

Subject: Vision Zero Action Plan Development - Progress Report #2 - City-wide

Reference:

Date to Council: July 27, 2022
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Report Date: July 7, 2022
Clerk's File #: ST/13714

To: Mayor and Members of City Council

Recommendation:

THAT report S 87/2022, Vision Zero Action Plan Development – Progress Report #2 **BE RECEIVED** for information.

Executive Summary:

N/A

Background:

At the February 24, 2020 Council meeting, Council passed the following resolution:

That the attached Vision Zero Policy, Vision Zero Procedure, and Vision Zero Stakeholder Group Terms of Reference BE ADOPTED; and,

That Council APPOINT Councillor Chris Holt to represent Council on the Vision Zero Stakeholder Group.

Membership of the Vision Zero Stakeholder Group was approved by Council at its March 29, 2021 meeting (Council Resolution CR123/2021).

The Vision Zero Policy and Vision Zero Procedure:

- Endorsed the goal of eliminating fatal and major injury collisions on City streets;
- Directed Administration to prepare a Vision Zero Action Plan to achieve this goal;

- Established two groups:
 - Vision Zero Task Force: a staff committee with representatives of City departments and emergency services generally responsible for responding to collisions and addressing road safety concerns; and
 - Vision Zero Stakeholder Group: an advisory committee with members affected by severe collisions, including representatives of vulnerable road user groups, representatives of neighbourhood associations, and the public at large.

The Vision Zero Policy sets out a framework for the preparation of the Vision Zero Action Plan. The Policy identifies that reports will be brought forward to the Environment, Transportation and Public Safety Standing Committee – and subsequently to Council – at the following points in the development of the Vision Zero Action Plan:

- Progress Report #1: after development of strategic priorities
- Progress Report #2: after development of recommended initiatives
- Final Report (including the completed Vision Zero Action Plan): after development of interim goals

Progress Report #1 was presented to the Environment, Transportation & Public Safety Standing Committee at its October 27, 2021 meeting. This report identified a number of themes and strategic priorities for the Vision Zero Action Plan, as summarized in Table 1.

Table 1: Themes and Strategic Priorities

| Theme | Strategic Priority |
|---------------------------------|--|
| 1: Driver Behaviours | 1A: Vehicle Speeds |
| | 1B: Drug and Alcohol Impairment |
| | 1C: Inattentive Driving |
| | 1D: Failing to Yield at Intersections |
| 2: Road User Types | 2A: Vulnerable Road Users (Pedestrians, Cyclists, and Motorcyclists) |
| | 2B: Data Gaps – People |
| 3: Locations and Infrastructure | 3A: High Injury Corridors |
| | 3B: Signalized Intersections |
| 4: Process Improvements | 4A: Improved Data Sources and Information Sharing |
| | 4B: Design Standards and Best Practices |

Initiatives that form a Vision Zero Action Plan typically follow the Safe Systems approach. The Institute of Transportation Engineers summarizes the key features of the Safe Systems approach as follows:

1. *Anticipating Human Error* – A Safe System is designed to anticipate and accommodate errors by drivers and other road users.
 - *Example: Even a momentary distraction can prevent a driver from seeing vulnerable road users or vice-versa. Separating vulnerable road users, such as pedestrians and bicyclists, from traffic wherever possible reduces the likelihood that such predictable errors will lead to a deadly collision.*
 - *Example: On rural highways the application of rumble strips can recapture the driver's attention when they drift out of the lane due to distraction or fatigue. In newer vehicles, lane-keeping technologies can provide similar benefit.*
2. *Accommodating Human Injury Tolerance* – A Safe System is designed to reduce or eliminate opportunities for crashes resulting in forces beyond human endurance.
 - *Example: Where pedestrians and vehicles need to occupy the same space – such as urban crosswalks – reducing vehicle speeds through the use of lower speed limits combined with road design changes can reduce the likelihood of fatal collisions with pedestrians or bicyclists.*
 - *Example: Breakaway designs on traffic control devices installed in the right-of-way can reduce the force of impact when struck by an errant vehicle.*

Discussion:

Development of the Vision Zero Action Plan was done in two components:

1. **Inventory of Existing Road Safety Initiatives:** this component involved cataloguing existing programs – regardless of agency or organization – that address the Vision Zero strategic priorities. This inventory serves as a foundation for new initiatives to build upon, and also provides insight into gaps between current road safety programs and a Vision Zero approach focused on all of the Vision Zero strategic priorities.
2. **New Initiatives:** this component involved identifying additional initiatives that could be undertaken to address the Vision Zero strategic priorities. Except as noted, new initiatives were focused specifically on areas of City responsibility.

Details on the inventory of Existing Road Safety Initiatives are presented in Appendix A. Details on recommended new initiatives are presented in Appendix B.

Before developing recommended initiatives, an inventory of existing road safety initiatives in Windsor – City programs as well as initiatives by other agencies and groups – was developed. This inventory is summarized in Table 2; additional details are available in Appendix A. The existing initiatives were taken into account when developing the list of new recommended initiatives for the Vision Zero Action Plan.

Table 2: Existing Road Safety Initiatives

| Existing Initiative | Lead Agency or City Department |
|--|--|
| <i>Enforcement and Emergency Response</i> | |
| Traditional Enforcement | Windsor Police Service |
| High Visibility Enforcement (HVE) | Windsor Police Service |
| Selective Traffic Enforcement Program (STEP) | Windsor Police Service |
| Road Watch | Windsor Police Service |
| Report Impaired Driving (RID) program | MADD Windsor Essex County Windsor Police Service |
| Emergency response to collisions | Essex Windsor EMS Windsor Fire & Rescue Services Windsor Police Service Windsor Regional Hospital |
| <i>City Programs and Policies</i> | |
| Traffic Calming Policy | City – Transportation Planning |
| Community Safety Zone Policy | City – Transportation Planning |
| Radar Trailer Program | City – Traffic Operations |
| School Neighbourhood Policy | City – Transportation Planning |
| Bikeways Development Project | City – Transportation Planning |
| Pedestrian Generator Sidewalk Program | City – Operations |
| Pedestrian Safety Improvement Program | City – Engineering |
| Intersection Improvements Program | City – Engineering |
| Audible/ accessible pedestrian signal program | City – Traffic Operations |
| Pedestrian crossover program | City – Transportation Planning |
| Winter maintenance program | City – Operations |
| Pavement marking maintenance program | City – Traffic Operations |
| Sign maintenance program | City – Traffic Operations |
| Sight line clearing at intersections | City – Traffic Operations |
| Before-after analysis of road safety countermeasures | City – Transportation Planning |
| Red light cameras | City – Traffic Operations |
| Vehicle operator training | City – Human Resources Transit Windsor |
| Periodic driver’s abstract review | City – Human Resources Transit Windsor |
| Collision Review Group (for collisions involving City vehicles) | City – Fleet Review Committee |
| Fleet vehicle standard development | City – Fleet Review Committee |
| <i>Education Programs</i> | |
| Children’s Road Safety Programs | Safety Village Bike Windsor Essex |
| PARTY (Prevent Alcohol and Risk-related Trauma in Youth) Program | Windsor Regional Hospital |

A number of new City road safety initiatives are already planned, as summarized in Table 3. These initiatives have been incorporated into the overall list of recommended initiatives for the Vision Zero Action Plan.

Table 3: Future Road Safety Initiatives – Already Planned

| Planned Initiative | Lead Agency or City Department |
|---|--|
| Develop and Implement a Complete Streets Policy | City – Transportation Planning |
| Construct Roadway Capital Projects (for certain corridors) | City – Engineering City – Transportation Planning |
| Obtain Collision Data through Provincial ARIS System | City – Transportation Planning |
| Continue to Implement the Transit Master Plan | Transit Windsor |
| Review Yellow and All-Red Intervals for Traffic Signals | City – Traffic Operations |
| Install Retroreflective Backboards for Traffic Signals | City – Traffic Operations |
| Increase Winter Roadway Maintenance | City – Operations |
| Driver Simulation Training for Commercial Motor Vehicle Operators | City – Human Resources |
| Commercial Motor Vehicle Driver Evaluation by Independent Party | City – Human Resources |

A list of potential new Vision Zero initiatives was presented to the Vision Zero Task Force and Vision Zero Stakeholder Group, then revised based on feedback received. The initiatives considered not only the City’s role as a road authority, but also its role as a fleet operator, land development authority, provider of social services, and its other functions and responsibilities.

These varied roles provide a wide range of ways in which the City of Windsor can exert influence to encourage a culture of road safety throughout the region and beyond.

New recommended initiatives are summarized in Table 4; initiatives identified by the Stakeholder Group as especially high priority are highlighted. Other potential initiatives that were presented to the Vision Zero Stakeholder Group but are not recommended based on feedback received are presented in Table 5. Additional details on both groups of initiatives are provided in Appendix B.

Conflicting feedback from the Vision Zero Stakeholder Group was received on one initiative included in Table 4: *Adopt a “No Right Turn Channels” Policy or Best Practice for New Intersections and Major Roadway Projects*. While some comments received from the Stakeholder Group identified this as high priority, other comments expressed concerns related to cyclist safety and comfort at roundabouts.

Table 4: Future Road Safety Initiatives – Recommended

| Recommended Initiative <i>(highlighting indicates initiatives identified by members of the Stakeholder Group as high priority)</i> | Lead Agency or City Department |
|--|--|
| Conduct Road Safety Audits of Identified High Injury Corridors | City – Transportation Planning |
| Carry out a Value Engineering & Road Safety Review of Existing Approved Preliminary Designs for Roadway Projects | City – Transportation Planning City – Engineering |
| Establish a Fatal Collision Response Team | To be determined |
| Explore Data-Sharing Arrangements Between Agencies | City – Transportation Planning |
| Carry out a Resident Survey | City – Transportation Planning |
| Implement Target Speed Requirements for New Construction and Major Roadway Projects | City – Transportation Planning |
| Implement Speed Limit Reductions – Neighbourhoods | City – Transportation Planning |
| Implement Speed Limit Reductions – Major Streets | City – Transportation Planning |
| Implement Speed Limit Reductions and Increased Fines – Construction Zones | City – Traffic Operations |
| Reduce Progression Speed for Traffic Signal Coordination | City – Traffic Operations |
| Carry out Education Campaigns | City – Transportation Planning |
| Adjust Project Prioritization Criteria in the Active Transportation Master Plan to Place a Greater Emphasis on Safety and Collisions | City – Transportation Planning |
| Include Collision History as a Factor in Prioritizing Capital Projects | City – Engineering City – Operations |
| Review Official Plan and Zoning By-laws for Vision Zero Opportunities | City – Planning City – Transportation Planning |
| Review Design Standards and Development Manual for Vision Zero Opportunities | City – Engineering City – Transportation Planning |
| Require Transportation Impact Studies for New Developments to Include a Full Multimodal Review | City – Transportation Planning |
| Develop Safety Performance Functions | City – Transportation Planning |
| Implement Automated Speed Enforcement | City – Traffic Operations |
| Install Transverse Rumble Strips at Select Locations | City – Transportation Planning |

| Recommended Initiative <i>(highlighting indicates initiatives identified by members of the Stakeholder Group as high priority)</i> | Lead Agency or City Department |
|--|---|
| Implement a Parking Ticket Forgiveness Program to Target Impaired Driving | City – Transportation Planning |
| Provide Free (or Cost-Included) Transit Service for Alcohol-Oriented Special Events | Transit Windsor City – Special Event Resource Team |
| Support the Development of a “Safe Ride Home” Service | To be determined |
| Provide Stop Bars and Crosswalk Markings at Unsignalized Intersections | City – Traffic Operations |
| Provide Ladder Crosswalk Markings at Signalized Intersections | City – Traffic Operations |
| Implement Fully Protected Intersections | City – Transportation Planning City – Engineering |
| Implement Leading Pedestrian Intervals | City – Traffic Operations |
| Install Pedestrian Countdown Signals | City – Traffic Operations |
| Implement Hardened Centrelines at Intersections with High Speed Left Turns | City – Transportation Planning |
| Adopt a “Roundabouts First” Policy or Best Practice for New Intersections and Major Roadway Projects | City – Engineering |
| Adopt a “No Right Turn Channels” Policy or Best Practice for New Intersections and Major Roadway Projects | City – Engineering |
| Implement a Road Diet Program | City – Engineering City – Transportation Planning |
| Carry Out Additional Driver Training for City Employees Based on Highway Traffic Act Offenses | City – Human Resources |
| Develop a Comprehensive GIS-based Collision Information System | City – Transportation Planning |
| Develop Safety-Related Vehicle Design Criteria for Future City Vehicle Fleet Purchases & Leases | City – Fleet Review Committee |

Table 5: Future Road Safety Initiatives – Considered But Not Recommended

| Initiative – Not Recommended | Rationale for Not Recommending – feedback from Stakeholder Group members |
|---|---|
| Install Pavement Edge Rumble Strips at Select Locations | Concerns regarding the effectiveness of existing pavement edge rumble strips |
| Develop a Cell Phone App to Address Inattentive Driving | Many other electronic tools exist to address distracted driving |
| Require Helmets for all E-Scooter Riders | Difficulty of enforcement |

Risk Analysis:

No risks are associated with this informational report.

Risks associated with the Vision Zero Action Plan will be identified when the Action Plan is brought forward for approval.

Overall, the Vision Zero Policy, Procedure and Action Plan are tools to reduce and mitigate life safety risks to the community due to motor vehicle collisions.

Climate Change Risks

Climate Change Mitigation:

N/A

Climate Change Adaptation:

N/A

Financial Matters:

No new expenditures are recommended by this progress report.

The Vision Zero Action Plan, when completed, will be brought before Council for approval of the plan. The Action Plan is intended as a multi-year plan; it is expected that funding approval for initiatives of the plan will be brought forward for Council approval as part of annual budget submissions over the life of the Action Plan.

Most of the recommended initiatives will not result in any additional cost increases; some initiatives will result in cost savings. Costing and phasing for the Vision Zero Action Plan will be developed during the next step of the Action Plan development process: development of interim goals.

Consultations:

Consultations with the Vision Zero Task Force and Vision Zero Stakeholder Group occurred as summarized in Table 3.

| Meeting | Vision Zero Task Force Meeting Date | Vision Zero Stakeholder Group Meeting Date |
|--|-------------------------------------|--|
| 1 – Kickoff, Review of Fatal and Major Injury Collision Trends and Patterns, Roundtable Discussion | May 13, 2021 | May 25, 2021 |
| 2 – Review of draft strategic priorities | June 18, 2021 | July 2, 2021 |
| 3 – Review of draft recommended initiatives | November 5, 2021 April 4, 2022 | June 29, 2022 |

Conclusion:

Recommended initiatives for the Vision Zero Action Plan are provided. The initiatives presented in this report reflect the input of the Vision Zero Task Force and the Vision Zero Stakeholder Group.

The next step in the development of the Vision Zero Action Plan, identification of interim goals, will build on these recommended initiatives to create a draft Action Plan that will be presented to Council for review and approval.

Planning Act Matters:

N/A

Approvals:

| Name | Title |
|----------------|---|
| John Revell | Chief Building Official |
| Jelena Payne | Commissioner of Economic Development and Innovation |
| Chris Nepszy | City Engineer and Commissioner of Infrastructure |
| Onorio Colucci | Chief Administrative Officer |

Notifications:

| Name | Address | Email |
|--|----------------|------------------------------|
| Vision Zero Stakeholder Group | | |
| Windsor Bicycling Committee | | |
| MADD Windsor Essex County | | maddwin@yahoo.ca |
| The Safety Village Melissa Lauzon, Executive Director | | mlauzon@thesafetyvillage.com |
| Bike Windsor Essex Lori Newton, Executive Director | | hello@bikewindsorsex.com |
| Vision Zero Action Plan project notification list (list provided to Clerks) | | |

Appendices:

- 1 Appendix A: Existing Road Safety Initiatives
- 2 Appendix B: New Vision Zero Initiatives