

Item No. 11.4.1
Halifax Regional Council
March 4, 2014

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed
Deputy Mayor Darren Fisher, A/Chair, Transportation Standing Committee

DATE: February 26, 2014

SUBJECT: Making Our Communities Safer – Crosswalk Safety Work Plan

ORIGIN

The following motion was approved at the February 5, 2014 Transportation Standing Committee meeting:

MOVED by Councillor Dalrymple, seconded by Councillor Hendsbee, that the Transportation Standing Committee:

- 1. Approve the Actions for each Goal, as identified in Attachment A of the January 30, 2014 report;*
- 2. Approve the Crosswalk Safety Work Plan, Attachment B of the January 30, 2014 report; and*
- 3. Recommend to Halifax Regional Council that the work plan be forwarded to staff for analysis, budget implications and implementation.*

MOTION PUT AND PASSED.

LEGISLATIVE AUTHORITY

The Mandate set out in the Crosswalk Safety Advisory Committee (CSAC) Terms of Reference states:

The CSAC will develop a report, along with action plans to improve the safety of pedestrians using crosswalks, both marked and unmarked. Issues to be addressed in the report include, but are not limited to:

- education,*
- enforcement,*
- traffic control measures*
- standards and consistency*

as they relate to crosswalks, including budget implications.

RECOMMENDATION

The Transportation Standing Committee recommends that Halifax Regional Council forward the work plan to staff for analysis, budget implications and implementation.

BACKGROUND

At the February 5, 2014 Transportation Standing Committee meeting, the Committee approved the recommendation from the Crosswalk Safety Advisory Committee, as set out in the January 30, 2014 report attached.

DISCUSSION

Councillor Dalrymple, as Chair of the Crosswalk Safety Advisory Committee, reviewed the January 30, 2014 report from the Committee. Discussion is included in the extract of the draft minutes of the February 5, 2014 Transportation Standing Committee meeting included as Attachment 2 of this report.

Following discussion, the Standing Committee approved the recommendation from the Crosswalk Safety Advisory Committee, as set out on page one of this report.

FINANCIAL IMPLICATIONS

Staff has advised that analysis is required in identifying estimates on the Crosswalk Safety Work Plan and direction from Halifax Regional Council is required.

COMMUNITY ENGAGEMENT

The Transportation Standing Committee is comprised of eight duly elected members of Regional Council. Meetings are held on a monthly basis and are open to the public (unless otherwise indicated). Agendas, reports and minutes are available on the HRM website.

ENVIRONMENTAL IMPLICATIONS

None identified.

ALTERNATIVES

The Committee did not provide any alternatives.

ATTACHMENTS

- Attachment 1: Crosswalk Safety Advisory Committee report dated January 30, 2014
"Making Our Communities Safer – Crosswalk Safety Work Plan"
Attachment 2: Extract of the February 5, 2014 draft minutes of the Transportation
Standing Committee

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/agenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Jennifer Weagle, Legislative Assistant, 490-6517

Item No. 7.4.2
Transportation Standing Committee
February 5, 2014

TO: Chair and Members of Transportation Standing Committee

Original signed

SUBMITTED BY:

Councillor Barry Dalrymple, Chair of Crosswalk Safety Advisory
Committee

DATE: January 30, 2014

SUBJECT: Making Our Communities Safer – Crosswalk Safety Work Plan

ORIGIN

March 5, 2013 Regional Council motion approving the establishment of a Crosswalk Safety Advisory Committee; and adopting the Terms of Reference as proposed by the Transportation Standing Committee.

July 25, 2013 the Crosswalk Safety Advisory Committee agreed to develop a work plan on crosswalk safety and forward any recommendations to the Transportation Standing Committee.

LEGISLATIVE AUTHORITY

The Mandate in the Terms of Reference for the Crosswalk Safety Advisory Committee (CSAC) states:

The CSAC will serve as a forum to develop and present input and advice with respect to crosswalks with the objective of improving the safety of pedestrians using crosswalks in HRM.

The CSAC will develop a report, along with action plans to improve the safety of pedestrians using crosswalks, both marked and unmarked. Issues to be addressed in the report include, but are not limited to:

- *education,*
- *enforcement,*
- *traffic control measures*
- *standards and consistency*

as they relate to crosswalks, including budget implications.

Recommendation to follow on page 2

RECOMMENDATION

It is recommended that the Transportation Standing Committee:

1. Approve the Actions for each Goal, as identified in Attachment A of this report;
2. Approve the Crosswalk Safety Work Plan, Attachment B of this report; and
3. Recommend to Halifax Regional Council that the work plan be forwarded to staff for analysis, budget implications and implementation.

BACKGROUND

The Committee has held Work Plan Sessions on September 26th, October 24th, December 19, 2013, January 7th, 23rd and 30, 2014 with HRM Volunteer Services staff.

The Committee has also received correspondence from residents and interest groups, as well as heard presentations and had discussion sessions with the following:

- Halifax Regional Police re: Crosswalk Statistics
- Traffic & Right of Way Services policies, procedures and standards
- Taso Koutroulakis, Manager, Traffic & Right of Way Service re: Factors in Crosswalk Determination
- Kyle Miller re: Crosswalks around the world
- Sally Christie, Corporate Communication re: HRM Pedestrian Safety Campaign
- Dr. Ahsan Habib re: Overview of Nova Scotia Collision Study 2007-2011
- Angela Comeau, Principal of Shatford Memorial Elementary and Ann Gagnon, Parent Representative re: Schools and Crosswalk Safety
- Sgt David Reynolds, Halifax Regional Police re: Overview of laws and regulations relative to crosswalks/pedestrians
- Cst. Bryan Naas, Halifax Regional Police re: Crossing Guard Program
- Taso Koutroulakis, Manager, Traffic & Right of Way Service re: Policy/Standards: Crosswalks

DISCUSSION

The attached Crosswalk Safety Work Plan provides an overview of the Committee's recommendations of how to improve the safety of pedestrians using crosswalks in HRM.

FINANCIAL IMPLICATIONS

Staff has advised that analysis is required in identifying estimates on the Crosswalk Safety Work Plan and direction from Halifax Regional Council is requested.

COMMUNITY ENGAGEMENT

The Crosswalk Safety Advisory Committee (CSAC) is made up of stakeholders whose meetings are open to the public. Agenda and minutes of CSAC are available on HRM's website.

ENVIRONMENTAL IMPLICATIONS

No environmental implications have been identified.

ALTERNATIVES

No alternatives provided.

ATTACHMENTS

Crosswalk Safety Work Plan

A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Krista Vining, Legislative Assistant, Office of the Municipal Clerk, 490-619

Crosswalks Safety Advisory Committee Work Plan Goals

- 1. Education – Educate Public about Crosswalk Safety in HRM & NS**
 - Implement a Crosswalk Safety Campaign (e.g. Distractions Kill Campaign month long efforts)
 - Create and implement an annual crosswalk safety awareness day campaign (cover marked/unmarked, traffic signals, flashing don't walk signs, awareness of existing crosswalks)
 - Education about the installation of zebra markings through a news release
 - Identify other organizations that have on-going initiatives and interest in crosswalk safety

- 2. Evaluation and Data – Target Enforcement based on Data/Evidence (location, time of year, days...)**
 - Improve data collection by developing partnerships among those already collecting data (HRP, Dal, RCMP, HRM Traffic, SNSMR, NSTIR, HRSB)
 - Implement on-going dedication/prioritization of existing resources to be assigned to deal with data collection issue
 - Implement a process of data analysis, interpretation and reporting

- 3. Evaluation and Research**
 - Research potential programs for community initiative; following which develop and implement a program for community volunteers (e.g. adopt a crosswalk initiative)

- 4. Enforcement – Increase non-monetary penalties**
 - Recommend the Province review the Motor Vehicle Act with respect to increasing the non-monetary penalties for pedestrian motor vehicle violations (e.g. increased points, defensive driving course, pedestrian safety course, mandatory driving exam re-writes)
 - Increase enforcement of crosswalk legislation at all crosswalks, including targeted enforcement at specific locations and times

- 5. Standards - Appropriate standards in place to reflect differences in local urban/suburban/rural areas**
 - Develop a mechanism for more community input through this committee
 - Recommend the Province re-define the role of the Traffic Authority to reflect modern transportation reality in HRM
 - In consultation with the CSAC revise the warrant system for installing and removing crosswalks to be tailored for urban vs. suburban/rural vs. school situations

- 6. Traffic Control Measures - Improve Traffic Control Measures**
 - Use zebra markings at crosswalks (uncontrolled, marked crosswalks)
 - Increase efforts of Crosswalk painting maintenance; to review current practices and explore ways to improve services
 - Use pedestrian-friendly designs at intersections (such as bump outs make pedestrians more visible at crosswalks)

Attachment A

- Increase pedestrian-visibility such as identifying poles that block pedestrian at RA5 locations; address pruning of vegetation at crosswalks
- Approving the use of Crosswalk flags in HRM at crosswalks where the community takes on the responsibility of installing and maintaining them
- Installation of reflective tape on all crosswalk sign poles
- Install new signs facing the pedestrian at crosswalks as a pilot at certain sites (e.g. cautioning pedestrians)
- Contingent on Province's decision to decrease speed limits, allow speed reduction on certain streets where deemed necessary
- Increase the use of advanced yield to pedestrian lines when deemed necessary
- Continue to investigate and define use of solar pole flashing beacons to increase additional visibility of crosswalks
- Investigate and define the use of inroad crosswalk signs at appropriate locations
- Recommend to the Province the use of neon coloured signs to identify crosswalks

Goal # 1: Education – Educate Public about Crosswalk Safety in HRM & NS

Attachment B

Action	Person/ Group Responsible	Resources required other service providers, Government, Funds, etc.	Time frame	Desired Outcomes	Performance Indicators – how will you measure your accomplishments
Implement a Crosswalk Safety Campaign (e.g. Distractions Kill Campaign month long efforts)	HRM, Province, Corporate Communications	\$40,000 for 1 run (verify cost from report from report of Sept 26 th CSAC meeting), 2 more, 2 week sessions; one of which to be end of Nov/early Dec, other to be determined at a later date	Fall/Winter 2014	Increase awareness	Collision data, online survey, media stats
Create and implement an annual crosswalk safety awareness day campaign (cover marked/unmarked, traffic signals, flashing don't walk signs, awareness of existing crosswalks)	Sub-committee composed of 2 members of CSAC, 2 at-large HRM funding from Province, HRP, TPW, Corporate Communications and HRSB	Staff resources, HRM Clerk Media & Social Media, School board, but target adults mainly (day cares too), event \$5000-\$10000, HRM staff time	Sub-committee formed end of March 2014, CSAD late November 2014 End of Nov 2014, 2 nd last week or so	Awareness and safety increased	CSAD takes place, number of people who participate, reduced incidents Media stats, numbers attending events
Education about the installation of zebra markings through a news release	HRM, Corporate Communications (work with TPW on timing)	HRM staff time	Early June 2014 when zebra crosswalks are painted		Media stats
Identify other organizations that have on-going initiatives	CSAC	Volunteer time	On-going 2014	Better collaboration between groups, service	Better information sharing

and interest in crosswalk safety				providers and HRM departments	
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Note: That during the school planning process, Traffic Authority be invited to Site Selection Committee, Boundary Review Committee and School Review Committees' meetings to discuss crosswalk safety.

Goal # 2: Evaluation and Data – Target Enforcement based on Data/Evidence (location, time of year, days...)

Action	Person/ Group Responsible	Resources required other service providers, Government, Funds, etc.	Time frame	Desired Outcomes	Performance Indicators – how will you measure your accomplishments
Improve data collection by developing partnerships among those already collecting data (HRP, Dal, RCMP, HRM Traffic, SNSMR, NSTIR, HRSB)	Dal TRAC/Dr. Habib	Meetings rooms, refreshments, logistical support through clerk – HRM, 20-25 people, \$250	End of Feb for 1 st meeting, on-going meetings for 2014	Develop partnerships	Meeting held, action plan developed
Implement on-going dedication/prioritization of existing resources to be assigned to deal with data collection issue	Chief of Police-HRM, Superintendent RCMP (Dal TRAC support)	A dedicated crime analyst assigned to collect and analyse data regarding pedestrian motor vehicle accidents	End of Feb (already being implemented by HRP as part of line above)	Safety is increased, quarterly reports to CAC with actionable items based on findings	Reduction of incidents at targeted places, timeliness and quality of data is enhanced
Implement a process of data analysis, interpretation and reporting	HRP/RCMP and TPW	Staff time; budget (Dal TRAC support)	On-going annual report	Traffic accident and evaluation – standard reporting (based on best practices)	Electronic copy of report provided yearly

Goal # 3: Evaluation and Research

Action	Person/Group Responsible	Resources required other service providers, Government, Funds, etc.	Time frame	Desired Outcomes	Performance Indicators – how will you measure your accomplishments
Research potential programs for community initiative; following which develop and implement a program for community volunteers (e.g. adopt a crosswalk initiative)	CSAC, Dr. Habib, Dal TRAC, HRP/Sgt. Reynolds HRP (depending on outcome of research)	HRP staff resources; Dal TRAC support; Training / funding from HRM	3 months (1 st report) Implement Fall 2014	Implications and recommendations report on how to develop a citizen involved enforcement and/or education program # incidents decreased, safety increased	Report produced Program developed and implemented, education increased

Goal # 4: Enforcement – Increase non-monetary penalties

Action	Person/ Group Responsible	Resources required other service providers, Government, Funds, etc.	Time frame	Desired Outcomes	Performance Indicators – how will you measure your accomplishments
Recommend the Province review the Motor Vehicle Act with respect to increasing the non-monetary penalties for pedestrian motor vehicle violations (e.g. increased points, defensive driving course, pedestrian safety course, mandatory driving exam re-writes)	CSAC	HRM Staff	End of April for letter to Province	Non-monetary penalties increased, safety increased	Changes in Motor Vehicle Act

Increase enforcement of crosswalk legislation at all crosswalks, including targeted enforcement at specific locations and times	HRP/RCMP	Resourcing	2014-2015 onwards	Increase targeted enforcement	Number of tickets issued
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Goal #5: Standards - Appropriate standards in place to reflect differences in local urban/suburban/rural areas

Action	Person/ Group Responsible	Resources required other service providers, Government, Funds, etc.	Time frame	Desired Outcomes	Performance Indicators – how will you measure your accomplishments
Develop a mechanism for more community input through this committee	Crosswalks Committee	CSAC/Corporate Communications (shape your city)	start March 2014 to look at process/ on-going 2014	Community input enhanced, greater awareness and confidence among public in crosswalk safety	Greater community acceptance of standards
Recommend the Province re-define the role of the Traffic Authority to reflect modern transportation reality in HRM	Council lead	CSAC, TPW and TSC	2 years-long term	Attitudinal – no longer just about cars and traffic; roads are for all types of users, inclusive road design, safe for everyone, promotes health, the environment, social equity	Fewer incidents/complaints, more people on the road, more inclusive for seniors & disabled, more bikes, more walkers
In consultation with the CSAC revise the warrant system for installing and removing crosswalks to be tailored for urban vs. suburban/rural vs. school situations	Traffic authority	Staff/Committee time	2014-2015	Better context specific crosswalks for rural, suburban and urban areas	Number of complaints, public feedback

Goal #6: Traffic Control Measures - Improve Traffic Control Measures

Action	Person/ Group Responsible	Resources required other service providers, Government, Funds, etc.	Time frame	Desired Outcomes	Performance Indicators – how will you measure your accomplishments
Use zebra markings at crosswalks (uncontrolled, marked crosswalks) *Note: TSC passed a motion recommendation to RC	HRM, TPW	Budgetary, before and after study, public education, see staff report budget, public education – see education	Spring 2014	Uncontrolled crosswalks safer	Before and after study of collisions
Increase efforts of Crosswalk painting maintenance; to review current practices and explore ways to improve services	TPW	Staff time/operating budget	2014	Crosswalks are more visible	Annual inventory; compare collision data
Use pedestrian-friendly designs at intersections(such as bump outs make pedestrians more visible at crosswalks)	TPW	Capital budget (funds that are already approved in budget)	On-going	Make pedestrian more visible, increase safety	Annual inventory
Increase pedestrian-visibility such as identifying poles that block pedestrian at RA5 locations	TPW	Capital budget	Summer 2014 – ID locations, Fall 2014 – design, 2015/16 budget year – implement		Annual inventory, compare collision data
Address pruning of vegetation at crosswalks	TPW, City Field/Works	Staff time	On-going	Increase visibility and safety	Tracking number of work orders
Approving the use of Crosswalk flags in HRM	TPW, traffic authority	staff/community volunteer time	2014-15 spring	More visibility and safety; greater community	Before and after collision study; before and after at flag

at crosswalks where the community takes on the responsibility of installing and maintaining them	Traffic authority should authorize it first			awareness and acceptance	longevity
Installation of reflective tape on all crosswalk sign poles	TPW	\$10,000 as an expected budget cost (\$10 per pole)	2014-15	Increase visibility and safety	Annual inventory compare collision data
Install new signs facing the pedestrian at crosswalks as a pilot at certain sites (e.g. cautioning pedestrians)	TPW, HRM	Capital budget; Staff time	Pilot 2014-15 Roll-out depending on results 2015-16	Safer	Before and after study of collisions
Contingent on Province's decision to decrease speed limits, allow speed reduction on certain streets where deemed necessary	Traffic Authority	Change in regulations Staff time, street sign costs (longer term)	2014-15 spring	Speed = safer crossing Injury severity	Collision study – injury severity
Increase the use of advanced yield to pedestrian lines when deemed necessary	TPW	Cost out; Staff time	2014-15 spring	safety	Collision study
Continue to investigate and define use of solar pole flashing beacons to increase additional visibility of crosswalks	TPW	Staff time; budgetary if approved	2014-15	Increase visibility and safety	Continue to investigate and define
Investigate and define the use of inroad crosswalk signs at appropriate locations	TPW	Staff time; budgetary if approved	2014-15	Increase visibility and safety	Continue to investigate and define
Recommend to the Province the use of neon coloured signs to identify crosswalks	Council	Staff time	2014-15	Increase visibility and safety	

Extract of the February 5, 2014 draft minutes of the Transportation Standing Committee

7.4.2 Making Our Communities Safer – Crosswalk Safety Work Plan

A report from the Crosswalk Safety Advisory Committee dated January 30, 2014 was before the Committee.

MOVED BY Councillor Dalrymple, seconded by Hendsbee, that the Transportation Standing Committee:

- 1. Approve the Actions for each Goal, as identified in Attachment A of the January 30, 2014 report;**
- 2. Approve the crosswalk safety Work Plan, Attachment B of the January 30, 2014 report; and**
- 3. Recommend to Halifax Regional Council that the work plan be forwarded to staff for analysis, budget implications and implementation.**

Councillor Dalrymple acknowledged the hard work of the Crosswalk Safety Advisory Committee and staff in developing the Work Plan. He also acknowledged the presentations that were made to the Committee, and the many emails, phone calls and letters with input on the Work Plan.

Councillor Dalrymple indicated that the Committee had considered budgets and costs to tax payers in developing the Work Plan, and he was pleased that staff have allowed funding in the advanced budget for items in the Work Plan. Councillor Dalrymple commented that the Committee focused this Work Plan on action items with an immediate impact. He indicated that the Work Plan is all encompassing and wide-ranging, and includes education, enforcement, and infrastructure improvements. Councillor Dalrymple suggested that with the diverse range of urban, suburban, and rural communities throughout HRM, different options will work for different locations.

Councillor Dalrymple commented that the Committee will continue to meet quarterly, and there are many other ideas for the Committee to explore over the next year, at which time another report will likely be brought forward.

Councillor Dalrymple indicated that the recommendation for zebra crosswalk markings was an early recommendation to Council from the Committee and will be the most expensive of the initiatives put forward by the Committee. The Chair noted that the recommendation for zebra crosswalk markings will be coming to Regional Council on February 11, 2014.

Councillor Dalrymple explained that the crosswalk flag program is one of the Work Plan recommendations, although the onus for operating and funding the program will be on area Councillors and community groups.

Councillor Watts expressed appreciation for Committee members and staff for their work on the Work Plan. She requested clarification on the process set out in the motion. Mr. Mike Labrecque, DCAO, indicated that the third recommendation would go forward to Council for

Extract of the February 5, 2014 draft minutes of the Transportation Standing Committee

direction to staff. He indicated that the Work Plan could be implemented as a part of the annual capital plan, and that Work Plan recommendations may come forward in phases after staff analysis. Mr. Labrecque indicated that staff have to respond to the Regional Council motion put forward by Councillor Craig with regard to pedestrian safety, which report should be ready no later than March 18, 2014. He clarified that there may be items in the Work Plan that can or cannot be done, which is the purpose of the analysis from staff.

MOTION PUT AND PASSED.