

5. SPECIAL EVENTS ON REGIONAL ROADS

COMMITTEE RECOMMENDATIONS AS AMENDED

That Council approve:

- 1. The criteria for the approval of demonstrations, sidewalk sales, parades, sports events and all other events requiring the use of Regional roads as outlined in Annex B;**
- 2. The primary transitway corridor in the central core of the City of Ottawa consisting of Albert and Slater Streets and the Mackenzie King Bridge not be included in parade or sports event routes;**
- 3. The crossing of Rideau Street at Sussex Drive or MacKenzie Avenue or the crossing of the Rideau Canal on Rideau Street or Laurier Avenue not be included as part of a parade or sports event route if the magnitude of the event may cause: (a) northbound traffic on Nicholas Street to back up onto Highway 417 or (b) southbound traffic to back up on King Edward Avenue and restrict traffic exiting the Macdonald Cartier Bridge;**
- 4. The requirement for event organizers to secure insurance and name the Region as a co-insured be expanded to include some parades and other events which require road closures and that the required amount be increased to \$2 Million;**
- 5. The ‘two strike rule’ as specified in the section titled “Penalties For Non-Compliance”;**
- 6. Amendments to Part 2.9 of the Regional Regulatory Code as required to implement the changes recommended in the report.**

DOCUMENTATION

1. Director, Mobility Services and Corporate Fleet Services report dated 6 Jan 98 is immediately attached.
2. Extract of Draft Minute, Transportation Committee 4 Feb 1998 immediately follows the report and includes a record of the vote.
3. The following documents are held on file with the Clerk's Department:
 - a) Canadian War Museum Letter dated 4 Feb 98 and attachments
 - b) The Easter Seal Parade Committee brief dated 3 Feb 98

REGIONAL MUNICIPALITY OF OTTAWA CARLETON

REPORT

MUNICIPALITÉ RÉGIONALE D'OTTAWA CARLETON

RAPPORT

Our File/N/Réf. **25 21-97-1500**
 Your File/V/Réf.

DATE 6 January 1998

TO/DEST. Co-ordinator Transportation Committee

FROM/EXP. Director Mobility Services and Corporate Fleet Services
 Environment and Transportation Department

SUBJECT/OBJET **SPECIAL EVENTS ON REGIONAL ROADS**

DEPARTMENTAL RECOMMENDATIONS

That the Transportation Committee recommend and Council approve:

- 1. The criteria for the approval of demonstrations, sidewalk sales, parades, sports events and all other events requiring the use of Regional roads as outlined in Annex B;**
- 2. The primary transitway corridor in the central core of the City of Ottawa consisting of Albert and Slater Streets and the Mackenzie King Bridge not be included in parade or sports event routes;**
- 3. The crossing of Rideau Street at Sussex Drive or MacKenzie Avenue or the crossing of the Rideau Canal on Rideau Street or Laurier Avenue not be included as part of a parade or sports event route if the magnitude of the event may cause: (a) northbound traffic on Nicholas Street to back up onto Highway 417 or (b) southbound traffic to back up on King Edward Avenue and restrict traffic exiting the Macdonald Cartier Bridge;**
- 4. The requirement for event organizers to secure insurance and name the Region as a co-insured be expanded to include some parades and other events which require road closures and that the required amount be increased to \$2 Million;**
- 5. The 'two strike rule' as specified in the section titled "Penalties For Non-Compliance";**

6. **Amendments to Part 2.9 of the Regional Regulatory Code as required to implement the changes recommended in the report;**
7. **Either (a) or (b) below:**
 - a. **The establishment of a Departmental “Special Events Budget” to cover some costs associated with signage changes, alterations to traffic control signal displays or timing phases, newspaper ads and logo signs (the required amount for 1998 is estimated at \$84,000 which includes almost \$19,000, approved as part of the 1997 Environment and Transportation Department Operating Budget, for Winterlude and United Way), or;**
 - b. **No changes respecting the Department’s budgetary allocations vis-a-vis special events (approval of such will require revisions to the criteria outlined in Annex B so that event organizers are responsible for all costs associated with signage changes, alterations to traffic control signal displays or timing phases, newspaper ads and logo signs - Winterlude and United Way excepted).**

EXECUTIVE SUMMARY

Permits for special events on Regional roads have been issued by this Department since 1978. A by-law, Part 2.9 of the Regional Regulatory Code, relates to special events on Regional roads and provides staff the authority to consider and approve applications by permit.

Various concerns, inquiries and complaints have made necessary a complete review of the Department’s approval system in this regard.

The objectives of the review are to improve the overall management of special events on Regional roads, facilitate the approval process, improve service to the client and make better use of existing staff resources.

The review resulted in a number of recommended changes to our present special events policy and by-law. These changes include: limiting the use of Regional roads in the area of Rideau Street/Laurier Avenue/Elgin Street/MacKenzie Avenue/Sussex Drive/Nicholas Street/Waller Street, incorporating a penalty provision in the policy, increasing the required lead time for applications, expanding insurance requirements and increasing required amounts, approving applications on a first come first served basis and establishing a Departmental “Special Events Budget” to cover some costs relating to signage changes, alterations to traffic control signal displays or timing phases, newspaper ads and the installation/removal of logo signs.

Recommendations to continue the Department’s policy/practice of not imposing a designated parade route on parade organizers and preventing traffic, except emergency vehicles and buses under police supervision, from crossing parade routes while parades are in progress are also made.

The concept of formally co-ordinating the approval process with other approval agencies in Ottawa-Carleton, a 'one-stop shop' approach, is a concept with merit and an approach which will be pursued as resources permit.

PURPOSE

The purpose of this report is fourfold:

- (a) to recommend changes to the Department's approval system which will improve the overall management of special events on Regional roads without imposing unreasonable limitations on event organizers;
- (b) to make available a written policy, approved by Council, from which staff can refer when considering Special Event Permit applications which will facilitate the approval process, promote consistency and provide better service to the client;
- (c) to respond to Transportation Committee recommendations respecting the Department's parade policies, and
- (d) to address concerns expressed by a member of Regional Council about the Department's Special Event Permit issuance procedure.

BACKGROUND

Staff of this Department have issued permits for special events on Regional roads since 1978. An average of 180 Special Event Permits per year have been issued since 1990. A chart illustrating overall numbers and a categorical breakdown is attached as Annex A. Such permits authorize the use of Regional roads for various events including demonstrations, parades, sports events, sidewalk sales, festivals, carnivals, street dances, outdoor masses, fun-a-thons and fund-raising activities.

In recent years, the complexity of a number of these events and the demand for the central core area have increased significantly.

Particularly since 1994, the Department has received a number of complaints from various sources as a result of special events taking place on Regional roads. Examples are: discourteous volunteers staffing barricades and volunteers unwilling to assist those having legitimate business within the enclosed area, inability to access residence/business/church as a result of being cut-off by parade route, lack of prior notification, road closures too extensive, physical length of parade too long (i.e. impact on businesses in the area of the parade), event poorly organized, demonstrators blocking private accesses and the use of private property by parade participants prior to its commencement without the property owner's consent.

Also, on 23 June 1993, Council approved the following Transportation Committee recommendations with respect to the crossing of parades by vehicular traffic, as amended:

1. The Regional policy for parades be changed to prevent traffic except for emergency vehicles to cross the parade route and that staff report back to the Committee on such policy *with the suggestion to consider the Queen Elizabeth Drive from Laurier Avenue to Bank Street as the designated parade route and that staff consult with the Bank Street Promenade Business Improvement Area and the Glebe Merchants Association in this regard.*
2. Pending review of Departmental parade policy, for parades in the interim the Transitway be allowed to operate but that the Transitway crossing points be kept clear of pedestrians and that only buses be permitted to cross the parade under police supervision.

In addition, a petition was received by a member of Regional Council on 03 April 1995 expressing concerns about a number of issues involving demonstrations permitted at specified locations on the road allowance. This, in turn, raised issues regarding the permit issuance procedure and specifically questions relating to the approval process for special events that take place on the road allowance and that involve more than one road authority.

For these reasons, it was determined that a complete review of the Department's special event policy would be necessary.

A CO-ORDINATED APPROACH

In 1994, 373 special events affected traffic within the City of Ottawa and were either approved by the Region, NCC or City of Ottawa and/or supervised by the Ottawa Division of the Ottawa-Carleton Regional Police or RCMP. Of these 373, 233 (or 62%) involved only one of the five approval agencies and 140 (or 38%) involved two or more. The degree of overlap is further highlighted by the fact that of the 373 events, 56 (or 15%) involved three approval agencies, 16 (or 4%) involved four and 5 (or 1%) involved all 5.

With this frequency of overlap, all five approval agencies recognized the need for a formal co-ordinated approach to approving special events staged in the City of Ottawa. This would mean formally establishing a Special Events Planning Committee whose membership would include representatives from all agencies affected by these events. Its purpose would be to provide one-stop shopping for event organizers by requiring one application per event and issuing one Special Event Permit signed by all applicable approval agencies. Its effect would be an improved system of traffic management for special events.

The establishment of a formal committee hinges on the co-ordinating responsibility resting with the Region, as the Region is unique in that the vast majority of major events which take place within the City of Ottawa limits are staged on Regional roads, at least in part. This, however, would require additional staff resources not only to co-ordinate the specific requirements of the committee but to co-ordinate the overall approval process, to ensure that all prior notification requirements are satisfied and to supervise the events so that situations can be responded to at the time of their occurrence.

These responsibilities are consistent with those of the full-time staff presently in jurisdictions such as the Regional Municipality of Durham, the Municipality of Metropolitan Toronto, the City of Vancouver and the City of Montreal who have Special Event Co-ordinators to manage as few as 32 events on the road allowance in a given year.

The current system in Ottawa-Carleton works well within staff resource limitations.

At present, an informal committee exists and is composed of essentially the same members that would make up the formal committee. This committee meets on an ad hoc basis to discuss with event organizers the details and requirements of major upcoming events. The onus is on the event organizer to arrange these meetings and necessary approvals are given independently sometime thereafter.

Because of the present resource allocation within the Department, the recommendation to establish a formal Special Events Planning Committee and therefore co-ordinate the approval process cannot be made at this time. Staff however, remain committed to the 'one-stop shop' concept and will continue to pursue the multi-jurisdictional approval approach with the relevant approval agencies as resources permit.

A DESIGNATED PARADE ROUTE

Since Council approved the Transportation Committee recommendation that traffic, except emergency vehicles and buses under police supervision, not be permitted to cross a parade route until it has passed, it has been the Department's practice to make this a specific condition of approval in all Special Event Permits issued to parade organizers. This policy is also practised during some sports events depending on the type of event and Regional roads involved.

Staff of this Department and the Ottawa-Carleton Regional Police feel this is a very safe practice and it is therefore recommended that this policy continue.

With regard to Council's suggestion to consider the Queen Elizabeth Driveway between Laurier Avenue and Bank Street as the designated parade route, Regional staff met with staff of the NCC to discuss this option. NCC staff were receptive to the idea (subject to their requirements being met) and Regional staff have since made it a practice of putting this suggestion to parade organizers requesting the use of Regional roads for parades and will continue to do so. The NCC however, charge a minimum of \$700.00 each time its roads are used for special events and make very few exceptions.

Staff also pursued the notion of a designated parade route on Regional roads by polling other jurisdictions to determine if there are designated parade routes elsewhere so that the advantages and disadvantages of having such could be weighed. In total, 14 of the larger Canadian cities and Regional Municipalities in Ontario were polled and none presently have a designated parade route. The City of Edmonton did, however, impose a designated route on parade organizers early in 1988 but this failed as an initiative by the end of that year.

It appears that designated parade routes are unpopular for reasons such as: they dissuade organizers from applying for Special Event Permits, they are unfair to businesses, residences, churches and other organizations/institutions located along the designated parade route which are continually inconvenienced and they are unfair to the other businesses not on the designated parade route who never benefit financially from the large crowds that some parades attract.

The advantages of having a designated parade route, on the other hand, are: it simplifies matters for approval agencies, the repeated use of the same alternate public transit routes ensures that the integrity of the regularly scheduled bus service is maintained and it minimizes disruption to local traffic as the disruption caused by parades becomes more predictable over time.

Because of the mixed effects of imposing a designated parade route, it is not being recommended. Instead, it is recommended that roadways that are critical for the delivery of transit service not be considered as potential sections of parade routes and roadways that are problematic be considered for use by parade organizers on a limited basis. It is further recommended that this apply to sports event routes as well.

CRITERIA AND JUSTIFICATION FOR THE APPROVAL OF SPECIAL EVENTS

The criteria is outlined in detail in Annex B.

The rationale for limiting/prohibiting specific locations for parades and sports events and expanding/increasing insurance requirements, as outlined in Annex B, may not be obvious and therefore requires elaboration.

Prohibited Locations For Parades And Sports Events

It is recommended that Albert and Slater Streets and the Mackenzie King Bridge not be considered as potential sections of parade or sports event routes because these roads are critical for the operation of the Transitway. They form the main east/west transit link. The most effective and efficient method of moving large numbers of persons into and out of downtown Ottawa is through the use of public transit. Primary consideration of this network is critical when planning any event which is staged in, or passes through, the downtown core area.

The recommendation that the crossing of Rideau Street at Sussex Drive or MacKenzie Avenue or the crossing of the Rideau Canal on Rideau Street or Laurier Avenue be limited to small parades or sports events is made at the request of the Ontario Provincial Police, the Ottawa-Carleton Regional Police and OC Transpo. It is a two-part recommendation and each part must be considered separately.

Traditionally, the crossing of the Rideau Canal by a large-scale special event required that the Highway 417/Nicholas Street ramps be closed. This was required to reduce the amount of traffic in the area while the event was in progress in an effort to avoid a situation whereby the surrounding streets become grid-locked and especially to prevent northbound traffic on Nicholas Street from backing up onto the Queensway.

Past experience has shown however that closing the Nicholas Street off-ramps results in a very hazardous situation for motorists travelling on Highway 417 in the immediate vicinity. This is evidenced in letters from the Ontario Provincial Police, attached as Annexes C and D, referencing incidents/professional opinions as a result of the 1994 and 1995 Santa Claus Parades. For these safety reasons, the Ministry of Transportation will no longer entertain requests to close these off-ramps for special events.

The first part of Recommendation No. 3 is therefore made as there appears to be no safe or viable solution presently available to relieve the build-up of traffic that would ensue if these off-ramps remained open while large-scale events proceeded across the Rideau Canal.

The second part of Recommendation No. 3 is made at the request of the Ottawa-Carleton Regional Police, again for reasons of public safety, and by OC Transpo for mobility reasons. The Ottawa-Carleton Regional Police inform that there have also been incidents resulting from southbound traffic exiting the Macdonald Cartier Bridge being unable to travel south and then west because of traffic grid-lock due to special events in the area of the Rideau Canal.

OC Transpo is of course significantly impacted by these traffic conditions and inform that transit service suffers disproportionately particularly when a special event has been permitted to proceed on Rideau Street, through the intersections of Elgin Street, MacKenzie Avenue, Sussex Drive, Nicholas Street, Dalhousie Street, Waller Street, etc..

Insurance

At present, organizers of sports events and sidewalk sales are required to secure liability insurance in the amount of \$1 Million and name the Region as a co-insured. It is proposed that this requirement be expanded to include some parades and other events which require road closures and that the required amount be increased to \$2 Million. This will more accurately address and reflect current third party liability implications/realities in this regard.

The potential risk will be assessed by staff to determine whether insurance for particular parades is required. The criteria to be used includes: location, physical length of the parade, duration, use of floats, use of livestock, use of motorized vehicles and anticipated number of spectators.

Based on past examples, annual parades that will require insurance include: the Help Santa Toy Parade, the Gloucester Santa Claus Parade, the Easter Seal Parade, the St. Patrick's Parade, the Gay Pride Parade and the Caribbean Festival Parade.

SPECIAL EVENTS BUDGET

As part of the 1997 Environment and Transportation Department Operating Budget, Regional Council approved almost \$19,000 for barricading along Queen Elizabeth Driveway during Winterlude and logo signs (their installation and removal) for Winterlude and United Way. It is recommended that an additional amount be approved (\$65,000 for 1998) to cover some costs associated with signage changes, alterations to traffic control signal displays or timing phases, newspaper ads and the installation/removal of other logo signs.

Signage and Traffic Control Signal Changes

Some events require temporary regulatory signs (i.e. temporary No Stopping signs), parking meter covers, detour and/or advance warning signs, the covering of official/regulatory signs (i.e. left turn prohibition signs, information signs, etc) and alterations to traffic control signal displays (i.e. the covering of left turn permissive arrows) or timing phases. Funds are requested to cover costs relating to such requirements, as events that require such changes are typically of large scale, organized by non-profit organizations and benefit the community as a whole. If these elements are not characteristic of the event (i.e. sidewalk sales, filming, etc), such costs will not be covered by the Department.

Approximately 50% of charges relating to signage and traffic control signal changes required to accommodate special events on Regional roads in 1997 were absorbed by the Department. This was to support Winterlude and Canada Day, events organized by the NCC. Organizers of other events were responsible for the other 50%.

Newspaper Ads

Inadequate prior notification has resulted in this Department receiving numerous complaints from those impacted by special events on Regional roads. This is due, in part, to event organizers being responsible for the placing of newspaper ads. It is a critical requirement and one which is sometimes neglected or not taken seriously. These ads, if required, must be published and road closure details must be accurate. Ads should also recommend alternate routes and include information relating to available alternate transit routes.

Because of its importance and the lack of compliance in the past, it is recommended that the placing of newspaper ads be Regional staff's responsibility. Accordingly, funds are requested to cover associated costs. When significant traffic implications are anticipated as a result of a special event, ads detailing the information described above will be printed in all three major local newspapers. This will also help reduce costs for special event organizers. The costs of placing ads however, will not be covered by the Department if the event is not being organized by a non-profit organization or it will not benefit the community as a whole (i.e. sidewalk sales, filming, etc).

Logo Signs

As mentioned previously, funds were allocated to cover costs associated with the installation and removal of Winterlude and United Way logo signs, as part of the 1997 Environment and Transportation Department Operating Budget. Funds are requested so that this may continue. Funds are also recommended so that costs can be covered as a result of installing and removing other logo signs. Applications will be considered by the Department only if the special event is a festival event and will be attended by crowds of 10,000 or more persons. The provisions of the Region's Signs By-law No. 35 of 1997 apply.

REGIONAL REGULATORY CODE AMENDMENTS

Amendments to existing Regional Regulatory Code provisions are necessary to implement the recommendations previously outlined in the report.

In addition, it is recommended that the relevant provisions of the Regional Regulatory Code which presently require applications for Special Event Permits be filed not less than 21 days in advance be amended to require 28 days advance notice. For some special events, a lead time of 28 days is required to allow for better planning and public notification. It is therefore further recommended that except for demonstrations and cases when the effects of the proposed special event will be minimal, this requirement be strictly adhered to.

It is also recommended that a new provision be added which will require that staff consider applications for special events on Regional roads, where conflicts arise, on a first come first served basis. Specifically, applications requesting the use of Regional roads on the same day shall be considered and approved on a first come first served basis. The second and succeeding applications shall be considered and approved in the order received only if the time and location/route do not conflict and if the supervision required for the second and succeeding events does not exceed available police resources. The approval of applications for demonstrations is the exception and shall take precedence over all other applications. Such events are often spontaneous and, as participants have the right to assemble and express opinions, must be accommodated to the greatest extent possible.

PENALTIES FOR NON-COMPLIANCE

It is recommended that for failure to comply with the criteria for the approval of special events noted in Annex B, a 'two strike rule' be approved whereby in situations of non-compliance during an approved event, staff will work with the organizer to help to ensure compliance the next time. If non-compliance occurs the second time, the third application from the same organizer (or organization) will not be approved. For annual events, this means that the event in question will not be permitted to take place on Regional roads in the following calendar year. Subsequent applications from that organizer (or organization) may be considered for approval. It is important to mention that, if time permits, event organizers always have the option of appealing any decision of the Environment and Transportation Commissioner to the Transportation Committee.

For the many special events that the Region accommodates on its roads that are annual, this will encourage compliance with the criteria outlined in Annex B.

PUBLIC CONSULTATION

Ads were published in the three major local newspapers advising that changes with respect to the approval of special events on Regional roads are proposed. No inquiries were received as a result.

A draft report was also circulated to principle stakeholders who may be affected by, or have an interest in, this issue for comment. These included: special event organizers, Business

Improvement Areas, Merchants' Associations, Community Associations, those who can be involved in the approvals process (i.e. police, fire, ambulance, OC Transpo, area municipalities, NCC, City of Ottawa - barricades and parking enforcement, etc.), those who are sometimes negatively affected by special events and members of Regional Council. This amounted to a circulation of approximately 400. Numerous comments were received as a result.

Before proceeding with a discussion of the comments, it is important to note that our original proposal recommended that demonstrations having less than 150 participants no longer require a Special Event Permit from the Environment and Transportation Department. This was recommended because demonstrations of this size do not require the use of the roadway, the liability implications for the Region are relatively minimal and more staff time could be devoted to responding to the increasing demand for large scale events in the central core. This recommendation was deleted from the circulated draft report at the request of the Ottawa-Carleton Regional Police, RCMP, CSIS and Foreign Affairs. All felt it important that the Region continue to approve all applications for demonstrations on its road allowance, regardless of size, as organizers are sometimes unco-operative with the Police when planning for the event.

Having said that, the circulated draft report resulted in comments from special event organizers, area municipalities, a Business Improvement Area, a Community Association and the Central Ambulance Communication Centre. Some comments resulted in the policy being changed. Those that did not and that require a Departmental response are summarized in Annex E.

FINANCIAL IMPLICATIONS

The proposed expanded/increased insurance requirements may result in additional costs for some event organizers. The establishment of the recommended Departmental "Special Events Budget", on the other hand, would result in savings for many event organizers.

It is estimated that it will cost the Department an additional \$65,000 in 1998 (and a similar amount in subsequent years) to cover costs associated with signage changes, alterations to traffic control signal displays or timing phases, newspaper ads and the installation/removal of logo signs. At this time, it is uncertain how much additional staff time will be required to administer the new proposed requirements.

REGIONAL OFFICIAL PLAN/TRANSPORTATION MASTER PLAN

This policy involves temporary road closures only and therefore does not apply to either Plan.

CONCLUSION

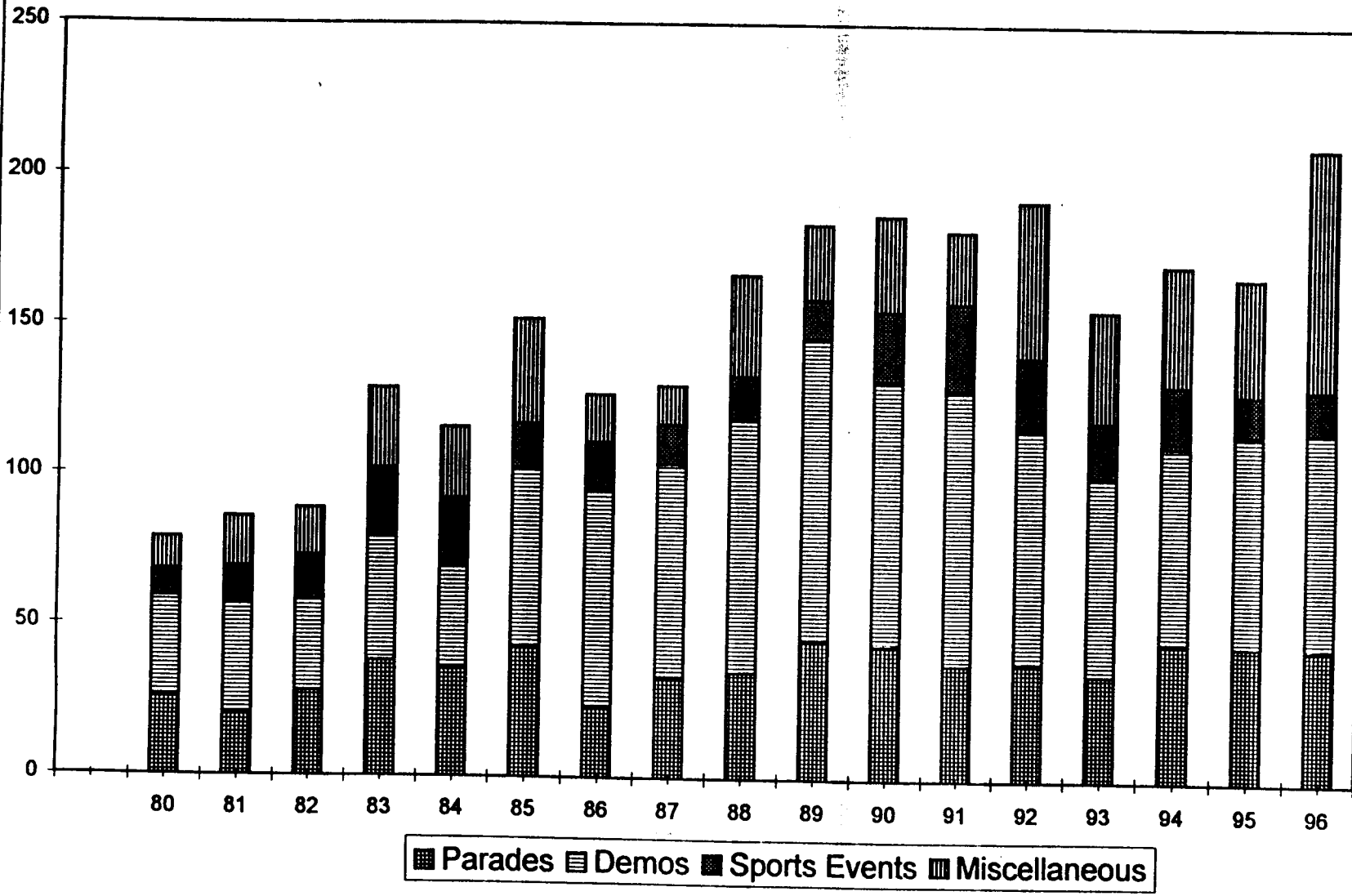
Recommendations have been made which, if approved, will improve the overall management of special events on Regional roads and will hopefully help reduce the number of complaints that the Department receives in this regard. Having a written policy, approved by Council, will also facilitate the approval process and promote consistency when evaluating Special Event Permit applications.

*Approved by
Doug Brousseau*

JT

ANNEX A

**SPECIAL EVENTS
By Category**



CRITERIA FOR THE APPROVAL OF SPECIAL EVENTS

The four parts to this section outline the criteria for the approval of demonstrations, sidewalk sales, parades and sports events and all other events that require the use of Regional roads. The criteria outlined in each is specific to the type of event or events identified and each is to be read in isolation of one another.

These criteria will be used in conjunction with the Regional Regulatory Code provisions to evaluate applications for special events. All criteria must be met before a Special Event Permit will be issued to authorize the use of Regional roads. As a result, the overall management of special events on Regional roads will improve and a decline in the number of complaints to the Department is anticipated.

The rationale for some of these criteria may not be obvious. Specific explanations are provided in the body of the report.

Demonstrations

Definition: For our purposes, a demonstration is a spontaneous or planned collection of people using the road allowance as a place to express an opinion. This type of event can be stationary (confined to a specific location) or one which moves from one point to another (commonly referred to as a “march”). Both types of demonstrations are subject to the criteria outlined in this section.

The following criteria applies to demonstrations taking place on Regional roads.

1. Demonstrations having less than 150 participants shall be restricted to the sidewalk.
2. Demonstrations having more than 150 participants may use part of the roadway. The extent of the road use shall be determined by Regional staff or a police officer.
3. Demonstrations shall not interfere with the passage of pedestrians.
4. Demonstrations having less than 150 participants conducted outside an embassy or other internationally protected property shall be restricted to the sidewalk on the opposite side of the street. Demonstrations having more than 150 participants conducted outside an embassy or other internationally protected property may use part of the roadway adjacent to the sidewalk on the opposite side of the street. The Ottawa-Carleton Regional Police shall determine the precise parameters of the demonstration and whether the use of the roadway is required.

The sidewalk directly in front of the embassy or other internationally protected property must be kept clear for security and safety reasons. If no sidewalk exists, the demonstration shall not be permitted within 20 m of the fence surrounding the embassy or

other internationally protected property, or if no fence exists, within 20 m of the building face. Depending on the nature of the demonstration, a distance greater than 20 m may be required for security reasons. This shall be determined by the Police Service protecting the embassy or other internationally protected property.

These restrictions are considered appropriate given the special status of internationally protected properties/persons and the increased security implications when a demonstration is occurring in the immediate vicinity.

5. Demonstrations having less than 150 participants conducted outside a non-internationally protected property shall be restricted to the sidewalk on the opposite side of the street. Demonstrations having more than 150 participants conducted outside a non-internationally protected property may use part of the roadway adjacent to the sidewalk on the opposite side of the street. The Ottawa-Carleton Regional Police shall determine the precise parameters of the demonstration and whether the use of the roadway is required.

If no sidewalk exists, the demonstration shall not be permitted within 15 m of the establishment. The Ottawa-Carleton Regional Police and/or Regional staff may make exceptions for small demonstrations or when it is more practical for the participants to be in front of the establishment.

6. Signs or banners, other than plastic foam core signs, must be made of cardboard or cloth/nylon. Plastic foam core signs must be limited to 1.0 cm in thickness, 15.0 cm in width and 40.0 cm in length. All types of signs or banners must be supported by cardboard or softwood supports no larger than 2.5 cm by 2.5 cm. These supports must not exceed 2.0 m in length. The ends of the supports must not be pointed or sharp.
7. The use of sound reproduction devices such as loudhailers etc., is restricted between the hours of 7:00 a.m. and 11:00 p.m. and is permitted only if the Ottawa-Carleton Regional Police, or the Ontario Provincial Police in an area where it has jurisdiction, determines that their use will not unreasonably disturb the peace and comfort of any person in any dwelling house, apartment house, hotel or other type of residence.
8. Police supervision is required for a demonstration. It is the responsibility of the demonstration organizer to contact the Ottawa-Carleton Regional Police Service or, the Ontario Provincial Police in an area where it has jurisdiction, to arrange for supervision. The demonstration organizer may be responsible for any costs associated with the provision of this service.
9. It is the responsibility of the demonstration organizer to inform the police of his/her name and/or that of his/her designate prior to its occurrence.
10. The demonstration organizer, or designate, must identify himself/herself to the police supervising the event and must be present at the demonstration site until the event is terminated.

11. It is the responsibility of the demonstration organizer, or designate, to ensure that these criteria are adhered to.
12. It is the responsibility of the demonstration organizer, or designate, to ensure that any lawful instruction issued by a police officer is obeyed.
13. It is the responsibility of the demonstration organizer, or designate, to ensure that the demonstration does not block private accesses.
14. It is the responsibility of the demonstration organizer, or designate, to ensure that any litter generated as a result of the demonstration is picked up.
15. The Police may require barricades or traffic safety devices at a demonstration site. Costs associated with their delivery, erection and removal shall be borne by the Region.
16. The provision of a completed and signed Statement of Indemnification is required.
17. The demonstration organizer is forewarned that an approved demonstration may be arbitrarily moved or altered in response to an emergency situation. The use of this authority shall not be unreasonably applied.

Sidewalk Sales

The following criteria applies to sidewalk sales conducted on Regional roads.

1. The applicant must represent a Business Improvement Area, or if a Business Improvement Area does not exist, must represent the majority of the other merchants on the street wishing to participate in the sidewalk sale. A Special Event Permit will not be issued to an individual merchant making application in isolation.
2. It is the responsibility of the applicant to ensure that each business within the limits of the proposed sidewalk sale receives adequate prior notification and is given an opportunity to participate.
3. It is the responsibility of the applicant to ensure that each merchant participating in the sidewalk sale is provided with a copy of the permit.
4. It is the responsibility of the applicant to install, maintain and remove any barricades that may be required by municipal staff or the Ottawa-Carleton Regional Police.
5. No tables or barricades shall be permitted within 6.0 m of an intersection.
6. There must be a minimum of 1.5 m of clear sidewalk space maintained at all times.
7. Access must be maintained at bus stops for buses loading and discharging passengers.

8. Access must not be denied to sellers wishing to exercise their rights to vend on the sidewalk or persons who ordinarily have legal access to the sidewalk.
9. Merchants participating in the sidewalk sale shall be restricted to the sidewalk/roadway within the boundary lines of their establishment as extended across the sidewalk/roadway. Merchants wishing to use sidewalk/roadway space in front of an adjacent or any other establishment as part of their display require the written approval of that establishment's proprietor.
10. It is the responsibility of the applicant to ensure that any litter generated as a result of the sidewalk sale is picked up.
11. Proof of insurance is required in the amount of \$2 Million wherein the Regional Municipality of Ottawa-Carleton is named as a co-insured.
12. The provision of a completed and signed Statement of Indemnification is required.
13. The event organizer is forewarned that an approved sidewalk sale may be arbitrarily altered or cancelled in response to an emergency situation. The use of this authority shall not be unreasonably applied.

Parades and Sports Events

The following criteria applies to parades and sports events (hereinafter referred to as "event") staged in whole or in part on Regional roads.

1. Adequate provision for bus service is essential when planning an event route. A Regional road that is a public transit route shall not be closed for an event unless there exists an acceptable parallel road that can be used as an alternate public transit route.
2. The primary Transitway corridor for the Region consisting of Albert and Slater Streets and the Mackenzie King Bridge shall not be considered as potential sections of event routes.
3. The crossing of Rideau Street at Sussex Drive or MacKenzie Avenue or the crossing of the Rideau Canal on Rideau Street or Laurier Avenue shall not be included as part of a parade or sports event route if the magnitude of the event may cause northbound traffic on Nicholas Street to back up onto Highway 417 or southbound traffic on King Edward Avenue to back up and restrict traffic exiting the Macdonald Cartier Bridge.
4. A Regional road that is closed for an event must have a police officer, at the event organizer's cost, stationed at all intersections that intersect with a public transit route. Buses have to be assisted through the intersections periodically to maintain to the greatest extent possible the integrity of the regularly scheduled transit service.

5. When a Regional road is closed for an event, and a residential or business area has no other access point, a police officer, at the event organizer's cost, must be stationed at the main access corridor to the closed-off area to assist emergency vehicles and those with legitimate business through the intersection.
6. An event will not be permitted on a Regional road during peak traffic hours (7:00 a.m. - 9:00 a.m. and 3:30 p.m. - 5:30 p.m.) from Monday to Friday (statutory holidays excepted).
7. An event will not be permitted to double back on its route or reverse its direction. This significantly increases the time that traffic is unable to cross the event route.
8. It is the responsibility of the event organizer to ensure that an approved event starts on time. The event organizer is responsible for additional Policing costs incurred as a result of the delay. This does not apply if the event is delayed for reasons beyond the event organizer's control.
9. All streets that intersect with an approved event route that are not bus routes shall be barricaded, unless Regional or police officials indicate otherwise. It is the responsibility of the event organizer to provide the barricades and ensure that each barricaded street is staffed by a courteous and trained volunteer to assist emergency vehicles only through the barricades. Exceptions may be made for some sports events.
10. Trained volunteers shall also be positioned where barricades are supported by "Road Closed - Local Traffic Only" signs to assist any person having legitimate business between such barricades and the approved event route, unless municipal or police officials indicate otherwise.
11. Training courses for volunteers staffing barricades are offered by the Ottawa-Carleton Regional Police Service for major events. If required, the event organizer and volunteers must be willing to attend.
12. Volunteers stationed at the barricades shall remove them to open up the intersection to traffic when the last event participant passes the intersection.
13. Temporary regulatory signs and alterations to traffic control signal displays or timing phases may be required to facilitate the event. These services, if required, shall be performed by Regional staff.
14. Temporary detour and/or advance warning signs may be required by Regional staff or the Police having jurisdiction to divert traffic away from the vicinity of the event. If required, they shall be erected, maintained and removed by Regional staff.
15. It is the responsibility of the event organizer to provide details of the event to residences, businesses, churches and any other institution or organization that may be impacted by the event a minimum of 10 days in advance of the event. Furthermore, the event organizer

will work with business representatives, etc., to minimize any inconvenience the event may cause.

16. It is the responsibility of the event organizer to ensure that any litter generated as a result of the event is picked up.
17. Ads published in the three major local newspapers which provide road closure details, recommend alternate routes and provide information relating to available alternate transit routes, may be required. Whether or not this is required will depend on anticipated traffic implications. If required, this responsibility rests with Regional staff.
18. Some or all costs associated with the provision of police resources (both human and vehicular) required to safely secure the event may be charged to the event organizer. The extent of required police resources shall be determined by the Police or Regional staff. A permit may be subject to summary cancellation if adequate police supervision is not secured before the commencement of the event.
19. The use of sound reproduction devices such as loudhailers etc. is restricted between the hours of 7:00 a.m. and 11:00 p.m. and is permitted only if the Ottawa-Carleton Regional Police Service, or the Ontario Provincial Police in an area where it has jurisdiction, determines that their use will not unreasonably disturb the peace and comfort of any person in any dwelling house, apartment house, hotel or other type of residence.
20. Proof of insurance is required in the amount of \$2 Million wherein the Regional Municipality of Ottawa-Carleton is named as a co-insured. Exceptions may be made for parades when the liability implications are minimal. When insurance is required, other jurisdictions such as the City of Ottawa and NCC will also need to be co-insured if their roads are closed as a result of an event occurring on a Regional road.
21. The provision of a completed and signed Statement of Indemnification is required.
22. The event organizer is forewarned that an approved event may arbitrarily altered or cancelled in response to an emergency situation. The use of this authority shall not be unreasonably applied.

All Other Events

Events which require road closures but are not parades or sports events include: festivals, carnivals, street dances, outdoor masses, fun-a-thons and various fund-raising activities. These temporary road closures are typically of long duration and are separate from road closures required for parades and sports events in that they are required to accommodate non-moving events. Regional roads also need to be closed sporadically for filming requirements and to accommodate events not staged on the road that is closed.

The following criteria applies to events other than parades and sports events (hereinafter referred to as “event”) that require Regional road closures.

1. Adequate provision for bus service is essential when planning an event. A Regional road that is a public transit route shall not be closed for an event unless there exists an acceptable parallel road that can be used as an alternate public transit route.
2. An acceptable detour must exist that is safe and able to accommodate the redistributed traffic and the different kinds of traffic without adversely affecting through traffic patterns. Factors such as estimated traffic volumes, turning radii and parking will be used to determine if an available detour is acceptable.
3. It is the responsibility of the event organizer to provide all required barricades on the advice of Regional staff or the police having jurisdiction.
4. It is the responsibility of the event organizer to ensure that all streets that intersect with the closed portion of road are completely barricaded at all times and that the portion of road that is closed is completely barricaded at both ends of the closure at all times.
5. It is the responsibility of the event organizer to ensure that trained volunteers are positioned at both ends of the road closure at all times to assist emergency vehicles and those with legitimate business through the barricaded area and that a 5.0 m passageway is kept clear of obstacles at all times within the road closure so that emergency vehicles can proceed through unimpeded.
6. An event will not be permitted on a Regional road from Monday to Friday (statutory holidays excepted) between 7:00 a.m. and 6:00 p.m..
7. Temporary regulatory signs and alterations to traffic control signal displays or timing phases may be required to facilitate the event. These services, if required, shall be performed by Regional staff.
8. Temporary detour and/or advance warning signs required to facilitate the event shall be erected, maintained and removed by Regional staff.
9. It is the responsibility of the event organizer to provide details of the event to residences, businesses, churches and any other institution or organization that may be impacted by the event a minimum of 10 days in advance of the event. Furthermore, the event organizer will work with business representatives, etc., to minimize any inconvenience the event may cause.
10. It is the responsibility of the event organizer to ensure that any litter generated as a result of the event is picked up.
11. Ads published in the three major local newspapers which provide road closure details, recommend alternate routes and provide information relating to available alternate transit routes, may be required. Whether or not this is required will depend on anticipated traffic implications. If required, this responsibility rests with Regional staff.

12. Some or all costs associated with the provision of police resources (both human and vehicular) required to safely secure the event may be charged to the event organizer. The extent of required police resources shall be determined by the Police or municipal staff. A permit may be subject to summary cancellation if adequate police supervision is not secured before the commencement of the event.
13. The use of sound reproduction devices such as loudhailers etc. is restricted between the hours of 7:00 a.m. and 11:00 p.m. and its use is permitted only if the Ottawa-Carleton Regional Police, or the Ontario Provincial Police in an area where it has jurisdiction, determines that their use will not unreasonably disturb the peace and comfort of any person in any dwelling house, apartment house, hotel or other type of residence.
14. Proof of insurance is required in the amount of \$2 Million wherein the Regional Municipality of Ottawa-Carleton is named as a co-insured.
15. The provision of a completed and signed Statement of Indemnification is required.
16. The event organizer is forewarned that an approved event may be arbitrarily altered or cancelled in response to an emergency situation. The use of this authority shall not be unreasonably applied.



Ontario
Provincial
Police

Ministry of the
Solicitor General and
Correctional Services

Ottawa detachment
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de l'Ontario

Ministère du
Solliciteur général et des
Services correctionnels 613-828-9171

File reference/
Référence: 645

December 11, 1994

The Chief of Police
Ottawa City Police Service
474 Elgin St.
Ottawa ON
K2P 2J6

Attn: Sgt. B. WILHELM

SANTA CLAUSE PARADE - CITY OF OTTAWA

Please be advised that we as an organization have a profound concern with respect to the above noted annual event. For the parade this year we were asked assist by closing the off-ramps from the 417 to Nicholas St. Apparently this was in an effort to reduce the amount of traffic that would have access to the Laurier/Cumberland area of the City. This is quite understandable however we find that it is not at all acceptable. We had officers in place and the ramps were closed in compliance with the request that was made to us. Due to the closing of the ramps, a lengthy back-up of traffic developed in a very short time. For eastbound traffic the problems started at the area of the Metcalfe on-ramp as all traffic was being diverted off onto Lees Ave. No doubt, this created difficulty for those who would normally be using Lees Ave. Vehicles on the 417 were confronted with a substantial delay in exiting the 417. As you are aware this area of the 417 is confusing and congested at the best of times but with this unexpected stoppage of traffic it became even worse with a very strong possibility of a serious collision taking place.

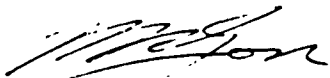
Traffic in the westbound lanes was even more congested than were the eastbound. Vehicles travelling west were confronted with a stoppage in the area of the Vanier

Parkway overpass that continued across the Hurdman Bridge to a point just west of the Nicholas St. exit. As a direct result of this situation a multi-vehicle collision occurred east of the Nicholas exit. This naturally moved the stoppage even farther east until it was cleared up.

In both directions numerous factors come into play to make this particular area somewhat more dangerous than most other areas of the 417. For westbound traffic, they are faced with an 'S' curve immediately prior to the area that the traffic comes to a stop. Vehicles are travelling at 110 to 120km/h as they round the curve under Vanier Parkway and are confronted with stopped traffic directly in front of them. This is further compounded by the fact that there is a tremendous amount of traffic getting onto the 417 from both of the Vanier Parkway on-ramps. The situation for eastbound traffic is very similar. Instead of having an 'S' curve, they must contend with the crest of a hill immediately prior to the off ramp as well as the two on-ramp lanes from Isabella St.

In both of these situations what invariably occurs is that the rightmost two or three lanes come to complete stop. The left lanes continue along at or near the 100km/h speed limit as they pass the much slower or stopped vehicles to their right. Drivers in the slower lanes who do not wish to exit move to the left in an effort to get into the faster lanes. As they make the lane changes, others get cut off and the whole thing becomes quite volatile. The whole thing is even further compounded by the fact that on Saturdays the number of drivers on the 417 who are not regular multi-lane users is greatly increased. It has been our experience that this general lack of knowledge or skill leads to an increase in the severity of collision that occur on the weekends. As you can surely see this is a disaster waiting to happen.

For the parade in 1995, emphasis must be placed on a situation that does not involve the closing of the off-ramps from the 417. Traffic could perhaps be diverted west onto Laurier instead of permitting it to turn right or go straight through. Another possibility may be to in some way re-route the parade so that the traffic patterns on the 417 will not be disrupted. In any event, your examination of this issue would be appreciated.



R.J. Lyon
S/Sgt. #2717

Ottawa Detachment,
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645

21 Nov 95

Ottawa Professional Firefighters'
Association,
2435 Holly Lane, Suite 210,
OTTAWA, Ontario
K1V 7P2

Attn: Steven DICK

Mr. DICK:

Re: Santa Claus Parade 1995

The Santa Claus Parade 1995 is now history and the following was learned. Closing the entire ramps at Nicholas/Lee eastbound and Nicholas/Mann westbound did NOT alleviate the traffic problems on the Queensway (417).

We investigated three (3) motor vehicle accidents and moved several other minor fender benders out of the way. There were numerous near misses and the Queensway westbound, from Metcalfe to Bronson was a disaster. We were extremely fortunate that more accidents did not happen. It is just a matter of time before a serious, possibly fatal, accident occurs. The high speeds do not forgive when a collision occurs. I am sure that your Association, as ours, does not want to be responsible for somebody being injured or killed.

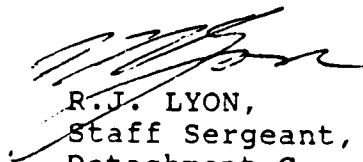
The City of Gloucester Santa Claus Parade initiated closing the Montreal Road ramps, which also caused untold problems for us. There were numerous near misses both east and westbound.

It is quite obvious that if something serious occurs, the Cities, Region, M.T.O., Fire and Police Services will all be named in the legal action. I have contacted our Legal Branch to determine if we become liable by assisting and/or are we still liable whether we assist or not.

Therefore, I respectfully insist that the 1996 parade routes be changed to avoid closing any ramps on Hwy 417 (Queensway).

It is also requested that we meet in the near future for a debriefing and your decision on the 1996 parade.

Yours truly,



R.J. LYON,
Staff Sergeant, #2717
Detachment Commander

/mls

cc: S/Sgt. Brian WILSON, Regional Police Service
Constable Dan MELCHIORRE, Gloucester Division
Bert TARINI, P.Eng., District Engineer,
P.O. Box 9530, Terminal, 530 Tremblay Road,
OTTAWA, Ontario K1G 0E4

PUBLIC CONSULTATION

Comments that did not result in the policy being changed and that require a Departmental response are summarized below.

Event Organizers

Various questions from organizers concerning how this policy would affect their particular special event were received. These were replied to separate from this report. Other comments were submitted by the Pride Week Committee (NCR) Inc., the Canadian War Museum, the Army, Navy and Air Force Veterans in Canada and the Ottawa Professional Fire Fighters' Association.

Pride Week Committee (NCR) Inc.

Comment: “The Pride Week Committee is concerned that the imposition of procurement of insurance to parade organizers will make the cost of organizing parades unaffordable to community groups. If such an insurance is required it might be much more cost effective if the Region itself would procure the policy for all parade organizers and distribute the cost at the time of the parade application by each organizer.”

Response: We understand the financial implication of this requirement however the Region is not licensed to provide or sell insurance and therefore cannot assist in this regard.

Comment: “Our organization has never been made aware that such training (of volunteers) was available. If such a course is offered, when is it available and at what cost? Would it be possible to have the course materials?”

Response: It is an unfortunate oversight this course has not been suggested to your group. It is a short seminar offered by the Police (free of charge) that covers the duties and responsibilities of volunteers staffing barricades. At present, there are no course materials to offer. These may be provided in the future.

Comment: “We are strongly in favour of the Region coming up with clear specifications as to what constitutes a float in a parade and providing specifications in terms of height, width, materials to be used, etc...”

Response: We can provide information such as the width of a traffic lane and the normal height requirements of traffic control devices.

Comment: “We agree to the erection of detour and/or advance warning signs to facilitate the event. However, the Region should grant the permission to the parade organizers to erect these signs instead of imposing that it is done by municipal/Regional staff”.

Response: For safety and liability reasons, official detour signs on Regional roads must be installed and removed by Regional staff.

Comment: “The one-stop shopping approach for organizers must be maintained and improved. It should not be up to the parade organizer to try to contact all individuals at all levels of government and regulatory bodies in the Region to get their approval for the numerous elements of the event.”

Response: Regional staff will pursue the ‘one-stop shop’ approach as resources permit. The present allocation of staff resources necessitate that the special event organizer organize any and all meetings necessary to plan the event.

Canadian War Museum

Comment: “Parades must be allowed to cross Albert and Slater Streets.”

Response: As specified in Annex B, parades are permitted to cross transit routes if Police officers are assigned to assist buses through.

Comment: “It is essential that parades be permitted to cross the Rideau Canal on Laurier Avenue and Rideau Street. Prohibiting use of these roads for parades would eliminate any parade between the Canadian War Museum, Parliament Hill and the Cenotaph...While we recognize that control over events in this area is necessary, I wish to stress the importance of flexibility in the implementation of these regulations.”

Response: For safety reasons, this applies only to parades and sports events whose scale and nature may cause northbound traffic on Nicholas Street to back up onto Highway 417 or southbound traffic on King Edward Avenue to back up and restrict traffic exiting the Macdonald Cartier Bridge.

Comment: “We do not have appropriate barricades in our possession. It would be far more effective for the City to maintain barricades that could be lent to event organizers.”

Response: The City of Ottawa stores a supply of barricades that are routinely supplied, on a rental or loan basis, to special event organizers. This option is always included in applicable Special Event Permits issued by the Region.

Comment: “We agree with the necessity of notifying businesses, churches, etc. about the parade, however a time limit of ten days before the event is unrealistic. The criterion should be a suggestion rather than a strict rule.”

Response: In the past, the issue of prior notification was put to the organizer as a suggestion rather than a requirement and five days advance notice was considered sufficient. This has proven to be inadequate. Suggestions are sometimes disregarded and five days advance notice leaves those affected by special events little time for alternate planning. Recently, inadequate prior

notification has resulted in this Department receiving numerous complaints from those impacted by special events on Regional roads.

Comment: “The Canadian War Museum would, of course, ensure that participants leave the parade area clean, but we cannot be responsible for what spectators do. This should be the responsibility of the City, as it is on non-parade days.”

Response: It is the event organizer’s responsibility to ensure that litter generated as a result of the event is picked up. This means any litter that is generated over and above that which may be generated on a usual day.

Comment: “Event organizers should be entitled to know in advance what fees they will incur.”

Response: Policing cost estimates are always provided in advance.

Comment: “The criteria for determining whether a particular parade requires insurance should also be questioned. Leaving the decision to the discretion of staff leaves too much riding on personal attitudes and perception.”

Response: Applying staff discretion to each particular case is the only way that requiring insurance for every parade on Regional roads can be avoided. Staff’s discretion will be based solely on past experience and an assessment of the specific parade’s third party liability implications. Criteria such as the parade’s type, size and route, whether floats, vehicles or livestock are included, and the location of the parade will be used for such assessments.

Comment: “With all the work and time that goes into preparing a parade, it would be an inconvenience and injustice to have to postpone our program because of a demonstration application that was received later.”

Response: The right to assemble and express opinions is a fundamental freedom entrenched in the *Canadian Charter Of Rights And Freedoms*. It must be accommodated to the greatest extent possible. Further, it is sometimes not possible to expect applications for demonstrations long in advance because demonstrations are often spontaneous reactions to occurrences of contemporary political significance. That being said, in the event such a conflict occurs, the Ottawa-Carleton Regional Police Service will make every attempt to provide adequate resources to supervise the previously approved event.

Army, Navy And Air Force Veterans In Canada

Similar comments to those submitted by the Canadian War Museum (i.e. parades crossing Albert, Slater and Rideau Streets and the requirement to secure insurance for parades) were expressed.

Ottawa Professional Fire Fighters' Association

Similar to the comment from the Pride Week Committee, the 'one-stop shop' approach is viewed as a concept that the Region "should act upon and adopt". Further comments which have yet to be discussed are as follows.

Comment: "For charity events such as the Help Santa Toy Parade where...all administrative costs are paid by the Ottawa Professional Fire Fighters' Association, and all money raised goes directly back into our own community, police costs (should) be borne by the Regional Municipality of Ottawa-Carleton."

Response: The issue of Policing costs is a matter for the Police to consider.

Comment: Concerning the requirement that parades start on time, "will the proposed policy be one of no tolerance for event over-time, slight tolerance (5-10 minutes event over-time) or moderate tolerance (30 minutes event over-time)?"

Response: Depending how late an event begins, staff will be reasonable in determining what constitutes a violation of the permit provisions (i.e. a 'strike'). Policing costs however may be higher than that contractually agreed to as a result of the event not starting on time.

Area Municipalities

At their request, the Township of Osgoode received confirmation that the proposed policy applies to special events on Regional roads anywhere in Ottawa-Carleton, not just within the boundaries of the City of Ottawa. The City of Ottawa, on the other hand, submitted comments that require Departmental responses as follows.

Comment: "We support your proposal that a co-ordinated approach be adopted with respect to approving special events staged in the City of Ottawa, however we would suggest that events which are considered to be of a minor nature, such as residential block parties, continue to be dealt with directly by our agency."

Response: We agree. Only those events that presently require more than one approval need be co-ordinated.

Comment: "With respect to the issue of central co-ordination, we would suggest that it should not only apply to major special events occurring in the City of Ottawa, but rather on a regional wide basis."

Response: For major events that require the approval of area municipalities outside the City of Ottawa, invitations will be extended to those willing to participate.

Comment: "Is it the intent of the RMOC to actually deny a request which may be received 27 days prior to the event?"

Response: The issue of prior notification has become increasingly important. Those who are impacted by special events must have sufficient time for alternate planning. The requirement of 28 days advance notice will therefore be applied as strict as reasonably possible. Certainly, applications will not be considered by this Department unless event organizers would be left with sufficient time to satisfy all applicable prior notification requirements once staff are able to grant tentative approval.

Comment: “It is suggested that the 28 day advance notice requirement be included as part of the criteria for approval of special events.”

Response: The by-law details what constitutes an acceptable application; one which is eligible for consideration by the Environment and Transportation Commissioner. The advance notice requirement for applications is one such detail.

By Ward Market Business Improvement Area

Comment: “A business should be able to hold their own sidewalk sale as long as traffic is not hindered and this should not be impacted by the level of involvement of their neighbours.”

Response: Regardless if a portion of the roadway is to be used for the sidewalk sale, this Department has never approved an application for a sidewalk sale unless it is the intention of the majority of businesses along the sidewalk, or sidewalks, to participate. Merchandise for sale on the sidewalk in front of a single establishment has never been viewed as a “special event” but rather an extension of the business proper; traditionally an activity that has not been permitted on the Region’s right of way.

Comment: “It is our understanding that should an individual business wish to use the sidewalk only, they should obtain an encroachment permit from the City, not the Region. We would, nevertheless, appreciate clarification on this point.”

Response: Requests for sidewalk encroachments on City streets are considered by the City whereas requests for same on Regional roads are considered by the Region. The latter does not issue encroachment permits to individual business owners wishing to display merchandise for sale on the sidewalk. The Region lacks the authority to issue such permits for this purpose, as well as the additional staff resources that would be required to administer the approval process.

Comment: “What we request is that the policy include two conditions: that only one lane of traffic be permitted to close for special events; and that BIAs be given ample notification of requests for special events to be held in their respective areas and more importantly, be given the opportunity to support or object to the request.”

Response: Depending on the type of event, it is sometimes not safe to only close a lane, or portion, of the roadway. Also, depending on the event’s scale, full road closures are sometimes required to accommodate participants and spectators.

Business Improvement Areas (BIAs) impacted by special events on Regional roads are notified as part of the Department's normal circulation process. Organizers are further required to notify businesses that may be affected by their events. This will improve as recommendations are made to: increase the lead time for applications, require event organizers to provide businesses with at least 10 days advance notice and require event organizers to work with business representatives to minimize any inconvenience the event may cause.

For demonstrations, small events or annual events that are typically non-problematic, staff recommend that the business community need not be consulted prior to granting approvals. This will assist staff by limiting the time required to consider applications for these categories of events. Much time is spent considering applications for special events on Regional roads by liaising with others involved in the usual approval process (i.e. the Police, other Regional staff, area municipal staff, NCC staff, OC Transpo and emergency services). With respect to large events or annual events that have been problematic, on the other hand, the input of all potentially affected parties is welcomed prior to granting approvals. BIAs and individual businesses are no exception. In fact, Regional staff sometimes ensure that particular business representatives are invited to participate at planning meetings if it appears they have been negatively impacted by an annual event in the past.

March Rural Community Association

Comment: "Could there not be a specific listing of the number of complaints, a broad indication of their source...some indication of their nature, and the agency detailed to deal with the complaints."

Response: In an effort to keep the report short and concise, this information was purposely left out but will remain on file.

Comment: "Some review of past experience where there have been unresolved complaints or problems would be illustrative of the need to establish rules for non-compliance."

Response: Examples of non-compliance include: event not starting on time, organizer not providing affected residents and businesses sufficient advance notice, insufficient barricades, insufficient volunteers to staff the barricades, volunteers not properly instructed, volunteers rude and abrasive, event not advertised in newspapers, litter not picked up following the event and non-payment.

Comment: "Estimates of crowd size are rarely accurate. Who is to have a final say?"

Response: The police supervising the event.

Comment: "Does the RMOC have the right to regulate non-commercial signs or banners?"

Response: Yes, if safety may otherwise be compromised.

Comment: “Is it reasonable to expect the organizer to be responsible for the actions of other individuals, especially given the open nature of most demonstrations?”

Response: It is reasonable to make the demonstration organizer responsible for ensuring that the relevant criteria outlined in Annex B are complied with.

Central Ambulance Communication Centre

Comment: “Emergency Health Services should be provided with at least (4) four weeks notice prior to the event.”

Response: Given our recommended requirement of 28 days advance notice (for the special event application), it will not always be possible for staff to provide Emergency Health Services with event details four weeks before each occurs. We understand the importance however of providing Emergency Health Services with as much advance notice as possible (particularly with large events). The amount of advance notice we are able to provide will increase as we presently require that applications be made 21 days in advance of the event.

Comment: Are police “required to escort ambulances during all calls (transfers/emergencies) along the special event route?”

Response: Volunteers staffing barricades are instructed to assist if an emergency vehicle needs to traverse through a barricaded area during a special event.

5. SPECIAL EVENTS ON REGIONAL ROADS

- Director, Mobility Services and Corporate Fleet Services report dated 6 Dec 97

The Committee acknowledged receipt of a letter dated 4 February 1998 from the Canadian War Museum. Although unable to attend to present their views in person, their letter to staff dated 19 August 1997, thoroughly details their comments and concerns about the staff report.

In a detailed staff presentation, Doug Brousseau, Director of Mobility Services and Corporate Fleet Services made the following comments:

- one of the issues to be addressed is the timely removal of barricades following a parade; staff are working with parade organizers to ensure they understand it is their responsibility to remove these barriers because the Department does not have the resources to manage that task;
- Council policy stipulates that traffic will not cross a major parade route except the transitway and major bus routes and then only when escorted;
- staff maintain that special events on Regional roads are appropriate and parade organizers should have access to such roadways;
- Annex B illustrates the changes to the existing policy which was developed in conjunction with the expertise of people that have been doing this for the past 20 years;
- there has been an increase in the number of parades and special events on Regional roads, in particular, miscellaneous events such as “donation stations” which are critical events for credible organizations to collect money from stopped vehicles on the road; these organizations are given permission to access the vehicle from the sidewalk, but they do not obey that restriction and staff are seeking the committee’s guidance on how to deal with these particular types of events;
- the nature of the events are increasing as well i.e. some of the major parades require a year-ahead of planning and require police and staff involvement;

- it is expected there will be many more events in the year 2000 and therefore, more effort from staff; it takes a full-person year to manage special events, which means that individual is not doing anything else;
- following each major event, staff meet with parade organizers, the police and OC Transpo to review how it went and examine ways of improving for next year;
- it is recommended that Rideau, Laurier and Sussex only be used for limited events, which would not require closure of the off-ramp at Nicholas Street from Highway 417; this requirement will affect those major events that would back up traffic e.g. Santa Claus Parade;
- it is not recommended that a specific parade route be designated because that would not necessarily serve the charities involved and it is not fair to impose all parades on specific streets;
- using the Queen Elizabeth Driveway is not an option since the National Capital Commission would charge a \$700 fee, which would be detrimental to the charity involved; most of the organizations hosting parades are non-profit;
- over the last several years, staff have received a number of complaints about the lack of advance notice of parades to businesses and areas that will be affected and therefore, it is recommended that 28 days advance notice be given to the Region about a specific event, in order to provide enough time to communicate to those who will be most affected;
- although the Department's recommendation that event organizers secure insurance of \$2M was a difficult issue, it is important to protect the taxpayer and is an issue of how much risk the Region wants to take;
- the Department would like to pursue "one-stop-shopping" for parade organizers and it is proposed a specific amount be established in the Departmental budget in this regard.

With respect to the removal of barricades, Councillor Cantin suggested the last vehicle in the parade should be one with a crew who can remove the barriers as they progress along the route. D. Brousseau indicated that staff recommend there be more marshalling generally and that is why they feel all the barricades should be

staffed by parade organizers. The councillor was concerned that some organizations may not have enough people to do this and therefore, may not be able to have a parade. The Commissioner acknowledged this fact, but reminded the councillor that some events require the placing of barricades a block away from the parade route in order to divert traffic and it is essential these be removed as quickly as possible following the event.

Some councillors were concerned about organizations collecting money from motorists and it was questioned what can be done to improve their situation to make it safer for everyone. The suggestion was made to erect signage or place cones to alert approaching motorists to what is up ahead. D. Brousseau stated that what they are doing is not safe and staff are seeking the committee's guidance on how to deal with these types of permits. Sgt. Doug Kirkland, Ottawa-Carleton Regional Police Service indicated that donation stations are becoming a great safety concern. However, the police have been in favour of them getting permits so they at least have an opportunity to tell them to stay off the road. As with Regional staff, the police do not have enough resources to stand out and watch them and he believed those type of events will increase because it is becoming an increasingly popular way of raising funds for non-profit organizations.

Councillor Legendre explained the difficulty experienced by residents in his ward who are unable to get in or out of their driveways during embassy demonstrations. D. Brousseau advised it is a person's constitutional right to demonstrate and these are different from parades. Sgt. Kirkland indicated gave an example of a large demonstration which Councillor Legendre was invited to attend to witness how the process is working. He indicated the police try to ensure that everyone has access to their home, but reminded members that political demonstrations are removed from the 28-day notice period.

Councillor Cantin questioned whether people can be alerted before a demonstration is held so residents can leave their homes. D. Brousseau indicated this is usually done if there is enough advance notice given. The councillor suggested that as a courtesy the Region can request the organizers of demonstrations to do that. D. Brousseau advised that staff would ask the demonstrators to alert people, but acknowledged small demonstrations can be problematic because they are often spontaneous.

Councillor McGoldrick-Larsen made reference to "donation stations" she had seen at large shopping centres and thought there might be an opportunity for the Region to work in partnership with those facilities to suggest these organizations use this

safer environment to raise money for charity. D. Brousseau indicated these organizations have to get a permit like anyone else, but suggested it may not be best to suggest these be the only facilities from which to collect from because some shopping centre administrations may not support the particular charity and may therefore, not allow them to collect on their premises.

Councillor Byrne referred to the issue of insurance and questioned whether this requirement would apply to all parades. D. Brousseau indicated it would only be for some and staff would use their discretion e.g. if the event is to be held in a heavily travelled area, it would be required. He elaborated further by stating it is really a question of risk and how much the Region wants to take. He recalled two incidents where the Region had to deal with potential liability and have spent time and money in court, but did not have to pay out any money in terms of liability. Councillor Byrne questioned whether the \$2M would cover any liability and Finance Department staff indicated they want to ensure the organization's policy can cover the Region in case of a libel suit. In response to further questions posed by the councillor, it was noted a parade held in a lower traffic area would probably require a lower premium than in a higher traffic area. The councillor questioned whether it is possible to get a costing of the items related to the \$65,000 figure referred to in the report and D. Brousseau indicated he would provide that information to the councillor.

Marilyn Dow, The Easter Seals Parade Committee distributed copies of her brief dated 3 February 1998. She was pleased to see the proposed budget in the report, noting it would be a hardship for them to incur additional costs. Insurance costs have not been a problem because they are covered by the Easter Seal Society. She was pleased to see there is not a designated parade route and was generally in favour of the report.

Peter Kennedy, Ottawa Professional Fire Fighters Association (Help Santa Toy Parade) commended staff for their work. With respect to the concerns expressed by staff, he indicated they have made great headway and most of the suggestions in Annex B are already being practiced during their annual parade. The only concern they have is with additional costs they would have to incur, noting any increase can be detrimental to an already limited income. In this regard, he strongly recommended the Committee approve the budget put forward by staff for special events because all of their donations go to children in need in Ottawa-Carleton.

Councillor Doucet inquired how many groups staff thought would be deterred from having a parade because of insurance costs. D. Brousseau indicated he did not think many would require coverage; however, those that will be requested to provide coverage are all charities and this will cut into their ability to contribute to that charity and may be a hardship to some of these charitable organizations to come up with the additional money to secure that insurance. D. Brousseau advised that regardless of whether the parade organizer has a waiver, the Region can still be sued because the parade is on a Regional road.

Marion Steele, Vice Chair, Pride Week Festival expressed concern about the statement in the report that “The approval of applications for demonstrations is the exception and shall take precedence over all other applications.” She believed this could mean their parade could be cancelled if a demonstration is called the night before their event. In Annex B she made reference to Criteria 13, 14 and 17 under “Parades and Sports Events” and indicated it is not clear who pays for the signs and advertising. In addition, Criteria 19 which deals with noise, is not overly clear and suggested a decibel level be added to indicate what will be tolerated. She further suggested the criteria be made part and parcel of the recommendations and that who pays for signs and newspaper advertising could be specified in the regulations themselves before this document is approved.

In response to her questions and concerns, D. Brousseau confirmed the Region cannot prohibit public demonstrations; the police will work with demonstrators to manage them. With respect to noise levels, staff indicated the noise by-law falls under the jurisdiction of the City of Ottawa which includes a provision to allow police to make a judgement call based on the decibel levels. Staff have asked the City to accommodate Regional roads within the city of Ottawa in that by-law. Committee Chair Holmes suggested that perhaps that can be included in the report that it is based on the City of Ottawa noise by-law.

In response to questions raised about the budget, D. Brousseau advised the \$65,000 would be provided by the Region for advertising. It would cover approximately 10-15 parades to be advertised in the local media and if committee does not approve this budget during its budget deliberations, each event will have to pay for their advertising. He further confirmed a parade would not be cancelled if a demonstration is scheduled to be held at the same time. He suggested if there is going to be confrontations, staff would work with the police and try not to cancel; perhaps rerouting the parade would be the answer.

Jim Cantley, National Capital Marathon stated this event attracts over 5000 participants and in excess of 10,000 spectators. He indicated they are a not-for-profit organization and therefore try to keep costs to a minimum. They are cognizant of the traffic disruption caused by their run and ensure, to the best of their abilities, that volunteers are stationed at barricades to remove them as quickly as possible after the event. They support the proposal for a budget because that would keep their costs to a minimum; they do have advertising costs, but if they can limit some of their sign-making, it would be helpful not only for them but also for the Region because there would be consistency for all events and the Region would be able to control the type of signage it so desired.

Lois K. Smith made reference to Criteria 7 at Annex B and noted it does not state the *parade* is restricted to those hours, so presumably, there could be a parade anytime outside of those hours. D. Brousseau agreed the word “between” should be changed to the word “to” and the sentence would read as follows: “The use of sound reproduction devices...is restricted to the hours of 7:00 a.m. and 11:00 p.m...”

Given the current financial situation, Councillor Legendre could not support approval of a budget for advertising, and proposed that committee adopt Recommendation 7(b). It was suggested by Councillor Cantin that staff Recommendation 7(a) could be referred to the Committee’s budget deliberations at which time the merits of the issues can be evaluated as compared to other transportation issues. In view of these remarks, Councillor Legendre preferred all of Recommendation 7 be referred to budget deliberations and proposed the following:

Moved by J. Legendre

That Recommendation 7 be referred to the Committee's budget deliberations.

CARRIED

That the Transportation Committee recommend and Council approve:

- 1. The criteria for the approval of demonstrations, sidewalk sales, parades, sports events and all other events requiring the use of Regional roads as outlined in Annex B;**
- 2. The primary transitway corridor in the central core of the City of Ottawa consisting of Albert and Slater Streets and the Mackenzie King Bridge not be included in parade or sports event routes;**
- 3. The crossing of Rideau Street at Sussex Drive or MacKenzie Avenue or the crossing of the Rideau Canal on Rideau Street or Laurier Avenue not be included as part of a parade or sports event route if the magnitude of the event may cause: (a) northbound traffic on Nicholas Street to back up onto Highway 417 or (b) southbound traffic to back up on King Edward Avenue and restrict traffic exiting the Macdonald Cartier Bridge;**
- 4. The requirement for event organizers to secure insurance and name the Region as a co-insured be expanded to include some parades and other events which require road closures and that the required amount be increased to \$2 Million;**
- 5. The 'two strike rule' as specified in the section titled "Penalties For Non-Compliance";**
- 6. Amendments to Part 2.9 of the Regional Regulatory Code as required to implement the changes recommended in the report.**

CARRIED as amended