



**AGENDA
PUBLIC SAFETY COMMITTEE**

Wednesday, June 12, 2024, 3:00 P.M. - 6:00 P.M.
Boardroom, Service and Resource Centre,
411 Dunsmuir Street, Nanaimo, BC

Pages

1. CALL THE MEETING TO ORDER:

[Note: This meeting will be live streamed and video recorded for the public.]

2. INTRODUCTION OF LATE ITEMS:

3. ADOPTION OF AGENDA:

4. ADOPTION OF MINUTES:

a. Minutes

3 - 10

Minutes of the Public Safety Committee Meeting held in the Boardroom, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC, on Wednesday, 2024-APR-10, at 4:00 p.m.

5. PRESENTATIONS:

a. FireSmart

11 - 13

To be introduced by Geoff Whiting, Deputy Chief - Operations.

6. REPORTS:

a. 30 Km/h Speed Limits Near Elementary Schools

14 - 33

To be introduced by Bill Sims, General Manager, Engineering and Public Works.

Purpose: To provide the Public Safety Committee with discussion about the application of speed zones city-wide and to provide options for reduced speed limits near elementary schools and other higher risk locations.

Presentation:

1. Barbara Thomas, Assistant Manager, Transportation.

Recommendation: That the Public Safety Committee recommend that Council consider adding a project in 2025 to undertake a city-wide speed zone study to review how and where speed zones below 50 km/h are applied; taking into account adjacent land use near schools and urban centres where pedestrians are expected to congregate as part of the 2025 – 2029 Financial Plan deliberations.

7. OTHER BUSINESS:

a. Committee Workplan Roundtable

34 - 39

b. Potential Special Meeting Dates

Options include:

- July 31
- September 4 (if needed)

8. QUESTION PERIOD:

9. ADJOURNMENT:



MINUTES

PUBLIC SAFETY COMMITTEE MEETING

Wednesday, April 10, 2024, 4:00 P.M.
Boardroom, Service and Resource Centre,
411 Dunsmuir Street, Nanaimo, BC

Members:

- Councillor S. Armstrong, Chair
- Councillor H. Eastmure
- J. Bowen, At Large Member
- S. Brodie, At Large Member
- K. Coulthard, At Large Member
- D. Cowling, At Large Member
- D. Herman, At Large Member
- K. Lambert, At Large Member
- C. Middleton, At Large Member
- J. Millbank, At Large Member* (joined 4:33 p.m.)
- R. Taylor, At Large Member

Staff:

- B. Sims, General Manager, Engineering and Public Works
- Inspector A. Burton, Nanaimo RCMP
- T. Doyle, Fire Chief
- J. Elliot, Director, Public Works
- S. Gurrie, Director, Legislative Services
- J. Holm, Director, Planning and Development
- D. LaBerge, Director, Public Safety
- E. Lloyd, Manager, Emergency Planning
- J. Rose, Manager, Transportation
- C. Wood, Manager, Social Planning
- N. Sponaule, Communications Advisor
- K. Lundgren, Recording Secretary

1. CALL THE MEETING TO ORDER:

The Public Safety Committee Meeting was called to order at 4:00 p.m.

* Denotes electronic meeting participation as authorized by "Council Procedure Bylaw 2018 No. 7272"

2. INTRODUCTION OF LATE ITEMS:

- (a) Add presentation titled “Community Safety and Wellbeing - City of Nanaimo's Fire Rescue Statistics” as Agenda Item 5(b), and reorder the remaining items accordingly.

3. ADOPTION OF AGENDA:

It was moved and seconded that the Agenda, as amended, be adopted. The motion carried unanimously.

4. ADOPTION OF MINUTES:

It was moved and seconded that the Minutes of the Public Safety Committee Meeting held in the Boardroom, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC, on Wednesday, 2024-FEB-21 at 4:00 p.m. be adopted. The motion carried unanimously.

Committee discussion took place regarding the 2024-FEB-21 Public Safety Committee recommendation regarding the Nanaimo Neighborhood Network.

5. PRESENTATIONS:

a. 2024 Public Safety Statistics

Inspector Andrew Burton, Nanaimo RCMP, provided a PowerPoint presentation. Highlights included:

- Introduced Chief Superintendent, Shawna Baher
- Since 2019, calls for service have been steadily decreasing; however, the severity of crime is increasing as indicated by the Crime Severity Index
- Drug possession files have dropped drastically, largely due to decriminalization of drugs under 2.5 grams
- Property crime has decreased 29% between 2019 and 2023
- Presented the 5-year overview statistics for calls for service and changes between 2019 and 2020

Committee discussion took place regarding the drop in total calls for service, and the introduction of the Community Safety Officers (CSOs) sharing the some of the responsibilities that would normally be faced solely by the RCMP.

Inspector Andrew Burton, Nanaimo RCMP, continued the presentation:

- Presented the 5-year overview statistics for violent crime between 2019 and 2023

- Presented the 5-year overview statistics for drugs, traffic and mental health between 2019 and 2023

Committee discussion took place. Highlights included:

- Statistics can be interpreted in various ways and are a tool used by the RCMP for identifying areas needing increased enforcement

Inspector Andrew Burton, Nanaimo RCMP, spoke regarding the positive relationship between the RCMP and the CSOs and recognized the social issues shared with other communities across BC.

Committee discussion continued:

- The CSOs respond to approximately 1000 calls per month which frees up RCMP resources
- Downtown community stakeholders have direct access to CSOs and the rest of the community can reach the CSOs through the City of Nanaimo's Bylaw Department and Public Works Department
- A review of the CSO program is scheduled for the 2024-APR-29 Governance and Priorities Committee Meeting

Inspector Andrew Burton, Nanaimo RCMP, continued the presentation and provided an overview of the 2024-2025 Nanaimo RCMP Detachment Annual Performance Plan (APP) policing priorities. Highlights included:

- The five 2024-2025 Nanaimo RCMP Detachment priorities include Crime Reduction, Employee Wellness, Inclusion & Reconciliation, Community Public Safety and Recruitment
- Crime reduction through Repeat Violent Offending Intervention Initiative (REVOII), Special Investigation and Targeted Enforcement (SITE) and Provincial Tactical Enforcement Priority (PTEP)
- Youth gang awareness and strategies
- Positive relationship between the RCMP and School District 68
- Employee morale and recognizing that policing can take a toll on employees

Jennifer Millbank joined the meeting electronically at 4:33 p.m.

- Building trust through enhanced communication with First Nation communities to improve inclusion and reconciliation

Committee discussion took place regarding outreach recruiting in Indigenous communities, and the RCMP's pre-posting agreement.

Inspector Andrew Burton, Nanaimo RCMP, continued the presentation and spoke regarding the APP priority of Community Public Safety.

- Mental health issues are a significant part of RCMP calls
- Specialized team of mental health liaison officer partnered with a psychiatric nurse

Committee discussion took place regarding the availability of the specialized team service which is currently not able to be provided 24hrs.

Inspector Andrew Burton, Nanaimo RCMP, continued the presentation and spoke regarding the APP priority of Recruiting.

- The Nanaimo detachment is the biggest detachment on Vancouver Island and the RCMP is committed to holding a minimum of two recruiting sessions per year

Chief Superintendent, Shawna Baher, spoke regarding the anticipated number of recruitments in pre-posting agreements returning to BC.

Committee discussion took place. Highlights included:

- Safety and the perception of public safety are two different initiatives
- Advocacy for more treatment beds, detox beds and more crown prosecutors
- The role of the Committee is to make recommendations to Council and recognizing that the Committee doesn't solely focus on the mental health/addiction crisis, but also other aspects of safety such as road safety

b. Community Safety and Wellbeing - City of Nanaimo's Fire Rescue Statistics

Tim Doyle, Fire Chief, provided a PowerPoint presentation and spoke regarding Nanaimo Fire Rescue Statistics. Highlights included:

- The objective of the Fire Department is to support the community through efficient response in an emergency
- A big initiative for Nanaimo Fire and Rescue is public education (FireSmart Program)
- Fire prevention officers conduct fire inspections, write fire orders, work on securing vacant buildings, homeless encampments and work closely with building and bylaw department
- Nanaimo Fire Department has strengthened their Fire Training Centre

- The Fire Department Master Plan is intended to provide more efficient response to emergencies
- Service calls naturally increase as the population increases
- Presented the Department's aspirational benchmark for incident responses based on National Fire Protection Association 1710
- Presented statistics of the distribution of incidents (types of calls)
- The Fire Department responds to all emergencies in the community
- Presented statistics of the distribution of incidents between 2019 and 2023
- Provided an overview of the increase/decrease of call types from 2023 to 2024
- Increase of overdose incidents of 164.8% between 2022 (688) and 2023 (1822)

Committee discussion took place. Highlights included:

- The dramatic growth in overdose incidents between 2022 and 2023
- Overdose incidents are recorded as the type of call and do not necessarily mean there was an intervention
- Statistics may be influenced based on adjustments to how calls are coded

c. Community Safety and Wellbeing – City of Nanaimo Initiatives and Programs

Introduced by Dave LaBerge, Director, Public Safety.

Presentation:

1. Christy Wood, Manager, Social Planning, provided a PowerPoint presentation. Highlights included:
 - Upstream initiatives are about creating a healthy, safe and secure community where everyone has opportunities
 - Examples of upstream initiatives include: housing initiatives, partnerships with BC Housing, ongoing advocacy, homelessness prevention rent bank and rent supplement program, youth resilience strategy, Parks, Recreation and Culture programs, social planning grants, and Neighbourhood Associations

Committee and Staff discussion took place regarding funding for Neighbourhood Associations and how they play an important role in upstream initiatives.

Christy Wood, Manager, Social Planning, continued the presentation:

- Midstream initiatives help support more marginalized populations and work to reduce and respond to acutely elevated risk situations
- Examples of midstream initiatives include: The Health and Housing Action Plan, Nanaimo Systems Planning Organization, Community Policing Program, and the Situation Table
- Downstream initiatives focus on the City's ability to respond to emergencies
- Downstream initiatives include: HEART and HEARTH, Downtown Nanaimo Community Safety Action Plan, warming centres, Shower Program, Police Services, Nanaimo Fire Rescue, Breakfast Meal Program, and Surviving in Nanaimo

6. DELEGATIONS:

a. Echo McNaughton re: Improving Pedestrian Safety in the South End

Echo McNaughton provided a PowerPoint presentation requesting improved pedestrian safety in the south end of Nanaimo. She spoke regarding incidents and near misses at various locations, as well as the lack of sidewalks on the west side of Bayview School. She noted the neighbours' request for sidewalks, responses from the City, and the South End Neighborhood Plan. She requested that the Committee recommend that Council:

- Allocate funds for sidewalks with the planned upgrades scheduled for May around Bayview School
- Add sidewalks in the neighbourhood with any planned project
- Provide solutions that encourage drivers to slow down and see pedestrians
- Have quarterly communication between the City and the South End Community Association about the progress on these initiatives

Committee discussion took place. Highlights included:

- Having a priority program to ensure there are sidewalks within the vicinity of schools
- The Needham Street and Victoria Road intersection

Jamie Rose, Manager, Transportation, spoke regarding the factors included in the process for identifying pedestrian infrastructure prioritization, the cost for sidewalks, storm infrastructure and staff capacity.

Committee discussion took place. Highlights included:

- Opportunity to implement additional paving and pylons to the shoulder near Bayview School where there is no sidewalk
- Recommendation to Council to increase pedestrian funding
- Recognizing that other neighborhoods may also have the same concerns

It was moved and seconded that the Public Safety Committee recommend that Council consider options for additional funding for pedestrian safety initiatives near Bayview School and direct Staff to report back quarterly to the South End Community Association and to the Public Safety Committee. The motion carried unanimously.

7. OTHER BUSINESS:

a. Committee Workplan Roundtable

By unanimous consent, Agenda Item 7(a) Committee Workplan Roundtable was deferred to the 2024-JUN-12 Public Safety Committee Meeting.

Sheila Gurrie, Director, Legislative Services, requested that each member submit five priorities that they would like this committee to focus on.

Bill Sims, General Manager, Engineering and Public Works, advised that a transportation overview could be provided at the next Public Safety Committee meeting.

Committee discussion took place regarding extending the start time of the 2024-JUN-12 Public Safety Committee meeting to 3:00 p.m. to allow more time for discussion around identifying priorities for the Public Safety Committee Workplan.

8. QUESTION PERIOD:

The Committee received four questions from the public regarding agenda items.

9. ADJOURNMENT:

It was moved and seconded at 6:15 p.m. that the meeting adjourn. The motion carried unanimously.

CHAIR

CERTIFIED CORRECT:

CORPORATE OFFICER



FireSmart

Nanaimo Public Safety Committee

June 12, 2024

1

What is the City of Nanaimo's wildfire risk?



2016 Community Wildfire Protection Plan

- "Based on the results from the field work and fire behavior/threat modeling; the study area as a whole has generally low threat from wildfire with some pockets of forested areas rated as 'moderate' fire behavior threat"
- "When reviewing these fire behavior threat classes, it is apparent that the City is not under threat from continuous crown fire but is at risk of surface fires."
- Factors that reduce Nanaimo's risk:
 - The City has different climate, topography, and vegetation than BC's Interior and North.
 - Many wildland areas of the City have been/are being developed
 - 24/7 career department enables a fast response to fires in the early stages.
- That being said, wildfire remains a threat.



2

UBCM Community Resiliency Investment



Grant initiatives

- Support 2 local neighbourhood FireSmart groups
 - Long Lake Heights and Protection Island
- Spring public information sessions
- Staff attendance at the BC Wildfire Urban Interface and FireSmart conference
- Public education events
- Equipment for a Sprinkler Protection Unit trailer
- Participation in regional Community Wildfire Resiliency Committee meetings (SFN and RDN)
- Completion of a new Community Wildfire Resiliency Plan



3

FireSmart Principles



Home Ignition Zone



4

Nanaimo Emergency Program



Actions supporting wildfire protection

- Wildfire Zone coordination meetings
- Emergency communication to the public via Voyent Alert and social media
- ESS program and Reception Centres (Bowen, Beban, Oliver Woods)
- Ongoing regional and provincial partnerships and engagement for mutual support
- Fire weather ongoing monitoring (Mosaic weather station data)
- Climate Hazard Assessment project for full wildfire risk profile update (due 2025)

- Nanaimo Fire Rescue continues to train and equip staff to BC Wildfire standards for wildfire response
- The City has a mutual aid agreement with surrounding fire departments for support



DATE OF MEETING JUNE 12, 2024

AUTHORED BY BARBARA THOMAS, ASSISTANT MANAGER, TRANSPORTATION

SUBJECT 30 km/h Speed Limits Near Elementary Schools

OVERVIEW

Purpose of Report

To provide the Public Safety Committee with discussion about the application of speed zones city-wide and to provide options for reduced speed limits near elementary schools and other higher risk locations.

Recommendation

That the Public Safety Committee recommend that Council consider adding a project in 2025 to undertake a city-wide speed zone study to review how and where speed zones below 50 km/h are applied; taking into account adjacent land use near schools and urban centres where pedestrians are expected to congregate as part of the 2025 – 2029 Financial Plan deliberations.

BACKGROUND

Staff presented a School Zone Policy Update to the Governance and Priorities Committee at the 2024-FEB-12 meeting. The intent of the updated policy was to align with the Motor Vehicle Act enforceability provisions. The subsequent consent item formed part of the agenda at Council's regular meeting on 2024-FEB-26. After discussion on the topic, Council passed the following motions:

“That Council direct Staff to present options at a Governance and Priorities Committee meeting to make enforceable 30 km/h speed limit signs in high-risk pedestrian areas such as near schools; and,

That the topic of 30 km/h speed limit signs in high-risk pedestrian areas be referred to the Public Safety Committee for input.”

This report addresses the second motion and brings forward discussion about the application of speed zones city-wide for the Public Safety Committee's feedback.

DISCUSSION

Introduction

When residents raise concerns about pedestrian safety, often the root cause is speeding. There is a prevalent culture of excessive speeds within the City. For context, in 2023 Staff received 128 (21% of 616) complaints regarding speeding on City roads. Staff received 96 (16%) complaints about pedestrian safety on top of the 128 about speeding. Summing them, about 36% of complaints relate to pedestrian safety and speeding. Managing speeds is a constant challenge. Road safety research shows it requires a concerted, network-wide approach to be successful.

Speed Limits Within the City

The City of Nanaimo operates within a blanket 50 km/h speed limit meaning that every road within the City has a default speed limit of 50 km/h as per the Provincial Motor Vehicle Act. The blanket speed limit can be modified through a bylaw changing the overall speed limit. It can also be modified through posted signage which only applies to the specific section of road where the signs are posted. Modifications happen on steep hills, sharp corners, near schools, playgrounds, and in other locations where deemed necessary by technical review.

30 km/h Speed Limits in High-Risk Pedestrian Areas

One of the most sensitive items related to speeding and pedestrian safety is traffic operation near schools. The City's ongoing programs target pedestrian safety near schools. These include: the Active School Travel Plan (AST) (carried out in partnership with School District 68), the annual Pedestrian Unallocated Fund report to Council, the Small Improvements Program, and transportation improvements within the Capital Plan. Pedestrian infrastructure and speed limit adjustments are routinely considered when carrying out these programs.

The current School Zone Policy (Attachment A) does not meet best practices for speed management near elementary schools and school zones have not been established consistently throughout Nanaimo. Best practices are outlined in documents prepared by the Transportation Association of Canada (TAC), the US Federal Highways Administration (FHWA), and the Institute of Transportation Engineers (ITE).

As well, the School Zone Policy does not speak to the limitations set out in Section 147(1) of the Motor Vehicle Act (MVA). The MVA describes where school zones may be implemented, and this description affects how school zones are enforced. Through discussions with the Nanaimo Traffic Safety Committee (NTSC) and RCMP, it was understood that continuing to operate school zones, as currently signed, would not align with the intent of the legislation. This makes enforcement difficult and drivers are less likely to comply with the posted speed.

If a reduced speed limit is desired in the vicinity of a school, there are two options: school zones meeting the MVA, and regulatory speed limits. When 30 km/h school zones are consistent with the MVA, the 30 km/h speed limit applies from 8 am to 5 pm on school days. This permits

drivers to proceed at the 50 km/h speed outside of school hours. This information can be conveyed with clarity to the driving public and the laws can be enforced effectively.

Where a school zone may not be enforceable, such as on a road near but not adjacent to a school, another option is a 30 km/h regulatory speed limit. A regulatory speed limit is in force 24 hours a day, seven days a week. It is possible to augment a school-related speed limit with “children present” warning signs. However, research indicates a sign is only new to drivers for approximately three months and after that it becomes less noticeable.

Beyond school zones, there are other areas of the City that could be desirable to consider. The 2022 City Plan speaks to a connected Nanaimo and car-free travel, with priority on pedestrians and cyclists over the movement of personal vehicles. City Plan envisions densification of employment and residential land uses within urban centres. Urban centres could be deemed “high risk” when the future volumes of pedestrians and vehicles are considered. The downtown primary urban centre already has streets posted at 30 km/h. Other urban centres are covered by the 50 km/h zone.

Additionally, residential neighbourhoods could be considered “high risk”. Staff regularly receive requests to reduce speed limits in residential neighbourhoods. People indicate they would like to occupy the streets safely without a vehicle; to play, walk their dogs, ride their bikes, and cross back and forth in comfort.

Schools, urban centres, and residential neighbourhoods are considered for 30 km/h zones on a site-by-site basis.

Traffic Calming

For each speeding complaint, Staff conduct an engineering review to determine how significant the speeding problem is and what steps should be taken. If traffic calming is warranted, reduction of travel speeds is typically accomplished by adding traffic calming features to the road. Traffic calming solutions are adapted to meet the needs of each neighbourhood. This takes substantial time, engineering, and financial resources. There are currently 24 locations waiting for data collection, 17 locations where speeds meet the threshold for traffic calming and additional review is needed, 1 location where Staff are actively working on creating traffic calming designs, and 1 location slated for construction. More information about [traffic calming](#) can be found on the City’s website.

Vision Zero approach

Managing speeds location by location is unlikely to address a driving culture acclimatized to speed. Vision Zero is the internationally recognized traffic safety goal of achieving zero fatalities and serious injury collisions on a road network. It is a system-wide approach to community safety. Vision Zero was adopted as policy and is documented in City Plan Section C2.4 Safe Mobility (Vision Zero). The desired outcomes are:

- Elimination of traffic fatalities and serious injuries on the City street network; and,
- Safe, healthy, and equitable mobility for all persons within the City.

Vision Zero BC (www.visionzerobc.ca) offers a comparison of traditional road safety approaches and the Vision Zero Approach. Shown below is a table available on their public website:

Traditional Road Safety Approach	Vision Zero Approach
Prevent road accidents.	Eliminate serious injuries and road fatalities.
Injuries and deaths caused by road-related crashes are unavoidable by-products of the transportation system.	Serious injuries and deaths caused by road-related crashes can be prevented when evidence-based safety measures are in place.
Human error is the root cause of the road problems.	Poor road design and infrastructure causes problems.
Each road user is responsible for their own safety.	Road safety is a shared responsibility of those who design, build, and use the roads.
Making road safety improvements is expensive.	Making road safety improvements is cost-effective.

Source: visionzerobc.ca/about

Speed management is a first step in a journey to Vision Zero. As identified in the table above, safety improves when **evidence-based** (emphasis added) safety measures are in place. Evidence includes public input, speed studies, vehicle volumes, road safety engineering analysis, and more.

Additional considerations

The number of complaints and the resources needed to address the complaints raises the question whether the City's blanket speed zone of 50 km/h is still appropriate for the community. In changing a blanket speed zone, the differences in land use and mobility needs are not considered. While this can have some benefit, it also has undesirable consequences. It can lead to additional frustration for the public and additional strain on the RCMP traffic enforcement resources. This in turn can generate more concerns for City Staff to address.

Research has shown drivers have difficulty adhering to artificially low speed limits when driving on roads designed and built to move vehicles quickly and efficiently. The City of Edmonton conducted a pilot project in 2010 where the City reduced speeds from 50 km/h to 40 km/h in six neighbourhoods. The City of Edmonton's Office of Traffic Safety conducted a [before and after study](#) which determined that drivers did not comply with the 40 km/h speed limits. They found a 7% (4 km/h) reduction in operating (85th percentile) speeds which meant the 85th percentile speed in the treated neighbourhoods was 53 km/h. They found changing the posted speed limit did not achieve the desired goal. Some communities have continued to opt for reduced blanket speed zones, ie. the District of Saanich who recently implemented 40 km/h.

Without actual changes to the road, many drivers see no need to reduce their speeds. Drivers often perceive reduced speed limits as a loss of road capacity and efficacy. A reduced speed limit then becomes a source of complaint and frustration in the driving community. Some drivers will obey an artificially low limit while others will disregard it. When this happens, more erratic driving behaviour can happen, and road safety can be compromised. An arbitrary speed limit

also becomes a pinch point for the RCMP. With finite staffing resources, the RCMP are not able to enforce speed limits in a way that generates better community-wide compliance.

Sound traffic engineering practise encourages making changes to the road infrastructure to support the desired driving speed. This is sometimes referred to as “self-explaining roads” where everything about the road, its width, curves, corners, presence or absence of medians, and so on, informs the driver what the correct speed should be. The City’s standards for [complete streets](#) are part of ongoing efforts to build self-explaining roads, which in turn makes for a more livable community. Unfortunately, road reconstruction is a very long-term process.

By comparison, the installation of signs is inexpensive and quick to accomplish. The downside is that signs have limited if any effect on driving behaviours. Signs can fade into the background of the streetscape in a short period of time.

OPTIONS

Below are four options for the Public Safety Committee’s consideration and input. These include: the recommended option of a city-wide review of speed limits; elementary school speed limits of 30 km/h using both school zones compliant with the MVA and regulatory speed limits in non-compliant locations; city-wide blanket 40 km/h speed limit; and, alternative guidance to Staff.

1. That the Public Safety Committee recommend that Council consider adding a project in 2025 to undertake a city-wide speed zone study to review how and where speed zones below 50 km/h are applied; taking into account adjacent land use near schools and urban centres where pedestrians are expected to congregate as part of the 2025 – 2029 Financial Plan deliberations.

- The advantages of this option: It would lead to more uniform application of speed limits. It would also allow for public engagement. It could lead to better understanding within the public as to how and why speed limits are applied. It would assist the RCMP with enforceability.
- The disadvantages of this option: This option is anticipated to take at least two years. Changes to school zones would be paused during the study period.
 - Financial Implications: The project is estimated to cost \$150,000 with a possibility of cost sharing with ICBC. The project would be included as a decision point for Council as part of the 2025 – 2029 Financial Plan deliberations.

2. That the Public Safety Committee recommend that Council direct Staff to continue work on elementary school speed limits, applying 30 km/h school zones where the Motor Vehicle Act requirements can be achieved, and applying 30 km/h regulatory speed limits where Motor Vehicle Act requirements cannot be achieved.

- The advantages of this option: This can be implemented in a measured fashion taking time to consult with stakeholders. The speed limits in front of and near elementary schools would be consistent across the City and enforceable. The application of 30 km/h, both school zones and regulatory would appease public safety concerns for child students.

- The disadvantages of this option: Driver compliance on non-adjacent roads may not be very high. This could increase public frustration and create additional work for enforcement agencies. This process could be incorporated into regular City processes and could take several years.
 - Financial Implications: None. The cost for this option would be incorporated into operational and maintenance budgets and would not affect the budgetary cycle.
3. That the Public Safety Committee recommend that Council consider adding a project in 2025 to undertake the process of changing Bylaw 5000 to apply a city-wide blanket 40km/h speed limit change as part of the 2025 – 2029 Financial Plan deliberations.
- The advantages of this option: This would address public desires for reduced speed limits in the City. Public consultation could be carried out to address concerns and to help build support for the project. Specific road types like arterials could be excluded from the reduced speed limit.
 - The disadvantages of this option: This process would be anticipated to take approximately two years. Numerous speed limit signs would be required at entrances to the City and at major intersections. Drivers may not be willing to comply with the change so that operational speeds would not be reduced.
 - Financial Implications: The project is estimated to cost \$150,000 including fees for public consultation, bylaw revisions, and sign installations. The project will be included as a decision point for Council as part of the 2025 – 2029 Financial Plan deliberations.
4. That the Public Safety Committee provide alternate recommendation to Council.

SUMMARY POINTS

- Speeding and pedestrian safety are key concerns for Nanaimo citizens.
- Managing speeds is the first step to Vision Zero, the City Plan goal where the road network has zero serious injuries and fatalities.
- Staff are recommending a city-wide study to examine how and where speed limits lower than 50km/h are applied.

ATTACHMENTS:

Attachment A: Existing School Zone Policy
Attachment B: PowerPoint Presentation |

Submitted by:

Barbara Thomas
Assistant Manager, Transportation |

Concurrence by:

Jamie Rose
Manager, Transportation

Poul Rosen
Director, Engineering

Wendy Fulla
Director, Finance

Bill Sims
General Manager, Engineering and Public
Works

Laura Mercer
General Manager, Corporate Services |



RCRS Secondary:	GOV-02	Effective Date:	1995-MAY-15 COUNCIL
Policy Number:	COU-118	Amendment Date/s:	1996-AUG-26 COUNCIL
Title:	School Zone Signing Guidelines	Repeal Date:	
Department:	Engineering and Public Works	Approval Date:	1995-MAY-15 COUNCIL

PURPOSE:

To provide guidelines for School Zone Signing.

DEFINITIONS:

N/A

SCOPE:

Authority to Act - Delegated to Staff.

POLICY:

Council endorsed the following guidelines regarding school area signs and reduced speed zones for school areas.

- (a) School area signs (florescent yellow/green pentagon) should be installed on all roads abutting school property.
- (b) Reduced speed zones for school areas should not be installed on multi-lane roads (roads with greater than two through travel lanes) except where it is necessary for children to cross such multi-lane roads.
- (c) Reduced speed zones of 30 km/hr may be installed on two-lane roads fronting elementary schools, where one of the following conditions is met:
 - (i) Where there are no sidewalks or adequate walking shoulders and school children are required to use the travelled roadway adjacent to the school property on their way to and from school.
 - (ii) Where there is no fencing or adequate buffer (berm, trees) which separates the playing area/field from the adjacent roadway. (If the playing area/field is utilized outside school hours and there is no fencing or adequate buffer separating the adjacent roadway, then playground signs may be considered.)
 - (iii) Where there are poor existing geometric conditions which result in reduced visibility.
 - (iv) Where speed surveys indicate that drivers are not using reasonable speeds when children are present on the roadway on their way to and from school.
 - (v) Where many children must cross the road to get to the schools.
- (d) Council implemented a 30 kilometres per hour speed limit in all elementary school zones.

PROCESS:

N/A

RELATED DOCUMENTS:

N/A

REPEAL/AMENDS:

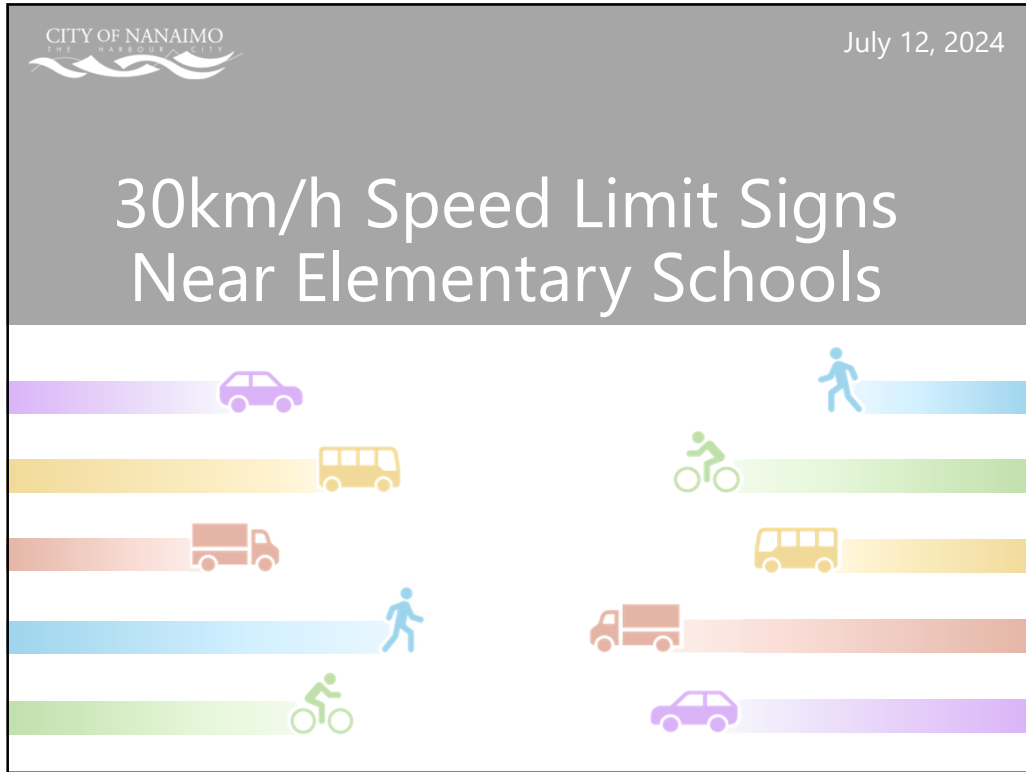
N/A

ATTACHMENT B

CITY OF NANAIMO
THE HARBOUR CITY

July 12, 2024

30km/h Speed Limit Signs Near Elementary Schools

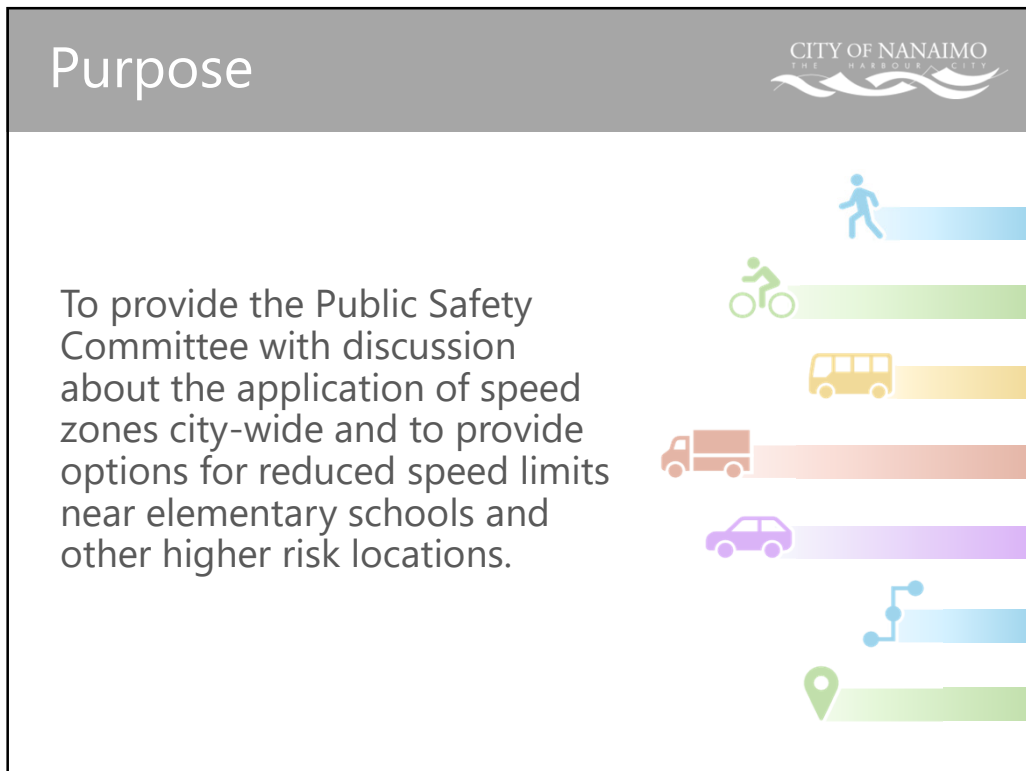


1

CITY OF NANAIMO
THE HARBOUR CITY

Purpose

To provide the Public Safety Committee with discussion about the application of speed zones city-wide and to provide options for reduced speed limits near elementary schools and other higher risk locations.



2

Background

Motion from Council's regular meeting 2024-FEB-26:

That the topic of 30 km/h speed limits signs in high-risk pedestrian areas be referred to the Public Safety Committee for input.



3

Discussion

- Introduction
- Speed limits within the City
- 30 km/h speed limits in high-risk pedestrian areas
- Traffic calming
- Vision Zero approach
- Additional considerations
- Options and recommendation



4

Discussion

Introduction

- Managing speeds is key to pedestrian safety and comfort
- Speeding is common throughout the City
- In 2023, 36% of complaints were speeding and pedestrian safety
- Network-wide approach

Approximate survival rate if hit by a vehicle at the following speeds.



Source: Canadian Association of Road Safety Professionals
Used with permission



5

Discussion

Speed limits within the city

- Blanket 50 km/h zone
- Modified with a bylaw
- Modified with speed limit signs



6

Discussion

30 km/h speed limits in high-risk pedestrian areas

- Existing programs for ped infrastructure
- School zones and regulatory limits
- Urban centers
- Residential neighbourhoods



7

Discussion

Traffic Calming

- Engineering review starts with data collection
- 2+ year process

Traffic Calming Requests & Status

Data Collection Stage	24
Project Consideration Stage	17
Approved	1
Action Taken & Monitoring	4
Not Supported by Data	30

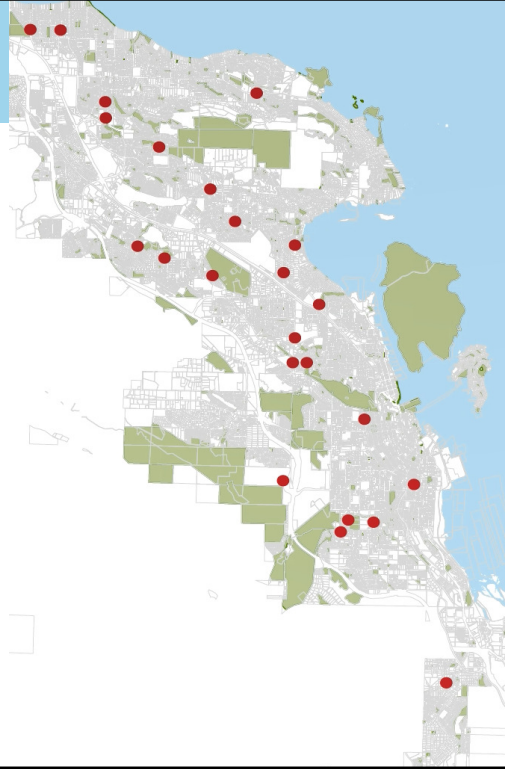


8

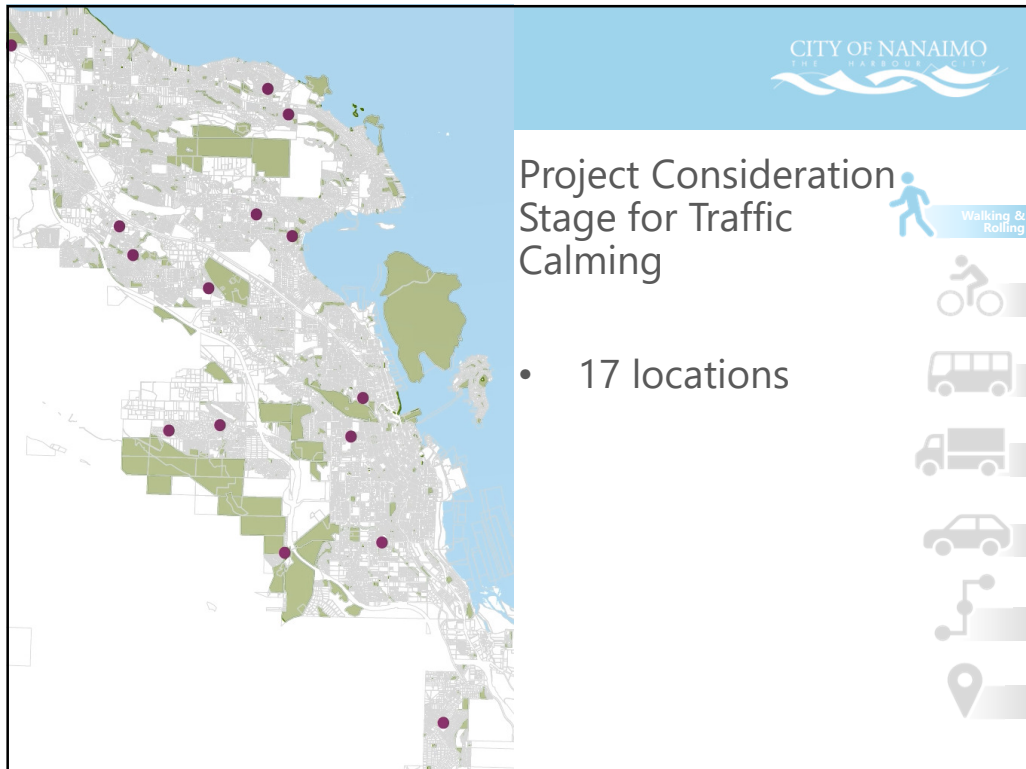
Discussion

Current Data Collection Stage for Traffic Calming

- 24 locations



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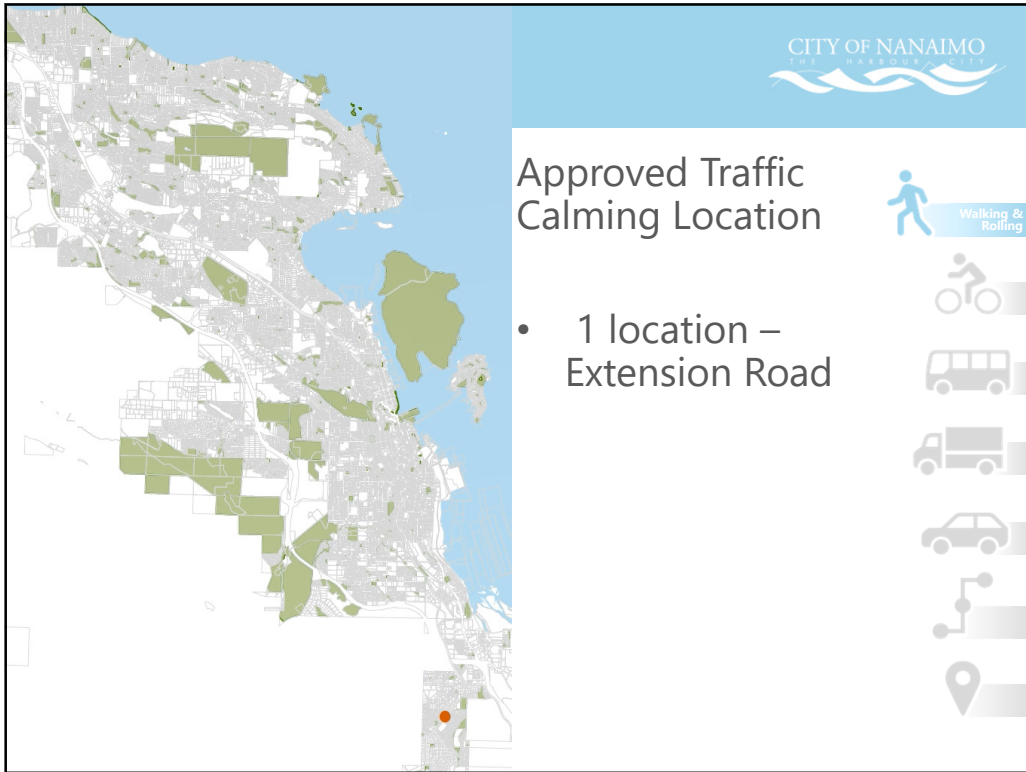


Project Consideration Stage for Traffic Calming

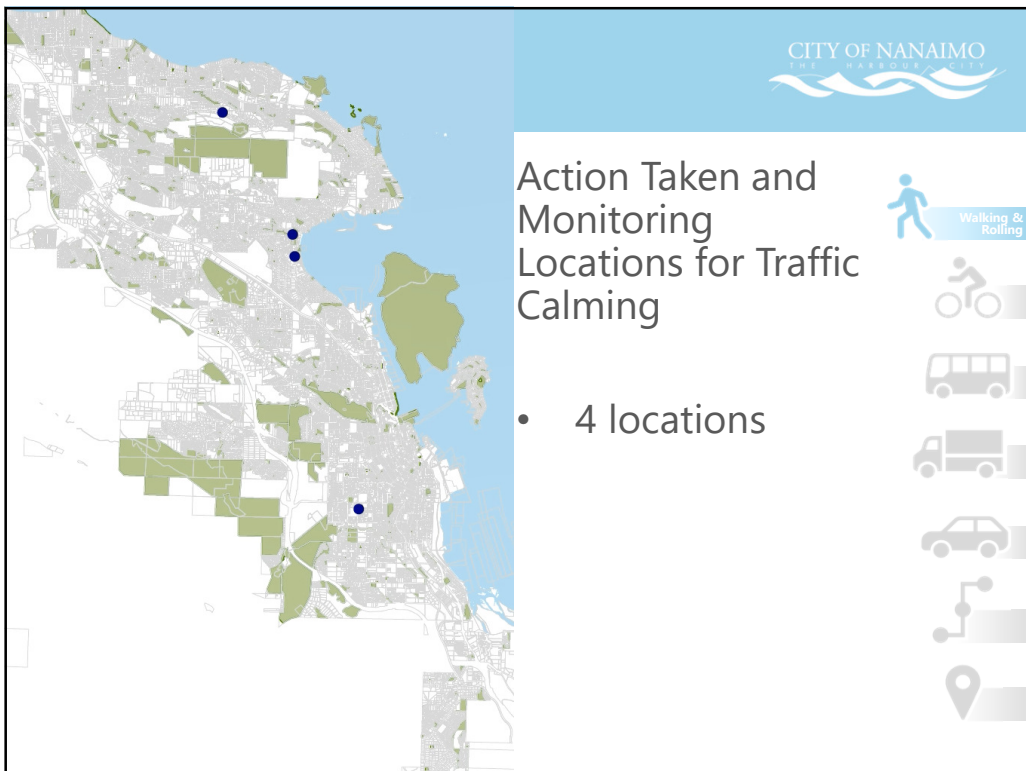
- 17 locations



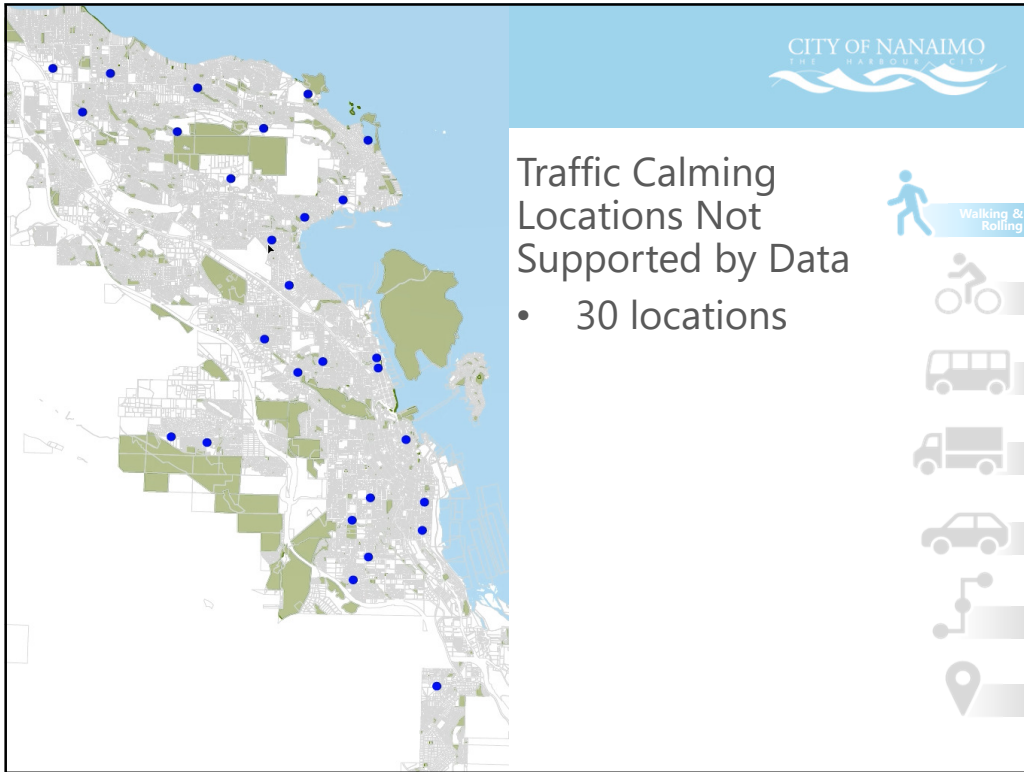
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CITY OF NANAIMO
THE HARBOUR CITY

Discussion

Vision Zero approach

- Elimination of serious injuries and fatalities
- Why do we need this?
- 2021 Statistics:
 - In 2021, collisions led to:
 - 1,768 Canadians killed on our roads
 - 8,185 seriously injured on our roads in Canada
 - 324 pedestrians and cyclists killed
 - Transport injuries cost \$3.6 billion a year.
- Speeding was a factor in 25 per cent of fatal collisions, according to Transport Canada

Source: Parachute.ca | Used with permission

Walking & Rolling

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Discussion

Vision Zero approach

- Identified in city's TMP 2014
- Adopted in City Plan 2022
- Safe, healthy, and equitable mobility
- Network-wide, multi-disciplinary



Reported safety data	1990	2000	2010	2018	2019	2020	2020 % change over			
							2019	2010	2000	1990
Fatalities	772	591	266	324	221	204	-7.7	-23.3	-65.5	-73.6
Injury crashes	16 975	15 770	16 499	14 233	13 684	12 217	-10.7	-26.0	-22.5	-28.0

Source: Road Safety Report 2021: Sweden | International Transport Forum | Road Safety Data

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Discussion

Additional considerations

- Changing speed limits alone has minor effect
- Complete streets = self-explaining roads



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Discussion

Additional considerations

- Complete streets + Vision Zero

- Speed reduction: Built for speed saving lives.
- Improved road design: Build our roads to guide, not collide.
- Understanding that humans make mistakes, but road design shouldn't.
- Equity and shared road use: Safety for all – each road user needs their own space.



Source: Parachute.ca | Used with permission



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Discussion

Additional considerations

- Metral Drive Complete Street



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Discussion

- Introduction
- Speed limits within the City
- 30 km/h speed limits in high-risk pedestrian areas
- Traffic calming
- Vision Zero approach
- Additional considerations
- Options and recommendation



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Options

- Undertake City-wide review of speed limits
- Continue work on elementary schools using school zones and regulatory limits
- Change the blanket speed zone
- Alternative direction



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Recommendation

- That the Public Safety Committee recommend that Council direct Staff to undertake a city-wide speed zone study to review how and where speed zones below 50 km/h are applied; taking into account adjacent land use near schools and urban centres where pedestrians are expected to congregate.



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Closing

Thank you



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Public Safety Committee
City of Nanaimo

List of areas of possible interest:

1. Some of the topics that the PSC may address will likely have an overlap with the RDN and it would be helpful to know if the RDN has a similar committee or would want to participate in some form with our committee. This might facilitate a faster and better exchange of information.
2. Traffic issues:
 - A. Bus stop locations.

The local bus service is important and continually growing. There seems to be a lack of planning with respect to the location of stops and their effect on other traffic.

At the south corner of Uplands and Hammond Bay Rd. the bus stop is immediately after the intersection with no pull-out. Also, it is directly across from a raised median such that when the bus stops it backs up traffic which, in some cases, blocks the intersection. This is also directly in the vicinity of the fire hall.

As buses often have bikes loaded or unloaded at the front the duration of stops can be less than quick. This stop could be moved farther away from the intersection.

Along Hammond Bay Rd. there are frequent bus stops but very few where the bus can pull over and the result is lengthy lines of cars behind buses. This creates situations where motorists try to pass where unsafe and also creates animosity towards the system.

At least every third stop should be one where the bus can pull over without blocking traffic. At the intersection of Williamson Rd and

Hammond Bay for example there was a recent development where the City could have presumably required the developer to put in a pull-out. There is a concern that there is a lack of future planning in this area and it is not as if either general traffic or bus passenger traffic is ever going to decrease.

It would be interesting to have feedback from bus drivers on this issue.

B. Round-about issues:

The round-about at Mary Ellen Drive is a great improvement over the former stop sign approach. That being said there is an issue with traffic coming off the highway at speed and not slowing sufficiently for the safe usage of the system. The situation is aggravated by shrubbery at the Chapters corner of the intersection which obstructs drivers from possibly seeing pedestrians. Consideration should be given to a speed bump at this approach from the highway.

The round-about at Rutherford and Nelson is near Randerson Ridge school and is two-laned. It is posted for traffic to slow to 30km but this is largely ignored particularly by traffic on Rutherford where in each direction there is a long run-up to the intersection where vehicles tend to build up speed. A proper slow speed is essential for the safe use of a roundabout especially one with multiple lanes.

The situation is particularly unsafe for pedestrians including the many children who use this intersection. Speed bumps on the approaches from both sides of Rutherford Road should be considered.

C. Lost Lake Road

It is acknowledged that when the City of Nanaimo expanded in the 70's it inherited some marginal road systems. Lost Lake Road has speeding issues and a general lack of sidewalks or even a safe shoulder.

A number of traffic-calming methods have been placed on the road to address the speeding issue. I respectfully submit that while the speed bumps on Lost Lake Rd are a good alternative the raised obstructions that have been placed in the center of the road are unsafe and should be replaced with speed bumps.

Anything placed in the middle of a road will eventually be struck by some motor vehicle either due to carelessness, impairment, distracted driving, road conditions, medical emergency or speeding.

While you can say the driver is at fault what also happens is that a passenger is injured or the vehicle ricochets into an "innocent" vehicle.

On Lost Lake Rd the placement of the cement barriers in the middle of the road (excepting the roundabout at Burma Rd) also creates choke points where cars cannot swing out to safely pass cyclists or pedestrians.

D. Utility pole placement

There are locations in the City (East Wellington Rd) where utility poles are immediately adjacent to the traffic lane. If possible, the City should be able to require the utility to re-locate the pole or at least put reflective safety devices on it.

E. Yield sign at Departure Bay Rd and Hammond Bay Rd

For traffic going north on Departure Bay Rd and turning right onto Hammond Bay Rd the "Yield" sign is not visible until a vehicle is already into its turn. Locals are perhaps used to this but it presents as an unnecessary hazard for visitors and tourists. If it is not possible to place the sign in a more visible location possibly yellow "Yield" letters could be placed on the pavement.

3. Wildfire Safety:

A. It was learned from the Lahaina fire that buildings with metal or other fire-resistant roofing had a much better chance of surviving a

major fire incident. The City may wish to regulate that new construction of schools, senior care homes, warehouses and recreation facilities have such roofing.

- B. Drone technology is improving constantly and modern drones can be multi-purposed for use in detecting fire hot-spots, search and rescue, aerial mapping, environmental protection and other uses.

It would seem advisable for the City to have its own drone or drones and trained personnel to operate same or to at least partner with Search and Rescue and/or the RCMP to have access to such a resource.

- C. New City Works Yard:

With concerns for future weather emergencies and earthquakes it would be helpful to know to what extent provision for dealing with such matters has been integrated into the planning for the new works yard. Also, if there is a contingency plan for working with the RDN to coordinate resources and if there is a need for a satellite facility in case one facility is cut-off or damaged.

My Five Priorities for the Public Safety Committee.

Good Afternoon,

As a member at large on the Public Safety Committee, here are my five top priorities:

1. Long Term Monitoring for the impacts on community impacts and safety, which would include when collecting a baseline or baseline monitoring. For example in regards to the HEART and HEARTH projects. That means we interview local residents and business before and after the projects are put into these neighborhoods,
2. Stopping current business from moving or closing due to crime and social disorder, especially from the South end, Downtown area.

Examples include Friends of Haven Thrift Store, Iron Oxide, Superette is up for sale, business around the Newcastle area. Also recent story in the news regarding Nanda Korean fried chicken being broken into 3 times in one month and the owners considering closing or moving, Misty Pines Bakery in the old city was broken into , door smashed in. These hardships are very impactful and we need to keep business's doors open for the walkability and enjoyment of the city. Establish grants for small business who have been impacted (broken windows etc.) akin to the program that the City of Portland Oregon is running to keep business going amid these times.

3. Entice people to use public spaces - Libraries and parks etc. Block parties? Clean ups? Etc is there funding for this? Knob Hill Park for example is rarely ever used by children and I have noticed many more needles last time I was there. .
4. Decentralization of services for those in Active addiction - due to the impacts on the entire south end of Nanaimo.
5. Amplify the effectiveness and power of Neighborhood associations, which work tirelessly and voluntarily for the community.

These are priorities for me because I see how powerless people are feeling in terms of being heard by any level of government and I believe that without good relationship, nothing can be accomplished. I also believe that public spaces need to be welcoming for all residents and especially children. The perception of safety is also essential for people to believe that they are living in a civil society.

Thank you,
Ruth Taylor

Public Safety Initiatives (Submitted by Scott Brodie, VIU)

1. Nanaimo has a disproportionately high unsheltered population compared to every other community in Canada ([Nanaimo PiT Count, 2023](#)). Additionally, Nanaimo has one of the highest ratios of unsheltered per capita of any community in Canada (Nanaimo PiT Count, 2023). Added to this, these data undercount the extent of this growing problem. Currently, one hundred temporary spaces by HEARTH are forthcoming, but this in no way will address the scope of the problem in Nanaimo. We need Housing First initiatives and other best practices to address and reduce this problem.
2. Nanaimo does not have a restorative justice program (aside from Connect, which is small in scope). Restorative Justice programs (like [Restorative Justice Cowichan](#)) can work in tandem with the CJS and offer a way of looking at harm/crime that seeks to address/balance the needs of everyone (victims, survivors, offenders, and communities). Programs involve finding ways for meaningful accountability and moving participants toward reparation, restoration, healing, and solving the underlying problems that give rise to harm/crime. This involves training, community justice forums, VOMs, and healing circles. I know some experts in the field, and have students who work at Cowichan Restorative Justice, who may be willing to help. These programs can be pervasive and effective in my experience.
3. Finally, I'll argue that Nanaimo has a serious image problem, which has also caused some misperceptions about crime rates and harm in Nanaimo. I'd like to advocate for a robust community clean-up and graffiti abatement program in tandem with initiatives to change the perception of Nanaimo. Nanaimo has had difficulty addressing eye sores, like the downtown pit, the Howard Johnson hotel, graffiti that surrounds VIU, and other issues. The initiative could revamp current graffiti enforcement and prevention measures including temporary exemptions and mitigation strategies for property owners who are repeated targets of graffiti/vandalism. Could also involve a graffiti sanctioned zone. There are opportunities to collaborate with external stakeholders on graffiti removal initiatives. For example, RJ programs (above) have had success with reparation programs to address graffiti/vandalism. Also, we need a communications strategy to raise public awareness on programs to beautify Nanaimo and change public perception. There are also solutions like temporary fencing to hide condemned buildings and construction sites.