

Staff Report for Decision

DATE OF MEETING JUNE 18, 2025

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SUBJECT **ALLOCATION OF UNALLOCATED PEDESTRIAN FUNDS**

OVERVIEW

Purpose of Report

To recommend pedestrian improvement projects for expenditure of the \$300,000 Pedestrian Unallocated budget for 2025.

Recommendation

That the Finance and Audit Committee recommend that Council invest \$300,000 from the Pedestrian Unallocated budget for 2025 towards raised crosswalks at the following locations:

- Townsite Road at St. Patrick's Crescent (\$100,000)
- Wallace Street at Franklyn Street (\$100,000)
- Portsmouth Road at Applecross Road (\$100,000)

BACKGROUND

Each year, Nanaimo City Council allocates \$300,000 towards pedestrian mobility and safety projects throughout the City. This Pedestrian Unallocated Budget is intended to address smaller-scale pedestrian improvement projects more quickly than would be possible via the typical financial planning process.

Staff prepare a report annually with potential projects for Council's consideration. Projects that improve crosswalk safety are commonly recommended by Staff, as research shows that most collisions between drivers and pedestrians occur at crossings. Staff identify priority crosswalks using the Crosswalk Improvement Prioritization Tool, which assigns a score to each crosswalk in Nanaimo based on trip-generation factors and risk factors.

Staff have provided information reports at the 2025-MAY-14 Advisory Committee on Accessibility and Inclusiveness and the 2025-JUN-11 Public Safety Committee, sharing the pedestrian unallocated projects being recommended to Council for 2025.

DISCUSSION

For 2025, Staff recommend that funding be allocated towards high scoring pedestrian crosswalks, per the Crosswalk Improvement Prioritization Tool. During Staff's analysis, high scoring crosswalks were refined by excluding the following types of crosswalks:

- Those at controlled intersections (either traffic lights or stop signs), since the rights and responsibilities of both pedestrians and drivers are generally understood at these types

of intersections. Furthermore, interventions to improve pedestrian safety at these intersections are typically quite complex and costly.

- Those that are within the scope of an upcoming capital project, as these projects typically provide an opportunity to make improvements to transportation infrastructure, often at a reduced cost.

2025 Recommended Projects

For 2025, Staff recommend the following projects for Pedestrian Unallocated funding:

Townsite Road at St. Patrick Crescent

Crosswalk Improvement Prioritization Tool Score: 50

Recommended Treatment: Raised crosswalk and lighting improvements

Cost Estimate: \$100,000

Rationale:

This crosswalk's high score is primarily due to trip generation factors. These include proximity to a highly used transit stop, its location within the Hospital Urban Centre, and economic equity considerations. Risk factors affecting this crossing include high traffic volumes and a known collision involving an active transportation user.

Wallace Street at Franklyn Street

Crosswalk Improvement Prioritization Tool Score: 48

Recommended Treatment: New raised crosswalk on north side of intersection

Cost Estimate: \$100,000

Rationale:

This crosswalk's high score is primarily due to trip generation factors. These include its location within the Primary Urban Centre land use designation, economic equity considerations, and its high WalkScore rating. The most significant risk factor affecting this location is traffic volume.

Staff propose adding a new raised crosswalk at the north side of the intersection. In addition to slowing traffic, this new crossing location provides a shorter crossing distance and reduces the potential for conflicts between pedestrians and drivers.

Portsmouth Road at Applecross Road

Crosswalk Improvement Prioritization Tool Score: 47

Recommended Treatment: Raised Crosswalk

Cost Estimate: \$100,000

Rationale:

This crosswalk's high score is primarily due to trip generation factors. These include its location within an Urban Centre, having a high WalkScore rating, and proximity to a highly used transit stop. Crossing distance is the most significant risk factor affecting this location.

Pedestrian improvements at this crossing were strongly supported during community consultation for the Woodgrove Area Plan.

2025 Secondary Projects

The following potential projects have also been reviewed by Staff but are not included in the list of recommendations for 2025, as the budget would be exceeded. However, the Finance and Audit Committee may consider re-prioritising any of the following projects for funding in 2025, either by removing projects from the recommended list above, or by allocating additional funds from other budgets to cover costs over and above the \$300,000 Pedestrian Unallocated budget.

Waddington Road at Dufferin Crescent

Crosswalk Improvement Prioritization Tool Score: 47

Recommended Treatment: Raised crosswalk

Cost Estimate: \$100,000

Discussion:

This location has the same ranking as Portsmouth Road at Applecross Road and is driven by similar trip generation and risk factors. Ultimately, Staff are recommending Portsmouth Road at Applecross Road over this location given the strong public support expressed during recent community consultation for the Woodgrove Area Plan.

Mary Ellen Drive at Dover Road

Crosswalk Improvement Prioritization Tool Score: 46

Recommended Treatment: Two-stage crossing

Cost Estimate: \$150,000

Discussion:

As the existing crosswalk crosses multiple vehicle lanes, this location is a strong candidate for a two-stage crossing including flashing lights and a pedestrian refuge area at the half-way point of the crossing.

Staff excluded this project from the 2025 recommendations as it would require a substantial portion of the Pedestrian Unallocated budget. It is possible to fund three raised crosswalk projects within the budget. However, if this two-stage crossing were funded, only two projects would be possible with the 2025 funds.

Other Locations Considered

The following locations have substantial scores but were excluded from Staff's recommendation in favour of the higher-scoring crosswalks noted above. As the higher-scoring crosswalks receive improvements, it is likely that future pedestrian unallocated funding will support recommendations at the locations listed below.

In addition to the prioritization scoring, these crosswalk locations have been brought to Staff's attention through requests from the public.

Location	Score	Notes
Elizabeth Street at Howard Avenue	41.5	Members of the Fairview Elementary School community have submitted 20 requests for safety enhancements at this crossing, and the crossing at Second Street at Kamp Place.
Second Street at Kamp Place	39.5	See above
Hammond Bay Road at Kenwill Drive	41	Staff have received four requests for safety improvements at this crosswalk, some in anticipation of Rutherford Elementary School re-opening this September.
Sierra Way at McGirr Road	38.5	Staff have received a request for safety improvements to the crosswalk on McGirr Road. Traffic safety improvements at this location are also supported by the McGirr Elementary Active School Travel Plan.

Previous Year Project Update

Following is a table showing the pedestrian unallocated projects approved since 2023, and the completion status of each.

Location	Project	Status
2023		
Departure Bay Road south sidewalk (Alan-A-Dale Place to Wardropper Park)	Sidewalk	Completed Aug 2024
Dufferin Crescent at Grant Avenue	Raised crosswalk and curb return	Design in progress
Pine Street and Wentworth Street	Rectangular rapid flashing beacons (RRFBs), improved street lighting, shortened crossing	Design in progress
Howard Avenue at Regal Street	Raised crosswalk	Completed Sept 2024
Dover Road at Applecross Road	RRFBs	Design in progress
Brickyard Road at Broadway Road	Islands, centre line signage, revised pavement markings	Under construction
3700 Block of Departure Bay Road	RRFBs	Completed Sept 2024
400 Block of Campbell Street	Raised crosswalk	Design in progress
2024		
Albert Street at Dunsmuir Street	Raised crosswalk	Design in progress
Albert Street at Selby Street	Raised crosswalk	Design in progress

CONCLUSION

The Crosswalk Improvement Prioritization Tool continues to support high value pedestrian infrastructure investments across Nanaimo. This year's recommended projects have been prioritized primarily due to generating relatively high scores in the Crosswalk Improvement Prioritization Tool.

OPTIONS

1. That the Finance and Audit Committee recommend that Council invest the \$300,000 Pedestrian Unallocated budget for 2025 towards raised crosswalks at the following locations:
 - Townsite Road at St. Patrick's Crescent (\$100,000)
 - Wallace Street at Franklyn Street (\$100,000)
 - Portsmouth Road at Applecross Road (\$100,000)
 - The advantages of this option: It is based on objective scoring generated by the Crosswalk Improvement Prioritization Tool. This option would support three projects, which is the maximum number of projects possible within the budget.
 - The disadvantages of this option: This option does not address high-scoring locations that require more costly safety interventions.
 - Financial Implications: Funding is included in the approved 2025 – 2029 Financial Plan.
2. That the Finance and Audit Committee recommend that Council invest the \$300,000 Pedestrian Unallocated budget for 2025 towards some or all of the "2025 Secondary Projects" described in this Staff report.
 - The advantages of this option: The "2025 Secondary Projects" listed in the Staff report are also relatively high-scoring and worthwhile. Council may have reasons for prioritizing one or both of these projects rather than those recommended in Option 1.
 - The disadvantages of this option: A different combination of projects may not fit within the \$300,000 budget, which could mean only two projects could be constructed. Deviating from funding improvements at the highest scoring crosswalks reduces objectivity in decision making.
 - Financial Implications: A different combination of projects may require additional funding from other budget sources or may result in left over funds.
3. That the Finance and Audit Committee provide alternate direction to Staff. |

SUMMARY POINTS

- Council allocates \$300,000 towards small-scale pedestrian improvement projects each year.
- Staff are recommending that the Finance and Audit Committee recommend that Council allocate their 2025 budget towards three raised crosswalk projects at locations with high scores, based on Staff's Crosswalk Improvement Prioritization Tool.
- The recommended projects have been shared with the Advisory Committee on Accessibility and Inclusiveness and the Public Safety Committee through information reports.

ATTACHMENTS:

Attachment A: Allocation of Unallocated Pedestrian Funds PowerPoint Presentation

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