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| TO: | CHAIR AND MEMBERS CIVIC WORKS COMMITTEE MAY 29, 2012 |
| FROM: | JOHN BRAAM, P.ENG. ACTING EXECUTIVE DIRECTOR PLANNING, ENVIRONMENTAL AND ENGINEERING SERVICES AND CITY ENGINEER |
| | UPDATE ON BOOK 15: PEDESTRIAN CROSSING FACILITIES INTERIM REPORT |

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| RECOMMENDATION |
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That, on the recommendation of the Acting Executive Director, Planning, Environmental and Engineering Services and City Engineer, the following information report related to Book 15: Pedestrian Crossing Facilities **BE RECEIVED** for information.

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| BACKGROUND |
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Purpose:

The purpose of this report is to provide the Municipal Council with an update on the status of the Ontario Traffic Manual (OTM) Book 15, and also answer Committee questions about pedestrian crossings raised at the Committee's February 13, 2012 meeting.

Context:

On October 31, 2011, an update on the status of the Ontario Traffic Manual (OTM) Book 15 was provided to the Built and Natural Environment Committee (Appendix 'A').

Background

The purpose of the Ontario Traffic Manual (OTM) Book 15 is to provide practical guidance and application information on the planning, design, and operation of pedestrian roadway crossings for transportation practitioners and to promote uniformity of approaches across Ontario. Further objectives of the OTM are to provide a set of guidelines consistent with the intent of the Highway Traffic Act (HTA) and to provide a basis for road authorities to generate or update their own guidelines and standards.

Progress to Date

The Ontario Traffic Manual Book 15: Pedestrian Crossing Facilities, was released by MTO in late November of 2011. The document is now public and has been widely distributed. The version that was released does not include a new form of pedestrian crossing under proposed changes to the Highway Traffic Act (HTA) that would benefit pedestrians.

The proposed changes to the HTA will allow more tools for staff responses to public enquiries related to pedestrian road crossings at busy locations. The change will provide greater protection for pedestrians by requiring drivers to come to a full stop and yield the right of way to a pedestrian who is within the crossover or using a school crossing. Currently, active control devices (Intersection Traffic Signal, Intersection Pedestrian Signals (IPS's) or a Crossing Guard) are required to give pedestrians the right-of-way where installed, and only when warranted. Budget restrictions, justifications, and other road/traffic operations are sometimes considered barriers for installing IPS's. The proposed changes to the HTA, once updated, will provide municipalities with more flexible tools for the benefit of pedestrians.

A sub-committee of municipal technical staff was formed following the submission of the draft Book 15 to MTO to follow-up on changes related to the HTA. The sub-committee has met several times to develop the new crossing in terms of signage, pavement markings, etc. They have also been undertaking a detailed review of the HTA and are developing recommended changes that the sub-committee had expressed an interest in throughout the development of

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the document. Book 15 will be updated as changes are made to the HTA going forward.

A final decision on a pilot project program to test the new crossing devices within municipalities across Ontario has not been made yet by OTC and MTO. This is in relation to a new signed and marked control crossing to be implemented with rules of the road comparable to a pedestrian crossover to enable crossing at mid-block locations, right turn channels and roundabouts.

Summary

- Book 15: Pedestrian Crossing Facilities has been released by MTO and is now public and has been widely distributed.
- The version that was released does not include the proposed changes to the Highway Traffic Act (HTA).
- Book 15 will be updated as changes are made to the HTA going forward.
- The proposed changes to the HTA, if approved, will provide municipalities with more flexible tools related to pedestrian road crossings at busy locations.
- A final decision has not been made yet on a pilot project program to test the new crossing devices.

Acknowledgements:

This report was prepared with the assistance of Maged Elmadhoon, Manager, Traffic Engineering and Transportation Planning within the Transportation Planning and Design Division.

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| REVIEWED & CONCURRED BY: | |
| | |
| JOHN BRAAM, P.ENG. ACTING EXECUTIVE DIRECTOR PLANNING, ENVIRONMENTAL AND ENGINEERING SERVICES AND CITY ENGINEER | |

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Attach: Appendix 'A' – October 31, 2011; Update on Book 15: Pedestrian Crossing Facilities - Interim Report

c.c. S. Maguire

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Appendix 'A'

Update on Book 15: Pedestrian Crossing Facilities
To BNEC on October 31, 2011

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| TO: | CHAIR AND MEMBERS BUILT AND NATURAL ENVIRONMENT COMMITTEE OCTOBER 31, 2011 |
| FROM: | JOHN LUCAS, P. Eng. ACTING DIRECTOR, ROADS AND TRANSPORTATION |
| | UPDATE ON BOOK 15: PEDESTRIAN CROSSING FACILITIES INTERIM REPORT |

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| RECOMMENDATION |
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That, on the recommendation of the Acting Director, Roads and Transportation, the following information report related to Book 15: Pedestrian Crossing Facilities **BE RECEIVED** for information.

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| BACKGROUND |
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Purpose:

The purpose of this report is to provide the Built and Natural Environment Committee with an update on the status of the Ontario Traffic Manual (OTM) Book 15.

Context:

On October 27, 2008, the Environment and Transportation Committee (ETC) asked the Civic Administration to report back on the warrants and standards for pedestrian crossings being created by the new Book 15 of the Ontario Traffic Manual.

Book 15 Background:

In 2008, The Ontario Traffic Conference (now called Ontario Traffic Council) formed a steering committee to assist in the development of Book 15. The steering committee represent a large stakeholder group of municipalities from across Ontario. The City of London is an active partner and a member of the steering committee.

Late in 2010, the Ontario Traffic Council (OTC) completed work on a Draft Book 15 of the Ontario Traffic Manual (OTM) series. The OTM forward & table of contents of Book 15 are attached herein as Appendix "A". Book 15: Pedestrian Crossing Facilities will be a guiding design document used by the Ministry of Transportation and municipalities. It will contain information on standards, best practices, procedures, guidelines and recommendations for the planning, justification, design and implementation of pedestrian crossing facilities. The following is a list of some of the current City applications for Book 15:

- Provide guidelines for the development of pedestrian facilities
- Provide guidelines and standards when reviewing development applications including site plans, transportation impact studies and traffic management plans
- Assist City staff in the revision and updating of manuals, by-laws, and guidelines such as Access Management Guidelines, Transportation Impact Assessment Guidelines, City Design Specifications and Requirements, Official Plan, and City of London Annual Accessibility Report.
- Add more tools in the staff responses to public inquiries related to pedestrian road crossings at busy locations.
- Be proactive when reviewing new development studies.

Progress to Date

Through the development of Book 15, the OTC and the partner municipalities (including the City

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of London) have identified a number of proposed legislative changes related to the Highway Traffic Act (HTA). A letter was sent to the Minister of Transportation on Feb 9, 2011 (attached herein Appendix “B”) requesting consideration of legislative changes. Implementation of these initiatives (changes to the HTA) will provide another tool to improve walkability and promote a healthy lifestyle for Ontario’s families.

The Steering Committee recommended the following changes with respect to the Highway Traffic Act:

- A new signed and marked control crossing to be implemented with rules of the road comparable to a pedestrian crossover to enable crossing at mid-block locations, right turn channels and roundabouts.
- Defining “traffic” in the HTA. The term “traffic” is not explicitly defined in the HTA, leading to possible ambiguity in interpreting the rules of the road for scenarios involving drivers approaching a “STOP”- controlled sign or a “YIELD”-controlled sign, in particular related to whether pedestrians are considered “traffic”.
- A change in the HTA to provide greater protection for pedestrians. The change would require drivers to come to a full stop and yield the right of way to a pedestrian who is within a crossover or using a school crossing.

The Ministry response to the OTC letter included support for a pilot project program to test the new crossing devices (as recommended in the first bullet point above) within municipalities across the province. Once a list of interested municipalities is created, the locations selected and the approval from the Ministry is secured, OTC will develop a public awareness/education campaign to promote the new crossing ahead of the implementation date for the start of the pilot. City staff have expressed interest in participating in this pilot project.

It is not clear yet how many locations each municipality is able to propose and implement as part of the pilot project. The earliest possible date for approval for the new pedestrian crossing pilot project will be November/ December. In the meantime, the Ontario Traffic Conference is continuing to follow-up with the Ministry to ensure that Book 15 is being reviewed and can be released as soon as possible while continuing to press for the legislative and regulatory changes proposed by the Steering Committee.

Summary

- The Draft Book 15: Pedestrian Crossing Facilities has been completed.
- A letter was sent to the Minister of Transportation requesting legislative and regulatory changes related to the Highway Traffic Act.
- The Ministry supports a pilot project program to test the new crossing devices to enable pedestrian crossing at mid-block locations, right turn channels and roundabouts.
- OTC and the Steering Committee continue to follow-up with the Ministry to release Book 15.

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Acknowledgements:

This report was prepared with the assistance of Maged Elmadhoon, Manager, Traffic Engineering and Transportation Planning within the Transportation Planning and Design Division.

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| REVIEWED & CONCURRED BY: | |
| | |
| PAT MCNALLY, P. ENG. EXECUTIVE DIRECTOR, PLANNING, ENVIRONMENTAL AND ENGINEERING SERVICES DEPARTMENT | |

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Attach: Appendix 'A' – Ontario Traffic Manual (Forward)
 & Table of Contents for Book 15

 Appendix 'B' – Letter to the Minister of Transportation

c.c. S. Maguire

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Appendix 'A'

Ontario Traffic Manual (Forward) & Table of Contents for Book 15

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ONTARIO TRAFFIC MANUAL

Foreword

The purpose of the Ontario Traffic Manual (OTM) is to provide information and guidance for transportation practitioners and to promote uniformity of treatment in the design, application and operation of traffic control devices and systems across Ontario. The objective is safe driving behaviour, achieved by a predictable roadway environment through the consistent, appropriate application of traffic control devices. Through Book 15, the intent is to also provide a roadway environment that provides for a more walkable and safer pedestrian roadway environment. Further purposes of the OTM are to provide a set of guidelines consistent with the intent of the Highway Traffic Act and to provide a basis for road authorities to generate or update their own guidelines and standards.

The OTM is made up of a number of Books, which are being generated over a period of time, and for which a process of continuous updating is planned. Through the updating process, it is proposed that the OTM will become more comprehensive and representative by including many traffic control devices and applications appropriate for municipal use, in addition to those for highway use. Some of the Books of the OTM are new, while others incorporate updated material from the Ontario Manual of Uniform Traffic Control Devices (MUTCD) and the King's Highway Guide Signing Policy Manual (KHGSPM).

The Ontario Traffic Manual is directed to its primary users, traffic practitioners. The OTM incorporates current best practices in the Province of Ontario. The interpretations, recommendations and guidelines in the Ontario Traffic Manual are intended to provide an understanding of traffic operations and they cover a broad range of traffic situations encountered in practice. They are based on many factors which may determine the specific design and operational effectiveness of traffic control systems. However, no manual can cover all contingencies or all cases encountered in the field. Therefore, field experience and knowledge of application are essential in deciding what to do in the absence of specific direction from the manual itself and in overriding any recommendations in this Manual.

The traffic practitioner's fundamental responsibility is to exercise engineering judgment and experience on technical matters in the best interests of the public and workers. Guidelines are provided in the OTM to assist in making those judgments, but they should not be used as a substitute for judgment.

Design application and operational guidelines and procedures should be used with judicious care and proper consideration of the prevailing circumstances. In some designs, applications, or operational features, the traffic practitioner's judgment is to meet or exceed a guidelines while in others a guidelines might not be met for sound reasons, such as space availability, yet still produce a design or operation which may be judged to be safe. Every effort should be made to stay as close to the guidelines as possible in situations like these, and to document reasons for departures from them.

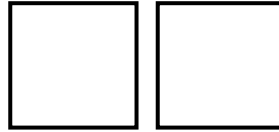


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Appendix 'B'

Letter to the Minister of Transportation

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Ontario Traffic Council
160 Lesmill Road
Toronto, Ontario M3B 2T5
Tel: 647-346-4050 Fax: 647-346-4060
E-mail: info@otc.org

February 9, 2011

Hon. Kathleen Wynne, MPP
Minister of Transportation
Ferguson Block, 3rd Floor
77 Wellesley Street West
Toronto ON M7A1Z8

Dear Minister Wynne:

The Ontario Traffic Council has recently completed work on Book 15 of the Ontario Traffic Manual (OTM) series. *Book 15: Pedestrian Crossing Facilities* will be the primary document used by the Ministry and municipalities. It will contain information on standards, best practices, procedures, guidelines and recommendations for the planning, justification, design and implementation of pedestrian crossing facilities.

The Book 15 Committee's members represent a large stakeholder group of municipalities from across the province. Representatives from the following municipalities and regions helped develop the OTC's recommendations:

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| City of Brampton | City of Toronto |
| City of Burlington | City of Vaughan |
| City of Greater Sudbury | Municipality of Chatham-Kent |
| City of Hamilton | Regional Municipality of Durham |
| City of Kingston | Regional Municipality of Peel |
| City of London | Regional Municipality of Waterloo |
| City of Mississauga | Regional Municipality of York |
| City of Ottawa | Town of Milton |

Book 15 will support municipalities by standardizing pedestrian facilities and will assist in making our cities and towns more walkable, thereby promoting active transportation. The manual supports the provincial policy promoting "transportation choices that facilitate pedestrian mobility".

Through the development of Book 15, the OTC and the partner municipalities have identified a number of proposed legislative changes that we would like to bring to your attention and request consideration of enactment. The key result of adoption of these changes would be to enable the use in Ontario of a new controlled pedestrian crossing device similar to that currently permitted in other provinces and included in the Transportation Association of Canada Pedestrian Crossing Guidelines.

The list of legal issues related to the *Highway Traffic Act* and OTM Book 15 is attached to this letter for consideration by your office. The following pages will provide an explanation and rationale for our Committee's recommendations. Implementation of these initiatives will provide another tool to improve walkability and promote a healthy lifestyle for Ontario's families.

The following is a summary of the Book 15 Committee's three main recommendations:

New Legal Crossing Device: The Book 15 Committee recommends that a new signed and marked control crossing be implemented with rules of the road comparable to a pedestrian crossover. This

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new device is needed to enable crossing at mid-block locations, right turn slots and roundabouts. This device is intended to be applied for crossing two or fewer lanes on lower speed roads.

Defining “traffic” in the HTA: The Book 15 Committee recommends that changes to the rules of the road are needed to make clear the obligation of both vehicular and pedestrian traffic. The term “traffic” is not explicitly defined in the Highway Traffic Act, leading to possible ambiguity in interpreting the rules of the road for scenarios involving drivers approaching a STOP- controlled sign or a YIELD-controlled sign, in particular related to whether pedestrians are considered “traffic”.

A change in the HTA to provide greater protection for pedestrians: The Book 15 Committee recommends requiring drivers to come to a full stop and yield the right of way to a pedestrian who is within the crossover or using a school crossing, rather than the current requirement for drivers to yield to pedestrians within the nearest half of the crossing.

We believe that these changes will make Ontario’s towns and cities more active, walkable and pedestrian-friendly.

Please accept an offer on behalf of the members of the Book 15 Committee to discuss our proposals with you or your Ministry staff at the appropriate time.

Thank you for your consideration of our recommendations.

Sincerely,

Marco D’Angelo
Executive Director