

**THE LEGISLATIVE ASSEMBLY  
OF SASKATCHEWAN**



**SPECIAL COMMITTEE ON  
TRAFFIC SAFETY**

**Final Report**  
August 30, 2013



To the Honourable Members of the Legislative Assembly:

**HONOURABLE MEMBERS:**

I have the pleasure to present the First Report of the Special Committee on Traffic Safety. On March 5, 2013 the Special Committee on Traffic Safety was established by the Assembly. The committee was authorized by the Assembly to conduct an inquiry on matters related to: improving traffic safety and reducing fatalities by examining the dominant factors that cause traffic collisions in the province; impaired driving, distracted driving, excessive speed, intersection safety, and wildlife collisions as well as education and public awareness issues related to traffic safety.

Public participation and input into how to make Saskatchewan highways safer is important. As Chair of the Special Committee on Traffic Safety, I wish to thank everyone who made a presentation to the committee or provided a written submission. The opinions provided to the committee were both varied and informative. They ranged from academic research to tragic personal stories that all resounded with the committee. These viewpoints and thoughts have been considered and are reflected in this report.

The recommendations found in this report were given serious consideration. The recommendations focus on three main themes: additional enforcement, deterrence through stronger punitive measures such as fines and administrative sanctions and a need for more public awareness. The recommendations are based on advice from presenters, some recommendations provide a harsh response to issues and others were debated at great length without unanimous approval. Ultimately the recommendations contained in this report are the recommendations of the committee. The recommendations provide a starting point to move toward a more collaborative approach to reduce traffic fatalities.

I want to thank the Legislative Assembly Service for their hard work and commitment to this process. These dedicated individuals are the ones behind the scenes who make the process run smoothly.

Members of the committee were Darryl Hickie, Danielle Chartier, Herb Cox, Roger Parent, Warren Steinley, Doyle Vermette, and Nadine Wilson. These dedicated members worked diligently to produce these recommendations. I want to recognize their commitment to making recommendations that may ultimately result in a reduction of traffic fatalities in the province of Saskatchewan. The final outcome was strengthened by the lively debate and passion on the issues.

In closing, the committee members agreed that another death on our roadways due to impaired drivers, distracted drivers, speeding, intersection factors or wildlife is not acceptable. As such, the committee recommendations are based on a desire to change the behaviours that have contributed to traffic fatalities in Saskatchewan.

Respectfully submitted on behalf of the committee,

Darryl Hickie, Chair  
Special Committee on Traffic Safety  
Prince Albert Carlton, MLA



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## **Composition of Committee**

Mr. Darryl Hickie, Chair  
Prince Albert Carlton

Ms. Danielle Chartier, Deputy Chair  
Saskatoon Riversdale

Mr. Herb Cox  
The Battlefords

Mr. Roger Parent  
Saskatoon Meewasin

Mr. Warren Steinley  
Regina Walsh Acres

Mr. Doyle Vermette  
Cumberland

Ms. Nadine Wilson  
Saskatchewan Rivers

## **Other Participating Members**

Mr. David Forbes  
Saskatoon Centre

Ms. Victoria Jurgens  
Prince Albert Northcote

Mr. Corey Tochor  
Saskatoon Eastview

## I. Order of Reference

On March 5, 2013, by Order of the Assembly, the Special Committee on Traffic Safety was established. The motion read:

Ordered, That a Special Committee on Traffic Safety be appointed in accordance with Rule 150(1) of the *Rules and Procedures of the Legislative Assembly of Saskatchewan* to conduct an inquiry on matters related to:

Improving traffic safety and reducing fatalities by examining the dominant factors that cause traffic collisions in the province: impaired driving, distracted driving, excessive speed, intersection safety, and wildlife collisions as well as education and public awareness issues related to traffic safety; and,

That the said committee shall hold public hearings to receive representations from interested individuals and groups and report its recommendations to the Assembly by August 30, 2013; and further,

That Members Hickie, Wilson, Cox, Parent, Steinley, Chartier, and Vermette be appointed to the said committee. (Saskatchewan 2013a, 2)

The following week, on March 13, 2013, your committee held its first meeting and elected Mr. Darryl Hickie as Chair and Ms. Danielle Chartier as Deputy Chair. Your committee established a steering committee consisting of the Chair and Deputy Chair to establish an agenda and priority of business for subsequent meetings (Saskatchewan 2013b).

Your steering committee met twice to consider how to proceed with the above order. On March 26, 2013, the Special Committee on Traffic Safety adopted the steering committee's report which outlined the work plan of the committee. The plan included the tentative dates and locations of public hearings as well as deadlines for the interested public to request to make a presentation and to submit written recommendations to your committee (TSC 1/27).

Across the province, daily and weekly newspapers, radio and television stations received meeting notices advising the public of upcoming hearings. On April 2, 2013, over 100 stakeholder letters were sent out to cities, First Nations, Tribal Councils, policing organizations, non-profit groups and research institutions throughout Saskatchewan and Canada. The notices and stakeholder letters invited interested parties to request to present to the committee before May 10, 2013 and advised them of the June 6, 2013 deadline for written submissions.

On May 13, 2013, your committee met and finalized the public hearing dates, locations, and agendas. The dates and locations of the hearings were as follows:

May 21 and 22, 2013 – Regina  
May 28, 2013 – Estevan  
June 3 and 4, 2013 – Saskatoon  
June 5, 2013 – Prince Albert  
June 10, 2013 – Pelican Narrows  
June 11, 2013 – La Ronge

Witness testimony began on May 21, 2013 with a presentation by Saskatchewan Government Insurance (SGI). In all, there were a total of 27 presentations – ten in Regina, two in Estevan, ten in Saskatoon, two in Prince Albert, one in Pelican Narrows, and two in La Ronge. Your committee also received 35 written submissions. To review information about witnesses and their presentations as well as an overview of the contents of the written submissions, please review the sections entitled *Summary of Presentations* and *Summary of Written Submissions*.

On June 26, 2013, your committee met again to hear final comments from SGI and to answer your committee's questions. Later that day and the following day, your committee met *in camera* to draft its report. Your committee met a final time on August 22, 2013 to adopt its report.

After considering all testimony and written submissions your committee makes 26 recommendations.



## II. Factors Affecting Traffic Safety

### A. Impaired Driving

Impaired driving is a serious concern of the citizens of Saskatchewan. Mr. Frank Regier, a private citizen, illustrates the worry that exists regarding impaired driving:

*Drunk driving is a big concern with me because I've seen people, you know, get charged with impaired driving. They get a suspension, they drive while they're suspended. They get caught driving when suspended, they get a little fine, an extension on the suspension, and they're back on the road. And it's terrifying for me because I'm on the road, my family's on the road, and to have these people on the road, it's a huge concern (Saskatchewan 2013f, 134).*

With the exception of 2012, impaired driving has been the leading cause of fatalities on Saskatchewan roadways for many years. The rate of impaired driving fatalities in Saskatchewan is 9.76 deaths per 100,000 which is the highest rate per capita in Canada and more than three times the national average. In his presentation, Mr. Andrew Murie, Chief Executive Officer of MADD Canada, said:

*If you look at your record over the last 11 years, you actually have more deaths in 2010 than you did in 2000. And again you have high percentages, so somebody will say, oh well that 2010 number's just a one-off. It's not. You consistently have had this problem for the last 11 years (Saskatchewan 2013d, 52).*

The victims of these accidents are disproportionately teenagers and young adults. Saskatchewan Government Insurance (SGI) informed your committee that “drivers 17 years of age and younger account for only 4% of licensed drivers in Saskatchewan and drivers 18 to 20 years old account for only 5%. Over the past five years these two groups accounted for 8% and 18% respectively of all drivers involved in fatal alcohol-related collisions in the province” (TSC 2/27[24]).

The phrase ‘impaired driving’ is often associated solely with drinking and driving. However, a growing body of research suggests using drugs and driving is also a problem. Mr. Doug Beirness, representing the Canadian Centre on Substance Abuse, emphasized to your committee that alcohol impaired driving and drug impaired driving are “related but they’re very different and we need to look at them differently and deal with them differently” (Saskatchewan 2013f, 105).

### **Emerging Themes**

#### **1) Zero Blood Alcohol Concentration (BAC) Tolerance**

Currently in Saskatchewan, there is a zero blood alcohol tolerance for all drivers in the Graduated Driver’s Licensing (GDL) program regardless of age. However, SGI statistics show that young, inexperienced drivers are disproportionately represented in fatal impaired driving accidents (TSC 2/27[24]). Many witnesses recommended increasing the age of zero tolerance or expanding zero tolerance to all drivers.

SGI has recommended expanding zero tolerance to drivers 21 years of age and under (TSC 2/27[23]); MADD also recommended zero BAC limit for drivers 21 years and under, as well as for drivers with less than five years driving experience (TSC 31/27).

Mr. Murray Sawatsky from the Ministry of Justice – Corrections and Policing stated, “there should be zero tolerance for drivers under 22 years of age as part of a continuing graduated licensing program” (Saskatchewan 2013d, 74). This recommendation was reiterated by Mr. Stephen Pollock, President of MADD Meadow Lake Chapter (Saskatchewan 2013g, 160).

Mr. Luc Fournier, the Director of Government Relations for the Motorcycle and Moped Industry Council, also stated that zero blood alcohol concentration for new motorcyclists appears to be a restriction that is having success (Saskatchewan 2013g, 141). In his presentation he elaborated on the effects of alcohol in relation to motorcyclists, “whenever you’re riding a motorcycle, alcohol is going to have a greater influence on your riding abilities because you need to maintain a balance, whereas in a car you don’t need to maintain that balance” (Saskatchewan 2013g, 142).

Mr. Regier, Ms. Faye Rorke of Driving Without Impairment program, and Chief Tammy Cook-Searson of the Lac La Ronge Indian Band believe that zero tolerance should be expanded to all drivers. Mr. Regier stated, “when you have a learner’s license you can’t drink. You can’t have one bit of alcohol. You’re suspended. And I think for an experienced driver, it should be the same way – zero alcohol” (Saskatchewan 2013f, 134). Ms. Rorke also said, “well in my perfect world, it would be zero tolerance for everyone” (Saskatchewan 2013f, 149) and Chief Cook-Searson said, “I think there should be a zero tolerance for drinking and driving because it’s been proven over and over again that it’s dangerous” (Saskatchewan 2013j, 186).

## **2) Increased Enforcement**

Increasing enforcement was recommended for all traffic violations. Repeatedly, your committee heard and read the recommendation to increase enforcement. Mr. Doug Longman writes, “What needs to be done to correct these issues [is] enforcement of driving rules. This seems to have gone by the wayside ... Every now and then they advertise an enforcement blitz for a day or a weekend, but this is not good enough. They must be more visible” (TSC 15/27).

SGI has requested an additional 120 officers dedicated to rural traffic enforcement (TSC 2/27[23]). In their presentation, the officials from the Ministry of Justice – Corrections and Policing proposed “two dedicated teams of 30 police officers for each team, with 15 coming from existing resources of municipal and RCMP personnel and matched one for one by 15 from the province, which would give us a total of 60 police officers participating in a north and a south team” (Saskatchewan 2013d, 74).

Your committee received testimony from communities who have sought innovative solutions to address both traffic violations and enforce bylaws. Greg Wallin, administrator for the RM of Browning shared with your committee that they have been approved for enhanced RCMP service. He made comments about an opportunity to partner with SGI to share some of the cost. The town of Rosetown has hired a special constable and the town of Unity and the RM of Cupar have hired bylaw enforcement officers (Saskatchewan 2013e, 101; Saskatchewan 2013c, 48; Saskatchewan 2013g, 154-155). In his written submission, Mr. Hank Heerspink supports “contract[ing] enforcement to private contractors which meet established standards established by the justice department” (TSC 4/27). Ms. Rorke notes the need for increased enforcement, “for sure we need more police, especially in the small communities where there might be only one member on at a time” (Saskatchewan 2013g, 146).

To address impaired driving, high-visibility intensive enforcement was recommended to your committee. Mr. Beirness stated, “you have to increase, not only the perception, but the actual probability of getting caught. That’s what deterrence is all about. That’s why checkpoints work ... And it requires that you have the media on board as well because if you tell the public that the

police are out there looking for you, chances are you'll have an impact" (Saskatchewan 2013f, 111).

Mr. Pollock recognized the significant cost associated with hiring additional police officers. He recommended working with the RCMP to address drinking and driving by reanalyzing "where we're putting the police ... Maybe we need to talk to the RCMP and see what they can do about modifying their patrol routes, finding out where the partiers are. Because a lot of these people are young, young, inexperienced drivers" (Saskatchewan 2013g, 159).

### **3) Drug Recognition Expert (DRE) Program**

Mr. Beirness advised your committee that in the near future, the DRE program will become the responsibility of the provinces. He recommended "tak[ing] steps to ensure that this continues to be a strong, sustainable program to create a core of DREs and instructors" (Saskatchewan 2013f, 122).

### **4) Administrative Sanctions - Roadside Suspensions and Vehicle Impoundment**

Strengthening administrative sanctions was often recommended to your committee. Changing legislation to increase licence suspensions from 24 hours to anywhere from 3 days to a month and vehicle impoundment were recommended by many witnesses. The combination of the roadside suspensions and vehicle impoundment would serve, as what Mr. Beirness called "key components of deterrents. It's swift, it's certain, and it's severe" (Saskatchewan 2013f, 108).

Mr. Beirness shared with your committee the Canadian Council of Motor Transport Administrators (CCMTA) model law which calls for an immediate 7 to 14-day suspension for drivers over 50 milligrams of alcohol. He also discussed British Columbia's Immediate Roadside Prohibition (IRP) program that was introduced in 2010. The IRP imposes harsher penalties on offenders based on their Blood Alcohol Content (BAC). Sanctions for warn range (50-80 mg/dL of alcohol) include a 3-day license suspension, 3-day vehicle impoundment, administrative penalty, reinstatement fee and a towing and storage fee. Sanctions for fail range (greater than 80 mg/dL of alcohol) include 90-day license suspension, 30-day impoundment, administrative penalty, reinstatement fee, towing and storage fee, responsible driver program and installation of an ignition interlock. Roadside surveys are showing significant reduction in blood alcohol concentration and alcohol-involved fatalities (TSC 39/27). He further recommended that the "administrative sanctions for drug-impaired offences are the same as those for alcohol" (Saskatchewan 2013f, 123).

Mr. Murie also shared British Columbia's success with your committee. He said, "Fifty per cent reduction in deaths, two years running. We've never seen these types of results anywhere, not only in Canada but worldwide". He went on to say, "Alberta numbers aren't out officially. They've done the same thing. They've experienced a 40 per cent reduction in deaths" (Saskatchewan 2013d, 52).

Mr. Murie also made the following observation about zero BAC and impoundment:

*The power of vehicle impoundment has overridden the zero BAC in BC. Because when we were looking at zero BAC for British Columbia and the fact that vehicles were being impounded affect the whole population ... So [impoundment] actually oversurged the zero BAC. So we kind of backed off it in BC because of their strong impoundment program ... So if you wanted to do the ideal graduate licensing program, it should be a minimum of three years from driving age. So it should go 16 to 19. And if you violate it, especially the zero BAC, what we're seeing from Alberta and some other jurisdictions in Australia,*

*the vehicle impoundment is again very powerful because it's not their car (Saskatchewan 2013d, 58).*

Ms. Rorke provided your committee with a chart outlining penalties that are based on the type of driver and whether or not the driver has had any previous offences. For instance, a Graduated Driver's Licensing (GDL) program driver over zero BAC on first offence would still be subjected to the 30-day roadside suspension and attendance at the Driving Without Impairment (DWI) course within 90 days. However, under the proposed changes, they would also have their vehicle seized for seven days. The proposed changes are listed for first, second, third, and subsequent offences for experienced drivers that are over .04 but under .08, all drivers failing or refusing the standard field sobriety test and all drivers over .08. For a complete list of Ms. Rorke's recommendations see TSC 45/27.

Additional proponents of vehicle impoundment were Mr. Regier (Saskatchewan 2013f, 135), Mr. Pollock (Saskatchewan 2013g, 160), and Mr. John Hood. Mr. Hood said, "if someone is caught driving impaired also automatically have the vehicle taken away for one month and suspend the driver's license for the same amount of time. Subsequent offences increase the penalty exponentially" (TSC 34/27).

## **5) Increased Fines**

Increasing fines, like increasing enforcement, was often recommended to your committee. Mr. Regier emphasized the need for increased fines, "just make it so it's just a little bit more painful in the pocketbook – that's the thing to make you think twice. Hey it's going to cost me, you know, this amount of money. I'm going to think twice, just think twice before they do it" (Saskatchewan 2013f, 135). Increasing fines was also recommended by Mr. Pollock, "you've got to hit them where they live – in the pocketbook. Give the fines some teeth. Make it hurt. Make them understand" (Saskatchewan 2013g, 160).

## **6) Mandatory Ignition Interlock Devices**

Multiple witnesses recommended mandatory interlocks including SGI, Ministry of Justice – Corrections and Policing, Mr. Beirness, Ms. Rorke, and Mr. Pollock.

Mr. Quaye from SGI explained the current interlock program:

*In 2001 we introduced an ignition interlock program. It's a so-called optional program, i.e. if you are eligible, you can opt to go on an ignition interlock device and it allows you to get your driver's licence early. It was initially made available to only first offenders, and subsequently it was expanded to repeat offenders (Saskatchewan 2013c, 31).*

Mr. Sawatsky from the Ministry of Justice – Corrections and Policing stated that "studies on interlock devices really demonstrate that there is a reduced incidence of reoffending for individuals with interlock devices. As well there's a reduced rate for people who have had ignition interlock devices ... anyone who has been convicted of a first-time offence should have a mandatory ignition interlock device" (Saskatchewan 2013d, 74).

Mr. Beirness informed your committee that "an interlock program that is mandatory for all offenders will undoubtedly buy you significant gains in terms of reoffences. That includes first offenders. It includes repeat offenders" (Saskatchewan 2013f, 112). In addition to the mandatory interlock program, Mr. Beirness recommended integrating this program with a rehabilitation program.

Mandatory interlock program was also supported by Ms. Rorke. She made specific recommendations about duration. She said, “the ignition interlock runs for one year whenever you put it in, but it must run for one year, and it can begin as early as 90 days after your court” (Saskatchewan 2013g, 148).

When asked about ignition interlock devices, Dr. James Irvine, Medical Health Officer for Mamawetan Churchill River, Keewatin Yatthé, and Athabasca Regional Health Authorities, offered words of caution, “There’s some that could afford the interlock program, and it would be a very valuable addition. There’ll be those that it would impact them negatively in terms of if they were the working poor, it might have an impact on jobs or things like that. So we’d have to be careful in terms of what sort of inequalities it would result in, in terms of different economic sectors or a community” (Saskatchewan 2013j, 195).

## **7) Screening Assessment and Rehabilitation**

SIG shared the following statistic with your committee, “the average BAC of drivers who have been drinking was 0.19 for Saskatchewan drivers. This is more than twice the legal limit, about 2.5 times the legal limit” (Saskatchewan 2013c, 10). Mr. Beirness framed this problem more clearly, “I would defy any person in this room to reach a BAC of 160 and not either pass out or throw up or both. That’s a very high level of alcohol ... We’re dealing with a population of people who really do have an alcohol problem. You don’t get to 160 without having practiced numerous times (Saskatchewan 2013f, 107).

Ms. Rorke proposed a number of changes to the existing addictions sanctioning process. She proposed eliminating “the existing addiction sanctioning process and replace that with a progressive sanctioning process consisting of a series of prescribed programs that depend on the number of offences a driver has” (Saskatchewan 2013g, 145). She proposed eliminating the program because there are variances in screening standards between health regions (Saskatchewan 2013g, 145). She detailed the different sanctions for first, second, and multiple offenders:

*For example DWI would be first, our program, and then an alcohol and drug education, ADE program, and finally assessment or treatment. Each of these different kinds of programs or sanctions then would have to be paid for by the individual (Saskatchewan 2013g, 145).*

Mr. Beirness also supported screening and assessment and made the following observation, “when we look at overall results of rehabilitation programs of any kind ... we see an overall 8 per cent benefit ... But if you break those results down a little bit, what you find is that the more comprehensive the program is, the better your results” (Saskatchewan 2013f, 111). He believes that an interlock program should be integrated with a rehabilitation program (Saskatchewan 2013f, 112).

Ms. Rorke also noted the screening and DWI program is not meeting all the needs of their participants because some participants need a more intensive program. She shared with your committee that a program had been developed and piloted but has yet to be implemented. She said, “We need that ADE [alcohol and drug education] program because it would really change ... It would help those people ... We are not being able to meet the needs of the folks coming to DWI because we’re not the right forum for them. They’re having more serious issues with alcohol and drugs, and we can’t address that” (Saskatchewan 2013g, 153).

Also, having an assessment rehabilitation program specifically for drug use was suggested by Mr. Beirness. He said:

*We have assessment rehabilitation programs for alcohol use. Drug use is different. I mean there's some commonalities on dependence and addiction but drug users often differ from alcohol users. The driving without impairment course – 16 hours, costs 150 bucks – the focus is still on alcohol ... We could probably look at, this is a suggestion, the possibility of having a slightly different course that focuses on drug use because these people are different. They need different kinds of help (Saskatchewan 2013f, 123).*

## **8) Report Impaired Drivers**

Report Impaired Drivers (RID) is a program that prompts citizens who notice erratic driving behavior to call 9-1-1. Overall, 58% of reported incidents are not attended to by police because of the lack of resources (TSC 2/27[24]). However, of those that are intercepted, there is a high conviction rate and is perceived to be a successful program by SGI (Saskatchewan 2013c, 17). Ms. Rorke concurs with the success of the program she stated, “RID is very effective ... I've heard lots of folks talk about how effective that program is now” (Saskatchewan 2013g, 151).

Mr. Murie believes there is an opportunity to analyze the data collected from RID and to hone in on the most dangerous drivers that are being reported multiple times:

*We now are seeing by a simple analyst, so somebody working, you know, six to eight hours a week on the file, going through those people that weren't intercepted and seeing how many more times they come up. And if all of a sudden you've got a driver – like in New Brunswick when they did this they had about 20 drivers that showed up in a six-month period between four and eight times in 911 calls. So it was an alert to that police enforcement to say, where do they live, you know; we should be on the alert for that licence plate because the public are saying they're a danger.*

One item that was noted was the lack of Report Impaired Driver signs on highways in Saskatchewan. When asked, the Ministry of Highways and Infrastructure stated, “We [Ministry of Highways and Infrastructure] will definitely work with SGI to make sure that we're putting [RID signs] up in strategic locations on the highways ...” (Saskatchewan 2013c, 38).

## **9) Targeted Education**

Mr. Pollock would like to see a change in the driver education program. He said, “I myself would like to see is a change in the driver training program where a victim actually comes into a driver training program – a victim of a drunk driver – and explains to these young people right at the beginning the effects that the 2000 pound bullet can have” (Saskatchewan 2013g, 146).

Ms. Rorke believes that an education program specifically targeting underage drinking and driving would be beneficial. She stated, “some kind of education, or perhaps even mandatory education for them to understand the harms for themselves physically as well as emotionally and legally would be of huge benefit” (Saskatchewan 2013g, 146).

Mr. Beirness recommended public awareness messages targeted at youth and seniors about drugs and driving. For youth, the message should be about cannabis use. He said, “we don't have a zero tolerance for cannabis like we have a zero tolerance for alcohol within the graduated licensing programs usually. If they don't believe that cannabis is impairing their driving, they're not going to do anything about it. We need to get that message out to them” (Saskatchewan 2013f, 123). For seniors, some of the medications they take may impact their ability to drive. In his presentation, he explained, “it's the older people that are taking the painkillers, and they're

the ones dying on the roads as a result” (Saskatchewan 2013f, 121). He feels that “if we can get the health care providers on board and get them to at least talk about the medications that people are taking as well as the interactions, including alcohol, with patients at the time they give the prescription, or alternatively or in addition to the pharmacist, then I think we can pick off some low-hanging fruit. We can prevent a lot of these tragedies that are occurring simply because people didn’t know better” (Saskatchewan 2013f, 123).

#### **10) Responsible Service of Alcohol**

Serve it Right Saskatchewan (SIRS) is a program that “was created to provide responsible alcohol service training to those who serve and sell alcohol in Saskatchewan” (TSC 25/27[1]). The SIRS officials asked your committee to consider whether the program should become mandatory for all people serving or selling alcohol in a public venue. Mr. Mullin stated, “the only question would be, should this be mandatory as in other provinces? It’s up to the government and possibly this committee to say, well yes, it should be mandatory, or we’re doing a good enough job as it is; let’s leave it” (Saskatchewan 2013d, 64). Making SIRS mandatory for those in the industry was recommended by Mr. Pollock and Mr. Clarence Neault, owner of Northern Hospitality Services (Saskatchewan 2013g, 159, Saskatchewan 2013j, 191).

## B. Distracted Driving

The World Health Organization's report, *Mobile Phone Use: A Growing Problem of Driver Distraction* lists some sources of driver distraction. Sources of distraction can be in-vehicle (internal) or external. Among the main internal sources of driver distractions are: adjusting temperature controls, adjusting radio or CD, dialing or texting on a mobile phone, eating or drinking. External distractions can include a driver looking at buildings, people or situations outside the vehicle, billboards and roadside advertising (TSC 2/27[1]). The Traffic Injury Research Foundation (TIRF) concludes that distracted drivers commit a variety of errors including wandering and weaving, irregular speed, following too close, and sign or signal disobedience (TSC 2/27[7]).

Cell phone use is often cited as a major contributing factor to driver distraction. Ms. Sylvia Maljan, Mayor of Unity, aptly summed up cell phone use as a distraction, "the use of a cell phone while operating a motor vehicle is both a distraction and a safety issue. Whether simply talking on the cell phone or, worse, texting and using the phone for other purposes, a driver's attention and eyes are not where they should be which is on the road which they are travelling on" (Saskatchewan 2013g, 155).

In Saskatchewan, in 2012, "for the first time, 37 per cent of our fatalities involve distracted driving, and it surpassed even impaired driving with respect to fatal crashes" (Saskatchewan 2013c, 19). According to SGI, "driver inattention/distraction is the most cited contributory factor in all collisions" (TSC 2/27[24]).

### Emerging Themes

#### **1) Amend Section 241.1 (Hand-held electronic communications equipment prohibited) of the *Traffic Safety Act***

Both SGI and the Ministry of Justice – Corrections and Policing officials were questioned whether including the word "holding" would strengthen and minimize any potential loopholes in the legislation. When asked whether "holding" is explicitly included in cell phone legislation, Mr. Quaye from SGI said, "Holding no. Holding isn't. It's using a phone" (Saskatchewan 2013c, 25). Mr. Sawatsky, Executive Director, Policing and Community Safety Services said, "I can only say this because I happened to be present in a conversation that was happening amongst a group of police chiefs at their meeting ... And they felt that, you know, having a change like that would be beneficial to getting a conviction or being able to do something about it" (Saskatchewan 2013d, 80).

#### **2) Fines**

Increasing fines was often cited as a solution to address distracted driving. In her presentation, Ms. Lorraine Holowachuk spoke of her loss of her husband in a motor vehicle accident. She believes that "penalties for all driving offences need to be increased" (Saskatchewan 2013f, 137). Ms. Maljan suggested, "perhaps raising the fine amount or making subsequent offences more expensive would help reduced the number of people who use their cell phones while operating a vehicle" (Saskatchewan 2013g, 155). Mr. Hood writes, "I would like to see fines raised to a minimum of \$500 – 1500 and perhaps have cell phones and/or vehicles taken away" (TSC 34/27).



### **3) Increased Enforcement**

The probability of individuals being caught while utilizing their cell phones is almost zero per cent (Saskatchewan 2013c, 19). Given that, people continue to use their cell phones because there is little threat that drivers will be penalized. Mr. Quaye stated, “the fundamental thing that can help shift that, apart from the fact that we need huge, you know, significant awareness, is that people have to perceive their probability of being caught is high” (Saskatchewan 2013c, 21).

In a National Highway Traffic Safety Administration document provided by SGI, a high visibility enforcement demonstration project “which combine[d] dedicated law enforcement during a specific period, paid and earned media emphasizing an enforcement-based message” significantly reduced hand-held cell phone use and texting while driving (TSC 2/27[9]).

### **4) Public Awareness**

Ms. Maljan thought targeting youth would be a “way to get a foothold in preventing motorists from even starting this bad habit.” She suggested having “individuals who have been in a situation where an accident has been caused by drivers using their cell phone could really hit home with a younger audience” (Saskatchewan 2013g, 155).

### **5) Electronic Billboards**

The city of Prince Albert discussed electronic billboards with your committee. Mr. Colin Innes, Director of Public Works, stated, “the problem we have with [electronic billboards] is that due to the amount of rapid images that are moving on them, the luminosity of them, they do catch your eye, which is what they’re intended to do. But of course because they’re catching your eye, they’re also taking your attention away from what you’re doing, which is driving” (Saskatchewan 2013h, 173). The city of Prince Albert feels that setting guidelines at the provincial level would address a lack of expertise within their city administration as well as establish a level of uniformity between municipalities.

## C. Excessive Speed

In 2012, excessive speed was a factor in 53.9% of fatal collisions in Saskatchewan. Your committee heard and received written accounts of excessive speed on Saskatchewan roadways. In their presentation, the Time to Twin Committee often discussed fear of driving on Highways 39 and 6 due to excessive speed. Ms. Marge Young shared, “because the traffic is not being monitored, the average speed out on Highway 39 roughly is 120 kilometers an hour...” (Saskatchewan 2013e, 96). Mr. Stan Bacon writes, “vehicles from our neighbors on the west and east seem to view Saskatchewan with an attitude of the flat boring drive between boarders and put the pedal to the metal as if it were zoned for unlimited speed” (TSC 36/27). Mr. Murray Klatt, a retired RCMP officer and a traffic collision reconstructionist, said, “speed has always been a real issue. Not just speeding, but the faster people go, the less time they’re allowing themselves to detect a problem on the roadway, identify it as a problem, decide what to do, and then actually do it” (Saskatchewan 2013d, 82).

The Ministry of Highways and Infrastructure reminded your committee that “regulation dictates that the speed is 80 [km/hr] unless otherwise posted ... We want to make sure that the speed is consistent with travel, and we don’t want to provide that false sense of security. We want to make sure it’s respected by the public and that it’s close to the speeds that are driven” (Saskatchewan 2013c, 33).

### **Emerging Themes**

#### **1) Increased Enforcement – Increased Police Presence**

There were many presentations and written submissions stating a need for increased enforcement of traffic violations, including speeding. Ms. Holowachuk briefly spoke about excessive speed and the need for increased enforcement. “The city has grown so much, and there are so many people who just tear around this city ... enforcement is not nearly enough. I think, you know, it’s a big part of what’s wrong” (Saskatchewan 2013f, 139). Mr. Stew Severson of the West Central Municipal Government Committee summed up the need, “we need our police on the road being visible as their presence slows the speeders, curtails the aggressive drivers, and also reduces a variety of other crimes” (Saskatchewan 2013g, 154). Mr. Bacon writes, “a traffic enforcement presence ... and a few tickets may well change the attitude and the heavy foot ...” (TSC 36/27).

Your committee also heard recommendations about allowing others, such as special constables, to enforce traffic violations. In his written submission, Mr. Heerspink proposed changing “provincial law to allow for others in addition to police to process enforcement of traffic laws such as speeding, failing to stop for stop signs, disobeying traffic lights etc.” (TSC 4/27).

#### **2) Automated Licence Plate Recognition (ALPR), Photo Radar, Photo Laser Radar & Red Light Cameras**

Mr. Quaye from SGI made the following comments about speed enforcement in Saskatchewan: “the current initiatives that we have in enforcement efforts are not necessarily improving this situation. We believe the current methods of enforcing speed is laborious, time consuming, and not as efficient as it could be (Saskatchewan 2013c, 25).

To increase efficiency, technological solutions, such as Automated Licence Plate Recognition (ALPR), photo radar, photo laser radar, and red light cameras were suggested to your committee as possible solutions for increasing enforcement. In their tabled document, the Ministry of Justice – Corrections and Policing suggested a point-to-point speed reduction solution. This solution would utilize a combination of fixed and mobile ALPR cameras (TSC 12/27). Saskatchewan Association of Rural Municipalities (SARM) believes “the use of speed cameras in RMs will reduce the significant risk to the public that driving at high speeds creates.” They requested “the province [to] undertake a review of the use of speed camera programs in other jurisdictions and, if deemed beneficial, update applicable regulations and guidelines to allow for the most efficient use of such technologies in Saskatchewan” (TSC 26/27[1]). Mr. Hood of Saskatoon writes, “ I would like to see more cities and the government try to make money on traffic violations by use of red light cameras and catching speeding violator[s] on cameras as well” (TSC 34/27).

### **3) Speed Limits**

Reducing speed limits for certain types of vehicles and weather and road conditions was recommended to your committee. SARM feels that “RMs should be afforded the authority to lower the speeds of commercial vehicles, which will improve the overall safety of the roadways and the health of the general public” (TSC 26/27[1]). Mr. Sawatsky from the Ministry of Justice - Corrections and Policing recommended “variable speed limits based on weather and road conditions” (Saskatchewan 2013d, 74).

However, the Ministry of Highways stated, “the other thing that you mentioned is having different speeds for trucks versus other types of vehicles ... What we know from research and studies is that as that speed range increases, as you get slower vehicles and faster vehicles all mixed together, actually the crash rate will increase” (Saskatchewan 2013c, 35).

### **4) Passing Lanes**

Constructing passing lanes was a popular recommendation to address speeding. Mr. Bacon recommended, “wherever possible and affordable on two lane highways, provide passing lanes at least every ten to fifteen kilometers ...” (TSC 36/27). Mr. Propp writes, “passing lanes would no doubt help prevent head on collisions. Following farm implements, camper trailers and slow moving vehicles makes many drivers impatient. Many will take a chance to pass and force the on-coming vehicle to the shoulder” (TSC 37/27). A similar sentiment was shared by the Mayor of Rosetown, Mr. Brian Gerow, “we believe that passing lanes would greatly reduce the amount of accidents on highways as drivers would be more patient, knowing that they have only a few more kilometers to follow a vehicle before the next passing lane.

The Ministry of Highways and Infrastructure is embarking upon a passing lanes pilot project on Highway 10. Mr. Kent from the Ministry of Highways and Infrastructure noted that “passing lanes are called low-cost improvement, and in the passing lane areas there’s a reduction of up to 25 per cent fatal collisions, and there is I think a higher percentage for all types of collisions” (Saskatchewan 2013c, 38).

### **5) Construction Zones**

Excessive speed in construction zones is a significant concern. The Ministry of Highways and Infrastructure supplied your committee with their *Safe Pace 100 Pilot Project: Work Zone Speed Reduction* final report. The pilot project examined the use of speed monitoring units, which are “meant to make the motorist conscious of their speed, thereby encouraging those travelling above the speed limit to reduce their speed” (as quoted in TSC 16/27). The northern

region purchased two SP-100 Speed Monitoring Radar Units. The ministry concluded that “these units produce statistically significant reductions in vehicle speed” (TSC 16/27).

In his written submission, Mr. Stobbe recommends that “the [construction zone] signs need to be no more than a [kilometer] or two from the where the construction starts” (TSC 18/27). Similarly, Mr. Klatt said, “the signs need to be moved along with [the construction site], and they weren’t. So something like that certainly needs to be watched a little bit more closely” (Saskatchewan 2013d, 83).

## **6) Fines**

The city of Prince Albert would like to see an amendment to the definition of “orange zone” in *The Traffic Safety Act*. They would like the definition of orange zone expanded to urban municipalities, so that fines can be tripled for those speeding through urban municipality work zones. They would also like the authority to triple fines for speed offences in school zones (Saskatchewan 2013h, 173, 175).

## **D. Intersection Safety**

In their written submission, SGI identified concerns regarding intersections. The document states that "about 25% of fatal collisions, 57% of injury collisions, and 40% of property-damage-only collisions occur at intersections. Approximately 55% of all injury collisions and 37% of all property-damage-only collisions occur at urban intersections" (TSC 2/27[24]). Mr. Quaye considers collaboration with municipalities and the Ministry of Highways and Infrastructure as a potential solution, he said:

*We wanted to include this particular section with respect to intersections because there are locations, identifiable locations within municipalities of highways that are amenable to change, and we continue our efforts to work in collaboration. Like Andrew [Cartmell] indicated at the beginning, it is important that we see more collaboration and more working with those sort of agencies to help make our roads safe (Saskatchewan 2013c, 28-29).*

Anecdotally, your committee heard about intersection collisions. Your committee, however, was not presented with universal solutions but rather more specific recommendations for certain areas.

### **Emerging Themes**

#### **1) Engineering Solutions**

Ms. Jennifer Ehrmantraut, Assistant Deputy Minister of the Ministry of Highways and Infrastructure, outlined a number of engineering solutions that could be considered when making intersection changes:

*And intersection changes. You know, there's several different things we can do on the intersection side of things. And really we look at where those conflict points are going to be and that's when we design the road ... and it's continued to be reviewed after that, and then it can progress from there. There could be driver alerts, could be amber flashing lights that are added when, you know, when it's warranted to be. There could be noise bars that are added. We could have different signing, different lighting, turning lanes, and then that ultimate enhancement would be any intersection or interchanges that are required (Saskatchewan 2013c, 33).*

The cities of Martensville and Warman discussed the pressures they are facing with growing communities. City of Martensville requested "some sort of traffic control signals on the highway that are linked with [their] traffic control signals in Martensville" (Saskatchewan 2013f, 132). Their second request was if "traffic signals are not an option, then I think expediting interchange functioning, then detailed design and then actually execution of that plan – so acquiring the land and moving forward – is essential" (Saskatchewan 2013f, 132).

Mr. Gary Philipchuk, representing the city of Warman, was also concerned about the increasing traffic in their area especially when people have to cross four lanes of high speed traffic. To address this, Mr. Philipchuk requested the installation of acceleration and deceleration lanes, "this is a common sense thing to have acceleration lanes in both directions and to have deceleration lanes in both directions, that you can move in and out of these areas that we know are high traffic right from the beginning" (Saskatchewan 2013g, 163).

Chief Cook-Searson discussed Highway 2, Kathy's Korner in La Ronge. She requested making the intersection a three way stop, "it would stop the traffic and then that way people wouldn't get stuck that are coming in from Bigstone or coming in from [Highway] 101. And then they would really slow down the traffic flows through the Highway 2" (Saskatchewan 2013j, 183).

## **E. Wildlife Collisions**

In their presentation, SGI highlighted their concerns with wildlife collisions. In SGI's tabled document they explain that "collisions with wildlife, mostly deer and increasingly moose, are a serious concern on Saskatchewan roads. These collisions typically occur on provincial highways and rural roads, and contribute to most of the property-damage-only collisions on these roads" (TSC 2/27[24]). Mr. Earl Cameron, Vice President of the Auto Fund, also shared with your committee that this is a concern because the costs associated with these collisions are high and growing, and there appears to be no evident solution (Saskatchewan 2013c, 30).

Witnesses shared anecdotal evidence of increased wildlife on Saskatchewan roadways but few had recommendations. Mr. Neal Evans of Student Transportation Association of Saskatchewan, knew of school buses hitting deer and prairie chickens but did not provide a recommendation (Saskatchewan 2013h, 170). Mr. Weldon McCallum of Pelican Narrows said, "wildlife accidents happen I think, happen more often with deer. There is some with moose, but they're not as high as with deer. And our deer population is very low up here, and wildlife accidents I'm going to say are not really that common up north" (Saskatchewan 2012i, 179). Mr. Wallin stated, "I don't know of anybody that's ever been injured or hurt with wildlife, but I know definitely the moose is in our area now. It definitely causes more damage to vehicles than a deer does. That's for sure. But no, most of the accidents, most of the fatalities have been at intersections ..." (Saskatchewan 2013e, 102). Lastly, Ms. Maljan recounted a tragedy in her community. "We lost an RCMP officer early morning, about 2 a.m., heading out from Wilkie to Unity and hitting a moose and dying instantly. That was last year ... I don't know how that could have been prevented. I think too that needs to have a technology, something that will warn the wildlife better" (Saskatchewan 2013g, 156).

### **1) Reducing Speed Limits**

Reducing speed limits was recommended to your committee. Diane Robinson writes, "I am assuming that [a] good percentage of this accident [wildlife collisions] happen at night therefore the Saskatchewan government should have two speed limits posted one for day and the other for night" (TSC 24/27). A comparable recommendation was made by the Regina Fish & Game League. Mr. Paul Legrand, Director of the Regina Fish & Game League recommended motorists "reduce your speed and slow down and increase vigilance in peak collision areas" (Saskatchewan 2013c, 39). Although Mr. Klatt recognized that this may not be a popular recommendation he recommended "reduc[ing] speed at night so people can see a little better" (Saskatchewan 2013d, 83). This, he believes, would give people the opportunity to see the wildlife.

### **2) Public Awareness**

Mr. Legrand and Mr. Philipchuk recommended educating the public. Mr. Philipchuk said, "through media blitzes and through the education system, like I think both of those could be used to get the word out there about these" (Saskatchewan 2013g, 164). The Saskatchewan Wildlife Federation advised your committee of their ongoing partnership with SGI and the Ministry of the Environment on campaigns such as 'Save a Buck', 'Save a Little Doe' and 'Moose on the Loose' advertising campaigns (TSC 58/27).

### **3) Ditch Mowing**

Multiple times your committee heard that mowing ditches and shoulders should occur more frequently. Mr. Longman wrote that there is a "lack of mowing of the shoulder of our highway[s] ... The vegetation is so high you have no chance of seeing an animal coming onto the road" (TSC 15/27). Recommendation six in the Regina Fish & Game League submission suggested, "making sure ditches and road allowances are cut" (TSC 27/27). Finally, Mr. Severson said, "we need some policy changes with the mowing. They seem to want to leave the grass on the road, on the

shoulders, towards the end of July ... basically we need those mowers out there, and we need them out earlier, like the first part of July when the holiday traffic is out there” (Saskatchewan 2013g, 157).

Mr. Cameron of SGI commented on mowing ditches:

*Highways did try an early mow, some ditches ... it wasn't effective. I guess part of the issue is a lot of times the animal is running and it isn't just standing in the ditch. The ones that are standing in the ditch, hopefully you'll see them sometimes. The ones that are running and the ones that we see in collisions, the grass isn't the big issue” (Saskatchewan 2013k, 219).*

#### **4) Tagging Wildlife**

Moose are becoming a significant problem due to their size and coloring. They are very difficult to see at night and their eyes do not reflect light like deer. Ms. Jane M. Meiklejohn suggested locating “populations of moose in these areas by aircraft, and then tag them with reflective ear tags” (TSC 21/27).

#### **5) Hunting Allocations**

Increasing hunting allocations was recommended to your committee. Ms. Diane Robinson writes, “there should be an increase in the number of animals that each license holder is allowed to harvest” (TSC 24/27). Ms. Maljan shared with your committee that her husband would “love to be able to go get another moose” (Saskatchewan 2013g, 157).

The Saskatchewan Wildlife Federation writes, “in the zones surrounding our most populous urban areas there may be high populations of some species. The standard decision has been to increase hunting allocations. However, the main deterrent to that action is the lack of access for hunters and therefore no uptake by the hunting community” (TSC 58/27). They believe there is “a lack of productive communication between stakeholders on these issues and for any successful outcomes the collaborative consultation has to be broken down into specific targeted areas (wildlife management zones). We can, therefore, identify the unique variable that exist in each zone that may be impeding any meaningful progress” (TSC 58/27).



## **F. Other Factors Affecting Traffic Safety**

Your committee also heard many other recommendations from witnesses and in the written submissions. Below are a summary of suggested changes that could improve traffic safety in Saskatchewan.

### **1) Bike Helmets**

Your committee received a written submission from the Canadian Paediatric Society urging mandatory use of helmets by all cyclists (TSC 3/27). Dr. Susanna Martin also made the same recommendation in her presentation. This was echoed in a submission by the Prevention Institute, though they recommended expanding mandatory helmets to all wheeled activities such as rollerblading, skate boarding and while a child uses a scooter (TSC 53/27).

Mandatory use of bike helmets for youth under the age of 18 was recommended by the city of Prince Albert. The officials stated that the province should implement this policy because it would provide a standard for all municipalities as well as provide a level of uniformity with neighbouring jurisdictions (Saskatchewan 2013h, 174).

### **2) Booster Seats**

Dr. Martin, Assistant Professor at the Department of Pediatrics at Royal University Hospital and representative for the Canadian Paediatric Society, came before your committee to support legislation requiring booster seat use by children up to 145 cm in height and 36 kg in weight (TSC 40/27). She stated that “booster seats are proven to significantly reduce serious injuries and death in children from 5-8 years of age” (Saskatchewan 2013f, 126). Saskatchewan and Alberta are the two remaining jurisdictions that do not have legislation requiring booster seat usage.

### **3) Driver Education**

Many people made recommendations about amending and including topics into the current Driver’s Education Program. Topics that were suggested were shoulder checking and the mathematics of stopping distance (TSC 33/27), procedures to follow when school bus warning lights are activated (TSC 48/27), motorcycle awareness, and safety training (TSC 28/27).

Some other recommendations heard by your committee included allowing 14 year olds to get their learner’s licenses, driver examinations every five to ten years and having a graduated licensing program for motorcyclists. Mr. Philipchuk from the city of Warman believes that lengthening the graduated licensing program and driving with supervision would be beneficial to young drivers. He stated, “I see the nervousness in my son and my daughter. And it’s so different that if they can get those hours under their belt, and again in a very supervised way, I think that that’s not a bad thing. So there might be something there to look at, the whole driver’s ed[ucation] program” (Saskatchewan 2013g, 163).

Road testing of drivers was discussed in five of the written submissions. These submissions have various recommendations which include testing all drivers every 5 years, or restricting testing to drivers that cause an accident or people over a specific age.

Riders Against Government Exploitation (R.A.G.E.) recommended a graduated learners endorsement program for motorcyclists (TSC 28/27) Mr. Fournier from the Motorcycle and Moped Industry Council suggested having incentives such as reductions in premiums or reductions in restrictions of learner drivers if a motorcyclist takes rider training (Saskatchewan 2013g, 141). Restrictions that Mr. Fournier recommended for new riders include zero Blood Alcohol Concentration, no passengers and no night riding.

#### **4) Targeted Education and Workshops**

Dr. Irvine spoke about targeted education programs. He said “utilizing educational approaches with aboriginal languages is very effective. And Missinipi Broadcasting approaches has been suggested already, and we’ve used that a lot and find it very valuable. But the other part of it is that whole literacy aspect of it, making sure that everyone within the province that the messages are such that they’re recognizable by the population” (Saskatchewan 2013j, 193).

Mr. McCallum and Ms. Ballantyne of Pelican Narrows both believed more education and workshops would be beneficial. Mr. McCallum said, “I do know that SGI have their seat belt, they had their seat belt thing and that rollover scenario here within our last school year. But maybe something similar as those we could maybe increase” (Saskatchewan 2013i, 181).

Chief Cook-Searson also suggested more awareness about driving without a license specifically the implications if one gets into an accident (Saskatchewan 2013j, 186). Furthermore, she recommended public campaigns in traditional languages, she said:

*I’m not sure if you do any public campaigns in Cree about seat belts or in other First Nation languages. Because when you say when you buckle up your pakwahtēhon, that means it’s like you’re putting on your belt. Yes. So maybe something, some more public education, and do them in Cree or Dene or you know, any of the languages that we have in Saskatchewan (Saskatchewan 2013j, 185).*

#### **5) Partnerships**

Partnerships were highlighted as an essential component to addressing traffic safety. Officials from the Ministry of Justice – Corrections and Policing stated, “we feel very much that there could be a co-leadership or co-management of traffic safety in the province. Right now, SGI is the primary driver when it comes to traffic safety matters, but the Ministry of Justice does have a role to play” (Saskatchewan 2013d, 75).

Other partnerships were identified. WorkSafe Saskatchewan is working on a strategic campaign with partners in the private sector and feels “these partnerships are important to us everywhere, because it really doesn’t matter – when you get hurt and you live in Saskatchewan, it impacts you everywhere” (Saskatchewan 2013d, 72) and the Regina Fish & Game League recommended working with Saskatchewan Crop Insurance and other government agencies or groups (TSC 27/27).

Mr. Cartmell, Chief Executive Officer of SGI, identified this need in his opening comments.

*It’s time that we worked together to improve the safety on our roads, reduce collisions, prevent injuries, and save lives. While SGI is responsible for most road safety legislation, regulations, programs, and policy, I think it’s a problem that’s bigger than SGI. It’s a problem that needs a concerted effort from the various stakeholders and the general public.*

*SGI recommends a comprehensive traffic safety strategy that brings together the various stakeholders such as SGI, the Ministry of Justice, Ministry of Highways and Infrastructure, Ministry of the Environment, policing services, and municipalities to combat road safety issues and reduce the number of lives lost and people injured on Saskatchewan roads (Saskatchewan 2013c, 8).*

### III. Summary of Public Hearings

Witness testimony began on May 21, 2013. There were a total of 27 presentations – ten in Regina, two in Estevan, ten in Saskatoon, two in Prince Albert, one in Pelican Narrows and two in La Ronge.

*May 21, 2013 – Regina*

#### **Saskatchewan Government Insurance (SGI)**

Andrew Cartmell, President and Chief Executive Officer

Earl Cameron, Vice President of the Auto Fund

Kwei Quaye, Assistant Vice President, Traffic Safety and Driver Services

Your committee commenced public hearings on traffic safety and dedicated an entire morning to hearing from SGI officials. The SGI officials provided an overview of the five areas in which your committee has been ordered to study: impaired driving, distracted driving, unsafe speed, intersection safety and wildlife. They also spoke about seatbelt usage in Saskatchewan.

#### *A. Highlights*

- Safe Systems Framework includes strong legislation, adequate/visible enforcement, timely and targeted education and good engineering
- 180 fatalities in 2012 – average 1 fatality every two days
- 6,996 injuries in 2012 – average 19 injuries per day

#### *B. Impaired Driving*

- Saskatchewan has the highest impairment-related traffic fatalities per capita in Canada
- 95% of the impaired driving fatal collisions and 56% of impaired driving injury collisions occur outside of urban centres
- Average blood alcohol content of drivers who have been involved in fatal collisions is 0.19, about 2.5 times the legal limit
- A report of the Canadian Council of Motor Transport Administrators from 2010 indicated that for drivers fatally injured in Saskatchewan, about 50% of those drivers when tested had signs of some licit or illicit drug present
- The chances of being caught for impaired driving ranged from 1 in 2000 trips to 1 in 5000 trips
- Report Impaired Drivers Program (RID) – To the end of 2012, 9,952 report impaired driver calls; 5,791 unable to dispatch officers due to other pressures

#### *C. Distracted Driving*

- For the first time, in 2012 distracted driving accounted for more fatalities than impaired driving
- In 2010, the laws were changed in Saskatchewan to ban hand-held cell phones while driving
- The probability of being caught is close to zero, though convictions for cell phone use have been increasing

#### *D. Unsafe Speed*

- Excessive speed identified in 31% of fatalities, 15% of injuries and 9% of property damage
- Current methods of enforcing speed is laborious, time consuming and inefficient
- Speed related collisions are severe

*E. Seatbelt Use*

- Overall, high seatbelt usage in Saskatchewan
- First Nations and rural areas have significantly lower compliance
- almost 30% of fatalities were of people who were unbelted
- Close to 100% of the people who die on First Nations roads were unbuckled

*F. Intersections*

- 9 of the 10 urban intersections with the most collisions are in Saskatoon. The other intersection is in Regina
- SGI provided your committee with the 10 highway intersections with the highest number of collisions

*G. Wildlife*

- Increasing number of claims and costs associated with wildlife collisions
- No proven solutions
- Need to reduce wildlife in high traffic areas

**Ministry of Highways and Infrastructure**

Jennifer Ehrmantraut, Assistant Deputy Minister, Ministry Services and Standards Division  
David Stearns, Executive Director, Technical Standards Branch  
Sukhy Kent, Director, Design and Traffic Engineering Standards

The Ministry of Highways and Infrastructure provided background on the ministry's mandate, the use of proper speed limits, changes to speed limits and intersection changes.

Following the presentation, your committee discussed with officials reduced speed zones, increasing peak time traffic, the development of a passing lanes pilot project and inter-ministry and inter-agency collaboration specifically with SGI on the Report Impaired Drivers program to include signs on highways.

**Regina Fish & Game League**

Paul Legrand, Director

The Regina Fish & Game League has been in existence for 59 years and has roughly 1300 members. The two main objectives of the Regina Fish & Game League are to promote the conservation and propagation of wildlife and assist in developing, maintaining and enforcing the fish and game regulations.

The Regina Fish and Game League presented six suggestions to your committee:

1. Identify the hotspots.
2. Educate the public.
3. Reduce your speed and slow down and increase vigilance in peak collision areas.
4. More signage in high collision area, with flashing lights.
5. Make sure ditches and road allowances are cut.
6. Work with Crop Insurance and other government agencies or groups (TSC 27/27)

## **R.A.G.E (Riders Against Government Exploitation)**

Rhonda Cwynar  
Don Fuller

The witnesses provided background information on their organization, which represents motorcycle enthusiasts across the province. Their presentation focused on escalating accident factors, learner operator requirements, risk management and changes to public policy to shape behavior.

R.A.G.E. proposed four recommendations for your committee to consider:

1. Adoption of behavior-based “individualized insurance” rating for personal injury insurance
2. Adoption of a mandatory graduated motorcycle learners’ endorsement program that focuses on safety for riders
3. Inclusion of Motorcycle Awareness and Safety into existing Driver Training programs
4. Use of existing national awareness campaigns for the whole month of May to re-enforce motorcycle safety for both riders and other vehicles

## **RM of Cupar No. 218**

Ray Orb, Reeve

Mr. Orb, Reeve of the RM of Cupar no. 218 and member of the municipal council for 26 years, shared with your committee that the RM has hired a bylaw enforcement officer because of increased traffic volumes and because the Highway Traffic Board and the RCMP do not have the resources to help. The RM would like to see the bylaw enforcement officer be able to enforce regulations associated with *The Traffic Safety Act*. Mr. Orb noted that the RM would like to see some of the revenue generated from fines returned to the RM, similar to their urban counterparts.

Ray Orb presented six suggestions for your committee to consider:

1. More RCMP officers dedicated to highways and areas of increased economic activity.
2. Develop a new fine revenue-sharing model for rural municipalities.
3. Increase the presence of highway traffic enforcement officers.
4. More effective driver education especially relating to driving under adverse weather conditions (this should apply to all drivers).
5. Better monitoring of orange zones with a combination of increased police and traffic camera presence.
6. More passing lanes on busy two-lane highways.

May 22, 2013 – Regina

### **MADD Canada**

Andrew Murie, Chief Executive Officer

Mr. Murie shared with the committee that Saskatchewan has 9.76 impaired driving deaths per 100,000. Saskatchewan has the highest rate of impaired driving deaths compared to all other provinces and is three times the national average.

MADD made four suggestions to reduce impaired driving in Saskatchewan:

1. .00% BAC limit for drivers 21 years and under, or with less than five years driving experience
2. Seven-day administrative license suspension and vehicle impoundment program at .05% BAC level
3. Mandatory alcohol interlocks for all federal impaired driving offenders
4. Drug-impaired driving:
  - o Prohibition for any illicit psychoactive drug for all young/new drivers
  - o Parallel administrative suspension and impoundment program

Mr. Murie also highlighted two successful community programs, including the *Report Impaired Drivers* program as well as the *Last Drink* program. He also stated that there are changes needed to the *Criminal Code* and that although these changes are required at the federal level, support and lobbying from the provinces is crucial.

### **Serve it Right Saskatchewan (SIRS)**

Tom Mullin, President and CEO, Saskatchewan Hospitality Association and Chair of Saskatchewan Server Intervention Program committee

Diane Cohoon, Training Manager of Saskatchewan Tourism Education Council, Tourism Saskatchewan

Serve It Right Saskatchewan is an online, voluntary program that was created to provide responsible alcohol service training to those who serve and sell alcohol in Saskatchewan. The witnesses stated that there are about 1200 participants from roughly 200 operators every year and the cost is \$30. They also noted that responsible serving programs are legislated in British Columbia, Alberta, Manitoba, Ontario, Nova Scotia, and Prince Edward Island.

### **WorkSafe Saskatchewan**

Heather Becker, Manager Social Marketing, Saskatchewan Workers' Compensation Board representing WorkSafe Saskatchewan

Annette Goski, Manager South, Prevention Department, Saskatchewan Workers' Compensation Board

Serge Pelletier, BHP Billiton

The witnesses shared with your committee a new, targeted, social marketing program that is being implemented "in order to elicit attitudinal and behaviour change". The audiences they have identified are male workers (under 35), employers (male 45-55, management positions) and community residents who are impacted by the increased traffic and activity.

## **Ministry of Justice – Corrections and Policing**

Dale Larson, Executive Director, Policing and Community Safety Services

Murray Sawatsky, Executive Director, Policing and Community Safety Services

The witnesses outlined factors contributing to collisions and the potential responses which include engineering, enforcement and/or education.

They made suggestions on the subject areas of speed controls, impaired driving, accident reductions, community investment bonds, enforcement and ignition interlock devices.

## **Collision Connections & Security Inc.**

Murray Klatt

Mr. Klatt, a retired RCMP officer and a collision reconstructionist, shared many personal experiences and insights from his line of work. He raised concerns over SGI's policy to not report all collisions, the use of right-hand drive vehicles, raised vehicles, factory installed GPS, obstructions on mirrors, tinted windows and police expectations of cell phone use.

*May 28, 2013 - Estevan*

## **Time to Twin Committee**

Margery Young, Co-Chairperson

Lauralie Ireland, Co-Chairperson

Abbie Velestuk, Member

Don Kindopp, Witness

Your committee heard testimony from the Time to Twin Committee. This committee is dedicated to safety on highways 39 and 6 with twinning of those highways as their main recommendation.

The Time to Twin Committee proposed twinning highways 39 and 6 due to increased traffic and collisions on and near these highways due to:

1. North Portal Border Crossing
2. Bakken Oil Play
3. Global Transportation Hub
4. Estevan Truck Traffic Weigh Scale closures
5. Northgate Oil and Grain Hub

The Time to Twin Committee also recommended increased enforcement, educational initiatives and other engineering initiatives including turn lanes, roundabouts and passing lanes.

## **RM of Browning**

Greg Wallin, Administrator

Mr. Wallin spoke to your committee about a potential pilot project with SGI and RMs to share the cost of enhanced RCMP service. He informed your committee that the RM of Browning, RM Coalfields and the town of Lampman have been approved for the enhanced RCMP service. The agreement will see the cost of the RCMP Member be shared on a 70/30 split between the communities and the federal government. The cost to the communities will be roughly \$120,000 and roughly \$60,000 to the federal government.

*June 3, 2013 - Saskatoon*

**Canada Centre on Substance Abuse**

Doug Beirness

Mr. Beirness presented to your committee on alcohol and drug impaired driving. For the first part of his presentation, he spoke at length about drinking and driving. He proposed the following:

- 1) Strengthen administrative sanctions
- 2) Make interlock program mandatory for all offenders
- 3) Integrate interlock program with rehabilitation
- 4) Enhance high visibility enforcement
- 5) Ensure all high Blood Alcohol Content offenders complete rehabilitation

In the second part of his presentation, Mr. Beirness focused on drug impaired driving. He stressed to your committee that “although alcohol and drug impairment are related they are different”. Mr. Beirness' presentation highlighted that the problem of drug-impaired driving could be as sizeable as drunk driving. The research is showing that drug use is lower, yet the number of trips that are travelled are almost the same as drinking and driving trips. He made five suggestions to your committee:

- 1) Administrative sanctions
- 2) Create structure for a strong Drug Recognition Experts program
- 3) Review assessment/treatment and ensure programs for drug impaired drivers
- 4) Facilitate prevention activities
- 5) Roadside survey

**Canadian Paediatric Society**

Dr. Susanna Martin

Dr. Martin spoke on two topics – booster seats and bike helmets. She recommended legislative changes to make booster seats mandatory until a child reaches the height of 145cm (4'9”) and 36kg (80lbs). She noted that Saskatchewan and Alberta are the only two provinces that have not passed legislation mandating booster seat use. She also suggested making bike helmets mandatory for all cyclists.

**City of Martensville**

Kent Muench, Mayor

Mr. Muench shared some safety concerns that are arising with the increased traffic due to growing populations. He indicated that Martensville has four entrance and exit points and only one that he considers safe. He suggested:

- 1) *The city collaborates with the Ministry of Highways and Infrastructure to design and install traffic signals in conjunction with the city's existing traffic controls*
- 2) *Expedite the interchange functioning and location identification phase; compressing project phases to reach design and construction that timely action is taken. (TSC 41/27)*



### **Frank Regier**

Mr. Regier told your committee that penalties for drunk driving are not sufficient in Saskatchewan. He proposed increasing fines for drinking and driving as well as increasing fines and demerit points for speeding.

### **Lorraine Holowachuk**

Ms. Holowachuk shared her personal story of her husband being killed by a driver. She suggested harsher penalties, increased enforcement and education through personal stories of impact.

*June 4, 2013 – Saskatoon*

### **The Motorcycle and Moped Industry Council**

Luc Fournier, Director of Government Relations and Policy

The Motorcycle and Moped Industry Council (MMIC) represents manufacturers and distributors of motorcycles, scooters and all-terrain vehicles. MMIC made three suggestions to your committee, which included incentives for rider training, better education and smarter regulations, including zero BAC, no carrying of passengers, and no night driving for novice drivers.

### **Driving Without Impairment**

Faye Rorke, Coordinator of the DWI Program for North Battleford/Lloydminster

Ms. Rorke shared with your committee the history and structure of the Driving Without Impairment (DWI) program. The DWI program is a 16 hour course that is designed to educate participants about the serious problems related to drinking and driving as well as help participants distinguish and separate the acts of drinking and driving (<http://www.sgi.sk.ca/individuals/penalties/screenings/withoutimpair.html>).

She proposed five changes including:

1. Immediate roadside suspensions for any drinking and driving activity
2. Vehicle seizure for any drinking and driving activity
3. Mandatory ignition interlock for *Criminal Code* offences
4. Eliminate existing Addictions Screening process. Replace with a progressive sanctioning process consisting of a series of prescribed programs that depend on the number of offences a driver has had.
5. Paid for by the offender

Ms. Rorke also made additional points for discussion which included increased policing, automation of court processes, development of education programs, examination of drinking and driving legislation in other jurisdictions and promote safe ride alternatives.

### **West Central Municipal Government Committee Sub-committee on Transportation**

Stew Seversen, Chair of West Central Municipal Committee Sub-committee on Transportation,

Councillor, Town of Kerrobert

Brian Gerow, Mayor, Rosetown

Sylvia Maljan, Mayor, Unity

Mr. Gerow spoke about Rosetown's experience of hiring a special constable who is assisting the RCMP in speed control. He noted that it has been very helpful in Rosetown and should be expanded to other municipalities. The Mayor of Unity shared with your committee that they split the cost of a bylaw enforcement officer with three other communities to reduce the cost to each community.

The witnesses also stated that the construction of passing lanes would help reduce collisions because drivers would take less risky passes knowing that there would be an opportunity to pass safely with lanes. Finally, the witnesses stated fines for those caught using cell phones while driving should be increased and youth should be educated about their use prior to developing the habit.

Your committee asked the witnesses about recommendations to minimize wildlife collisions and one of the suggestions was to mow the ditches, especially in the earlier parts of the summer when there are more travelers and vacationers on the road.

### **Mothers Against Drunk Driving (MADD) Meadow Lake Chapter**

Stephen Pollock, President

Meadow Lake MADD chapter is the only active MADD chapter in Saskatchewan. Mr. Pollock outlined three tiers that would address drinking and driving.

The first tier 1 would focus on education which would include changes to the driver training program that explains to young people about a "2000 pound bullet." He further suggested that alcohol vendors should be educated. He supported making the Serve it Right Saskatchewan program mandatory.

The second tier would see an increase in enforcement and reanalyzing where the police are dispatched for enforcement programs.

Finally, he advocated for legislative changes that would extend the graduated license program to include zero tolerance for alcohol until age 22. He further supported 7-day minimum administrative license suspensions and vehicle impoundment. Mr. Pollock also shared with your committee that offenders should have to pay for mandatory interlock and remedial programs and believed that fines need to be more significant to have an impact.

### **City of Warman**

Gary Philipchuk, Deputy Mayor

Mr. Philipchuk spoke about intersections around the city of Warman and the driver improvement program. He shared the city of Warman's concerns of crossing four lanes of high speed traffic and the need for acceleration and deceleration lanes as well as interchanges.

Mr. Philipchuk also spoke about the need to make it easier for youth to get a learner's license. He believed that a longer period of driving with parental supervision would help youth become more experienced drivers.

*June 5, 2013 – Prince Albert*

**Student Transportation Association of Saskatchewan (STAS)**

Nick Koturbash, President  
Neal Evans, Past President  
Larry Senga, Director

The witnesses raised two concerns to your committee. First, the witnesses shared with your committee that there is confusion about school bus warning lights and that public awareness should be increased either through the media or signs. They also noted that there should be more emphasis on school bus warning lights in the driver education program.

Second, the witnesses shared with your committee a concern they are hearing from fleet managers. Fleet managers have reported to STAS that it is a common occurrence that medical reports are stating that some drivers are fit to drive yet the fleet managers are not comfortable with some employees coming back to work.

**City of Prince Albert**

Colin Innes, Director of Public Works  
Scott Golding, Manager of Capital Planning and Strategic Services

The city of Prince Albert presented to your committee and proposed three suggestions:

- 1) Work zone, crosswalk and school zone safety provisions
- 2) Development of a provincial strategy and best practices governing the approval and placement of electronic billboards
- 3) Implementation of helmets for all cyclists under the age of 18.

Recently, the province of Saskatchewan tripled fines for speeding in work zones. The city of Prince Albert would also like to see the ‘fines-multiplier’ apply to road workers within a municipality. They also requested a triplicate penalty for school zone speed violations and for your committee to consider more severe fines for crosswalk violations.

The city of Prince Albert was also seeking a provincial strategy for electronic billboards citing a provincial strategy as more appropriate because it would be standardized throughout the province.

Finally, the city of Prince Albert recommended helmets for all cyclists under the age of 18, which would align Saskatchewan with other Canadian jurisdictions.

*June 10, 2013 – Pelican Narrows*

**Weldon McCallum & Myrtle Ballantyne**

Mr. McCallum and Ms. Ballantyne presented to your committee about traffic safety issues in Pelican Narrows and surrounding areas along Highway 135. Mr. McCallum showed a number of pictures to highlight some of his concerns such as a lack of traffic signs, washboard ruts, holes in the road, rocks and lakes near the side of the road without guardrails. He made engineering suggestions such as paving the road, straightening out and widening the curvy road and installing guard rails. Mr. McCallum also spoke about education and increasing awareness through workshops as well as increasing enforcement of traffic violations.

*June 11, 2013 – La Ronge*

**Lac La Ronge Indian Band**

Chief Tammy Cook-Searson

Chief Cook-Searson raised numerous concerns that the communities of the Lac La Ronge Indian Band wished to be presented to the committee. Chief Tammy Cook-Searson presented suggestions that included:

1. Increasing street lighting around all the First Nations communities.
2. Increasing the amount of calcium used on gravel roads to reduce dust.
3. Adding new traffic safety controls at “Kathy’s Korner”
4. Developing public awareness campaigns in First Nation languages for:
  - a) drinking and driving
  - b) seat belt use
  - c) registration and licensing requirements and liabilities

**Clarence Neault and Dr. James Irvine**

Clarence Neault, Owner, Northern Hospitality Services

Dr. James Irvine, Medical Health Officer

The first witness, Mr. Neault, presented about the responsible service of alcohol program Serve It Right Saskatchewan (SIRS). Mr. Neault suggested making the SIRS program mandatory as it is in most other provinces.

Dr. Irvine’s presentation focused on injuries and deaths caused by motor vehicle collisions in the north, as well as the 5 E’s of injury prevention: education, equity, engineering, economics, and enforcement. Dr. Irvine suggested tailoring public awareness campaigns for specific groups and to consider language barriers and literacy skills.

## **IV. Summary of Written Submissions**

In addition to the witness presentations, your committee also invited those who were interested but were not able to appear before your committee to make a written submission. A total of 35 written submissions were received by your committee. Of the submissions that were received, 22 were from individuals, 11 from organizations or associations, two from businesses and one from a village.

Most of the recommendations supported increased enforcement of traffic safety laws, with 14 of the 35 written submissions referencing the need for more enforcement. Chief Troy Hagen, president of the Saskatchewan Association of Chiefs of Police wrote, “any initiative to improve road safety will include additional human resources whose duties will be focused on road safety enforcement and education” (TSC 70/27). There is an interest in the use of speed radar systems to enhance the enforcement of traffic safety laws. Smaller communities in need of enforcement assistance have proposed the use of bylaw enforcement officers to assist in traffic safety enforcement.

Speeding was a major concern identified in the written submissions. There were seven submissions that focused on the need to reduce the speed of traffic. Al Propp wrote, “speed is probably the biggest accident factor. Many drivers think they are driving safely if they are exceeding the speed limit by 10k/hour” (TSC 37/27). While many submissions suggested reducing speed limits, there were specific requests to lower the speed limit for school zones, large commercial trucks, grid roads and night time driving. There were also two submissions that focused on lowering speed limits as road conditions deteriorate.

Road design and maintenance was the focus of many submissions. Inadequate signage was submitted to your committee three times with particular emphasis on orange zone signage. Passing lanes were mentioned twice and the twinning of Highway 39 and Highway 6 was also suggested. The village of Macoun made a specific request related to the entrance and exit of the village. (TSC 62/27) Ms. Bellamy made several recommendations to improve the design of Highway 1 from White city to Regina. (TSC 30/27) Increasing the use of calcium to keep dust down on gravel roads in northern communities was proposed to your committee (TSC 62/27) Finally, the condition of bridges, railroad crossings and overpasses was identified by Jason Beebe of Earl Beebe Trucking. He writes, “all structures such as these should undergo annual mandatory inspections”. (TSC 59/27)

Wildlife collisions are still a concern for the people of Saskatchewan. Your committee received three submissions relating to wildlife. The two issues that arose were the high levels of moose population and the lack of ditch mowing.

The majority of the written submissions indicated advertisement campaigns to promote good driving behaviors. Specific issues identified for advertisement campaigns include texting and driving, driving while fatigued, dangers to tow truck operators and promoting groups such as MADD and SADD.

Along with advertisement campaigns, it was suggested that educational programs need to be created to provide more information relating to good driving habits especially for new drivers.

## V. Recommendations

### **Recommendation 1**

Your committee recommends zero drug and alcohol tolerance for drivers up to 19 and any drivers in the Graduated Driver’s Licensing (GDL) program.

### **Recommendation 2**

Your committee recommends drug impaired drivers be subject to the same sanctions as alcohol impaired drivers.

### **Recommendation 3**

Your committee recommends a suite of administrative sanctions and programming changes based on driver type and number of offences (see chart below).

	Driver Type		
	Drivers up to 19 & drivers in the GDL program	Experienced driver with blood alcohol content above .04 but below .08	Experienced driver with blood alcohol content at/above .08 or refusal
<b>1st Offence</b>	<ul style="list-style-type: none"> <li>• 60-day immediate license suspension</li> <li>• 3-day vehicle impoundment</li> </ul>	<ul style="list-style-type: none"> <li>• 72-hour license suspension</li> <li>• Driving Without Impairment course within 90 days</li> </ul>	<ul style="list-style-type: none"> <li>• Immediate license suspension up to court disposition</li> <li>• Vehicle impoundment .08-.15 – 30-days Can appeal to the Highway Traffic Safety Board to take into consideration family hardship and health concerns</li> <li>• Vehicle impoundment +.16 or refusal – 60-days Can appeal to the Highway Traffic Safety Board to take into consideration family hardship and health concerns</li> <li>• Individuals must apply for a mandatory ignition interlock within the 90-day federal sentence and it will remain on for the duration of the suspension (up to 9 months)</li> <li>• If a driver chooses not to participate in the first 90-days in the incentive program, they must have</li> </ul>

			<p>an ignition interlock for a year before a driver's licence is fully reinstated.</p> <ul style="list-style-type: none"> <li>• Ignition interlock to be paid by user</li> <li>• Addiction screening</li> </ul>
<b>2nd Offence</b>	<ul style="list-style-type: none"> <li>• 120-day license suspension</li> <li>• 7-day vehicle impoundment</li> <li>• Voluntary interlock option after 60-day suspension. Ignition interlock to remain on vehicle for 120 days</li> <li>• Ignition interlock to be paid by user</li> </ul>	<ul style="list-style-type: none"> <li>• 21-day license suspension</li> <li>• 7-day vehicle impoundment</li> <li>• Mandatory addiction screening</li> </ul>	<ul style="list-style-type: none"> <li>• Vehicle impoundment .08-.15 – 30-days Can appeal to the Highway Traffic Safety Board to take into consideration of hardship and health concerns</li> <li>• Vehicle impoundment +.16 or refusal – 60-days Can appeal to the Highway Traffic Safety Board to take into consideration of hardship and health concerns</li> <li>• Mandatory interlock for 2 years and can apply after the 90-day federal sentence (in accordance with Ontario model)</li> <li>• Ignition interlock to be paid by user</li> </ul>
<b>3rd &amp; Subsequent</b>	<ul style="list-style-type: none"> <li>• 18-month licence suspension</li> <li>• 7-day vehicle impoundment</li> <li>• Mandatory addiction screening and treatment</li> <li>• Voluntary interlock option after 1 year. Ignition interlock to remain on vehicle for 1 year</li> </ul>	<ul style="list-style-type: none"> <li>• 90-day licence suspension</li> <li>• 14-day vehicle impoundment</li> <li>• Addiction screening</li> <li>• Mandatory interlock after 90-day licence suspension. Ignition interlock to remain on vehicle for 1 year.</li> </ul>	<ul style="list-style-type: none"> <li>• Vehicle impoundment 08-.15 – 30-days Can appeal to the Highway Traffic Safety Board to take into consideration of hardship and health concerns</li> <li>• Vehicle impoundment +.16 or refusal – 60-days Can appeal to the Highway Traffic Safety Board to take into consideration of hardship and health concerns</li> </ul>

	<ul style="list-style-type: none"> <li>• Ignition interlock to be paid by user</li> </ul>	<ul style="list-style-type: none"> <li>• Ignition interlock to be paid by user</li> </ul>	<ul style="list-style-type: none"> <li>• Mandatory interlock for 5 years and can apply after the 90-day federal sentence (in accordance with Ontario model)</li> <li>• Ignition interlock to be paid by user</li> </ul>
<b>Other</b>			<p>Safe Driver Recognition program</p> <p>.08-.15 BAC  1<sup>st</sup> year penalty - \$750 fine and demerit points equal to the fine  2<sup>nd</sup> year penalty - \$500 fine and demerit points equal to the fine</p> <p>+.16 BAC  1<sup>st</sup> year penalty – \$1500 fine and demerit points equal to the fine  2<sup>nd</sup> year penalty – \$750 fine and demerit points equal to the fine</p>

Note: Recommendations are changes or additions to the existing program  
Note: To ensure that ignition interlocks are adopted, your committee requests that SGI allows participants the option to implement a financial plan based on ability to pay and those that need it.

**Recommendation 4**

Your committee understands that the vast majority of our traffic related fatalities are occurring on our highways however there is also a growing number of fatalities in our cities related to impaired driving. Given this, your Committee recommends SGI fully fund up to 120 new officers dedicated to traffic enforcement over a four-year period and that the majority of these new officers be RCMP officers with some also being assigned to Municipal Policing. Your committee further recommends that the Ministry of Justice - policing division works with SGI to determine the phasing in and numbers over the four-year period and that these new officers compliment existing officers that are currently deployed in accordance with analysis as outlined in Recommendation 6.

**Recommendation 5**

Your committee recommends Saskatchewan Government Insurance and the Ministry of Justice investigate the optimal number of Drug Recognition Experts (DRE) required for Saskatchewan and strive to achieve and maintain that number.



### **Recommendation 6**

Your committee recommends Saskatchewan Government Insurance hire up to two analysts, assigned to the Ministry of Justice – policing division and that officers and teams (i.e. Selective Traffic Enforcement Program) are deployed to areas that are identified in the analysis.

### **Recommendation 7**

Your committee recommends Saskatchewan Government Insurance work collaboratively with the Ministry of Justice - policing division and Saskatchewan Liquor and Gaming Authority to research and implement technologies, such as Automated License Recognition program, so that such equipment can be more widely utilized.

### **Recommendation 8**

Your committee recommends Saskatchewan Government Insurance review its communications strategy to ensure consistent messaging. Your committee also recommends that officials should examine other jurisdictions to determine what is most effective at delivering traffic safety messages.

Your committee also recommends engaging the public to find a standardized brand for issues such as impaired driving and distracted driving.

### **Recommendation 9**

Your committee recommends Saskatchewan Government Insurance and Saskatchewan Liquor and Gaming Authority produce traffic safety messages throughout the whole year by utilizing various communication means including billboards, social media and radio.

### **Recommendation 10**

Your committee recommends Saskatchewan Government Insurance partner with First Nations and Métis communities to develop public awareness and education programming targeted specifically for those communities.

### **Recommendation 11**

Your committee recommends Saskatchewan Government Insurance evaluate the Impairing Factors section in the *Saskatchewan Driver's Handbook* to ensure that the contents are current and emphasize the seriousness of impaired driving.

### **Recommendation 12**

Your committee recommends Saskatchewan Government Insurance and Saskatchewan Liquor and Gaming Authority conduct rural and urban roadside surveys for baseline information about impaired driving and that a further study be conducted two years after implementation of recommendations to evaluate outcomes.

### **Recommendation 13**

Your committee recommends Serve It Right Saskatchewan become mandatory for all new employees who serve alcohol. The new employees are to enroll in the Serve It Right Saskatchewan responsible service program within 30 days of being employed and any employee that has been employed for longer than a year be grandfathered and not required to take the course.

Your committee recommends Saskatchewan Liquor and Gaming Authority examine how to implement a Serve It Right program for volunteer organizations and special occasion permit holders.

***Recommendation 14***

Your committee recommends making holding and/or using a cell phone or electronic device illegal when in care and control of a motor vehicle on a roadway.

***Recommendation 15***

Your committee recommends SaskTel examine programs in other jurisdictions that educate the public about the dangers of cell phone use while driving.

***Recommendation 16***

Your committee recommends drivers exceeding the speed limit by 35km/hr, rather than 50km/hr, lose 4 demerits points on the Safety Rating Scale in the Safe Driver Recognition program.

***Recommendation 17***

Your committee endorses e-ticketing and suggests full implementation as soon as possible throughout Saskatchewan.

***Recommendation 18***

Your committee supports SGI implementing the photo radar pilot project as recommended. Your committee also recommends SGI write warning letters for the first six months after implementation and then issue tickets for violations after that initial period.

***Recommendation 19***

Your committee recommends SGI and the Ministry of Highways and Infrastructure work with municipalities to address high collision intersection concerns.

***Recommendation 20***

Your committee recommends Saskatchewan Government Insurance, the Ministry of Environment and the Ministry of Highways and Infrastructure continue to work together on solutions to mitigate wildlife collisions.

***Recommendation 21***

Your committee recommends that the Ministry of Environment contact First Nations communities that are in high wildlife collisions areas to encourage hunting in those areas.

***Recommendation 22***

Your committee recommends amending the regulations relating to the seizure and impoundment of motor vehicles for the following prescribed offences:

- 1) Currently, driving while suspended is a 30-day seizure and impoundment. Your committee recommends second and subsequent offences may result in a 90-day seizure and impoundment.
- 2) Driving without a valid license, including a learner unaccompanied for second and subsequent offences within a 12-month period may result in a 3-day seizure and impoundment.
- 3) Driving without valid registration for second and subsequent offences within a 12-month period may result in a 7-day seizure and impoundment regardless of registered owner.

- 4) Stunting or engaging in any activity that is likely to distract, startle or interfere with other users of the road or highway for second and subsequent offences within a 6-month period may result in a 3-day seizure and impoundment.
- 5) Driving at speed double or greater than posted speed limit for second and subsequent offences within a 6-month period may result in 7-day seizure and impoundment.
- 6) Driving at a speed greater than 50kms/hr over the posted speed limit on a highway may result in an automatic 7-day seizure and impoundment unless under a medical emergency.
- 7) Driving in a contest of speed or race with another vehicle(s) may result in a 30-day seizure and impoundment.
- 8) Driving without due care and attention for third and subsequent offences within a 12-month period may result in a 7-day seizure and impoundment.
- 9) Driving in contravention of s.241.1 electronic device prohibited for second and subsequent offences within a 12-month period may result in a 7-day seizure and impoundment.
- 10) Failure to stop for police may result in a 7-day seizure and impoundment.
- 11) Any *Criminal Code* driving offence as long as the driving action constitutes an offence under *The Traffic Safety Act* or regulations may result in a 30-day seizure and impoundment.

Note: All Section 280 seizures of *The Traffic Safety Act* can be appealed and negated if not having a vehicle would cause a medical hardship.

***Recommendation 23***

Your committee recommends the Ministry of Highways and Infrastructure study the need for rest stops on major highways.

***Recommendation 24***

Your committee recommends Saskatchewan Government Insurance and the Ministry of Highways and Infrastructure partner with municipalities and First Nations communities to address local concerns.

***Recommendation 25***

Your committee recommends booster seats be mandatory for children less than 145 cm in height and 36 kg in weight.

***Recommendation 26***

Your committee recommends Saskatchewan Government Insurance, the Ministry of Highways and Infrastructure and the Ministry of Justice work collaboratively to establish a standardized protocol and reporting system for highway closures.

## Appendix - Tabled Documents

Document Number	Description of Document
TSC 1/27	Steering Committee Report: 1 <sup>st</sup> Steering Committee Report of the 27 <sup>th</sup> Legislature
TSC 2/27	<p>Saskatchewan Government Insurance</p> <ol style="list-style-type: none"> <li>(1) World Health Organization: Mobile Phone Use: A Growing Problem of Driver Distraction</li> <li>(2) Mother's Against Drinking and Driving (MADD): The 2012 Provincial and Territorial Legislative Review: March 31, 2012</li> <li>(3) Chen, Greg: Safety and Economic Impacts of Photo Radar Program</li> <li>(4) Canadian Institute for Health Information (CIHI): Report on Hospitalizations due to Motor Vehicle Collisions in Canada</li> <li>(5) Beirness, Douglas: Ignition Interlock Program Standards for Canada</li> <li>(6) Traffic Injury Research Foundation: Evaluation of the Photo Enforcement Safety Program of the City of Winnipeg</li> <li>(7) Traffic Injury Research Foundation: Distracted Driving: So What's the Big Picture?</li> <li>(8) Mother's Against Drinking and Driving (MADD): An Overview of Warn Range Administrative Licence Suspension Programs in Canada – 2010</li> <li>(9) National Highway Traffic Safety Administration: High Visibility Enforcement Demonstration Programs in Connecticut and New York Reduce Hand-Held Phone Use</li> <li>(10) Insurance Institute for Highway Safety: Education Alone Won't Make Drivers Safer.</li> <li>(11) Canadian Centre for Justice Statistics: Impaired Driving in Canada, 2011</li> <li>(12) Saskatchewan Fatalities 2000 to 2012.</li> <li>(13) SGI Registered Vehicles.</li> <li>(14) Aggressive Driving Fatalities 2010-2012.</li> <li>(15) Impaired Driving Fatal and Injury in Saskatchewan.</li> <li>(16) Intersection Safety in Saskatchewan (April 2013)</li> <li>(17) Distracted Driving in Saskatchewan (April 2013).</li> <li>(18) Repeat Offenders in Saskatchewan (April 2013)</li> <li>(19) Aggressive Driving in Saskatchewan (April 2013)</li> <li>(20) Overdrive Statistics (April 2013).</li> <li>(21) Ignition Interlock Jurisdictional Comparison</li> <li>(22) Driver Distraction Legislation in Canada</li> <li>(23) Presentation slides – May 21, 2013</li> <li>(24) Written Submission</li> <li>(25) Responses to Committee Question</li> <li>(26) 2011 Saskatchewan Traffic Accident Fact</li> <li>(27) Presentation Slides – June 26, 2013s</li> </ol>
TSC 3/27	Canadian Paediatric Society: Correspondence with recommendations and article entitled "Non-use of Bicycle Helmets and risk of fatal head injury: a proportional mortality, case-control study", dated March 27, 2013.
TSC 4/27	Hank Heerspink
TSC 5/27	<p>Time to Twin Committee</p> <ol style="list-style-type: none"> <li>(1) Submission</li> <li>(2) Presentation</li> </ol>

## Appendix - Tabled Documents

Document Number	Description of Document
	(3) Petition
TSC 6/27	Time to Twin Committee: Lauralie Ireland
TSC 7/27	Douglas Beirness: Alcohol and Drug Use Among Drivers Following the Introduction of Immediate Roadside Prohibitions in British Columbia: Findings from the 2012 Roadside Survey
TSC 8/27	Douglas Beirness: Short Term Licence Suspensions for Drinking Drivers: An Assessment of Effectiveness in Saskatchewan
TSC 9/27	Canadian Centre on Substance Abuse: Zero Tolerance for Youth – Four States` Experience with Zero Tolerance Laws
TSC 10/27	Canadian Centre on Substance Abuse: Drinking Driving: Towards Zero Tolerance
TSC 11/27	Canadian Centre on Substance Abuse: Bibliography – Zero alcohol restriction for drivers
TSC 12/27	Ministry of Justice – Corrections and Policing: Traffic Safety Concepts and Opportunities
TSC 13/27	Vicky Renton
TSC 14/27	Jeanette Jones
TSC 15/27	Doug Longman
TSC 16/27	Ministry of Highways and Infrastructure (1) Safe Place 100 Pilot Project: Work Zone Speed Reductions (2) Pavement Marker RCMP Partnership (video) (3) Presentation slides – May 21, 2013
TSC 17/27	Canadian Tire: Winter Tires: A Review of Research on Effectiveness and Use
TSC 18/27	Ed Stobbe
TSC 19/27	Ryan Lensen
TSC 20/27	Norman Hill
TSC 21/27	Jane Meiklejohn
TSC 22/27	Bert Parent
TSC 23/27	MADD: Last Drink Pilot Program:
TSC 24/27	Diane Robinson
TSC 25/27	Serve It Right Saskatchewan (1) Backgrounder (2) Presentation slides – May 22, 2013
TSC 26/27	Saskatchewan Association of Rural Municipalities (SARM) (1) Submission (2) Meeting Notes, February 27, 2013 (3) BEO Options Document
TSC 27/27	Regina Fish and Game League
TSC 28/27	R.A.G.E. (Riders Against Government Exploitation)
TSC 29/27	RM of Cupar No. 218
TSC 30/27	Kathy Bellamy
TSC 31/27	MADD Canada: Presentation slides – May 22, 2013
TSC 32/27	WorkSafe Saskatchewan (1) Highway Safety Committee – Presentation slides – May 22, 2013 (2) Highway Safety Committee – CATI Survey Report January 2011 (3) Highway Safety Committee – Highway Traffic Counts (4) Highway Safety Committee – Summary of SGI Data

## Appendix - Tabled Documents

Document Number	Description of Document
	(5) Highway Safety Committee – WCB Workplace Injury Data (6) Highway Safety Committee – Submission (7) Highway Safety Committee – Map Fatalities 2008-2011 with SE_1 (8) Highway Safety Committee – Map Fatalities 2008-2011 with Lloyd (9) Highway Safety Committee – Map Fatalities 2008-2011 with Moose Jaw (10) Highway Safety Committee – Map Injuries 2008-2011 with Lloyd (11) Highway Safety Committee – Map Injuries 2008-2011 with Moose Jaw (12) Highway Safety Committee – Map Injuries 2008-2011 with SE (13) Road Safety in South Australia (14) Neuroscience Based Approach to Traffic Safety
TSC 33/27	Murray Klatt
TSC 34/27	John Hood
TSC 35/27	RM of Browning
TSC 36/27	Stan Bacon
TSC 37/27	Al Propp
TSC 38/27	Allan Kirk
TSC 39/27	Canadian Centre on Substance Abuse – Presentation slides – June 3, 2013
TSC 40/27	Canadian Paediatric Society
TSC 41/27	City of Martensville
TSC 42/27	Frank Regier
TSC 43/27	Lorraine Holowachuk
TSC 44/27	Motorcycle and Moped Industry Council (1) Presentation (2) Province of Quebec – Suit Up and Save Your Skin
TSC 45/27	Driving Without Impairment Program
TSC 46/27	West Central Municipal Government Committee – Area Transportation Planning Sub-committee
TSC 47/27	City of Warman
TSC 48/27	Student Transportation Association of Saskatchewan
TSC 49/27	City of Prince Albert
TSC 50/27	RCMP – Drug Recognition Expert Program
TSC 51/27	Saskatchewan Safety Council
TSC 52/27	Peter Derbawka
TSC 53/27	Saskatchewan Prevention Institute
TSC 54/27	Saskatchewan Central Prevent Alcohol and Risk-Related Trauma in Youth (P.A.R.T.Y.) Program
TSC 55/27	Ken Euteneier
TSC 56/27	Highway Safety Roundtable
TSC 57/27	Macoun Village Council
TSC 58/27	Saskatchewan Wildlife Federation
TSC 59/27	Jason Beebe
TSC 60/27	Bonnie Boudreau
TSC 61/27	Weldon McCallum
TSC 62/27	Pelican Narrows Youth Council

## Appendix - Tabled Documents

Document Number	Description of Document
TSC 63/27	Saskatchewan Urban Municipalities Association (SUMA)
TSC 64/27	Clarence Neault
TSC 65/27	Dr. James Irvine
TSC 66/27	Shon Crumley
TSC 67/27	Wilfred Ebel
TSC 68/27	Kendra Reed
TSC 69/27	Stacey Prokopetz
TSC 70/27	Saskatchewan Association of Chiefs of Police
TSC 71/27	RM of Nipawin
TSC 72/27	Ivan Olynyk
TSC 73/27	Orest Romanchuk
TSC 74/27	Ministry of Environment: Responses to committee's questions concerning moose populations and possible control measures, dated June 13, 2013

## Works Cited

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## **Minority Opinion**

### **Minority Opinion of the NDP Caucus representatives on the Saskatchewan Legislature's Traffic Safety Committee**

The members of the Traffic Safety Committee (TSC) representing the Official Opposition believe the government's caucus representatives dismissed an important life-saving recommendation presented to and considered by the committee.

#### **Short-term vehicle impoundment**

The policies implemented in British Columbia and Alberta have had a dramatic effect in reducing fatalities on those provinces' highways. While some of the policy intricacies differ, the standard is a three-day vehicle impoundment for first-time offenders who are caught driving with a 0.05 Blood Alcohol Concentration (BAC) or greater. Along with other important new policies, after the three-day impoundment was implemented in 2010 in BC and 2012 in Alberta, the fatalities on those provinces' roads have declined sharply. In BC, the fatality rate involving alcohol has dropped by 50 per cent. In Alberta, fatal crashes where alcohol was involved dropped by 46 per cent between July and December 2012 compared to the five-year average for those same months. Ignoring this profound evidence of our two western neighbours and refusing to implement a short-term vehicle impoundment in the administrative penalty range is risking more lives in Saskatchewan.

The rationale for such a bold policy is simple: Saskatchewan has the highest impaired driving death rate per capita of any of the provinces. We have had a consistently high death rate for the last 11 years, well above the national average as tracked by MADD Canada. While the TSC report contains recommendations for dealing with impaired drivers with BAC levels above 0.08, the committee was provided with evidence that those who get caught with a lower BAC and issued a short-term suspension are almost eight times more likely than the average driver to be charged with a Criminal Code Driving While Impaired offence within two years. This "warning range" group of drivers is at high risk for dangerous offences. As such, a three-day impoundment for these drivers would send a clear message that the province of Saskatchewan wants to prevent fatalities and injuries on our roads and highways. Unlike a suspension, an impoundment is harder to hide; it can be embarrassing; and, in the short-term, it complicates the work and life logistics of the impaired driver. Short-term vehicle impoundment, as shown in the BC and Alberta cases, is an effective deterrent to impaired driving for these very reasons. The committee was provided with evidence that as many as 70 per cent of impaired drivers violate their suspensions. An impoundment on first offence in the 'warning range' is a proven way to ensure those at high risk of offending, receive a strong message about their illegal and dangerous behaviour.

Danielle Chartier, MLA

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