

MINUTES
TRANSPORTATION COMMITTEE
REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
CHAMPLAIN ROOM

21 APRIL 1999

1:30 P.M.

PRESENT

Chair: D. Holmes

Members: M. Bellemare, W. Byrne, R. Cantin, L. Davis, C. Doucet,
H. Kreling, J. Legendre, M. McGoldrick-Larsen, M. Meilleur

CONFIRMATION OF MINUTES

That the Transportation Committee confirm the Minutes of the meeting of 7 April 1999.

CARRIED

DECLARATIONS OF INTEREST

INQUIRIES

Councillor Holmes noted CBC recently aired a 20 minute program on Pedestrian Safety and requested staff obtain a copy and have it on a future Committee Agenda for members to view. Mr. Doug Brousseau, Acting Commissioner, Transportation indicated staff would obtain a copy.

Note: 1. Underlining indicates a new or amended recommendation approved by Committee.
2. Reports requiring Council consideration will be presented to Council on 28 April 1999 in Transportation Committee Report 34.

TOURISM SIGNAGE POLICY

- A/Co-ordinator, Transportation Committee report dated 13 April 99

Councillor Beamish, referring to the Tourism and Signage Policy, noted a business located in his ward would like this tourism signage to apply to his riding stable. Mr. Art Mackie, Happy Trails Riding Stables is in attendance to represent his business. The Councillor had spoken to staff with respect to this and they indicated they have no objection to including Mr. Mackie's business within the policy.

Moved by R. Cantin

That "Riding Operations" be included as a tourism service/facility eligible for signing in Schedule A of the Draft Regional Tourism and Public Services Signing Policy.

CARRIED

2. WALKING SECURITY INDEX

- Director, Mobility Services and Corporate Fleet Services report dated 31 Mar 99
- Extract of Transportation Committee Minute of 18 Nov 98
- City Centre Coalition letter dated 3 Feb 99
- Walking Security Index report previously distributed

Mr. Brousseau indicated the department entered into an agreement with Professor Wellar to do some research on issues related to pedestrian safety and security. He noted Dr. Wellar reported previously he had undertaken some original research with respect to these issues producing the Walking Security Index (WSI) and suggested the Region work on and test the document, using pilot studies to develop a more user friendly approach to using the WSI in the field. He said the staff report recommends undertaking some pilot studies and spending some resources on this issue.

Mr. Brousseau introduced Mr. Grant Malinsky, Manager, Safety and Traffic Studies Branch who gave an overview presentation to the Committee on the staff report and recommendations (copy on file with the Regional Clerk).

Councillor Doucet, reviewing the recommendation "*Install photo radar and strictly enforce the 60 kph maximum*" and the rationale for staff not supporting this recommendation, felt since staff do support photo radar, the recommendation could be split. Mr. Malinsky explained staff were responding to the recommendations as they appeared in Dr. Wellar's report.

Referring to Recommendation 3 on page 6 and Recommendation 4 on page 7, Councillor Byrne inquired as to what the staff requirements would be to effect these recommendations.

Mr. Brousseau noted the difference between Mr. Wellar's and staff's recommendations is minimal, however, staff recommend the Committee be consistent with what is currently in use at the Region. Mr. Malinsky further explained Recommendation 3 is proposing to use the index used in the Region's red light camera observation, therefore, additional staff or resources would not be required to implement Recommendation 3 and 4.

Councillor Legendre, referring to Annex A, Pedestrian Crosswalk (1) "*...shall yield the right-of-way to the pedestrian by slowing down or stopping if necessary.*", questioned why it would not just say "... by stopping." Mr. Malinsky explained Annex A was quoted directly from the Canadian Model Rules of the Road by the Transportation Association of Canada. Mr. Brousseau further explained the statement to mean when a pedestrian steps off the curb, vehicles should stop, however, is the motorist still expected to stop if the pedestrian is one step away from the opposite curb. He felt the writers of the Canadian manual suggest that motorists are unlikely to stop if the pedestrian is one step from the opposite curb and 20 feet away from the vehicle.

Councillor Legendre asked for staff's view should the Committee pass a resolution changing the wording of Annex A to replace "...by slowing down or stopping if necessary." with "...by stopping." Mr. Brousseau felt more success would be achieved if wording that has been vetted through a national organization were used. He felt use of the national version rather than creating another version just for use in Ottawa-Carleton would keep everything consistent and less confusing to the motorist. He confirmed for the Councillor, British Columbia and Alberta, areas where pedestrian crosswalks work extremely well, probably use the Canadian standard.

Valerie Colicott, Audible Pedestrian Signals Advisory (APS) Committee, explained the Advisory Committee was established in 1997 to provide advice to the Transportation Committee looking at issues for visually impaired and blind pedestrians.

Ms. Colicott provided the Committee with an overview on the progress on the APS Committee. Over the past six months, the Committee has been busy working on criteria for installing audible pedestrian signals to come before the Transportation Committee in September. She noted the research study by the audiologist at the University of Ottawa will begin late in April to research sounds to be used for the audible pedestrian signals. The Committee is also looking at addressing other issues in the community for blind and visually impaired pedestrians and hope to have some recommendations for the Transportation Committee. The APS Committee still needs to address the issue of consultation with the APS Committee and the CNIB when dealing with newly designed intersections or new installations of signalized intersections as was recommended by the Transportation Committee in November 1998.

With respect to the WSI, the APS Committee and their various citizen committees are very much in support of the recommendations in Dr. Wellar's report. The most important issue, Ms. Colicott noted, is the right-hand turn on red lights. She indicated some of the pedestrian areas and intersections in Ottawa-Carleton are not particularly pedestrian friendly for the blind or visually impaired. She noted when crossing a busy intersection, pedestrians need to cross the turning or channel lane to get to the island in order to push the pedestrian signal button and it is difficult to assess if the turning lane is clear. As a guide dog user, Ms. Colicott along with the verbal commands to the dog, noted she also uses very exaggerated hand movements hoping the drivers will see the hand movements and realize she is commanding her dog to cross the right-hand turning lane. She noted it has been her experience that drivers using the right-hand turn lane are merging into a busy street looking at the traffic approaching from the left and not paying much attention to any pedestrians. She indicated her support for either signalized crossing for right-hand turning lanes or stop signs, as yield signs are not effective.

On a related issue, Ms. Colicott noted the APS Committee was recommending the Region look at a one step snow removal. She explained, instead of clearing the snow and pushing it to the side of the road and then later collecting it and removing it, the APS Committee would like to see the snow pushed to the centre lane and then cleared off all at once. She urged the Transportation Committee to support cleaner, clearer, freer sidewalks for all pedestrians including those with visual disabilities and seniors.

The speaker stated her group would like to see pedestrians with visual disabilities consulted on many of the recommendations proposed by Professor Wellar. She wanted to ensure the Region incorporated the needs of people with disabilities into all of the recommendations as they are often presented with extraordinary challenges above the average pedestrian.

Ms. Colicott noted one of Dr. Wellar's recommendations asked for improved signage, yet staff did not support this. She felt that whenever signage could be made clearer, it should be done.

Ms. Colicott said she would like to see the Region undertake a program to look at some of the negative impacts on blind and visually impaired pedestrians; for example, the advanced green or the left turn arrows for vehicles. She noted the Region is currently testing new software to allow the audible signals to indicate when the pedestrian green light begins, as visually impaired persons are unable to differentiate the change from the advanced vehicle green to the pedestrian green.

The speaker went on to express her concern that at many of the intersections in the Region, the crossing time is not sufficient for people with visual disabilities, for seniors or people with small children. Ms. Colicott urged the Committee to place more emphasis on

the needs of pedestrians, which will encourage more people to walk and feel safer using Regional streets and sidewalks.

Ian Martin stated he was present to support the statements made by Ms. Colicott and to support Dr. Wellar's Walking Security Index. He said in listening to the staff presentation he got the impression staff were supporting vehicle traffic and not pedestrian traffic. He then addressed the issue of the dangers of channeled lanes, and noted staff had indicated if a pedestrian is not between the white lines, he is not safe. Mr. Martin explained the difficulty a visually impaired person would have in knowing where the white lines are. He related to Committee a personal example of the perils faced by a visually impaired person, walking from Laurier and Waller to Kent and Slater by way of Laurier Avenue.

Mr. Martin noted he walks between five and eight kilometers per day all over the Region, including the downtown area. He related other examples of incidences he and other visually impaired persons experienced, which further illustrated the challenges they face in navigating through city traffic. He said these experiences were far beyond what a normal pedestrian has to deal with and pointed out he does not have the option of driving himself to his destinations.

In closing, Mr. Martin asked, when crossing a channelized lane, if a pedestrian would have the same protection as he would at a normal signalized intersection. He opined if this were not the case, lives of pedestrians were in even more danger.

In response to points raised by Mr. Martin, Committee Chair Holmes clarified the intent of the report, with regard to the recommended change to the Ontario Traffic Highway Act. If a person is walking between the white lines in a signalized intersection, that is addressed in the Act and the pedestrian is protected. If, however, a person is walking in one of the right channelized lanes, that is not considered to be in the intersection, the pedestrian is not protected. The recommended change to the Act would give pedestrians the right-of-way in a legal crosswalk (e.g. put in by a school, hospital, etc.).

Mr. Malinsky confirmed this and noted, strictly speaking, the Act does not say the pedestrian has the right-of-way in non-signalized intersections. He said although the Region puts signs up (and certain court cases have held that the signs are adequate to ensure the pedestrian has the right of way), staff feel it would be best if the Act stated specifically that pedestrians would have the right-of-way in any painted crosswalk.

Councillor Cantin asked if the tactile triangles that Gloucester had put in at intersections were of any help in directing persons with visual disabilities. Mr. Martin confirmed these were helpful to persons with low vision and seniors, as they are of a colour that are more visible to those with low vision (better than black or gray). He said they were not of much assistance to him

The Councillor then asked the Commissioner if the Region was considering replicating these tactile triangles in other municipalities. Mr. Brousseau advised staff are looking at tactile installations to help the visually impaired, particularly in new construction. Jim Miller, Director, Engineering Division, added the Region is presently using tactile clues at transitway stations and discussions are underway to determine the feasibility in other locations. Mr. Miller could not provide specifics with respect to the sidewalk program in other municipalities in the Region. Councillor Cantin then directed staff to look into, and report back to Committee, on the progress of municipalities utilizing this technique, particularly at crosswalks. Mr. Brousseau indicated staff would certainly contact their colleagues in the municipalities to find out what they are doing.

Councillor McGoldrick-Larsen asked for an explanation of tactile clues. Mr. Miller explained on transitway platforms, there is the edge of the curb, then a space of 8 to 10 cm of concrete and then another treatment of coloured, roughened concrete. This technique gives further definition to people, who are waiting for pick-up, that they are close to the edge of the curb.

Chair Holmes asked the presenters, if there are ongoing pilot projects to test the indices, would they be interested in being part of those pilot projects. Mr. Martin confirmed he would be.

Diane McIntyre, Vice-President External for Carleton University advised she had been interested in issues of pedestrian and cyclist safety for a number of years and expressed concern in particular about pedestrian safety on Bronson Avenue. She noted she had been working for the last year, with the APS Committee and undertaking graduate studies at Carleton University, researching sound and noise pollution.

Ms. McIntyre began by commending the Region for undertaking research such as Dr. Wellar's and felt it was essential to support the objectives set out in the Region's Official Plan (ROP) (i.e. increasing the pedestrian, cycling and public transportation share). She said in order to meet the ROP's vision, pedestrians, cyclists and public transportation users must have a sense of safety and security and offered the "rules of the road" were written for cars, not for pedestrians or cyclists. Ms. McIntyre felt although the Region has a fairly commendable record in terms of having pedestrian areas, there is still a long way to go and, as the capital of Canada, it should be taking the lead in this regard. She stressed the importance of considering the needs of the Region's citizens, of all ages and abilities, and also the incredible volume of tourists, who are largely pedestrian particularly in the downtown core.

Ms. McIntyre went on to express concern with some of the staff recommendations and some of the rationale put forwarded for items (in Dr. Wellar's report) not recommended. For instance, on the Aggressive Driving Index and the Failure To Yield Index, Ms. McIntyre felt it critical these not be measured based on collision and conflicts. As

well, she stated cars must slow down at intersections and they must stop when pedestrians are crossing whether there are markings or not.

As a teaching assistant at Carleton University, Ms. McIntyre related her student's opinion that "pedestrian safety" was an oxymoron. These students, with absolutely no physical limitations, felt there was no such thing as pedestrian safety in Ottawa and in particular on Bronson Avenue. She urged the Committee to consider some of the recommendations made by Dr. Wellar and asked staff to revisit their recommendations regarding collision and conflict in the Aggressive Driving Index and the Failure To Yield Index.

Ms. McIntyre expressed her agreement with the points raised by Ms. Colicott and stressed that sidewalks have to come first. They must be clearer, cleaner and signalized for all users (i.e. audible signals that indicate how many lanes there are, the direction the person is walking, etc.). The speaker also pointed out the difficulty a visually impaired person experiences in locating the button for the signalized crossing.

In conclusion, Ms. McIntyre spoke of the need for society to change its priorities and paradigms; the need for narrower roads, wider sidewalks and clear signage for everyone. As well, drivers and pedestrians need to be educated in basic courtesies and the Region should be doing this in co-operation with the municipalities, the police and public service institutions. Ms. McIntyre urged the Committee to adopt the WSI and that any changes to it be considered carefully. And finally, that the WSI be made available in all public libraries so that people can educate themselves.

Chris Bradshaw, Ottawalk relayed his group's enthusiastic support for the WSI report, as well as its support for implementation of it on a pilot basis. He commended the Region for its progress in recognizing the central importance of walking to so many Regional policy objectives and the Department for its support for the line of studies that Dr. Wellar has done. Mr. Bradshaw felt, with this report, it would be timely for the Region to establish a pedestrian advisory or reference group.

Mr. Bradshaw then turned his attention to the report and addressed areas where staff's and Dr. Wellar's recommendations did not "match up". He indicated, as this is a very complex issue, he would be willing discuss many of the finer points with staff and other experts.

On the issue of the Aggressive Driving Index, Mr. Bradshaw expressed agreement with the previous speaker, that there is a concern that conflict can be too narrowly identified and, at the same time he would tend to agree with the Department's point that only drivers who have a realistic opportunity to run a red light should be looked at. With respect to reducing speed limits at intersections, he felt it only natural to consider lower speed limits at intersections. He stated Ottawalk supports staff's resistance to increase the set back for stop bars because it will simply encourage drivers to treat them less religiously. He

offered the solution is to enforce the law and have drivers understand the stop bars are there in order that they not come right up against where the pedestrians are.

Mr. Bradshaw agreed with Dr. Wellar that drivers often accelerate when they see the flashing hand and he expressed support for the pilot to remove the flashing hand. He suggested another option would be a smaller signal on the near side of the cross-walk.

Councillor McGoldrick-Larsen asked Mr. Bradshaw if he was aware of the use of lower speed limits at intersections elsewhere in Canada or in other countries. Mr. Bradshaw indicated he was not aware of it being done elsewhere but he pointed out his group's concern is that it is a compromise between the speeded intersection and the speed at which engineers claim the rest of the road is designed for. Ideally, a lower speed limit of perhaps 60 km (from 80 km) would be appropriate in human settlements.

Councillor McGoldrick-Larsen then asked if this would still be done even when the light is green for traffic. Mr. Bradshaw indicated this may have to be looked at in terms of the amount of pedestrian activity, noting there could be lower pedestrian activity at a particular intersection due to high speeds and the lack of respect from drivers.

On the issue of putting the stop bars further back to allow more room between the cars and the pedestrians, Councillor McGoldrick-Larsen asked the speaker if he thought it would be reasonable that this be done at new intersections (as a pilot in certain areas of the city) in the Region. Mr. Bradshaw said the current distance used between the stop bar and the cross-walk appears to be adequate. He explained it is mainly an enforcement problem and suggested the stop bars should be painted more frequently as a visual reminder.

David Gladstone spoke on behalf of the Centretown Community Association, the City Centre Coalition and as a pedestrian. Mr. Gladstone offered, slower traffic at intersections is obtained when the streets are traffic calmed. He said changing the speed limit from 50 km to 30 km will accomplish absolutely nothing if the geometrical geometry is not changed. Mr. Gladstone expressed strong support for the WSI and the whole philosophy that Dr. Wellar's work espouses.

Mr. Gladstone expressed the hope, that the Committee's endorsement of the WSI, would be a sound basis for having a consistent staff effort in this area, noting its importance in fulfilling the objectives of both the Transportation Master Plan and the Official Plan. The speaker stressed the importance of pedestrian safety and security, and said more effort is needed in the area of enforcement of the rules, noting there are 45 full time staff enforcing parking regulations in the City of Ottawa but no one is enforcing pedestrian safety rules on the road. Mr. Gladstone stated the rights of people to walk safely must be seriously recognized and the acceptance of people being hit and killed by cars must not be accepted as part of life.

Mr. Gladstone told the Committee he wrote a letter on behalf of the City Centre Coalition to Mr. Brousseau noting they are still awaiting follow-up to a commitment made to quantify the modal shifts occurring as a result of the Restore the Core road closures which, he believed, have not led to massive economic breakdowns in the city and feels some people are now favouring walking.

Councillor McGoldrick-Larsen pointed out a number of speakers have indicated a need for wider sidewalks and asked for Mr. Gladstone's suggestion on how that could be achieved on Elgin Street for example.

Mr. Gladstone agreed the sidewalks on Elgin Street in certain areas are quite narrow and felt this specific area would present a challenge to achieve wider sidewalks; the only solution in this instance being to reduce Elgin Street by one lane. He felt in practice what worked better is to have Elgin Street truly traffic calmed, and in that instance, pedestrians can cope with the narrow sidewalks.

Mr. Archie Campbell, President, Dalhousie Community Association, a member organization of the City Centre Coalition and member of the Federation of Citizens' Associations addressed the Committee. He wanted it to go on record that his Association endorses the WSI, noting his Association provided some volunteer assistance to Dr. Wellar when he was working on this project.

In answer to Councillor Holmes question to a previous delegation, Mr. Campbell indicated his Association would be happy to supply more volunteer resources in carrying out a pilot project subsequent to this study. He also wished to note the City Centre Coalition and Federation of Citizens' Association support of the WSI in earlier correspondence to the Committee.

Councillor Legendre congratulated Dr. Wellar for the work done on the WSI, noting it is a pioneering work. He noted in Dr. Wellar's report, the Basic Walking Security Index, the higher the number the lesser the degree of security and asked if the Professor would be comfortable changing it to the Basic Walking Insecurity Index as this would be easier to understand - the higher the number, the higher the degree of insecurity. The Councillor also inquired about inverting the numbers to make it more clear.

Dr. Wellar indicated the study did review the various ways of setting up and phasing the numbers attempting to satisfy the tradition of the industry, however, he did understand the Councillor's concern with the presentation of this particular index and agreed the numbers could be inverted.

Mr. Malinsky agreed using the inverse number does not present staff with any problems, however, changing the name of the index may be more difficult as the term is used throughout Dr. Wellar and staff's report.

Dr. Wellar reviewed for Councillor Legendre how the number of lanes is calculated and how the factor is determined for the Intersection Pedestrian Challenge - Features Index.

With respect to the WSI, Councillor Byrne noted the national publicity it has received and asked Dr. Wellar if it was the first of its kind and if he would be considered the leading expert on the WSI as these are his theories formulated on his research. Dr. Wellar agreed it would be fair to say he would be the leading expert.

Councillor Bellemare also wished to congratulate Dr. Wellar on his work in producing the WSI. Referring to the part of the report dealing with the changing the yield to pedestrian signs to stop signs in a pilot program, the Councillor asked if it is the intention of the recommendation to put stop signs at the right-turn cut off. Dr. Wellar indicated it was his recommendation that selectively at intersections where the yield to Pedestrians signs are not being heeded by motorists, then a stop sign should be installed. He added the police service indicated stop signs are much more easy to enforce compared to yield signs.

Councillor Bellemare inquired if rather than requiring a full stop at all times with a stop sign, a stop for pedestrians sign could be used with the red octagon symbol on it, requiring vehicles to stop as soon as a pedestrian is waiting to cross.

Mr. Malinsky explained an advance information sign can be erected indicating stop for pedestrians in crosswalk, however, it is not recommended a red octagon symbol be used as this would lead motorists to believe a stop sign is up ahead. He noted staff are recommending for the pilot project in Recommendation 5k replacing the "Yield for Pedestrian" sign with a "Stop" sign. He felt, should the Committee recommend it, an advance "Stop for Pedestrians" sign could be tried before moving ahead with the Stop sign.

Mr. Ernest McArthur, Manager, Transportation and Property Law, Legal Department replied the Region would want clear wording, that would apply in these cut offs, in the Highway Traffic Act.

Councillor Bellemare, referring to Annex A on page 11, with respect to pedestrian crosswalk, asked if this wording in the Act would permit the Region to put up a "Stop for Pedestrians" sign. Dr. Wellar advised the wording on page 11, specifies that wherever there is a painted crosswalk a driver must yield to the pedestrian, stopping only if necessary. He felt the yield sign at the cross-walk protects the pedestrian in a right turn cut-off, however, the concern is that it is not strong enough in some cases and should be replaced by a "Stop" sign. He said a "Stop for Pedestrians" sign could be put up under the present law or the proposed law; one does not necessarily have to do with the other.

Mr. Brousseau added "Stop for Pedestrians" would be an information sign, not a control sign, while the yield sign would still control the intersection. The "Stop for Pedestrians" would be an advance as a reminder to motorists to stop for pedestrians which is what the

yield sign is supposed to be communicating to them anyway. He said it may be worth trying but he was not confident it would make a difference. The stop sign, however, would likely make a difference, but it should be used with care and this is why staff and Dr. Wellar recommend it as a pilot to make sure matters are not made worse.

Councillor Bellemare asked if the Highway Traffic Act would prohibit the use of the red octagon for the "Stop for Pedestrians" sign. Dr. Wellar suggested a red octagon should not be used as an advanced information sign, unless there was an actual stop sign at the cross-walk.

Councillor Doucet asked Dr. Wellar if his proposed Aggressive Driving Index reflected the possibility of pedestrian injury, as well as a measure of the results of pedestrian injury. Dr. Wellar replied in this regard, his opinion differed from that of staff's. He explained the staff recommendation deals just with the person who runs a red light, while he recognized those drivers running the amber light as well (i.e. if a driver does not run an amber light, then the person behind him does not run the red). He said although he could understand staff's point with regard to the phases, he felt it was a very narrow point in terms of the relative ranking of the intersection as to how well drivers behave at different times and in different locations in Ottawa-Carleton.

Councillor Doucet noted many of the delegations expressed concern about this as being a very crude measure of pedestrian security. At many intersections people really fear crossing the road and they protect themselves by simply avoiding the intersection or by taking extreme care. He asked Dr. Wellar if he was saying that neither his index nor the modified one proposed by staff, really takes into account the perceived danger, that people feel at intersections.

Dr. Wellar agreed a more valid index would take into account pedestrian vehicle conflict, pedestrian delays, pedestrians changing course, etc., however, it would be far more difficult to operationalize. On the basis of going through the literature, the variable that suggested itself as representing many of the worst aspects of all of those, was in fact the Failure To Yield Index. Given the limited amount of money on the part of the Region and a relatively limited capacity to in fact put up and maintain an incredibly rich data base, Dr. Wellar stated the failure to yield, was a very good proxy variable, that covered off many of the kinds of subtle concerns people have. He said this would be a lot easier for the Region to maintain on a sampling statistical basis, than what was proposed by staff. The staff proposal while more valid is much more difficult in fact to maintain. Dr. Wellar indicated he would run his variable against the three variables proposed by staff, in a pilot study and see whether or not they tell a different story.

Councillor Byrne referred to a Motion she had provided all members of the Committee with and noted she had attached to the motion a copy of a proposal prepared by Dr. Wellar to do a pilot project based on staff Recommendations 1 and 2 and to conduct further research in driver behaviour by examining 18 intersections including, but not

limited to, those intersections that need to be addressed in the Main Street Transportation Study and the Woodroffe Avenue Transportation Study. The 18 intersections actually include Baseline and Greenbank, Bearbrook Road and Innes Road, Hazeldean and Herongate, Jeanne D'Arc in Orléans, King Edward Avenue, Rideau Street, Meadowlands Drive and Merrivale Road. She noted the total proposal would cost \$87,000.00 and pointed out there is approximately \$700,000.00 in uncommitted funds available in the Transportation Demand Management budget. Councillor Byrne then put forward the following motion: That the Pilot Study proposed by Dr. Wellar be approved and forwarded to Council for approval and that Dr. Wellar conduct the pilot project in conjunction with the Main Street and Woodroffe Avenue Transportation studies.

Speaking to her Motion, Councillor Byrne noted the Woodroffe Avenue and Main Street studies have had their consultants selected and are about to commence and this would be perfect timing to implement the pilot project. As well, at the consultant selection process, one of the questions that was specifically put to the consultants was how their workplan would lend itself to the integration of the WSI as a pilot project. All four were willing to integrate it as a pilot project; three were quite keen to do so. The consultant selected for the project was very keen and had indicated they would have to ensure that they have a keen understanding from the producer Dr. Wellar.

Councillor Byrne stated Dr. Wellar is the expert on the WSI and it would appear the only expert in the country on this particular study. While there has been considerable contribution by staff from Environment and Transportation, Planning and Development, Police Services, the Transit Commission and from other municipalities (i.e. City of Gloucester, City of Kanata), Dr. Wellar was in the pivotal role of researcher, coordinator of information, formulator of theories and the author of the report. He is not only intimately familiar with the theories but also the background of where the research came from.

Councillor Byrne noted the community members of the Public Advisory Committee, were adamant that the author should be the one to test his own theories. The Councillor urged the Committee to support her Motion.

Councillor Holmes then read all of the Motions before the Committee.

Moved by C. Doucet

That staff bring forward a report on the brief submitted by Marjorie Fulton of the Audible Pedestrian Signal Committee with comments on what may be acted upon and what may not.

Moved by C. Doucet

That staff report to Committee on the longevity of paint markings on roads as how often does it have to be renewed.

Moved by D. Holmes

That right lane cut-offs be analyzed as part of the pilot project on the Walking Security Index.

Moved by D. Holmes

That the Audible Pedestrian Signal Advisory Committee be part of the pilot study.

Moved by D. Holmes

That the Walking Security Index be made available in public libraries.

Moved by D. Holmes

That the aggressive driving index as proposed in the Walking Security Index be used in the pilot study as well as the staff recommended process.

Councillor Bellemare indicated he had a Motion he wished to move: That a pilot project incorporate “Stop for pedestrians” signage at pedestrian crosswalks in right turn cut-offs. He explained this would be in addition to Recommendation 5k from staff which is to change the Yield to Pedestrian signs to Stop signs and the impact of both could be compared. He said he viewed signage stating “Stop for Pedestrians” as being a mid-range between a Yield sign and a full fledged Stop sign. The Councillor expressed concern that a Stop sign could back up traffic needlessly at certain intersections if the cars were forced to stop, whether or not there are pedestrians.

Councillor Legendre, referring to Councillor Byrne’s Motion, indicated he would like to propose, by amendment the addition of the intersection at Donald and St. Laurent. He said this is a very dangerous intersection for cars and is adjacent to a large residential area (including a very large apartment block) and is very close to a commercial area. He felt the amount of activity at this intersection would make it a prime candidate for a pilot study. He indicated he would be moving this as a friendly amendment.

Councillor Davis moved that the intersection of Churchill and Richmond Road also be considered. She referred to a very serious accident that had occurred at this intersection and noted staff have indicated there is not much they can do because of the actual physical configuration.

Councillor McGoldrick-Larsen indicated she had intersections to add as well; the intersection of Merivale Road and Viewmount Drive (although it is not in her ward, it is a very problematic area) and the intersection of Stafford Road and Richmond Road.

Referring to Councillor Byrne's Motion, Councillor McGoldrick-Larsen asked for staff comment on the financial juggling of the Transportation Demand Management budget to accommodate the \$87,000.00 proposed in this Motion.

Mr. Brousseau indicated he could not say with certainty there was \$700,000 left in the TDM budget, however, he said he was aware there was quite a bit of money left in that budget. He went on to say he was in the process of staffing the position of Mobility Manager and some of the money to pay for this manager and other staff will come from this budget.

With respect to awarding the study to Dr. Wellar, Mr. Brousseau said from a legal perspective, this is an unsolicited proposal and under no circumstances, could he recommend that committee approve this today. His advice would be to go forward with a Request for Proposal (RFP).

Mr. McArthur confirmed the comments made by Mr. Brousseau and added that the Procedure By-law requires a Motion such as this, for expenditures not referred to in the report, be tabled until the next Committee meeting so that all members of Council are aware of it.

Chair Holmes asked if the two week delay and then the regular routing to Council, would allow for it still to be incorporated within the two traffic calming studies that are underway. Mr. Brousseau responded that a great deal more work needs to be done on the Walking Security Index to make it useable and user friendly. With respect to the two studies that are currently underway, Mr. Brousseau said he was sure the consultants involved in those studies are professionals and could actually use the Index up to a point. He felt something could be learned from their practice of using it, that might help in other applications elsewhere.

Councillor McGoldrick-Larsen stated she was generally in support of the Region moving ahead in trying to make intersections safer for pedestrians, however, there were a couple of areas she wished to comment on. She said she would support referring this back to staff; for instance she could see merit in referring back to staff the area of increased separation of stop lines and stop bars from crosswalks. She agreed the Region has to try some new techniques in order to try and improve the general safety of pedestrians.

With respect to public education, the Councillor felt if the Region is spending \$500,000 to tell people what Regional Government does, she thought committee should think about a public education campaign on pedestrian safety: advertisements on TV, bringing people's

attention to what the rules are, to be more courteous and drive the speed limits. Both drivers and pedestrians need to be educated.

Chair Holmes noted normally, she is very concerned about the Region's tendering process and ensures it is fair and transparent. She felt, however, in this instance there is nobody more knowledgeable about pedestrian matters than Dr. Wellar. He has created this entire index and, in this exception, the Chair was prepared to support Councillor Byrne's Motion. She noted the Legal Department's position that in order to meet the requirements of the Procedure By-law, the report must be tabled for two weeks to the next meeting so that all of Council will be aware of the situation.

The Chair noted her strong support for Recommendation 5k, replacing the Yield sign with a Stop sign at Nicholas and Laurier. She is constantly hearing complaints from her constituents on the dangers in this area for pedestrians. She noted with respect to the issue of moving some stop bars to provide more space between the crosswalk and the stop bars, it was her opinion that it is not necessary that all stop bars be of uniform distance from the crosswalk and each intersection should be looked at differently as there may be need at some for a greater distance.

Chair Holmes indicated it was her intention that Committee vote on all the amendments and Motions and then table the issue for two weeks as prescribed in the Procedure By-law.

Councillor Cantin stated he did not doubt the competency of Professor Wellar, however, he stated his problem was the same he had when Chair Chiarelli appointed someone to do a report on the new Ottawa partnership. He was heavily criticized for a \$35,000 contract and the Councillor felt he could not support Councillor Byrne's Motion as it is against Regional policies. The Councillor felt an RFP should go out for this; it does not have to be complicated. He opined in the end the only individual that will come out as having the required background to do the studies properly will be Professor Wellar, but felt the Committee should be taking the time to do it right and not be criticized by the press and public for sole sourcing.

Responding to questions from Chair Holmes, Mr. Brousseau advised this could not be done quickly in terms of weeks - to develop proper terms of reference, staff would have to consult and give some thought to developing an RFP. He reiterated the consultants doing the traffic calming studies can use the index as is and staff can probably learn from that.

Councillor Byrne on the issue of time, noted the Woodroffe Avenue Traffic Calming Study is beginning shortly. With regard to other consultants using the WSI, she indicated she was at the interview with the four consultants that were short listed and the one selected indicated they would have to obtain a keen understanding of the WSI from the producer and have his heavy involvement. She did not feel it was necessary to do an RFP when the producer of the WSI was available and would be considered the only known

expert on the issue. She further pointed out none of the consultants, at least for the traffic calming studies, included a WSI pilot project in the \$60,000 they were assigned for the project. She felt strongly this particular issue could be sole sourced for these reasons.

Councillor McGoldrick-Larsen suggested the two traffic calming studies that are included in the \$87,000 be divided into the two different studies, then the total value of the cost will be low enough to possibly do it under delegated authority - then it would not have to go through the bidding or RFP process. Mr. Brousseau advised his delegated authority is \$25,000, the CAO's is \$50,000 but he said he was not prepared to sole source. He said Committee would be asking him to do something he does not think is appropriate and is against Corporate policy.

Councillor McGoldrick-Larsen spoke on the issue of Dr. Wellar conducting the pilot studies. Dr. Wellar confirmed for the Councillor he has a group of university students working with him and this is a partnership between he and students. The Councillor wanted to remind members of the Committee that this is a partnership and the Committee should be endorsing partnerships between the university and the educational institutions - the Region receives very good value for their dollar and, as important, the students get a very valuable learning opportunity in their own city. In principle, the Councillor agreed this report should go ahead and supports Councillor Byrne's Motion to split the two studies.

Councillor McGoldrick-Larsen indicated she had an amendment to Recommendation 6C, to increase the separation of stop line and stop bars from crosswalks that there be implementation on a trial basis on selected intersections. Mr. Brousseau advised that staff do this - stop bars are put wherever they are required, however, staff try not to deviate from what people will expect and that is the number one rule in traffic to always try and make it predictable. The Councillor thanked staff for the clarification and confirmed that she would not be putting forward the amendment.

Councillor Legendre indicated he was very supportive of Councillor Byrne's Motion and felt it was a very well thought out and researched initiative. He noted as per Legal staff's advice, that the Committee would have to hold this issue for two weeks

Mr. McArthur indicated the Procedure By-law stipulates the report shall be tabled until the next regular meeting of Committee or Council. Councillor Legendre then concluded that this has to be deferred to the next Transportation Committee. He then inquired if it can go to Council if Committee approves it today. Mr. McArthur indicated it can be tabled until the next regular Transportation Committee meeting or to Council.

In response to Councillor Legendre's comments, Professor Wellar indicted that he would like to do a considerable amount of the baseline work now. He then indicated that the work done so far is comparable to the work done by the Department. Professor Wellar pointed out their counts are consistent with those of the Department's. His group has

done interviews like the Department's at least for the baseline part. Professor Wellar also went on to explain that a statistical design needs to be established and it is necessary to decide who will be part of the sample in terms of age, school level etc., because it is not the entire population that is being surveyed. He reminded Committee that there are about 800 signalized intersections in Ottawa-Carleton. A sample has to be chosen and the sooner work starts, the better it will be. Councillor Legendre then indicated that in his opinion the sample was defined in this addendum sheet where it listed the Woodroffe Avenue Transportation Study intersections, the Main Street Transportation Study intersections as well as thirteen or fifteen other intersections. Professor Wellar indicated those intersections chosen are reasonably representative of other intersections of Ottawa-Carleton.

Councillor Legendre expressed his support for this project and the need in his opinion to speed up the process. He indicated that in his opinion it is worthwhile to piggyback on the two transportation studies starting up as it is value for money in itself and that moreover, the Walking Security Index at this time is a work in progress." He then pointed out that Professor Wellar is probably the only available expert and the WSI is largely his invention. In his opinion, the Councillor felt this project should not be handed over to another bidder. He reiterated his support for this project and the need to solve the timing problem.

Chair Holmes asked for clarification on the process and indicated that to her understanding, Committee has two choices, one is to vote on everything, draw a recommendation and then table the report for two weeks after which it will go on to Council. The other choice is to table the report to Council, possibly the meeting of 28 April 1999. Chair Holmes then asked if Committee can vote on the matter and move a committee recommendation. In response to Chair Holmes' question, Mr. McArthur indicated that the only thing that can be done is that Committee can vote to table the report to the next Transportation Committee meeting or to Council. Committee cannot vote on the substance of the report or who will do the work.

After further discussion with Mr. McArthur regarding tabling the report, Councillor Legendre felt the report should be tabled to the 28 April Council meeting and he would move to suspend the Procedure By-Law to allow Committee to vote on the issue.

Councillor Doucet indicated to staff that he considers this project to be an extension of the Walking Security Index Study. He then indicated that from his own experience in his community, in Main Street East, the consultants did not know the project. They would have to do a lot of research with Professor Wellar. He indicated he normally respects the tendering process, but in his opinion, there are valid reasons to sole source in this instance.

There being no further discussion, the Committee considered the motions presented.

Moved by C. Doucet

That staff bring forward a report on the brief submitted by Marjorie Fulton of the Audible Pedestrian Signals Committee with comment on what may be acted upon and what may not.

CARRIED

Moved by C. Doucet

That staff report to Committee on the longevity of paint markings on roads, i.e., how often does it have to be renewed.

CARRIED

Moved by J. Legendre

That the Procedure By-law be suspended to vote on Item 2 today.

CARRIED

Moved by W. Byrne

WHEREAS the Final Report of the Walking Security Index conducted by Dr. Barry Wellar was received by Council in October 1998 and has since been distributed for public comment, and

WHEREAS the consultation process is now complete and staff are recommending that the Basic Walking Security (BWS) Index and its components as listed, and the Quality of Infrastructure Condition (QIC) Index be adopted for use in evaluating regional intersections, initially as a pilot study, and,

WHEREAS staff Recommendations 3 and 4 may be difficult to implement due to data collection challenges and further research on driver behaviour being desirable, and,

WHEREAS Dr. Wellar has prepared a proposal to do a Pilot Project based on staff Recommendations 1 and 2 and to conduct further research on driver behaviour by examining 18 intersections including, but not limited to, those intersections which need to be addressed in the Main Street Transportation Study and the Woodroffe Avenue Transportation Study, both of which have recently commenced, and,

WHEREAS the total proposal is at a cost of \$87,000 and there are uncommitted funds of approximately \$700,000 in the 1999 Transportation Demand Management Budget,

BE IT RESOLVED that the Pilot Project proposal from Dr. Barry Wellar be approved and forwarded to Council, and that Dr. Wellar conduct the pilot study in conjunction with the Main Street and the Woodroffe Avenue Transportation studies.

CARRIED as amended by the
following motions
(R. Cantin dissented.)

Moved by M. McGoldrick-Larsen

That the Proposed Comparative Intersection Study include the following intersections:

Merivale and Viewmount
Stafford and Richmond Road

CARRIED

Moved by L. Davis

That the Proposed Comparative Intersection Study include the following intersections:

Churchill and Richmond Road

CARRIED

Moved by J. Legendre

That the intersection of Donald Street and St. Laurent be included in the Pilot Study.

CARRIED

Moved by W. Byrne

**That the \$87,000 for the Pilot Project be divided among the following:
(amounts are estimated)**

\$25,000 (Woodroffe Avenue Transportation Study Intersections)

\$20,000 (Main Street Transportation Study Intersections)

\$42,000 (Proposed Comparative Study Intersections)

CARRIED

Moved by M. Bellemare

That the Pilot Project incorporate “stop for pedestrian” signs, including a red octagonal symbol, instead of “yield to pedestrian” signs at pedestrian crosswalks in right-turn cut-offs.

CARRIED

Moved by D. Holmes

That the Audible Pedestrian Signals Committee be part of the pilot study.

CARRIED

Moved by D. Holmes

That right-turn cut-offs be analyzed as part of the Pilot Project on the Walking Security Index.

CARRIED

Moved by D. Holmes

That Recommendation No. 5(K) of Section E of the Walking Security Index, Change Yield to Pedestrian Signs to Stop Signs be implemented as soon as possible at the corner of Laurier and Nicholas Streets.

CARRIED

Moved by D. Holmes

That the Driver Behaviour Index (DBI) proposed in the Walking Security Index be used in the pilot study as well as the staff recommendation for the Aggressive Driving Indices.

CARRIED

Moved by D. Holmes

That the Walking Security Index be made available in the main public libraries in Nepean, Gloucester and Ottawa.

CARRIED

The Committee then considered the staff report as amended by the preceeding motions.

That Transportation Committee recommend Council receive the report prepared by Dr. Barry Wellar of the Geography Department of the University of Ottawa, entitled *Walking Security Index* and approve the recommendations set out in the report as amended by the foregoing.

CARRIED as amended
(R. Cantin dissented.)

3. ACHIEVING LIVABLE CITIES

- Co-ordinator, Transportation Committee report dated 7 Apr 99

In fairness to Commissioner Tunnacliffe, the Committee decided this vision statement should receive some careful thought as this is an important issue. Many Councillors were unable to remain at the meeting due to prior commitments, therefore, the Committee moved Motions to defer Items 3, 4, and 5.

Moved by H. Kreling

That Item 3 of the Transportation Committee Agenda, Achieving Livable Cities, be deferred to the 5 May 1999 Transportation Committee meeting and be the first Item on the Agenda.

CARRIED

4. RED LIGHT CAMERAS - STATUS REPORT

- Acting Deputy Commissioner, Environment and Transportation Department report dated 1 Apr 99

Moved by L. Davis

That Item 4 of the Transportation Committee Agenda, Red Light Cameras - Status Report, be deferred to the 5 May 1999 Transportation Committee meeting.

CARRIED

5. TRAFFIC LIGHTS AND SIGNS: A TOUR OF THE LORETTA AVENUE SITE -
FEUX DE CIRCULATION ET AFFICHES: UNE VISITE À LA CENTRALE DE
L'AVENUE LORETTA

- Co-ordinator, Transportation Committee report dated 7 Apr 99

Moved by M. McGoldrick-Larsen

That Item 5 of the Transportation Committee Agenda, Traffic Lights and Signs: A Tour of the Loretta Avenue Site, be deferred to the 5 May 1999 Transportation Committee meeting.

CARRIED

6. TRANSPORTATION COMMITTEE MEETING SCHEDULE
- Co-ordinator, Transportation Committee report dated 7 Apr 99

Members of Committee decided to eliminate the August meeting and only hold the 7 July 1999 meeting. A meeting can be called by the Committee Chair if necessary.

There being no further discussion, the Committee considered the following Motion:

Moved by R. Cantin

That the Transportation Committee meeting be held on 7 July 1999.

CARRIED

ADJOURNMENT

The meeting adjourned at 5:00 p.m.

A/CO-ORDINATOR

CHAIR