 2021.

In 2021, the RSAP will be continuing with many initiatives that began in 2020, as well as undertaking some new initiatives, including detailed design for three high-volume cycling intersections, detailed design for three rural skewed intersections and delivering a comprehensive communications strategy targeted at changing road user behaviour.

The report also details the plan for the gradual implementation of 30 km/h speed limits in all Gateway Speed Limit areas within the Core Residential areas and the Byward Market. Both the criteria for 30 km/h gateway signage, as well as the process by which areas are identified, are outlined within the report.

BACKGROUND

In December 2019, City Council approved the 2020-2024 Strategic Road Safety Action Plan (RSAP) ([ACS2019-TSD-TRF-0009](#)), a 5-year plan that builds on the City's existing road safety programs. The plan is based on the Safe Systems approach to road safety and is guided by the theme of *Think Safety, Act Safely* in recognition of the shared responsibility and the change in culture required to continue the progress towards zero fatalities and major injuries.

The ultimate vision of the plan is that it serves as a comprehensive and proactive strategy for making Ottawa roads safe for all users. Though the 2020-2024 plan's goal calls for a 20 per cent reduction in the rate of fatal and major injury collisions by 2024, Council further approved a longer term goal *of zero fatalities on our streets by 2035, with a focus on safety for the most vulnerable users of our transportation system—pedestrians, school children, older adults and cyclists.*

As a part of the RSAP approval, Council approved Recommendation 4:

'that Traffic Services bring forward a report to Transportation Committee annually, starting in 2021, to provide an update on the progress of the previous year's RSAP Implementation Plan and to obtain approval on the initiatives brought forward as part of the present year's Implementation Plan'

As well as Recommendation 8:

"that staff develop a plan within existing budgets for the gradual implementation of 30 km/h speed limits in all Gateway Speed Limit areas within the Core Residential area as defined in the Strategic Road Safety Action Plan, and the By-ward Market, and with the intent to meet the requirements for a posted 30 km/h speed limit, in consultation with Ward Councillors through their Temporary Traffic Calming budgets and other funding mechanisms, as per the policy for posting a 30 km/h speed limit on an existing roadway"

This report will serve to respond to both of these recommendations.

DISCUSSION

The City's 2020-2024 Strategic Road Safety Action Plan ([ACS2019-TSD-TRF-0009](#)) adopted a Safe Systems approach to road safety which aligns with Vision Zero principles including:

- Human life and health are prioritized;
- Safety is a shared responsibility between roadway providers, regulators and users;
- Recognition that a human error on the roadway should not lead to death or serious injury, and that road traffic systems must be designed accordingly; and,
- Road safety requires a change in culture, in which roadway providers, regulators and road users must cooperate and be ready to change to achieve the long-term vision and goals of the RSAP.

The plan is delivered by internal partners involved in the education, enforcement and engineering aspects of road safety. The Safer Roads Ottawa program is governed by the Steering Committee with senior representatives from Ottawa Fire Services, Ottawa Paramedic Service, Ottawa Police Service (OPS), Ottawa Public Health (OPH), Transportation Services and the Regional Supervising Coroner.

In order to achieve the goals of the RSAP, continued and targeted interventions are required. As such, the development of an implementation plan which identifies specific countermeasures or actions to be undertaken by the partners each year is a required deliverable under the plan. Reporting back on the status of those deliverables provides accountability to those delivering the initiatives.

2020 Implementation Plan

The 2020 Implementation Plan included a list of close to 60 engineering, enforcement and education-based countermeasures selected to address collisions under the four emphasis areas of the RSAP. COVID-19 impacted the partners' ability to deliver some initiatives planned in 2020 due to physical distancing which limited much of the outreach events or reallocated resources to COVID response. Some were delayed to 2021, while others were put on hold or modified to adapt to the changing environment presented by the pandemic.

Supporting Document 1 provides a comprehensive list of the status of all countermeasures identified in the 2020 Implementation Plan, the highlights of which are listed below.

Vulnerable Road Users:

- Cycling safety review of high-volume cycling/vehicle interaction locations completed;

- One high-volume cycling safety location currently undergoing detailed design;
- High-visibility ladder markings implemented at 10 locations;
- Installation of one new pedestrian signal, with design for a second one underway;
- Low-cost pedestrian enhancements completed at five locations; and,
- Motorcycle safety study underway.

Intersections:

- Detailed design underway for two intersections that meet warrants for traffic signals;
- Protected left-turn phasing installed at nine intersections, design underway for one location that requires geometric changes; and,
- Functional design underway for intersection modifications at one high collision location.

Rural:

- Rural Skewed intersections study completed; and,
- Safety edges installed along one rural corridor as a pilot and evaluation underway.

High Risk Drivers:

- 30 km/h design elements included in 34 upcoming reconstruction projects;
- Launching of the Automated Speed Enforcement pilot project at eight locations;
- Traffic Calming in three (3) school areas underway;
- Gateway speed limit signage installed in 20 of the 23 wards; and,
- Videos related to vulnerable road user and impaired driving were created and released with over 250,000 views.

Road Safety Culture:

- Road Safety Training Course (Safety School) content development underway,

with three virtual courses to be delivered in 2021;

- Draft Road Safety Audit Policy developed and consultations with internal City groups completed; and,
- Development of a two-year Communications Strategy underway and to be completed in Q1 2021.

The delivery of some initiatives could not be completed due to intersection design changes and, more extensively, COVID-19. These cancelled or deferred initiatives include:

- New pedestrian signal at Bay St. and Gladstone Ave.– through design, a full traffic control signal was determined to be a better solution at this location – the design is underway, and construction is deferred to 2021;
- In-person road safety training for all staff within the City who make decisions about the transportation network – virtual on-line training will be developed and delivered in 2021;
- The majority of the OPH and OPS initiatives were put on hold due to resources being re-allocated due to COVID-19; and
- Safer Roads Ottawa in-person stakeholder outreach initiatives were put on hold due to COVID-19.

2015-2019 Fatal and Major Injury (FMI) Collisions

The selection of countermeasures is based on the available fatal and major injury collision data for the four emphasis areas approved under the plan: Vulnerable Road Users (pedestrians, cyclists and motorcyclists), Intersections, Rural Area and High-Risk Driver Behaviour (aggressive, impaired and distracted). As part of the 2021 Implementation Plan development, the FMI data were updated with the most recent data available.

A comparison of FMI data for the 2013-2017 and 2015-2019 analysis periods is summarized in Table 1 for each emphasis area and includes metrics related the goals of the plan. The collision summary does not include information from 2020, the first year of the 2020-2024 RSAP implementation, as it is not available at this time.

Table 1: FMI Collision Summary for 2013-2017 and 2015-2019 Analysis Periods

Indicator	2013-2017 FMI Data	2015-2019 FMI Data	Change
Total number of FMI collisions	743	750	Up
5-year average FMI rate (FMI collisions/100,000 population)	15.5	15.3	Down
Average number of fatalities (fatalities/year)	27	27	Same
Percentage of FMI collisions at or related to Intersections (%)	48	54	Up
Percentage of FMI collisions in Rural Area (%)	21	20	Down
Percentage of FMI collisions involving a Pedestrian (%)	26	25	Down
Percentage of FMI collisions involving a Cyclist (%)	11	11	Same
Percentage of FMI collisions involving a Motorcyclist (%)	15	15	Same
Percentage of FMI collisions involving one or more drivers engaging in one or more High-Risk Driving Behaviours (%)	60	63	Up

It should be noted that the collision categories summarized above are not mutually exclusive and that there is some overlap between them. For example, a pedestrian could have been involved in a collision at an intersection while the driver was impaired. That collision would have been identified above as a pedestrian collision, an intersection collision and a collision involving an impaired driver.

2021 Implementation Plan

The 2021 Budget allocated \$4 million to the Road Safety Action Plan program. The

2021 Implementation Plan, as shown in supporting Document 2, provides funding to continue to implement many of the countermeasures identified in the 2020 plan at additional locations, as well as some new initiatives. Highlights of some of the countermeasures identified under the 2021 Implementation Plan are listed and described below by emphasis area.

Vulnerable Road Users:

- Pedestrian Crossing – Install PXO crossings at the last three roundabouts without crossings;
- High-volume Cycling/Vehicle Locations – Undertake detailed design for three locations; and,
- Motorcycle Safety Strategy – Create a motorcycle safety working group consisting of key internal and external stakeholders, conducting annual collision data monitoring and continued education, enforcement and engineering countermeasures.

Intersections:

- Traffic Control Signals – Undertake detailed designs for one warranted location – including review of roundabout and protected intersection concepts; and,
- Fully Protected Left-turn - Complete detailed design (2021) and implementation (2022) at one high ranking location for fully protected left-turn installation where geometric revisions are required.

Rural:

- Horizontal Curves – Enhance delineation on horizontal curves at five locations;
- Skewed Intersections – Undertake detailed design for three rural skewed intersections identified in the 2020 Safety Study of Ottawa Rural Skewed Intersections; and,
- Safety Edges – Complete pilot study to evaluate constructability and maintenance of safety edges. If acceptable pilot study results are achieved, create specifications for safety edge installation and identify a process to select locations for rural road resurfacing projects.

High Risk Drivers:

- Communications Strategy – Create and start to deliver the 2021 to 2022 Communication Strategy for the RSAP, targeted at changing road user behaviour.

Road Safety Funding

A review of the 2020 and 2021 Budgets was undertaken to determine funding allocated to programs that contribute to road safety within the city. Approximately \$27.5 million was allocated to existing programs in 2020 and \$33.8 million was allocated in 2021.

Table 2 below displays funding amounts by emphasis area in existing programs for 2020 and 2021. Supporting Document 3 provides a detailed list of the existing programs and their respective funding amounts for 2020 and 2021.

Table 2: 2020 and 2021 Road Safety Related Budget (Existing Programs)

RSAP Emphasis Area	Total 2020 Budget in Thousands (\$000)	Total 2021 Budget in Thousands (\$000)
All	1,912	1,874
High-Risk Drivers	3,700	3,746
Intersections	4,475	4,568
Vulnerable Road Users	17,399	23,597
Grand Total	27,486	33,785

In addition to the existing program funding, \$4 million was allocated in both 2020 and 2021 Budgets to fund countermeasures identified in RSAP Implementation Plans. Table 3 summarizes how the \$4 million is allocated by emphasis area for 2020 and 2021. A detailed breakdown of funding by countermeasure for 2020 and 2021 are available in supporting Documents 1 and 2, respectively.

Table 3: 2020 and 2021 Road Safety Action Plan Budget

RSAP Emphasis Area	Total 2020 Budget in Thousands (\$000)	Total 2021 Budget in Thousands (\$000)
All	765	-
High-Risk Drivers	550	450
Intersections	1,170	830
Rural Areas	440	925
Vulnerable Road Users	975	1,765
Road Safety Culture	100	30
Grand Total	4,000	4,000

30 km/h Gateway Speed Limits

As part of the RSAP deliberations in 2019 at Transportation Committee, a motion (TRC 2019-7/3) was passed directing staff to develop a plan within existing budgets for the gradual implementation of 30 km/h speed limits in all Gateway Speed Limit areas within the Core Residential area as defined in the Strategic Road Safety Action Plan, and the By-ward Market, as per the [Policy for Posting a 30 km/h Speed Limit on an Existing Roadway](#), approved by Council in 2017.

In 2020, staff completed a mapping exercise to define the areas that could be signed, subject to meeting the requirements of the Council [Gateway Speed Limited Signage for Residential Areas](#) report and the Council-approved criteria for 30 km/h speed limits, for the Core Residential neighbourhoods and the By-Ward market. A map of the 30 km/h gateway areas is shown in supporting Document 4.

In order to qualify for a posted 30 km/h speed limit, the roadway must be operating at 35 km/h or less, or meet several criteria, as follows:

- Roadway and Traffic Environment Criteria (all must be met): local roadway or those with a strong pedestrian presence, transit operations of less than three trips per direction per hour, travel lane width, speed limit 50 km/h or less and

daily traffic volumes less than 2,500 vehicles per day;

- Active Transportation Environment (one must be met): elementary or junior high, improved parklands, significant pedestrian generator, no dedicated cycling facilities, no sidewalks, existing physical traffic calming, or lack of safe stopping sight distance; and,
- Roadway entry width of 7 metres or less.

Based on the preceding, the following has been developed as a process for gradually implementing 30 km/h gateway areas:

1. Traffic Services consults with Councillors at the end of the year to determine gateway priorities for the upcoming year based on the new 30 km/h speed limit maps, identifying which areas should be considered, and what the funding mechanism will be if more than one area is identified for implementation;
2. Traffic Services undertakes a review of speed data and other requirements to determine which roadways within the area qualify for 30 km/h speed limits with or without modifications and discusses potential speed limit with the Councillor as follows:
 - a. If the roadways within the area do not meet the Roadway and Traffic Environment and Active Transportation Environment requirements of the 30 km/h Speed Limit Policy, Traffic Services will inform the Councillor that a 40 km/h gateway speed limit is required under the Policy;
 - b. If all the 30 km/h criteria are met other than the 7-metre entry-width requirement, Traffic Services will provide a plan to the ward Councillor identifying which roads qualify without modification and any temporary traffic calming (TTC) measures that would be required to qualify the other roads within the area for a 30 km/h speed limit;
3. Ward Councillor provides concurrence for implementation of gateway speed limit signage for the area and any required TTC measures, if applicable;
4. Ward Councillor provides concurrence for implementation of required TTC measures and gateway speed limit signage for the area and any required TTC measures, if applicable; and,
5. Traffic Services implements the changes.

Enhanced RSAP funding allows for implementation of signage for one gateway area per ward per year. Councillors will be required to fund any modifications necessary to bring the area roadways into compliance with the 7-metre entry-width requirement through their TTC funding. Councillors also have the option of funding the installation of signage for any additional gateway areas through the TTC program if they wish to install more than one area in a given year.

RURAL IMPLICATIONS

This report applies to the entire city with an emphasis dedicated to mitigating collisions on rural roadways.

CONSULTATION

Consultation was a fundamental element of the 2020-2024 Strategic Road Safety Action Plan development. As the 2020 Implementation Plan advanced, the Stakeholder Working Group continued to meet and provide insight and feedback about the plan. This same model of on-going stakeholder engagement will continue in the 2021 Implementation Plan.

The Stakeholder Working Group consists mainly of representatives from local road safety partners that meets on a quarterly basis. In Ottawa, this is a well-established group that has provided support to the SRO program for many years. In 2020, there were only two meetings with this group primarily due to the impacts of COVID on resources and the ability to gather. In the second half of 2020, virtual meetings were established. It is anticipated that quarterly meetings will be the norm going forward.

LEGAL IMPLICATIONS

There are no legal impediments to approving the recommendations as outlined in this report.

RISK MANAGEMENT IMPLICATIONS

NA

ASSET MANAGEMENT IMPLICATIONS

The recommendations documented in this report are consistent with the City's Comprehensive Asset Management (CAM) Program objectives. Through proposed renewal projects there will be opportunities to improve road safety. City will be able to realize cost efficiencies by implementing the recommendations of the Strategic Road

Safety Action Plan (SRSAP) program by combining with asset renewal projects. The LRFP targets will need to be aligned with the SRSAP policy expectations.

FINANCIAL IMPLICATIONS

There are no financial implications associated with the recommendations of this report.

ACCESSIBILITY IMPACTS

The 2020-2024 Strategic Road Safety Action Plan seeks to implement measures to address collision types leading to death or serious injury for all road users, including drivers, passengers, pedestrians, cyclists and motorcyclists. Roadway Safety enhancements benefit all residents.

TERM OF COUNCIL PRIORITIES

The report aligns with the Integrated Transportation Priority in the City of Ottawa's 2019-2022 Strategic Plan.

SUPPORTING DOCUMENTATION

- Document 1 – 2020 RSAP Implementation Plan – Status Update
- Document 2 – 2021 RSAP Implementation Plan – Initiatives
- Document 3 – Estimated Road Safety-related 2020 & 2021 City of Ottawa Investments
- Document 4 – Potential 30 km/h Gateway Areas for Core Residential Neighbourhoods and the By-ward Market

DISPOSITION

The Transportation Services Department will deliver the 2021 Implementation Plan as outlined in this report.