

ATTACHMENT B



Staff Report for Decision

DATE OF MEETING FEBRUARY 12, 2024

AUTHORED BY SADIE ROBINSON, ACTIVE TRANSPORTATION PROJECT SPECIALIST

SUBJECT SCHOOL ZONE POLICY UPDATE

OVERVIEW

Purpose of Report

To provide an opportunity for Council to update the School Zone Policy to reflect best practices and changes in legislation.

Recommendation

That Council repeal the existing School Zone Signing Guidelines Policy COU-118 and adopt the new School Zone Signing Policy COU-240 as detailed in Attachment B.

BACKGROUND

In 1995 the City undertook a process to create School Zone Signing Guidelines which were adopted by Council. This policy has criteria for determining where a “School Area” should be put into place and where a 30km/h sign should be used to make it a “School Zone”. In 1996, Council received delegations regarding school safety, and the request was made that all roads abutting a school be reduced to 30km/h. Council made a motion to accept this request and the School Zone Policy was then amended.

Council has since provided direction to review the School Zone Signing Guidelines Policy.

DISCUSSION

In 2022, City Staff carried out a school zone policy review based on the guidelines provided by the Transportation Association of Canada and other road safety agencies.

The current School Zone Signing Guidelines Policy lacks definitions and provides conflicting language regarding guidelines for when school zone signage is to be installed. As a result, school zones have not been established consistently across Nanaimo. Enforcement of speed within a school zone, in some cases, is also a concern as the guidelines within the policy are not in alignment with the Motor Vehicle Act (MVA).

Case law provides that the 30 km/h school zone is only enforceable while approaching or passing the school building and school grounds between 8am-5pm on school days. School zone signs are regulated by the MVA, and enforcement is carried out by the RCMP. Section 124 of the

provincial MVA provides that Council may further regulate traffic in the vicinity of schools provided it is consistent with the MVA. Currently, school zone signs are only enforceable adjacent to school property. If the property line separation between the school and the subject street is greater than 50 meters, the school is not considered to be adjacent to that street.

Many of the City's existing school zones are on roads that do not abut the school building or school grounds, and therefore, the school zones would not be enforceable under Section 146 (7) of the MVA "speeding against a municipal sign".

Through discussions with the Nanaimo Traffic Safety Committee (NTSC) and RCMP, it is understood that continuing to operate school zone signing as currently, would be to strain the wording of Section 147(1) of the MVA and would not align with the intent of the legislation.

To be consistent with the MVA and in keeping with best practices, Staff developed a matrix to review and establish school zones or school areas for a particular school site in consideration of the Transportation Association of Canada's Guidelines. The matrix takes various factors into account to determine which treatment should be established for the road of interest. There are two treatments to consider, School Area and School Zone. A School Area includes school warning signs for drivers without a speed limit reduction. A School Zone includes speed limit signs which reduce the speed limit adjacent to the school; the typical school zone speed limit is 30 km/h. The matrix has been tested for elementary schools in Nanaimo. A copy of the matrix template is shown in Attachment C. The internal review would consider the output from the matrix, the local context of the school, input from the RCMP, NTSC, and other stakeholders, and would conclude with a revised sign plan for the school of interest.

Staff recommend repealing the existing School Zone Signing Policy COU-118 and replacing it with a new policy that will allow staff to establish school zone signage based on the internal review process using the School Zone Review Matrix, to be amended from time to time. The proposed policy updates have been discussed with the NTSC which includes many groups such as ICBC, the RCMP, and School District 68. The NTSC is supportive of a revised policy. Through direct conversation with the RCMP, Staff confirm that the Traffic Section of the RCMP detachment are in support of the proposed changes and implementation strategy.

If Council establishes the new policy, the result would be school zones which consider site specifics in alignment with the MVA and are enforceable by the RCMP. Staff intend that implementation would be gradual. Changes to existing school zones would not occur until the city works with a school on an active school travel program, or as large-scale capital projects are implemented.]

OPTIONS

1. That Council repeal the existing School Zone Signing Guidelines Policy COU-118 and adopt the new School Zone Signing Policy COU-240 as detailed in Attachment B.

The advantages of this option are that the review of school zone signing will be consistent, and that establishment of school zones will align with the MVA and become more enforceable by the RCMP.

2. That Council provide Staff with alternate direction. |

SUMMARY POINTS

- The existing School Zone Signing Guidelines Policy is not in alignment with the Motor Vehicle Act.
- Staff recommend adopting a new policy that will allow for consistency while considering site specifics in the establishment of school zone signing, is in alignment with the MVA and enforceable by the RCMP.
- If Council establishes the new policy, implementation would be gradual.

ATTACHMENTS:

ATTACHMENT A - Existing School Zone Signing Guidelines Policy COU-118

ATTACHMENT B - Proposed School Zone Signing Policy COU-240

ATTACHMENT C - School Zone Review Matrix

ATTACHMENT D - Example School Zone Review Matrix

Submitted by:

Sadie Robinson
Active Transportation Project Specialist

Concurrence by:

Jamie Rose
Manager, Transportation

Poul Rosen
Director, Engineering |



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



RCRS Secondary:	GOV-02	Effective Date:	
Policy Number:	COU-240	Amendment Date/s:	
Title:	School Zone Signing	Repeal Date:	
Department:	Engineering and Public Works	Approval Date:	

PURPOSE:

The City of Nanaimo (the “City”) is committed to improving transparency and consistency of school zone signing outcomes through the establishment and implementation of a fit-for-purpose, consistent approach to review of school zone signing and establishment of sign plans.

DEFINITIONS:

School	An educational institution that is attended primarily by children. This includes elementary schools, middle schools, junior high schools, and high schools. No distinction is made between public and private schools.
School Area	A section of roadway adjacent to a school that is denoted by school area signing only.
School Zone	A section of roadway adjacent to a school that is denoted by school area signing and a reduced speed limit sign.

SCOPE:

Delegated to Staff.

POLICY:

The School Zone Review Matrix, as amended from time to time, is a mandatory administrative review which will be implemented pursuant to this Policy prior to the signing of school zones or school areas.

Not all schools will be eligible for school zone signing. These may include schools on multi-lane roadways where the roadway provides mobility for all modes and has higher traffic volumes.

PROCESS:

N/A

RELATED DOCUMENTS:

[School and Playground Areas and Zones: Guidelines for Application and Implementation – by Transportation Association of Canada](#)

School Zone Review Matrix

REPEAL/AMENDS:

COU-118 – School Zone Signing Guidelines

SCHOOL ZONE REVIEW MATRIX							
INSTALLATION CRITERION	MAXIMUM POINT VALUE (MPV)	DESCRIPTION	WEIGHTING FACTOR (WF)	<<NAME>> ELEMENTARY SCHOOL		LEGEND	
				SCORE (MPV*WF)			
				<<STREET NAME>>	<<STREET NAME>>		
Road Classification	20	Urban/Mobility Arterial	0.0	0	0	TOTAL SCORE	AREA OR ZONE?
		Urban/Mobility Collector	1.0			0-40	Nothing
		Urban/Mobility Local	0.6			41-64	SCHOOL AREA
		Private/Lane	0.4			65-80	SCHOOL AREA OR SCHOOL ZONE*
		Highway	0.0			81-100	SCHOOL ZONE
Sidewalks	20	None or Non-school side	1.0	0	0	* Local conditions must be considered in detail in order to determine the appropriate treatment. Wherever possible, mitigation measures should be explored that would reduce the score so that marginal school zones can be avoided. The reasons for the final decision should always be documented.	
		School Side	0.5				
		Both Sides	0.0				
Fencing	10	Fully Traversable	1.0	0	0		
		Partially Traversable	0.5				
		Non-Traversable	0.0				
Lanes	10	4	1.0	0	0		
		3	0.8				
		2	0.6				
		4+/Arterial/Highway	0.0				
Crosswalks	10	Unmarked/none	1.0	0	0		
		uncontrolled - passive crossing treatment system	0.8				
		uncontrolled - active crossing treatment system	0.4				
		controlled - traffic signal system/other	0.0				
Property Line Separation	5	Abuts Roadway (within 10m)	1.0	0	0		
		Within 11-50 meters	0.5				
		Further than 50 meters	0.0				
School Entrance	5	Main Entrance / Multiple Secondary Entrances	1.0	0	0		
		Secondary Entrances	0.5				
		None	0.0				
TOTAL SCORE				-	-		
RESULTS				Nothing	Nothing		

Examples Reviews using School Zone Review Matrix

1. Uplands Park Elementary School

INSTALLATION CRITERION	MAXIMUM POINT VALUE (MPV)	DESCRIPTION	WEIGHTING FACTOR (WF)	Uplands Park Elementary		
				Uplands Dr	Littleford Rd	Stronach Dr
School Type	20	Elementary	1.0	N/A: Not touching School Property	20	20
		K-12/9	0.8			
		High School	0.6			
		Post Secondary / Other	0.0			
Road Classification	20	Urban/Mobility Arterial	0.0		12	20
		Urban/Mobility Collector	1.0			
		Urban/Mobility Local	0.6			
		Private/Lane	0.4			
		Highway	0.0			
Sidewalks	20	None or Non-school side	1.0		10	10
		School Side	0.5			
		Both Sides	0.0			
Fencing	10	Fully Traversable	1.0		0	5
		Partially Traversable	0.5			
		Non-Traversable	0.0			
Lanes	10	4	1.0	6	6	
		3	0.8			
		2	0.6			
		4+/Arterial/Highway	0.0			
Crosswalks	10	Unmarked/none	1.0	8	8	
		uncontrolled - passive crossing treatment system	0.8			
		uncontrolled - active crossing treatment system	0.4			
		controlled - traffic signal system/other	0.0			
Property Line Separation	5	Abuts Roadway (within 10m)	1.0	2.5	5	
		Within 11-50 meters	0.5			
		Further than 50 meters	0.0			
School Entrance	5	Main Entrance / Multiple Secondary Entrances	1.0	2.5	5	
		Secondary Entrances	0.5			
		None	0.0			
TOTAL SCORE				0	61	79
			Results	Nothing	School Area	School Area or School Zone
			NOTES	ASTP Walking Route: School Area Signs recommended.		School Frontage, recommend School Zone

2. McGirr Elementary School

INSTALLATION CRITERION	MAXIMUM POINT VALUE (MPV)	DESCRIPTION	WEIGHTING FACTOR (WF)	McGirr Elementary School		
				McRobb Ave	McGirr Road	Dover Road
				School Type	20	K-12/9 High School Post Secondary / Other
Road Classification	20	Urban/Mobility Arterial Urban/Mobility Collector Urban/Mobility Local Private/Lane Highway	0.0 1.0 0.6 0.4 0.0	20	20	20
Sidewalks	20	None or Non-school side School Side Both Sides	1.0 0.5 0.0	0	0	0
Fencing	10	Fully Traversable Partially Traversable Non-Traversable	1.0 0.5 0.0	0	5	0
Lanes	10	4 3 2 4+ / Arterial/Highway	1.0 0.8 0.6 0.0	6	6	6
Crosswalks	10	Unmarked/none uncontrolled - passive crossing treatment system uncontrolled - active crossing treatment system controlled - traffic signal system/other	1.0 0.8 0.4 0.0	8	8	4
Property Line Separation	5	Abuts Roadway (within 10m) Within 11-50 meters Further than 50 meters	1.0 0.5 0.0	0	2.5	2.5
School Entrance	5	Main Entrance / Multiple Secondary Entrances Secondary Entrances None	1.0 0.5 0.0	2.5	5	0
TOTAL SCORE				57	67	53
			Results	School Area	School Area or School Zone	School Area
			NOTES		School Frontage - recommend School Zone	

3. Pleasant Valley Elementary School

INSTALLATION CRITERION	MAXIMUM POINT VALUE (MPV)	DESCRIPTION	WEIGHTING FACTOR (WF)	Pleasant Valley Elementary	
				Metral Dr	Dunbar Rd
School Type	20	Elementary	1.0	N/A: Not touching School Property	20
		K-12/9	0.8		
		High School	0.6		
		Post Secondary / Other	0.0		
Road Classification	20	Urban/Mobility Arterial	0.0		20
		Urban/Mobility Collector	1.0		
		Urban/Mobility Local	0.6		
		Private/Lane	0.4		
		Highway	0.0		
Sidewalks	20	None or Non-school side	1.0		20
		School Side	0.5		
		Both Sides	0.0		
Fencing	10	Fully Traversable	1.0		5
		Partially Traversable	0.5		
		Non-Traversable	0.0		
Lanes	10	4	1.0	6	
		3	0.8		
		2	0.6		
		4+/Arterial/Highway	0.0		
Crosswalks	10	Unmarked/none	1.0	10	
		uncontrolled - passive crossing treatment system	0.8		
		uncontrolled - active crossing treatment system	0.4		
		controlled - traffic signal system/other	0.0		
Property Line Separation	5	Abuts Roadway (within 10m)	1.0	2.5	
		Within 11-50 meters	0.5		
		Further than 50 meters	0.0		
School Entrance	5	Main Entrance / Multiple Secondary Entrances	1.0	5	
		Secondary Entrances	0.5		
		None	0.0		
TOTAL SCORE				0	89
			Results	Nothing	School Zone
			NOTES	Complete Street Walking / Cycling Route - Recommend School Area Signs	