



Executive Committee

**Wednesday, September 12, 2018
11:45 AM**

Henry Baker Hall, Main Floor, City Hall



OFFICE OF THE CITY CLERK

**Public Agenda
Executive Committee
Wednesday, September 12, 2018**

Approval of Public Agenda**Adoption of Minutes**

Minutes for the meeting held on August 1, 2018

Tabled Reports

EX18-16 Safety in School Zones

Recommendation

1. That Administration undertake an audit of existing school zones to review signage locations, parking and drop off locations and overall safety, prior to the implementation of any further recommendations.
2. That the City Solicitor be instructed to prepare the necessary amendments to Bylaw No. 9900, *The Regina Traffic Bylaw, 1997*, as recommended in this report, effective August 30, 2019.
3. That this report be forwarded to the August 27, 2018 meeting of City Council for approval.

Administration Reports

EX18-18 Regina Revitalization Initiative Stadium Project Stadium Project

Recommendation

That this report be received and filed.

Resolution for Private Session

AT REGINA, SASKATCHEWAN, WEDNESDAY, AUGUST 1, 2018

AT A MEETING OF EXECUTIVE COMMITTEE
HELD IN PUBLIC SESSION

AT 11:45 AM

These are considered a draft rendering of the official minutes. Official minutes can be obtained through the Office of the City Clerk once approved.

Present: Councillor Andrew Stevens, in the Chair
Mayor Michael Fougere
Councillor Lori Bresciani
Councillor Sharron Bryce
Councillor John Findura
Councillor Jerry Flegel
Councillor Bob Hawkins
Councillor Jason Mancinelli
Councillor Mike O'Donnell
Councillor Barbara Young

Regrets: Councillor Joel Murray

Also in Attendance: City Clerk, Jim Nicol
A/Deputy City Clerk, Amber Ackerman
City Manager, Chris Holden
A/City Solicitor, Cheryl Willoughby
Executive Director, City Planning & Development, Diana Hawryluk
Executive Director, City Services, Kim Onrait
Executive Director, Financial & Corporate Services, Barry Lacey
Executive Director, Transportation & Utilities, Karen Gasmol
Director, Assessment & Taxation, Deborah Bryden
Director, Communications & Customer Experience, Alan Clay
Manager, Property Taxation & Admin, Tanya Mills

(The meeting commenced in the absence of Councillor Mancinelli.)

APPROVAL OF PUBLIC AGENDA

Councillor Bob Hawkins moved, AND IT WAS RESOLVED, that the agenda for this meeting be approved, as submitted, and that the delegations be heard in the order they are called by the Chair.

ADOPTION OF MINUTES

Councillor Barbara Young moved, AND IT WAS RESOLVED, that the minutes for the meeting held on July 4, 2018 be adopted, as circulated.

(Councillor Mancinelli arrived at the meeting.)

ADMINISTRATION REPORTS

EX18-15 Community Non-Profit Tax Incentive Policy

Recommendation

RECOMMENDATION OF THE EXECUTIVE COMMITTEE

- JULY 4, 2018

1. That the *Community Non-Profit Tax Incentive Policy* as described in this report and attached as Appendix A, be approved.
2. That a cap in the policy be set at \$1.2 million.
3. That this report be forwarded to the August 27, 2018 meeting of City Council for approval.

Communications were submitted by:

- Colleen Schmidt
- Mackenzie Art Gallery

Copies are on file in the Office of the City Clerk.

The following addressed the Committee:

- Bob Perry, Deborah Rush and Jackie Martin, representing Mackenzie Art Gallery
- Jim Elliot
- Sandy Baumgartner, representing Saskatchewan Science Centre
- Ron Hitchcock, representing Royal Canadian Legion 001
- John Hopkins, representing Regina & District Chamber of Commerce and Brian Shankowsky, representing Regina Trades and Skills Centre
- Colleen Schmidt, representing Cathedral Area Cooperative Daycare
- Allison Tholl, representing South Saskatchewan Directors for Early Learning
- Georgia Siourounis, representing Saskatchewan Early Childhood Association
- Cara Steiner, representing Prairie Lily Early Learning Centre
- Mackenzie Sawchyn, representing Cathedral Area Cooperative Daycare
- Tasha Balkwill, representing Whitmore Park Childcare Co-operative
- Fred Clipsham, representing Circle Project Daycare

Councillor Andrew Stevens stepped down and temporarily left the meeting.

Councillor Bob Hawkins assumed the Chair.

Councillor Andrew Stevens returned to the Chair prior to the vote.

Councillor John Findura moved that this report be received and filed.

Councillor Bob Hawkins moved, AND IT WAS RESOLVED, that this be referred back to the Administration to design a public consultation that considers the parameters set out, which are at the origin of this Community Non-Profit Tax Incentive policy proposal by Q4 of 2018.

The motion was put and declared CARRIED.

RECESS

Councillor Jerry Flegel moved, AND IT WAS RESOLVED, that the Committee recess for five minutes.

(The Committee recessed at 2:37 p.m.)

(The Committee reconvened at 2:45 p.m.)

EX18-17 2019 Preliminary Budget Review and Economic Update

Recommendation

That this report be received and filed.

The following addressed the Committee:

- Ryan Johnson and Dale Schoffer, representing Buffalo Pound Water Treatment Plant
- Fred Clipsham
- Jim Elliot

Chris Holden, City Manager and Barry Lacey, Executive Director, Financial & Corporate Services made a power-point presentation, addressed and answered questions of the Committee. A copy of the presentation is on file in the Office of the City Clerk.

Mayor Michael Fougere moved, AND IT WAS RESOLVED, that this report be received and filed.

EX18-16 Safety in School Zones

Recommendation

1. That Administration undertake an audit of existing school zones to review signage locations, parking and drop off locations and overall safety, prior to the implementation of any further recommendations.
2. That the City Solicitor be instructed to prepare the necessary amendments to Bylaw No. 9900, *The Regina Traffic Bylaw, 1997*, as recommended in this report, effective August 30, 2019.
3. That this report be forwarded to the August 27, 2018 meeting of City Council for approval.

Communications were submitted by:

- CAA Saskatchewan
- Terry Leigh

Copies are on file in the Office of the City Clerk.

Christine Niemczyk, representing CAA Saskatchewan, addressed the Committee.

Councillor Mike O'Donnell moved, AND IT WAS RESOLVED, that this report be tabled to the September 12, 2018 meeting of Executive Committee.

RESOLUTION OF PRIVATE SESSION

Councillor Sharron Bryce moved, AND IT WAS RESOLVED, that in the interest of the public, the remaining items on the agenda be considered in private.

RECESS

Councillor Sharron Bryce moved, AND IT WAS RESOLVED, that the Committee recess for ten minutes.

(The Committee recessed at 4:20 p.m.)

Chairperson

Secretary

August 1, 2018

To: Members
Executive Committee

Re: Safety in School Zones

RECOMMENDATION

1. That Administration undertake an audit of existing school zones to review signage locations, parking and drop off locations and overall safety, prior to the implementation of any further recommendations.
2. That the City Solicitor be instructed to prepare the necessary amendments to Bylaw No. 9900, *The Regina Traffic Bylaw, 1997*, as recommended in this report, effective August 30, 2019.
3. That this report be forwarded to the August 27, 2018 meeting of City Council for approval.

CONCLUSION

In response to Council motion *MN16-4*, the Traffic School Zone Safety Committee made up of subject matter experts, reviewed school zone safety issues and considered school zone signage, speeding, pedestrian and vehicle movements, parking concerns, violations and fines, educational opportunities and school site layout concerns. The committee also considered the implementation, feasibility, costs, enforceability, expected compliance, levels of safety improvement and impact on the community, including the road user in their recommendations.

Administration is supportive of the committee's recommendations and concurs that an audit of existing school zones to review signage locations, parking and drop off locations and overall safety is essential prior to the implementation of any further recommendations. Upon City Council approval, Administration would begin conducting the audit in the fall of 2018. It is anticipated that the audit will require six months to complete.

Upon completion of the audit, the following changes to school zones are proposed:

Amendments to the Traffic Bylaw (Effective August 30, 2019)

- A speed limit change to 30 kilometres per hour from 7 a.m. to 7 p.m. in school zones and playground zones to enhance pedestrian safety, while reducing evening hours to better reflect the presence of children at schools.
- Prohibiting U-turns in school zones, increasing the visibility of the school zone and introducing traffic calming initiatives, will also improve pedestrian safety.

- To establish fines for speeding in school zones, to align with the provincial Traffic Safety Act fine amounts.

Other Recommended Changes that Administration will Undertake

- Pedestrian crosswalks in school zones should follow national standards and be upgraded to the higher visibility pavement markings of the ‘zebra crossing’.
- Education and collaboration with the Province on future school sites will help ensure safety is addressed in a proactive manner going forward, while enhancing violation fines for school zone related offences will ensure citizens understand the importance of complying with school zone regulations and discouraging inappropriate driver behaviour.
- Signing of school zones and school areas to be consistent with national guidelines and best practices.

Additionally, Administration would recommend changes to the Traffic Bylaw in order to align the City’s current fee and fine structure with the Provinces fee and fine structure, as outlined in the *Traffic Safety Act*.

BACKGROUND

At the April 25, 2016 meeting of City Council, the following motion *MN16-4* was passed:

1. That Administration undertake to form a committee made up of City traffic staff, School Board representatives and representatives from the Regina Police Service to consider, but not be limited to the following:

- a. Reducing the speed in school zones.*
- b. Signage indicating that the passing of vehicles is not allowed within school zones.*
- c. Adding a pedestrian signal where appropriate to a school zone.*
- d. Adding bulb outs or other traffic calming methods.*
- e. Adding signage to indicate when a school zone comes to an end.*
- f. Declaring the area directly in front of a school a fire or emergency only parking zone so that school age children have a clear sight path to a safe crossing.*
- g. Suggest methods to handle parent drop off zones that can be used in most school zones.*
- h. Consider the hours that a school zone would be in effect. For example, whether a 7-7 time slot for school days and no school zone for weekends and summer vacation would be effective.*

2. This Committee be struck and meet in the fall of 2016 with a report back to Executive Committee in the spring of 2017 with recommendations.

In 2016, Administration formed a committee consisting of City of Regina (City) Traffic staff, Regina Public and Separate School Boards, Regina Police Services (RPS), Saskatchewan Government Insurance (SGI), Canadian Automobile Association (CAA), Saskatchewan Safety Council and parent representatives to consider safety improvements in school zones. The committee met throughout the 2016/2017 school year to discuss traffic safety improvements for school zones. City staff provided technical presentations on pedestrian safety and school zone best practices and conducted jurisdictional reviews from other municipalities.

The committee was supportive of a multi-faceted approach to improving safety in school zones through the use of appropriate engineering controls, education and enforcement. Committee members demonstrated a desire to create school zone standards that increased the visibility of school zones, crosswalks and were supportive of reductions to speed limits. However, the committee's structure and governance limited its ability to issue final recommendations with respect to engineering controls or priorities for budget allocation and was hesitant to comment on engineering best practices or develop engineering guidelines.

At the September 13, 2017 Executive Committee meeting report *EX17-26* was presented. The committee was to be restructured to ensure consistent representation from respective subject matter experts, as well as establish clear governance for committee decisions, which would allow the committee to provide recommendations on safety improvements in school zones. Report *EX17-26* can be found in Appendix A.

It was resolved that a special committee consisting of City of Regina (City) Traffic staff, Regina Public and Separate School Boards, Regina Police Services (RPS), Saskatchewan Government Insurance (SGI), Canadian Automobile Associate (CAA), Saskatchewan, Safety Council, and parent representatives provided recommendations for future consideration by Executive Committee in Q2 of 2018.

DISCUSSION

The Traffic School Zone Safety Committee met between November 2017 and March 2018 to develop joint recommendations on school zone safety improvements. Other interested parties have also been informed of the proposed recommendations.

The committee recommendations were focused on applying industry best practices for mitigating vehicle versus pedestrian children collisions in school zones by effectively using engineering controls, education and enforcement. The City has a relatively small population with low volume of incidents in school zones. As such, the City needs to rely on industry guidelines developed from larger data sets to forecast expected safety improvement metrics that can be evaluated against unique city scenarios and correspondingly apply improvement measures. The copy of the Traffic School Zone Safety Committee Terms of Reference can be found in Appendix B.

The committee conducted a review of the current state of Regina school zones, including:

1. Consistency and visibility of school zone signage
2. Vehicular speeds and compliance with speed limits
3. Pedestrian accessibility and visibility
4. Vehicular movements
5. Parking and loading activities
6. Parking fines and traffic violations
7. Education opportunities
8. School site designs and layouts

The analysis of these issues informed the committee's recommendations found below. The committee also carefully considered implementation feasibility, costs, enforceability, expected

compliance, levels of safety improvement and impact on the community, including the road user in their recommendations.

Before finalizing the recommendations, Administration met on April 10, 2018 with the Regina School Pedestrian Safety Committee whose members include representatives from Saskatchewan Government Insurance (SGI), Canadian Automobile Association (CAA), Saskatchewan Safety Council and parent representatives, to provide the committee's findings and recommendations. These representatives were a part of the initial engagement on school zone safety and were supportive with the final committee recommendations.

Supporting details on alternate options considered for recommendations and the various financial, timing and administrative implications are contained in Appendix C.

Administration will conduct an audit of all existing school zones and determine any required signage changes to ensure compliance with national standards and best practices, including but not limited to zone limits, sightlines and no stopping restrictions. Schools across the community were developed at different times and the signage would have been put in place based on the standards of the day. Through the review process, Administration should remove signage from school zone locations that no longer qualify as a school zone with a reduced speed. These would become school areas with signs indicating schools were present, but a speed reduction is not required. Remaining school zones should establish clear limits, including the end of the zone by the erection of an appropriate sign.

The committee determined this complete review of existing schools is the foundation for further recommendations. Properly established school zones will ensure a consistent experience for drivers and pedestrians throughout the city, while serving to protect vulnerable children and reducing unwarranted restrictions on motorists. Further, completing this work in advance of other changes will ensure decreased implementation costs for labour and material, while reducing the amount of consecutive changes to school zone signs which could serve to confuse drivers.

The following issues were reviewed by the committee. The preliminary recommendations for safety in school zones will help outline the items to be reviewed as part of a safety audit. Following the audit of all schools, a report will be brought forth to council recommending changes to the Traffic Bylaw and addressing any concerns or implementation issues that arise from the safety audit.

Issues Reviewed by the Committee

School Zone Speed Limits and Effective Hours

The committee's evaluation of collision data and speed statistics indicated the majority of vehicles currently make a reduction to their speed in school zones during the hours children are commonly visible. The review of this data, given the current speed limit of 40 kilometres per hour, did not find the current condition to be inherently unsafe.

A primary factor in the committee's recommendation for 30 kilometres per hour was the increased survival rates for pedestrians struck at 30 kilometres per hour compared with

40 kilometres per hour. School zones by their nature have a high concentration of vulnerable persons; young children are still developing impulse control and depth perception and are more likely to act contrary to instruction or to misjudge the risk to their person. A reduction to 30 kilometres per hour increases the survivability of pedestrians for all collisions, but is also the primary factor for improving survivability for collisions, which are not effectively controlled by other means such as engineering controls.

Secondly, reducing the speed limit to 30 kilometres per hour is consistent with the recent direction of other comparable Canadian municipalities and is further consistent with the City of Regina speed reductions in construction zones on 50 kilometres per hour roads.

The recommendation to reduce the speed is part of a holistic solution that considers the recommendation to simultaneously implement adjusted school zone hours to better align with the periods of the day when young children are unaccompanied in the school zone.

The recommendation to move from the current school zone hours of 8 a.m. to 10 p.m. to a 7 a.m. to 7 p.m. time period reflects a desire to ensure enhanced coverage during morning student drop offs during the busy a.m. peak commuting period, while reducing the impact to motorists in the late evening when unaccompanied children are not expected in school zones.

The committee considered various hours for school zones, however the next most preferred option was 7 a.m. to 9 p.m. as to provide extended coverage into the evening hours when schools are used by community groups for various activities. In considering the average age and typical levels of supervision for children at these evening activities, it was determined to proceed with the recommendation of the 7 p.m. school zone end time to mitigate impact on motorists in school zones that are largely inactive in the evenings.

In recommending the 7 p.m. end time however, it is imperative that Administration work with the School Administrators to ensure adequate education and communication with parents regarding the reduction in evening hours for school zones. In doing so, parents will be able to make appropriate determinations regarding the needed supervision levels for their children.

Currently school zones typically see lower levels of proactive enforcement by Regina Police Service (RPS) officers in the evening, which corresponds to the lower levels of activity at these locations. However, where required, instances of dangerous driving behaviours in these areas in the evening hours can still be addressed by RPS through violations other than those directly related to exceeding school zone speed limits.

Finally, the committee did not recommend any changes to the current days in a year the school zones are in effect. The committee determined a consistent approach was preferred, rather than limiting the zones to weekdays or to the school calendar year. Additionally, although playground zones and areas were beyond the scope of the committee, it was recognized that a level of consistency would also need to be applied between these two types of zones. Both school zones and playground zones typically involve young children that should be provided a consistent level of protection. As playgrounds are active throughout the year, including summers and weekends it was determined the preferred approach to school zones would not preclude uniformity with playground zones.

The committee recommended that all existing school zones are reviewed prior to the implementation of bylaw changes. This would ensure the limits of school zones are properly established and that only qualifying school zones are signed as school zones at the new speed reduction and hours. Non-qualifying zones would be signed as school areas with no corresponding speed reductions, as appropriate. The committee believes it is important that the 30 kilometres per hour speed limit is constrained to areas that warrant a school zone and that these zones are neither too extensive, nor too short.

Timing:

Required work for review, sign design and installation has an estimated timeline of eight and one half months. This work can begin in fall 2018.

Corresponding bylaw changes will be considered by the Traffic Bylaw Working Group in late 2018 and brought forward to Council for approval, in advance of the 2019/2020 school year.

Pedestrian Crosswalks

That Administration continue the existing process for evaluating intersections for appropriate pedestrian controls, including pedestrian corridors following the Transportation Association of Canada's (TAC's) national standards. New installation locations should be aligned with national standards and best practices. Existing locations should be upgraded to conform to national standards based in conjunction with other infrastructure renewal activities or as prioritized, based on condition and function.

That Administration continue to engage the existing Pedestrian Safety Committee and School Administrators as needed, when reviewing and implementing pedestrian crosswalks in school zones.

That Administration, where in alignment with national standards and best practices, provide an enhanced level of conspicuity for pedestrian crossings in school zones.

Committee discussions indicated support for continuing the current practice of following standard guidelines for the installation of pedestrian crossing amenities. The committee believes this approach will provide for appropriate crossing locations both within school zones and the neighbourhoods surrounding schools.

The committee believes it will be important for Administration to continue to work with School Administrators and the Pedestrian Safety Committee to highlight existing pedestrian amenities for parents, so they instruct their children accordingly to plan their travel to school to take advantage of these amenities.

Timing:

Pedestrian crosswalks can be implemented in 2018 and on a go-forward basis as per available existing capital budget. The engagement with the School Pedestrian Safety Committee and School Administrators can commence in September 2018 and continue throughout subsequent school years. Enhanced conspicuity of crosswalks in school zones at new locations and retrofit locations can begin in 2019.

Prohibition of U-Turns in School Zones

That U-turns within school zone limits be prohibited and engineering controls be implemented, such as signage or physical barriers, as needed at locations where compliance challenges exist on a go forward basis.

Rationale:

The committee determined vehicle U-turns in school zone are common during pick up and drop off times, and pose a substantial risk to children. U-turns are contrary to pedestrian expectations and are particularly dangerous for children who find these movements challenging to predict. U-turns require drivers to track vehicles and pedestrians in multiple directions which is made more challenging by the small stature of children in school zones.

U-turns are currently prohibited at signalized intersections, including pedestrian half signals, at flashing pedestrian corridors when activated, and at intersections controlled by school safety patrols. The recommendation will extend the prohibition to all intersection with the school zone, as well as midblock locations in school zones.

Pavement markings of centre lines in school zones were also considered but pose enforcement challenges during winter months when pavement markings are not visible. The recommendation does not preclude reinforcing the bylaw as needed through the use of signs, markings and barriers based on engineering judgement regarding compliance concerns.

Timing:

Bylaw changes will be considered by the Traffic Bylaw Working Group in late 2018 and brought forward to Council for approval in 2019.

Overtaking in School Zones

The committee does not recommend establishing a prohibition against overtaking or passing vehicles in school zones.

Rationale:

Through a review of the safety concerns posed by vehicles overtaking adjacent vehicles within school zones it was determined the safety concerns could be better addressed through alternate means, including, but not limited to enforcement of speed limits, dangerous driving laws, and the implementation of traffic calming measures in school zones.

Timing:

Enforcement can be undertaken at any time by Regina Police Services upon request from the schools or concerned individuals for any concerns related to the Traffic Bylaw and the *Traffic Safety Act*. Traffic Calming measures should be identified as part of the safety audit. The timing and installation of these will be dependent upon work planned near the school or subject to funding approval through the budget process.

Parking Restrictions in School Zones

The committee does not recommend establishing the area in front of a school as fire or emergency only parking zone.

Parking and stopping restrictions should be put in place to ensure sightlines at pedestrian crossings. Intersections and driveways must be maintained, and emergency access points kept clear at all times. The remaining curbside parking should have an appropriate mix of parking and loading zones, customized to meet the needs of each school. This will include, but is not limited to, bus loading zones, persons with disabilities parking and parent drop off zones.

Working with the school boards, Administration should promote a reduction in congestion due to on-street loading by encouraging staggered loading times or the use of alternate staging areas.

Rationale:

A review of the parking and loading demands in school zones, and considering existing capacity concerns for school bus loading, the committee recommends limiting parking restrictions for sightline safety requirements only.

Timing:

Once the review of existing school zones has been completed, any required changes to parking restrictions/signage will be undertaken as part of the re-establishment of the school zone signage and speed signage changes, if approved.

Traffic Calming Initiatives

That Administration develop an annual School Zone Safety Improvement Program to implement traffic calming initiatives. This program will include location evaluation, prioritization, engineering design, and installation work of curb extensions or other appropriate traffic calming features in school zones.

Rationale:

The committee recognizes traffic calming solutions are critical for improving compliance with speed reductions in school zones. Curb extensions (bulb-outs), when used appropriately can naturally slow vehicular traffic while improving pedestrian visibility and sightlines, as well as shortening the crossing distance for pedestrians at intersections.

Curb extensions have higher associated costs with retrofitting existing roadways and are challenging to absorb into existing budgets. The committee recognizes a multifaceted approach to implementing curb extensions in school zones is ideal, whereby opportunities can be incorporated into planned City infrastructure renewal projects or required in new development locations. High priority locations that fall outside of upcoming renewal projects will require dedicated budget. The committee believes an annual budget should be established, with dedicated funds for infrastructure improvements in school zones, such as curb extensions.

Timing:

There is sufficient staff capacity available in 2018 to commence initial work on the development of an annual program parameters, as well as the evaluation of several priority school zone

locations based on existing data. Subsequent design of appropriate traffic calming features may also be undertaken in 2018, with implementation beyond 2019 dependent on funding through future budget requests. The scope of an ongoing annual program will be subject to funding available in subsequent years.

Conspicuity of School Zones

That Administration, together with their community partners, research best practices and develop initiatives in school zones to enhance the year-round prominence and visibility of school zones. This will be considered in future budget processes if required.

Rationale:

The committee recognizes that a portion of speed violations in school zones are inadvertent and that by increasing the conspicuity of the school zones may reduce these unintended offences. Gateway signs, enhanced pavement markings, and the implementation of school zone coloured vertical infrastructure in school zones were discussed and should be further evaluated by Administration.

Timing:

This work can commence in fall 2018 in conjunction with review and design work to support other school zone changes, with stakeholder engagement in 2019.

School Zone Fines

That Administration put forward amendments to the *Traffic Bylaw, Bylaw No. 9900*, to increase fine amounts for no stopping violations in school zones.

That Administration increase proactive enforcement of no stopping restrictions in school zones.

Rationale:

The committee believes aligning fine amounts for speed violations to the *Traffic Safety Act* will provide improved consistency between fines issued by Automatic Speed Enforcement and RPS officers in addition to providing stronger incentives for compliance.

The committee has determined that violations of no stopping restrictions in school zones are a common occurrence and are a significant risk to sightlines in school zones. Low voluntary compliance, even in well-signed locations indicates the existing levels of enforcement and the value of the associated infraction's fines do not provide sufficient deterrence. The committee recognizes that increased fine amounts and proactive enforcement are extremely effective in improving driver compliance and these increases would further demonstrate the seriousness with which the Administration views sightline offences in school zones.

Timing:

Bylaw amendments could be brought forward in late 2018 or in 2019 in conjunction with other bylaw amendments.

Education

That Administration work with community partners to develop a strategy for targeted advertising campaigns on safety in school zones to be considered in future budget processes as required.

That Administration put forward a recommendation for RPS to provide an annual safety mascot-type program to be considered in future budget processes.

Rationale:

The committee recognized that education of drivers, parents and children is critical to ensure and reinforce other safety initiatives. The committee believes leveraging existing resources with community partners and coordinating messages is key to effective educational campaigns. Where existing resources are insufficient, the committee believes increased funding should be requested by the appropriate entity.

Timing:

Administration would look to working with the school boards and RPS on educational programs beginning in the fall of 2019.

Provincial Collaboration on Future School Sites

That Administration collaborate with the Province and developers on future school sites to increase opportunities to achieve school zone safety through improved design, including but not limited to the provision of off-street bus loading zones and site-specific amenities, such as on-site daycare loading zones.

Rationale:

The committee recognizes that recent school developments provide new challenges for school zones. Where possible, Administration should provide concerns and recommendations for improvements to the Province and Developers during design phases. This should include road classifications surrounding school zones in addition to appropriate off-street loading amenities and busing procedures.

Timing:

Collaboration is dependent on the timing of any new schools proposed by the Province.

IMPLICATIONS

Financial Implications

A review of all existing school zone limits and no stopping restrictions is estimated at \$25,000 in 2018 and can be funded from the existing 2018 Traffic Infrastructure Renewal budget. Sign changes to support recommendations are estimated at \$180,000, of which up to \$45,000 could be funded from the existing 2018 Traffic Infrastructure Renewal budget, with the remaining requiring additional funding in 2019. Other Operating and Capital expenses associated with the implementation of the remaining recommendations will be brought forward through future budget processes where they cannot be covered in existing budgets.

Additionally, revenue related to Automated Speed Enforcement may be used to fund some of the recommendations, subject to approval by SGI and the City Manager for use of these funds for traffic safety initiatives within city limits.

Environmental Implications

None with respect to this report.

Policy and/or Strategic Implications

The pursuit of an overall action plan for school zone safety supports the strategic priorities of the Official Community Plan (OCP), the Transportation Master Plan and the City's vision of promoting active transportation for residents to get to work and school.

Strategic priorities from the OCP that will be addressed through this work include:

- *Section C, Goal 4 - Ensure that new neighbourhoods and employment areas maximize infrastructure investments and quality of life through a compact and integrated built form.*
- *Section D1, Goal 2 - Support regional economic growth through an effective and efficient transportation system.*
- *Section D2, Goal 4 - Build a resilient city and minimize Regina's contributions to climate change.*
- *Section D3, Goal 1 - Offer a range of year-round sustainable transportation choices for all, including a complete streets framework.*
- *Section D3, Goal 3 - Integrate transportation and land-use planning in order to better facilitate walking, cycling, and transit trips.*
- *Section D3, Goal 4 - Optimize road network capacity.*
- *Section D3, Goal 5 - Promote active transportation for healthier communities.*
- *Section D4 Goal 1 - Meet regulatory requirements and industry best practices for design, construction and operation of infrastructure.*

The recommendations will contribute to achieving the City's outcomes for a connected, safe and accessible community.

Other Implications

None with respect to this report.

Accessibility Implications

Installing curb extensions near schools will reduce the crossing distances for people with accessibility needs.

COMMUNICATION

A communication plan for changes to the Traffic Bylaw will be developed for the fall 2019. Information will be shared with the school boards and community to help inform residents of the changes.

DELEGATED AUTHORITY

The recommendations contained in this report require City Council approval.

Respectfully submitted,

A handwritten signature in blue ink, appearing to read 'N. Kyle', written over a light blue circular stamp.

Norman Kyle, Director, Roadways &
Transportation

Respectfully submitted,

A handwritten signature in blue ink, appearing to read 'Karen Gasmo', written over a light blue circular stamp.

Karen Gasmo, Executive Director
Transportation and Utilities

Report prepared by:

Carolyn Kalim, Manager, Traffic Engineering

Appendix A

September 13, 2017

To: Members,
Executive Committee

Re: Safety in School Zones

RECOMMENDATION

1. That item MN16-4 be removed from the list of outstanding items for the Executive Committee.
2. That a report be provided to the Executive Committee in Q2 of 2018 with recommendations.

CONCLUSION

Administration engaged a committee consisting of City of Regina (City) traffic staff, Regina Public and Separate School Boards, Regina Police Services (RPS), Saskatchewan Government Insurance (SGI), Canadian Automobile Association (CAA), Saskatchewan Safety Council, and parent representatives to consider safety improvements in school zones. The committee met throughout the 2016/2017 school year to discuss traffic safety improvements for school zones. City staff provided technical presentations on pedestrian safety and school zone best practices and conducted jurisdictional reviews from other municipalities.

The committee was supportive of a multi-faceted approach to improving safety in school zones through the use of appropriate engineering controls, education and enforcement. Committee members demonstrated a desire to create school zone standards that increased the visibility of school zones and crosswalks and were supportive of reductions to speed limits. However, the committee's structure and governance limited its ability to issue final recommendations with respect to engineering controls or priorities for budget allocation, and was hesitant to comment on engineering best practices or develop engineering guidelines.

Administration will restructure the committee at the start of the 2017/2018 school year so that it can provide recommendations on engineering controls in school zones, including but not limited to:

- signage;
- crosswalk treatments;
- crosswalk recommendations in peripheral school zone areas;
- use of curb extensions;
- recommendations for speed limits; and
- hours that school zones would be in effect.

BACKGROUND

Regina has approximately 68 public and separate schools (based on those opening in fall of 2017) and has established school zones in the areas around these schools. These zones are designated by signage and the speed limit in these zones is 40 kilometers per hour, as established by *The Regina Traffic Bylaw, No. 9900* (Bylaw).

The Bylaw is guided by the Transportation Association of Canada (TAC) established national guidelines and best practices for pedestrian safety and school zones. These guidelines are based on research and input for Canadian municipalities and are used as the basis in developing any City policies/procedures for school and playground zones and areas. Further, the installation of pedestrian crosswalks and corridors are determined by Administration's analysis of warrants (which use pedestrian and vehicle volumes in relation to crossing opportunities), in conjunction with the TAC guidelines.

Signage and pavement markings in and around school zones can vary, depending upon when they were installed, the standards in place when they were put in and overall condition based on the maintenance they have received. Additionally, there is no distinction in markings based on the type of school (high school or elementary), location of school, adjacent road network and other factors such as access location and fencing.

At the April 25, 2016 City Council meeting, the following motion (MN16-4) was passed:

1. That Administration undertake to form a committee made up of City traffic staff, School Board representatives and representatives from the Regina Police Service to consider, but not be limited to the following:

- a. Reducing the speed in school zones.*
- b. Signage indicating that the passing of vehicles is not allowed within school zones.*
- c. Adding a pedestrian signal where appropriate to a school zone.*
- d. Adding bulb outs or other traffic calming methods.*
- e. Adding signage to indicate when a school zone comes to an end.*
- f. Declaring the area directly in front of a school a fire or emergency only parking zone so that school age children have a clear sight path to a safe crossing.*
- g. Suggest methods to handle parent drop off zones that can be used in most school zones.*
- h. Consider the hours that a school zone would be in effect. For example, whether a 7-7 time slot for school days and no school zone for weekends and summer vacation would be effective.*

2. This Committee be struck and meet in the fall of 2016 with a report back to Executive Committee in the spring of 2017 with recommendations.

DISCUSSION

Administration engaged an existing committee in the fall of 2016 with members from the Regina School Pedestrian Traffic Safety Committee, which consists of representatives from the City's Traffic branch, Regina Public and Separate School Boards, Regina Police Services, Saskatchewan Government Insurance (SGI), Canadian Automobile Association (CAA), Saskatchewan Safety Council, and parent representatives. This committee met throughout the 2016/2017 school year.

City staff provided technical presentations to this committee on traffic and pedestrian safety topics, industry best practices for school zones and shared jurisdictional reviews of other municipalities for school zone standards.

The committee discussed the topics provided in motion *MN16-4* in detail and a wide variety of observations were gathered on the current state of school zone safety. However, ultimately it became apparent through the engagement that the chosen structure of the committee and its lack of governance, precluded the issuance of clear recommendations for many of the topics.

The committee was supportive of a reduction to 30 km/h in school zones, based on the increased rate of survival for vehicle versus pedestrian collisions, compared with collisions that occur with vehicle speeds of 40 km/h. The committee reviewed and compared school zone speed limits in Saskatoon, Edmonton, Calgary, etc. Many of these municipalities have implemented 30 km/h zones. However, additional statistical analysis on the impact of a change in speed limits still needs to be researched by administration before providing a recommendation. Changes to the hours of school zones were also discussed without achieving consensus.

With respect to pedestrian crossings, the committee expressed a desire to move to zebra crossing style for enhanced visibility. The committee was also supportive of implementing pedestrian corridors with overhead flashing lights wherever appropriate. However, the committee was not in a position to determine prioritization for retrofitting, upgrading or for determination of best locations for the crosswalks and pedestrian corridors. Further, the treatments provided for school and playground zone/areas and the guidelines the City uses, should be updated to reflect not only national standards, but to ensure alignment with both the Official Community Plan and the Transportation Master Plan.

In 2016, traffic engineering staff changed the standard school zone sign plan for vehicles exiting school zones from a regulatory 50 km/h sign to an informational sign that stated 'school zone ends.' The committee, through their discussion, concurred with this already implemented change. New school zones and rehabilitated zones will automatically receive the school zone ends signs. Administration recommends that the prioritization for proactive upgrades to all existing school zones be considered in conjunction with other future recommendations.

Restructuring the committee at the start of the 2017/2018 school year to ensure consistent representation from respective subject matter experts from the school boards, RPS and Administration, in conjunction with the implementation of clear governance for committee decisions, will allow the committee to provide recommendations on safety improvements in school zones. Administration will also shift the committee into a facilitated process to ensure committee objectives are met.

The restructured committee will review the feedback received to date, review existing school zone standard consistency and develop recommendations for safety improvements that can be supported by both the committee and Administration for presentation to Executive Committee. The committee will also provide implications for recommendation options and report back in Q2 2018. Committee recommendations will form the basis for an achievable action plan for school zone safety improvements.

RECOMMENDATION IMPLICATIONS

Financial Implications

None at this time. Future capital budget requests may result from committee recommendations.

Environmental Implications

None with respect to this report.

Policy and/or Strategic Implications

The pursuit of an overall action plan for school zone safety supports the strategic priorities of the Official Community Plan, the Transportation Master Plan and the City's vision of promoting active transportation for residents to get to work and school. The recommendations will contribute to achieving the City's outcomes for a connected, safe and accessible community.

Other Implications

None with respect to this report.

Accessibility Implications

None with respect to this report.

COMMUNICATIONS

None with respect to this report.

DELEGATED AUTHORITY

The recommendations contained in this report are within the delegated authority of this committee.

Respectfully submitted,



Norman Kyle, Director
Roadways & Transportation

Respectfully submitted,



Karen Gasmo, Executive Director
Transportation & Utilities

Report prepared by:
Carolyn Kalim, Manager, Traffic Engineering

Appendix B



City of Regina

Traffic School Zone Safety Committee Terms of Reference

November 20, 2017

Mandate:

Develop collaborative recommendations on safety improvements for Regina school zones, including but not limited to the considerations in Council Motion MN16-4.

Background:

Council motion (MN16-4):

- 1. That Administration undertake to form a committee made up of City traffic staff, School Board representatives and representatives from the Regina Police Service to consider, but not be limited to the following:
 - a. Reducing the speed in school zones.
 - b. Signage indicating that the passing of vehicles is not allowed within school zones.
 - c. Adding a pedestrian signal where appropriate to a school zone.
 - d. Adding bulb outs or other traffic calming methods.
 - e. Adding signage to indicate when a school zone comes to an end.
 - f. Declaring the area directly in front of a school a fire or emergency only parking zone so that school age children have a clear sight path to a safe crossing.
 - g. Suggest methods to handle parent drop off zones that can be used in most school zones.
 - h. Consider the hours that a school zone would be in effect. For example, whether a 7-7 time slot for school days and no school zone for weekends and summer vacation would be effective.
- 2. This Committee be struck and meet in the fall of 2017 with a report back to Executive Committee in the spring of 2018 with recommendations.

Membership:

Committee:

- Committee Chair – Carolyn Kalim
- City of Regina Representative – Jacob Sprawson
- City of Regina Representative – Zi Wang
- Regina Police Service Representative – Colin Glas
- Regina Police Service Representative – Andrea Costanza
- Public School Board Representative – Kathryn Harris
- Separate School Board Representative – Elena Chase

Committee Support:

- Facilitation – Trevor Klein

Guests – Subject Matter Experts (SME):

In the event more information is required, the committee may determine there is a need to bring in guests to provide subject matter expertise to be considered by the committee.

Roles and Responsibilities:

Committee Chair	Lead committee and liaise with City of Regina Administration
City of Regina Representative	Participate in development of recommendations using traffic engineering expertise
Regina Police Representative	Participate in development of recommendations using traffic enforcement and policing expertise
School Board Representative	Participate in development of recommendations using educational expertise
Facilitator	Lead discussions and committee processes.
Subject Matter Experts (SME)	Inform committee on area of expertise.

Goals:

Provide recommendations to City of Regina Council that improve safety in school zones by:

- 1) Mitigating collision risk in school zones.
- 2) Effectively using engineering controls.
- 3) Educating the public on safety in school zones.
- 4) Improving compliance with regulations and controls.

Deliverables:

The Traffic School Zone Safety Committee will create a list of recommendations for safety improvements. City Administration may include this document as an appendix for future Council reports.

Decision Making Authority:

Committee will attempt to achieve consensus for decision making. Dissent can be raised by any committee members by declaring their reservations, standing aside or objecting. Where dissent does not result in a modifications to the proposal that achieve consensus, a majority vote will be taken, in which 3 votes will be cast; one for the City of Regina, one for Regina Police, and one for the Regina School Boards.

The chairperson will determine when a vote is majority vote is required. In the instance of a tied vote, where one vote stands aside, the chairperson will have the determining vote.

Meetings:

Meeting frequency and duration shall be based on the requirement of the committee to meet our actionable outcomes. The City of Regina will provide administrative support to the Traffic School Zone Safety Committee including:

- Minute taking with distribution within 10 business days of the committee meeting.
- Agenda Items should be received by noon the day prior to the meeting.
- Facilitator will send out meeting invitations.

The City of Regina will also provide a designated persons to lead committee facilitation and assist in keeping discussions moving in a proactive manner to meeting the committee's objectives.

Accountability:

The Chairperson of the committee will report to City Administration on the status of the committee activities and is accountable for the committee's fulfilment of its mandate.

Quorum:

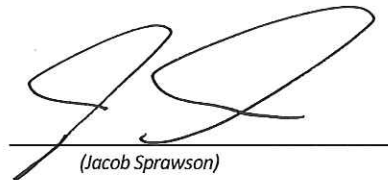
Quorum consists of a minimum of one representative from each of the following:

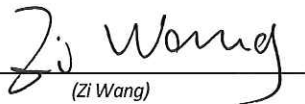
- City of Regina
- Regina Police Services
- Regina School Boards

If quorum is not met, the participants may proceed with discussion, and meeting minutes will be distributed, however no decisions will be made until quorum is achieved.

Signatures of Members:


(Carlyle Kalim)

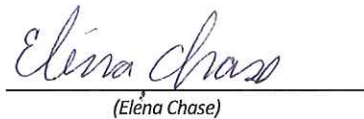

(Jacob Sprawson)


(Zi Wang)


(Colin Glas)


(Andrea Costanza)


(Kathryn Harris)


(Elena Chase)

Appendix C

Traffic Safety in School Zones – Detailed Discussion

Review of Existing School Zones

Administration should undertake a review of all school zones in the city, to ensure proper signage and compliance with national standards and best practices. This would include not only the locations and types of signage installed, but would also include designating or maintaining some locations as school zones with a corresponding reduced speed, while others would be designated as a school area only, without a corresponding speed reduction. Existing school zones whose start and end locations are either too long or too short, would also be identified and designed and revised accordingly.

This review is expected to take six months to complete, during which time a portion of preparatory work can also be undertaken to prepare infrastructure for upcoming sign changes. This review can commence in 2018, with completion in 2019. Staffing capacities limit substantive work on the review until fall 2018, due to current commitments to the 2018 capital construction projects.

Completion of this review will ensure the City of Regina follows both national standards and industry best practices. By taking this approach, school zone signage in Regina will be standardized within the City and in accordance with other jurisdictions. This should also promote improved driver compliance by not only being consistent, but by applying the appropriate treatment for different schools based on locations of school, road classification, age of students (elementary and high school), fencing, entrances, and location of sidewalks. Implementing speed limit changes without completion of this review, could lead to driver confusion or frustration and subsequent reduced driver compliance.

Annual Audit Program

Administration should also develop an ongoing annual audit program where school zones are proactively inspected and reviewed on a regular cycle, to ensure they are adjusted to address any changing conditions or guidelines. This would require ongoing funding of approximately 13k each year on a go forward basis. Initial parameters for an audit can commence in 2018 with existing budgets.

Items Reviewed by the Committee

1. School Zone Speed Limits and Effective Hours

Option 1 - Maintain the status quo, where school zones remain at 40 kilometers per hour, as established by the *Traffic Bylaw* and remain in effect from 8 a.m. to 10 p.m. daily.

This option has no financial implications and no sign change work is required.
(Not Recommended)

Advantages:

This option provides the same level of safety currently experienced in school zones, while maintaining consistency for Regina road users' expectations and no additional expenditures for sign infrastructure changes. A large-scale review is not necessary and Administration can focus on several of the highest priority locations only.

Disadvantages:

This option does not provide for any enhancement to safety and does not address community demand for speed reductions. Evening school zone hours are viewed as overly restricted by residents, as they do not correspond to the likelihood of the presence of children in the school zone.

Based on the requested direction to implement improvements to school zone safety, Administration does not recommend this option.

Option 2 - Reduce the speed limit within school zones to 30 kilometres per hour and adjust the timeframe to 7 a.m. to 7 p.m.

The required review and design work is expected to take six months to complete, while the sign installation work is expected to take four months to complete. Initial preparatory work to prepare for required sign installation changes can begin towards the end of the review and design phase, resulting in a timeline reduction of approximately six weeks for an overall estimated timeline of eight and one-half months. Total cost for this option is estimated at \$205,000.

Required bylaw changes will be considered by the Traffic Bylaw Working Group and brought forward to Council for approval, in advance of the 2019/2020 school year. 2018 resource commitment to current programs and capital construction preclude substantial commencement of this endeavour until fall 2018, with completion for the 2019 start of the school season.
(Recommended Option)

Advantages:

This option improves the likelihood of survival for pedestrians struck by vehicles within the school zone and aligns with other municipality's reduction to 30 kilometres per hour. The school zone would also be in effect during the before and after school hour programs and during heavy commuting times, while limiting late evening hours. Completing a review of school zones prior to implementing the speed reduction, will increase compliance and limit driver frustration where they would otherwise be required to reduce their speed unnecessarily.

Properly established school zones will ensure a consistent experience for drivers and pedestrians throughout the city, while serving to protect vulnerable children and reducing unwarranted restrictions on motorists.

Disadvantages:

Drivers who typically commute to work in the morning between 7 and 8 a.m. and currently are permitted to travel at speeds of 50 kilometres per hour in school zones, would be required to drive 30 kilometres per hour. This is a 20 kilometres difference from the status quo and will be a larger adjustment than the other periods of the day, where the speed is reduced by only 10 kilometres per hour.

Based on the direction to improve school zone safety, while balancing impacts on all road network users, Administration recommends this option.

Option 3 - Maintain the 40 kilometres per hour speed limit and adjust the timeframe to 7 a.m. to 7 p.m.

Required bylaw changes will be considered by the Traffic Bylaw Working Group and brought forward to City Council for approval, in advance of the 2019/2020 school year. Sign changes for the new hours is estimated to cost \$130,000 and take three months to complete. It is estimated an additional \$35,000 would be required in subsequent years to respond to make adjustments to newly installed signage where it is non-compliant with standards or best practices.

(Not Recommended)

Advantages:

This option provides the same level of speed safety currently experienced in school zones, while maintaining speed consistency for Regina road users' expectations. The school zone would also be in effect during the before and after hour school programs and during heavy commuting times, while limiting late evening hours. Some cost savings in sign materials, as only time of day tabs are changed.

Disadvantages:

This option does not provide the increased survivability for vehicle versus pedestrian collisions. Regular commuting traffic will experience speed reductions between the hours of 7 a.m. to 8 a.m.

Without reviewing the existing school zone signage, Administration expects lower compliance rates, as some school zones may not warrant a speed reduction or current school zones may be considered excessively long if not remedied prior to speed reduction.

The committee supports the recommendation of Option 2. The recommendation for 30 kilometres per hour was based on the increased survival rates for pedestrians struck at this rate of speed compared to 40 kilometres per hour.

The recommendation to move from the current school zone hours of 8 a.m. to 10 p.m. to a 7 a.m. to 7 p.m. time period, reflects a desire to ensure enhanced coverage during morning student drop offs during the busy a.m. peak commuting period, while reducing the impact to motorists in the late evening when unaccompanied children are not expected in school zones.

2. Pedestrian Crosswalks

Administration should continue to use the City's current standards, as they align with the current process for determining crosswalk locations and adheres to national standards and best practices. Further, Administration is supportive of increasing the visibility of the crosswalks in school zones through the use of "zebra crossing" style markings. These markings use multiple, thick white lines parallel to the traffic. This type of crosswalk treatment would be typically reserved for crosswalks in school zones.

3. Prohibition of U-turns in School Zones

Option 1 - Maintain the status quo where U-turns are currently prohibited at signalized intersections, including pedestrian half signals, at flashing pedestrian corridors when activated, and at intersections controlled by school safety patrols.
(Not Recommended)

Advantages:

This option provides consistency for Regina road users' expectations and does not result in any loss of directional access.

Disadvantages:

U-turns may be made within school zones at locations not currently prohibited by the *Bylaw*.

Based on known safety concerns with U-turns in school zones, Administration does not recommend this option.

Option 2 – That Administration amend the *Traffic Bylaw* to prohibit U-turns within school zones. Bylaw changes will need to be considered by the Traffic Bylaw Working Group and Traffic Branch prior to being brought forward to City Council in Q2 2019, in advance of the 2019/2020 school year. (Recommended Option)

Advantages:

This option provides for year-round enforceability and reduces dangerous vehicular movements in school zones. This reduces the likelihood of children and drivers being caught unexpectedly when drivers attempt U-Turns in school zones and increases the overall safe movement of vehicles in these areas. This should also help reduce traffic congestion in school zones.

Disadvantages:

Driver knowledge of the *Traffic Bylaw* may be low and as a result, voluntary compliance may be low. Residents in school zones may be inconvenienced in accessing their property.

Based on the safety aspects for both pedestrians and vehicles, Administration recommends this option.

Option 3 - Pavement markings to prohibit U-turns within school zones. Pavement marking designs would take one month to create and the markings could be implemented as part of the annual road maintenance program, when adjacent road markings are being completed.
(Not Recommended)

Advantages:

When visible, pavement markings would provide drivers with a noticeable reminder that U-turns are not permitted within school zones. This would reduce the likelihood of a driver performing such a maneuver in a school zone.

Disadvantages:

Increased operating and maintenance costs to provide pavement markings. Markings may not be visible during winter months and worn away by spring, resulting in enforcement and compliance challenges. Residents in school zones may be inconvenienced.

With this type of marking not being visible during the winter months, which is the majority of the school year, this would have limited effect, as well as limited cost benefit. Administration does not recommend this option.

Administration supports the recommendation of Option 2. U-turns in school zones are common during pick up and drop off times and pose a substantial risk to children. U-turns are contrary to pedestrian expectations and are particularly dangerous for children who find these movements challenging to predict. U-turns require drivers to track vehicles and pedestrians in multiple directions, which is made more challenging by the small stature of children in school zones. Pavement markings of centre lines in school zones were also considered, but pose enforcement challenges during winter months when pavement markings are not visible.

4. Overtaking in School Zones

Administration supports the committee recommendation to not establish a prohibition against overtaking or passing vehicles in school zones by sign or bylaw.

It was determined the site specific safety concerns could be better addressed through alternate means, including but not limited to enforcement of speed limits, dangerous driving and the implementation of traffic calming measures within school zones.

5. Parking Restrictions in School Zones

Administration supports the recommendations of establishing parking restrictions in all school zones to ensure sightlines at pedestrian crossings, intersections and driveways are maintained, while ensuring emergency access points as required. Sightline restrictions are a critical component for pedestrian protection. Where sightline restrictions are not required however, Administration is supportive of maximizing the availability of on street parking and school bus drop off to meet the high demands seen in school zones. Although on-street parking may be

limited based on the school location, a review to ensure adequate space for school bus drop off and additional or enhanced signage at some schools may help to ensure driver compliance.

6. Traffic Calming Initiatives

Administration supports the recommendations, whereas Administration is to develop an annual School Zone Safety Improvement Program, which will include location prioritization, design, installation and evaluation of curb extensions in school zones. Available budget in 2018 will provide a start to this program, while ongoing work will require corresponding budget in future years for implementation. It may also be eligible for funding from Automated Speed Enforcement Revenue.

7. Conspicuity of School Zones

Administration supports the recommendations, whereas Administration together with community partners, research best practices and develop initiatives in school zones to enhance the year-round prominence and visibility of school zones. Business case submissions for enhanced conspicuity methods can be brought forward as part of the 2020 budget process or may be eligible for funding from Automated Speed Enforcement Revenue.

8. School Zone Fines

Administration supports the recommendations, whereas Administration is to put forward amendments to the *Traffic Bylaw* for the establishment of increasing fines for speeding and no stopping in school zones, along with increased proactive enforcement for no stopping restrictions.

9. Education

Administration, together with community partners, should work to develop a strategy for targeted advertising campaigns on safety in school zones and support existing educational endeavors for pedestrian safety.

Administration is also supportive of the renewal of an RPS annual safety mascot-type program that will serve to educate the youngest and most vulnerable school children. Additionally, programs such as Safe Routes to School, the Walking School Bus or Bike Trains could be implemented to not only promote school safety, but to also encourage more active lifestyles for students, while reducing reliance on automobiles. Existing school safety patrol programs provide further educational opportunities to students. Business case submissions for educational initiatives can be brought forward through budget processes or may be eligible for funding from Automated Speed Enforcement Revenue.

10. Provincial Collaboration on Future School Sites

Administration supports the recommendations, whereas Administration is to collaborate with the Province and Developers on future school sites, to increase opportunities to achieve enhanced

school zone safety. This would relate to planning in advance of a school being built to determine appropriate access locations, bus zones, drop off zones, laybys, no parking areas and signage.

September 12, 2018

To: Members
Executive Committee

Re: Regina Revitalization Initiative Stadium Project Stadium Project

RECOMMENDATION

That this report be received and filed.

CONCLUSION

Within report CR12-134, Council approved Administration to develop an operation and maintenance (O&M) agreement with the Regina Exhibition Association Ltd. (REAL) for the new stadium. The O&M agreement has been signed, and it outlines the services REAL will provide, the standard for these services, preventative maintenance requirements and the fee REAL will be paid to provide these services.

The leases with the Saskatchewan Roughrider Football Club (SRFC) and SaskSport Inc. have been signed with all terms meeting the requirements of the Provincial Funding and Contribution Agreement and the memorandum of understandings signed previously.

In April 2018, the City was advised by the Ministry of Parks, Culture and Sport that the City had met all conditions of the Provincial Funding Agreement signed in March 2013.

BACKGROUND

Operations & Maintenance Agreement (O&M) with REAL

Within report CR12-134, Council approved Administration to develop an agreement with REAL to operate and maintain the new stadium. Based on the affordability of the results of the stadium financial model, Administration recommended to proceed with a Design/Build/Finance (DBF) Public Private Partnership (P3) for the replacement of the old stadium. With the placement of the stadium adjacent to property currently managed by REAL, Administration recommended this model as there are synergies of combining the operating and maintenance components under one provider.

Saskatchewan Roughrider Football Club (SRFC) Lease

As per the Provincial Funding Agreement, entered into by the City of Regina and the Province of Saskatchewan in March 2013, the City and SRFC were to enter into a commercial lease of not less than 30 years with respect to the use of the stadium and related premises.

SaskSport Inc Stadium (SS) Lease

As per the Provincial Funding Agreement, entered into by the City of Regina and the Province of Saskatchewan in March 2013, the City and SaskSport Inc. were to enter into a long-term binding

agreement of not less than 30 years with respect to access by amateur sport to the stadium and the inclusion of a lease to administrative space.

DISCUSSION

Under reports CR13-6 and CR17-23, authority was delegated to Administration to negotiate and execute the O&M agreement, the SRFC lease and the SS lease. The following provides a summary of each of the agreements:

Operations & Maintenance Agreement (O&M) with REAL

Council provided Administration the authority (CR12-134) to develop an O&M agreement with REAL. The recommendation to Council to engage REAL, as the operator of the stadium, was based on the expectation that through such an arrangement, the City could leverage the capabilities of REAL while ensuring the desired community benefits were achieved. An agreement engaging REAL as the operator would allow a shared services approach to be implemented while providing both management and event resources as required for the varied uses of the stadium.

For operational requirements the development of the O&M agreement required consideration had to be given to the provision of services for day to day business, major events, game day and community user events. Maintenance requirements had to include the \$278.2 million base building and assets constructed through the City's contract with PCL as well as contributed assets provided through agreements with other parties. Examples of contributed assets include information technology assets, broadcast and cabling infrastructure as well as food and beverage systems. The terms and conditions which the City agreed to in both the SRFC and SS tenant leases had to be captured in this O&M agreement. This added another level of detail which was not initially contemplated at the beginning of the stadium project.

The terms and conditions of this agreement were based on the premise REAL is responsible for providing *all* services in accordance to mutually agreed upon operating procedures and at a level of service that aligns with industry standards for comparable facilities. REAL is responsible to ensure all systems, processes and reporting requirements are in place, so they can effectively manage, operate and maintain the stadium with the ability to report back to the City on their performance.

The O&M agreement effectively captures all the services to be provided, the standards to which REAL is expected to provide these services as well as detailed reporting requirements. This will allow the City to effectively manage the contract and performance of REAL. Some of the more significant terms that evolved through the course of negotiation with REAL included:

- **Term** – Given the details required for this agreement, the initial term has been set to terminate on December 31, 2021 with options to renew for five consecutive terms of five years each. An initial shorter term will allow for updates or changes to be made based on the annual review of how effective the agreement is. The conditions allow for both parties to renew or exercise an option to not renew with a significant notice period in order to make alternate arrangements for the operation and maintenance of the stadium.

- **Scheduling Protocol** – through both the O&M agreement and the tenant leases, the City has committed to a scheduling protocol that establishes overall booking and scheduling priorities and processes. The City is retaining the responsibility for scheduling the field of play in order to ensure the community has access to the building and the terms in the leases are met. REAL is responsible for the booking of the lounge spaces and has been granted a license to schedule REAL Events in accordance with the Scheduling Protocol.
- **Commercial Event License Fee** – as per the Funding and Contribution Agreement between the City and the SRFC, REAL shall pay the City a Commercial Event License Fee for REAL events. The Commercial Event License Fee can be used for various purposes, such as payments on the project loan, maintenance costs or improvements to the stadium, etc. The amount of the fee and how it is to be charged will be mutually agreed to by the City and REAL on a case by case basis – fee per ticket, percentage of gross sales, percentage of net profit, etc. This approach provides both the City and REAL the flexibility to determine an appropriate fee to utilize the stadium based on the type of REAL event being hosted. In a situation where REAL declines an event, which the City wishes to be hosted, the City can direct REAL to host the event based on a mutual agreement that addresses the financial risk of hosting the event.
- **Service Fees** – the agreement is structured to pay REAL an operating and maintenance fee for provision of services to the Base Building, SRFC Game and SaskSport Events. The total annual operating and maintenance fee is \$4.1 million which was defined in collaboration with the City.
- **Performance, service standards and operational policies** – REAL is required to deliver services that are consistent with industry standards, in compliance with applicable laws and are provided in accordance with the service standards that are established. The standards in which these services are to be delivered are to be prepared in consultation with the City, SRFC, SaskSport and REAL, are operated in accordance with industry standards and will be monitored and reviewed by the City to ensure compliance. REAL (in consultation with the City) is responsible for the development and implementation of all stadium operational policies. Policies include, but are not limited to, entry, prohibited items, alcohol, etc.
- **SRFC Lease and SS Lease** – all relevant terms of the tenant leases which impact REAL have been captured which include access to leased spaces, parking, sponsorship and naming rights, etc.
- **Maintenance** – the agreement clearly defines the plans and services required to operate the stadium and maintain all the stadium assets. REAL is required to implement a comprehensive preventative maintenance program for all preventative, predictive and reactive maintenance, including the requirement to administer the program through a computerized maintenance management system (CMMS) that has the ability to provide detailed reporting. In addition, they are to implement a comprehensive asset management plan using manufacture's recommendations and warranty requirements. The plan is to

contemplate a facility condition index of 7.5 per cent for deferred maintenance (indicator or measurement of the condition of the stadium), shall be a five-year rolling plan, is maintained in the CMMS and is updated annually during the City's budget approval process.

- **Operations** – the agreement also clearly defines the services that are to be provided by REAL. These services include:
 - Base Building – day to day services
 - Maintenance Services – preventative, reactive and pro-active services
 - Capital Services – planned for capital renewal and improvements
 - Leased Premises Services – general services to the leased areas, including common areas
 - Stadium Event Services – services required for Stadium Events
- **Food and Beverage Services** – as per the Offer to Lease and the Memorandum of Agreement between REAL and the SRFC, F&B will be delivered by REAL to the main and upper concourses, Confederation Park and all premium areas. The net profit for F&B delivery will be split between REAL and SRFC. Under the O&M agreement, for premium areas REAL will pay the City 20 per cent and for all other areas 80 per cent of the net profit reported by REAL. The net profit transfer from the City to the SRFC is contracted via the lease agreement. REAL is required to use stadium sponsored products for alcoholic and non-alcoholic beverages, confectionary and other items as agreed to. Under report CR17-23, Council approved the withdrawal of \$9 million from the reserve to fund the food and beverage construction based on the fact that REAL would repay the City for this withdrawal. The O&M agreement includes a section that requires REAL to repay the withdrawal in annual installments of \$300,000. This section further clarifies the payment obligations of REAL survive the expiry or termination of the O&M agreement unless otherwise agreed to in writing by the City and REAL.
- **Rights, Powers & Obligations** – to ensure REAL has the opportunity to provide all services in the most cost-effective manner, REAL has been granted the right to enter into third party contracts to provide the services. REAL was also granted the right to make repairs, alterations, replacements, decorations or improvements at their cost but only with prior written approval from the City. The agreement clarifies that all stadium assets are owned by the City and that the City has the right to enter the stadium at any time to observe or assess the performance of REAL.
- **Termination** – although both parties are committed to this agreement, both parties also agreed a termination of the agreement could occur if REAL were to become bankrupt, is in material default of the agreement etc., and REAL could terminate if the City is in default of its obligations under the agreement. A clause for termination for convenience was also included with the requirement of the party issuing the termination to provide a minimum of nine months notice.
- **Reporting, Record Keeping and Inspection** – to ensure the stadium is managed appropriately, REAL is required to provide numerous reports as it relates to capital,

maintenance, operating and financial results. This reporting provides the City the information needed to ensure the stadium is being operated in the most cost effective and efficient manner and maintained to ensure longevity of the base build and all other stadium assets.

- **Dispute Resolution** – should any disputes arise during the term of this agreement the initial stage is to attempt to resolve the issue with the appropriate managers and senior executives for the City and REAL. If the dispute is unable to be resolved at this level, the second stage is escalation to the City Manager and REAL's CEO with the final stage being mandatory mediation, expert determination and then arbitration.

SRFC Stadium Lease

In February 2017, the City entered into a formal commercial lease with the SRFC. The following summarizes the key business items agreed to with the SRFC:

- **Term** – the commencement date of the lease is February 13, 2017 and it expires March 31, 2047. Given the term of the lease agreement, a provision has been included requiring the lease to be reviewed, at a minimum, every five years with reports to be provided by SRFC and the City to the Stadium Oversight Committee.
- **Lease Rate** – the lease is a gross lease, which includes property taxes, at an annual lease rate of \$1,500,000 for the leased premises plus \$53,000 for the ticket office. The gross lease payment is subject to an escalation factor which takes into consideration property tax increases and the Consumer Price Index. The SRFC is responsible for additional rent payable as it relates to increased utility consumption and for expenses related to the stadium video boards on days outside of SRFC games and events.
- **Facility Fee** – as per section 3.2 of the Funding and Contribution Agreement between the City and the SRFC, the SRFC are to charge a \$12 facility fee on all game day tickets on behalf of the City. All facility fees collected will be held by SRFC in trust for the City and paid to the City as detailed in the lease. The Facility Fees are for the purpose of payment towards the project loan.
- **Sponsorship & Naming Rights** – as per the Offer to Lease, signed in January 2013, the SRFC has the exclusive and complete rights to market the naming rights and sponsorships to the stadium for an annual amount payable to the City of \$500,000. Not less than every five years, the value of this right (\$500,000) shall be reviewed and adjusted to account for inflation and other market changes. Sponsors remain in place for non-SRFC events apart from an international event. An international event is defined as an event that is international in nature and occurring over more than one day such as FIFA World Cup, Pan Am Games, etc.
- **Licensed Areas & Game Day Services** – SRFC has been granted an exclusive license to occupy the stadium which includes the club and loge seating, premium suites and Confederation Park for SRFC games, events and playoff games. This license grants control of the facility to SRFC. The City will provide game day services, via the O&M agreement with REAL, which include but are not limited to janitorial, custodial, waste management, turf

maintenance and repair, seat maintenance and repair and general operations with exception of sponsorship activation. Provisions have been included in the lease to charge back certain game day service costs to SRFC for events and playoff games.

- **Parking** – parking spaces for day to day operations have been included as part of the lease value; however, for game day 800 parking spaces (or other amount as may be agreed to from time to time) have been provided to the SRFC for marketing and sale for games.
- **Food & Beverage (F&B)** – as per the Offer to Lease and the Memorandum of Agreement between REAL and the SRFC, F&B will be delivered by REAL to the main and upper concourses, Confederation Park and all premium areas. The net profit for F&B delivery will be split between REAL and SRFC. For premium areas the City will pay the SRFC 20 per cent and for all other areas 80 per cent of the net profit reported by REAL. The net profit transfer from REAL to the City is contracted via the O&M agreement. REAL is required to use stadium sponsored products for alcoholic and non-alcoholic beverages, confectionary and other items as agreed to.
- **Contributed Assets** – the lease captures the assets that have been contributed by the SRFC which include IT infrastructure, broadcast cabling, LED package, broadcast control room, concourse displays and loge deck furniture. These contributed assets are owned and the responsibility of the City. Other assets such as the statues, pageantry and removable structures are owned and the responsibility of the SRFC.
- **Other Provisions** – other provisions included relate to damage and destruction, insurance and indemnity, default and remedies, dispute resolution, confidentiality, notice and general are all consistent with current commercial leasing agreements.

SaskSport Lease

In November 2017, the City entered into a long-term lease agreement with SaskSport. The following summarizes the key business items agreed to with SaskSport:

- **Term** – the commencement date of the lease is April 1, 2017 and continues for a term of thirty (30) years. SaskSport has been granted the option to terminate the lease should any or all of the annual grant no longer be provided to them by the Provincial Government. SaskSport is required to provide the City three hundred and sixty-five (365) days notice and also to use reasonable efforts to seek alternative sources of funding to avoid termination.
- **Annual Grant** – as contemplated in the License Agreement between SaskSport and the Saskatchewan Lotteries Trust Fund, SaskSport receives annually a grant of \$2,500,000 which is for payment to the City in consideration for the use of the leased premises and for access to the stadium and field of play for amateur sports associations, members of the public and the community at large.
- **Additional Rent** – in addition to the annual grant, SaskSport also pays the City an additional rent amount of \$50,000 which is used to pay for property taxes and the

provision of services necessary to support the SaskSport events that are not included in the SaskSport Event Services.

- **License and Field Access** – SaskSport has been granted a license to access and occupy the stadium and licensed areas for SaskSport events and special events. Scheduling of these events follows a scheduling protocol which acknowledges the requirement for the City to provide six hundred (600) hours each year for SaskSport events which are minor sport bookings that fall under the SaskSport umbrella such as minor football.

RECOMMENDATION IMPLICATIONS

Financial Implications

With all agreements being completed, the financial model has been updated to reflect the financial components included in these agreements.

Environmental Implications

None related to this report.

Strategic Implications

The terms and conditions in the O&M agreement are aligned with the City's Official Community Plan (OCP).

Other Implications

None related to this report.

Accessibility Implications

None related to this report.

COMMUNICATIONS

All agreements will be posted on the City's Open Data portal by the end of the third quarter of 2018.

DELEGATED AUTHORITY

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Kim Onrait".

Kim Onrait
Executive Director, City Services

Report prepared by:
Jeff May, Manager Sport & Recreation

Respectfully submitted,

A handwritten signature in black ink, appearing to read "C. Holden".

Chris Holden
City Manager