

Subject: Vision Zero Action Plan Development - Progress Report #1 - City-wide

Reference:

Date to Council: October 27, 2021
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Planning & Building Services
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To: Mayor and Members of City Council

Recommendation:

THAT Report 94/2021, Vision Zero Action Plan Development – Progress Report #1, **BE RECEIVED.**

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 indicates 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

Discussion:

Proposed strategic priorities were presented to the Vision Zero Task Force and Vision Zero Stakeholder Group. These strategic priorities were refined based on the feedback received.

The proposed strategic priorities are grouped into themes 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

Each strategic priority is discussed in further detail below.

Theme 1: Driver Behaviours

Priority 1A: Vehicle Speeds

For 2015-2019, the driver actions “exceeding speed limit,” “speed too fast for conditions,” or “lost control” were identified in 29% of fatal and major injury collisions. Additionally, impact speed plays a major role in collision severity regardless of the driver action(s) that contributed to the collision. For these reasons, vehicle speed is identified as a key strategic priority for the Vision Zero Action Plan.

Priority 1B: Drug and Alcohol Impairment

For 2015-2019, alcohol-related driver conditions (had been drinking, ability impaired – alcohol, ability impaired – alcohol over 0.08) were identified in 12% of fatal and major injury collisions. Alcohol-related driver conditions were the most common non-normal driver condition in fatal and major injury collisions. They are also markedly over-represented in fatal and major injury collisions: alcohol-related driver conditions were present in only 1.8% of collisions overall.

During consultation with the Vision Zero Stakeholder Group, the representatives of both Windsor Regional Hospital and the Windsor Police Service both noted that a significant number of the severe collisions that both organizations respond to involve impairment by drugs (either individual drugs or combinations of drugs) or drugs combined with alcohol. For this reason, this strategic priority was expanded from addressing only alcohol impairment to include also drug impairment.

Priority 1C: Inattentive Driving

For 2015-2019, the driver condition “inattentive” was identified in 10% of fatal and major injury collisions.

Priority 1D: Failing to Yield at Intersections

Motor vehicles failing to properly yield right-of-way at intersections or disobeying traffic controls (especially red light running) was identified as an issue of concern in both the overall review of fatal and major injury trends as well as the systematic collision reviews for all three vulnerable road user groups (pedestrians, motorcyclists, and cyclists).

For 2015-2019, “improper turn,” “failed to yield right-of-way,” and “disobeyed traffic control” were identified in 35% of fatal and major injury collisions.

Theme 2: Road User Types

Priority 2A: Vulnerable Road Users (Pedestrians, Cyclists, and Motorcyclists)

Typically, pedestrians, cyclists and motorcyclists are identified as vulnerable road users. For 2015-2019, these groups are involved in 5% of collisions, but represent 46% of fatalities and major injuries, as shown in Table 2. As a strategic priority, focusing on these vulnerable road users is recommended.

Table 2: Fatalities, Major Injuries and Total Collisions by Road User Category (2015-2019) [Note 1]

Road User Category	Fatalities and Major Injuries		Collisions (All Severities)		Collisions per Fatality or Major Injury <i>On average, how many collisions would we have to prevent to prevent 1 fatality or major injury?</i>
	Number	Percentage	Number	Percentage	Ratio
Pedestrians	38	20%	435	2%	11.4
Motorcyclists [Note 2]	30	16%	202	1%	6.7
Cyclists [Note 3]	17	9%	412	2%	24.2
Hangers-On [Note 4]	1	1%	3	0%	3.0
All Other Categories	100	54%	21,032	95%	210.3
Total	186		22,084		118.7

Notes:

1. Values in this table reflect corrections resulting from the detailed review carried out for the 2019 Road Safety Report. As a result, some values vary slightly from the version of this table presented to the Vision Zero Stakeholder Group.
2. Includes motorcycle passengers and moped riders/passengers
3. Includes bicycle passengers and e-bike riders/passengers
4. "Hangers-on": persons riding on the outside of a vehicle or being pulled by a vehicle.

Priority 2B: Data Gaps – People

To ensure compliance with applicable privacy laws, personally identifying information is redacted from the MVA reports used for the analysis to date. Because of this, there is limited information currently available to help understand key questions related to road safety in Windsor:

- Are there patterns or trends based on where people involved in fatal and major injury collisions work or live (as opposed to where the collision occurred) that should inform the Vision Zero Action Plan?
- How are social determinants of health related to road safety outcomes in Windsor?
- How much of a role do repeat high-risk offenders play in Windsor's fatal and major injury collisions?
 - Certain other jurisdictions have found that a small number of high-risk drivers are disproportionately involved in high-risk driving behaviour (e.g. impaired driving or driving under suspension) and severe collisions.
- What proportion of the people involved in fatal and major injury collisions had previous interactions with police, social services, or the health care system?

- Certain other jurisdictions have identified these interactions as opportunities for interventions to address ongoing behaviours that may lead to severe collisions (e.g. impaired driving).

Addressing these data gaps is identified as a priority. However, further dialogue with other agencies and departments, including WPS, Social Services, and Windsor Regional Hospital, will be needed to determine how these data gaps can be addressed while still complying with applicable law.

During consultation with the Vision Zero Stakeholder Group, the potential for data-sharing agreements between agencies responsible for responding to collisions (e.g. emergency services and Windsor Regional Hospital) and agencies responsible for road safety interventions (e.g. the Corporation and Windsor Police Service) was suggested. Administration will consult with these agencies to determine whether any new data-sharing programs can be included as recommended initiatives in the Vision Zero Action Plan. In addition, 2022 budget submission will include recommendations to advance the City's data analytics capacity and capability.

Theme 3: Locations and Infrastructure

Priority 3A: High Injury Corridors

The following locations were identified as high injury corridors and should be considered higher priority when implementing the Vision Zero Action Plan:

- Pedestrian collisions:
 - Tecumseh Road East (Jefferson to Forest Glade Drive)
 - Wyandotte Street (Ouellette to Chilver)
- Cyclist collisions:
 - Wyandotte Street (Pelissier to Parent)
- Motor vehicle-only collisions:
 - E.C. Row Expressway (Howard to Banwell)
 - Wyandotte Street (Pelissier to Gladstone)

Priority 3B: Signalized Intersections

For 2015-2019, signalized intersections were the location type with the largest proportion of fatal and major injury collisions for all road user groups except motorcyclists:

- Motor vehicles (excluding motorcycles): 38%
- Pedestrians: 33%
- Cyclists: 29%
- Motorcyclists: 28%
 - Note: for motorcyclists, the location type with the largest proportion of fatal and major injury collisions was unsignalized intersections (34%)

For this reason, signalized intersections are recommended to be priority locations for implementing the Vision Zero Action Plan.

Priority 3C: Pedestrians Crossing Mid-block

For 2015-2019, 28% of pedestrian fatalities and major injuries occurred at midblock locations where the pedestrian was crossing the roadway. This represents the largest group of pedestrian collisions apart from signalized intersections (addressed with Priority 3A, above).

Theme 4: Process Improvements

Priority 4A: Improved Data Sources and Information Sharing

Improving and speeding up the exchange of road safety data between departments and agencies is identified as a strategic priority, particularly with regard to two initiatives that have already been discussed or have recently been launched:

- **Fatal collision review team:** initial discussions have occurred about creating a fatal collision review team that would be activated in the event of a fatal collision. This multi-disciplinary team would review available information quickly after a fatal collision with the aim of identifying improvements that could be made in response.
- **Ford Safety Insights:** this tool maps out anonymized safety-related data from Ford connected vehicles (e.g. harsh braking events, lane departure warnings, ABS activations) to identify hot spots. This system has the potential to provide rapid feedback on the effectiveness of road safety countermeasures.

Priority 4B: Design Standards and Best Practices

To ensure that future infrastructure is aligned with Vision Zero goals, reviewing and updating design standards and best practices is recommended as a strategic priority.

One action related to this priority – development of a Complete Streets Policy – was identified and committed to through *Walk Wheel Windsor*, Windsor’s Active Transportation Master Plan. Further to this, it will be important to provide a process that allows the City’s standards to be updated to reflect road safety “lessons learned” on an ongoing basis.

Ongoing Initiatives

Specific initiatives already underway that are focused on the identified strategic priorities are outlined in Table 3.

Table 3: Current Ongoing Initiatives

Current Ongoing Initiative	Related Strategic Priority
Pedestrian Safety Improvement capital project	Priority 2A: Vulnerable Road Users (Pedestrians, Cyclist, and Motorcyclists)

Current Ongoing Initiative	Related Strategic Priority
Intersection Improvements capital project	Priority 3B: Signalized Intersections
Automated speed enforcement (photo radar) program	Priority 1A: Vehicle Speeds
Red light camera program	Priority 1D: Failing to Yield at Intersections
Traffic Calming Policy – Arterial Road Traffic Calming Procedure	Priority 1A: Vehicle Speeds
Traffic Calming Policy – Bikeways Traffic Calming Procedure	Priority 2A: Vulnerable Road Users (Pedestrians, Cyclist, and Motorcyclists)
<i>Walk Wheel Windsor</i> (Active Transportation Master Plan) – bicycle and pedestrian network implementation	Priority 2A: Vulnerable Road Users (Pedestrians, Cyclist, and Motorcyclists) Priority 3C: Pedestrians Crossing Mid-block
Ford Safety Insights – incorporation into road safety review processes	Priority 4A: Improved Data Sources and Information Sharing
Complete Streets Policy (under development)	Priority 1A: Vehicle Speeds Priority 2A: Vulnerable Road Users (Pedestrians, Cyclist, and Motorcyclists)

Next Steps

Recommended initiatives for each of the strategic priorities are currently being developed. A set of draft recommended initiatives will be presented to the Vision Zero Task Force and the Vision Zero Stakeholder Group for feedback before being brought forward to the Environment, Transportation and Public Safety Standing Committee in Progress Report #2.

Following the finalization of recommended initiatives, interim goals will be presented to the Vision Zero Task Force and the Vision Zero Stakeholder Group. Finalized interim goals, along with the previously finalized strategic priorities and recommended initiatives, will be incorporated into the Vision Zero Action Plan and brought forward to the Environment, Transportation and Public Safety Standing Committee in the Vision Zero Action Plan final report.

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:

No climate change risks are associated with this informational report.

Developing and implementing a Vision Zero Policy was identified in *Walk Wheel Windsor*, the City's Active Transportation Master Plan, as a "quick win" to support walking and cycling, and by extension, reductions in Windsor's non-auto mode share and greenhouse gas emissions per capita.

Climate Change Adaptation:

No climate change risks are associated with this informational report.

Climate change adaptation risks will be considered as recommended initiatives are developed for the Vision Zero Action Plan.

Financial Matters:

No new expenditures are recommended by this informational report.

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

Feedback on the draft strategic priorities was received from the Vision Zero Task Force and Vision Zero Stakeholder Group. The feedback received from both groups was positive and supported the strategic priorities as presented. Minor changes were made to Priority 1B (Drug and Alcohol Impairment) based on feedback received from the Stakeholder Group.

Additional consultations for this report:

Dwayne Dawson, Operations

Shawna Boakes, Traffic Operations

Fahd Mikhael, Engineering

Conclusion:

Recommended strategic priorities for the Vision Zero Action Plan have been identified. These strategic priorities will form the foundation for the Action Plan as recommended initiatives and interim goals are developed.

Another progress report will be provided after development of recommended initiatives. Following this, the Vision Zero Action Plan will be brought forward for Council approval.

Planning Act Matters:

N/A

Approvals:

Name	Title
John Revell	Chief Building Official
Shelby Askin Hager	Commissioner, Legal & Legislative Services
Chris Nepszy	Commissioner, Infrastructure Services
Jason Reynar	Chief Administrative Officer

Notifications:

Name	Address	Email
Vision Zero Stakeholder Group		
Windsor Bicycling Committee		
Diane Bradford & Sean Wraight, Co-chairs Windsor Essex Road Safety Working Group		Diane.Bradford@wrh.on.ca Sean.Wraight@ontario.ca
Project notification list (list provided to Clerks)		

Appendices:

N/A