



**City of Kingston  
Report to Council  
Report Number 19-207**

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**To:** Mayor and Members of Council  
**From:** Lanie Hurdle, Acting Chief Administrative Officer  
**Resource Staff:** Paige Agnew, Director, Planning, Building, & Licencing Services  
**Date of Meeting:** July 9 2019  
**Subject:** University District Safety Initiative Update

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**Executive Summary:**

In the summer of 2018 the University District Safety Initiative was created to give Kingston Police and City of Kingston By-law Enforcement staff some additional tools to deal with long standing historical behaviours in the University District during certain periods of the year like student orientation, move-in, homecoming and St. Patrick's Day. Historically these times of the year have seen increased partying with displayed disruptive behaviour that have put a significant strain on emergency services and creating dangerous situations when roads and traffic are blocked.

By-law number 2018-53 regulates Nuisance Parties within the City of Kingston. This by-law was implemented in June 2018 as a pilot to support the University District Safety Initiative. The By-Law gives the City of Kingston, through the Chief of Police or their designate, the authority to call a Nuisance Party and the authority to regulate such parties.

This safety initiative and By-Law allow enforcement staff to clear streets in a more effective manner and hold party-goers more accountable through a new mechanism. Any individual that is charged under the By-Law receive a Part 1 Summons. This means those charged need to appear before a Justice of the Peace in Kingston, regardless of where they live. The goal is to ensure that people charged with an offence account for their actions in person.

Based on feedback received from stakeholders (Kingston Police, Queen's University and Alma Mater Society), City staff believe that the pilot initiative has been successful and can continue to be improved upon. Therefore, City staff is recommending that the permanent implementation of the University District Safety Initiative, including the Nuisance Party By-Law, which was approved by Council in 2018 as a pilot project.

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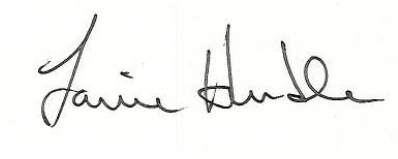
**Recommendation:**

**That** Council endorse the permanent implementation of the University District Safety Initiative, including the Party Nuisance By-Law, in partnership with Kingston Police, Queen's University and Alma Mater Society.

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**Authorizing Signatures:**



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**Lanie Hurdle, Acting Chief  
Administrative Officer**

**Consultation with the following Members of the Corporate Management Team:**

Peter Huigenbos, Acting Commissioner, Community Services	Not required
Jim Keech, President & CEO, Utilities Kingston	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required
Sheila Kidd, Commissioner, Transportation & Public Works	Not required
Deanne Roberge, Acting Commissioner, Corporate Enterprise Services	Not required

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**Options/Discussion:**

Historically, Kingston has struggled with recurring unsanctioned street parties that have drawn thousands of people to the University District. Unsafe and disruptive behaviours including excessive drinking, noise, parties spilling out into the streets, partying on roofs, public urination, and public fights have occurred. These behaviours often accompany these parties and put the community at risk by putting a significant strain on emergency services and creating dangerous situations when roads and traffic are blocked. In an effort to curb these behaviours and their effects, in 2018 the City of Kingston, Kingston Police, and Queen's University collaborated to introduce the University District Safety Initiative pilot program.

The initiative includes:

- changes to how people will be charged for committing specific offences at certain times of the year and for any contravention of the [Nuisance Party By-Law](#) occurring at any time,
- improved information-sharing and operations coordination between the City, Kingston Police, the Alma Mater Society, and Queen's University,
- potential for non-academic consequences for any Queen's University student issued a summons through the initiative.

Those charged for committing an identified offence during Orientation week, Homecoming weekend and St. Patrick's Day – or for any offence under the Nuisance Party By-Law are issued a Part 1 Summons. Any charges made under the Noise By-Law or Streets By-Law during a specific posted time frame for Orientation Week, Homecoming or St. Patrick's Day inside the University District also result in a Part 1 Summons being issued. This means those charged need to appear before a Justice of the Peace in Kingston, regardless of where they live, and will not have the option to settle the charge by mail, online or by phone. The goal is to ensure that people charged with an offence account for their actions in person.

City By-Law officers only issue charges as a last resort. A proactive enforcement strategy has been put in place as part of the initiative so that officers can gain compliance prior to warnings and/or charges being issued. In practice, this means that By-Law officers work with Kingston Police to intervene early to prevent the loss of control of the street or the spread of large scale nuisance or unsafe behaviors. In 2018, prior to the launch of the University District Safety Initiative, revellers were able to take control of university district streets as house parties grew out of control. After the launch of the safety initiative, staff have seen less streets overtaken by party-goers and the area for enforcement has become more condensed. To prevent the spread of dangerous or life-threatening behaviours, decisive early intervention will continue to be required at future events within the district. City By-Law staff and Kingston Police will work to improve their communication and operational readiness as part of planning for the 2019 fall season of events.

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### **Cost of Enforcement**

The City of Kingston and Kingston Police incur high costs for administrative and enforcement personnel while responding to and addressing these types of nuisance parties. These types of costs can be broken down into overtime pay for additional staffing for Kingston Police and City of Kingston By-Law enforcement officers, additional City of Kingston staff from Public Works for street cleaning, barricades for street closures; Kingston Transit for the monitoring of service; Communications staff for communicating information to the public, also added costs for fuel and equipment must be accounted for.

As the City and Kingston Police continue to improve the proactive implementation of the University District Safety Initiative, they should be able to reduce the cost of this initiative.

### **Summary of Charges and Court Process**

The following were scheduled days in the Provincial Offences Court for matters pertaining to the Nuisance party by-law and University District Safety Initiative; November 22, 30 and December 17, 2018. January 8, 14, 21, April 1, 2, May 13 and June 18, 2019. It should be noted that not all of the days listed were full days. Some of these days were for first appearances and other days were set aside for trials.

A total of 429 matters were heard before the court. This number includes first appearances where guilty pleas were entered and also additional second and third appearances where not guilty pleas were entered and trials scheduled. Total fines issued were over \$70,000.00 (this includes additional fees of a victim surcharge amount and court costs).

### **Communications Strategy**

The City of Kingston worked with community partners like the Kingston Police and Queen's University through its AMS to reach out to all stakeholders. The City of Kingston focused on two main areas; the first was educating the community on the difference between the nuisance party by-law and the University District Safety Initiative. The second was reaching the student medium through non-conventional means using a "meme-like" approach through social media platforms like Facebook and Instagram posts.

This allowed the City to complement, instead of duplicating, community partner messaging (Kingston Police focused on liquor infractions, KFLA Public Health focused on alcohol abuse while Queen's directly addressed student behavior).

### **Queen's University and AMS Feedback**

On Saturday, April 6<sup>th</sup>, 2019 the AMS hosted its annual summit where it focused on the University District Safety Initiative. This summit gave stakeholders, partners and community groups an opportunity to review and provide feedback on the first year of the initiative and make recommendation for areas of improvement.

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Some of the highlights of those recommendations are as follows;

- the need for continued public awareness;
- ongoing evaluation using both hospital and police data;
- AMS participation in this ongoing evaluation.

Queen's University also provided feedback on the University District Safety Initiative through a letter from Principal Daniel Woolf (Exhibit A). Queen's University supports the continuation of the University District Safety Initiative and also the Nuisance Party By-law. It believes that both initiatives appear to be having the desired deterrent effect.

**Existing Policy/By-Law:**

By-Law Number 2018-53 - A By-Law to Regulate Nuisance Parties within the City of Kingston

**Notice Provisions:**

Not applicable

**Accessibility Considerations:**

Not applicable

**Financial Considerations:**

Not applicable

**Contacts:**

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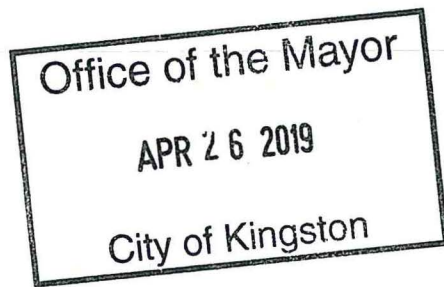
**Other City of Kingston Staff Consulted:**

Antje McNeely, Chief of Police, Kingston Police

**Exhibits Attached:**

Exhibit A - Correspondence from Daniel R. Woolf, Principal and Vice-Chancellor, Queen's University

Exhibit B - Correspondence from Soren Christianson, Commissioner of Municipal Affairs, Queen's AMS



PRINCIPAL AND  
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April 23, 2019

Mayor Bryan Paterson  
City of Kingston  
City Hall  
216 Ontario Street  
Kingston, ON K7L 2Z3

Dear Mayor Paterson,

UNIVERSITY DISTRICT SAFETY INITIATIVE FEEDBACK

Thank you for your April 4, 2019 correspondence and the opportunity to provide feedback as the City reviews the University District Safety Initiative.

Queen's supports the continuation of the UDSI and the Nuisance Party Bylaw. Both initiatives together appear to be having the desired deterrent effect. We saw a decrease in some high-risk behaviours (though too early to say it is a trend), and the data collected in the first year of implementation will serve as a baseline against which to assess future years.

I want to commend the City and Kingston Police Service for demonstrating a high level of patience and discretion in the enforcement of the initiatives, and for putting such a strong emphasis on awareness.

It does appear from our follow-up with students that the mandatory court appearance is a key deterrent, as are prohibition orders that promise increasingly stiffer penalties for repeat offenders.

Our staff have expressed high praise for the court administrators, noting thus far they have been a tremendous help to us in making the process as efficient as possible. This includes the provision of audio recordings (at our cost) to aid staff in preparing referrals to our Non-Academic Misconduct Intake Office (NAMIO) for its consideration.

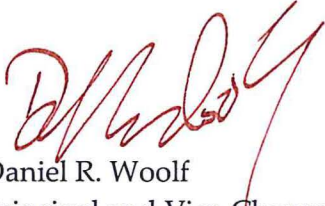
While we recognize the effectiveness of these initiatives, we offer the following for consideration in their future implementation:

- Schedule court dates for those receiving a Provincial Offense Notice to occur as expeditiously as possible following the enforcement period. This will reinforce the action/consequence relationship, and help the university to expedite referrals to our NAMIO in a way that also strengthens that linkage;
- Court dates be selected that do not coincide with scheduled exam periods;

those that may need them. We will also continue to engage extensively with our alumni in advance of Homecoming to inform them of the UDSI, discourage inappropriate behaviour and encourage them to lead by example. We look forward to continuing to include our community partners in our efforts to identify additional approaches to encourage safe and responsible behaviours in our campus and near-campus communities.

Thank you again for the opportunity to provide feedback regarding this important initiative.

Respectfully,



Daniel R. Woolf  
Principal and Vice-Chancellor



## MEMORANDUM

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**To:** City of Kingston

**From:** Søren Christianson, Commissioner of Municipal Affairs

**Date:** April 29<sup>th</sup>, 2019

**Subject:** University District Safety Initiative Feedback

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**Summary:** This document outlines the AMS' key findings from the University District Safety Initiative including Survey data from the University District Survey and feedback from the AMS Community Development Summit.

### **Survey Report Key Findings:** Inconclusive

- Mixed responses from students on whether the UDSI has shifted behavior, with more agreement that those who have received a ticket would not engage in this behavior going forward.
- Some students feeling targeted by increased police presence / neighbourhood they live in
- Kingston residents somewhat supportive of the UDSI despite only having a relative degree of knowledge/awareness of the Initiative

### **Specific Concerns:**

- Students being ticketed despite lacking knowledge/awareness-of possible consequences
- Students being scheduled for court dates beyond the academic term, or during high-stress times throughout the academic term

### **Feedback:**

- We feel that there is a need for continuing public awareness efforts
- Ongoing evaluation using hospital data and police data
- AMS participation in this ongoing evaluation

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Our greatest priorities are findings ways to work together to reduce this issue and plan proactively around these events, and working to increase public awareness.

### AMS Community Development Table Feedback for UDSI Eval

Questions 1: Imagine it is one year from now, and we are back together to evaluate the University District Safety Initiative again. What kind of information would you need to make an informed decision about the impact of this initiative? What would you measure to evaluate its impact?

Questions 2: What is one key point from the panel and presentation that stood out for you and why?

#### Table #7

##### Question #1

- Quantitative data from Police/Paramedics, including number of part 1 summons, ER visits
- Costs related directly to the safety implementation (Police and By-Law)
- Information on alternative programming during O-Week, Homecoming, St. Patrick's Day – ex. Ribfest, Fall Fair, Concerts – need to be open to all ages
- Communications from ground up, involving student groups in messaging on alternatives to binge drinking with support from administration
- More tours of Kingston throughout the year, supporting students in forming healthy habits

##### Question #2

- “trending in right direction” (Police), with 76% decrease in liquor violations from homecoming 2017→2018

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- A lot of messaging is top-down, but needs to be bottom-up to be effective at habit forming / changing behavior

### Table #5

#### Question #1

- Tickets issued
- Emerge visits
- Impact on those who went to court – survey responses on if behavior changed
- Noise / Garbage complaints
- Sexual assault stats
- Public Health aspect measured
- Queen's student percentage of vs out of town
- Student perceptions on drinking culture
- Women drinking rates

#### Question #2

- Kieran Moore in general – The E's
- Mayor Patterson – binge drinking survey

### Table #8

#### Question #1

- Difficult to know based on one year, AMS short cycle
- Education on policies, surveys over the year, how do we ensure students are educated
- Emphasis on risk mitigation rather than prohibitionist policies to help students make smart choices
- High school students – what attracts them to participate?



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- Institutional memory – important to develop sustainability and carry programs forward
- Small focus groups to get genuine experiences
- Examine what is feasible & pursue specific goals
- In depth report and collection of findings! Consistent data

### Question #2

- N/A

### Table #3

#### Question #1

- The University is responsible → teaching not “us vs. them”
- Look at the number of tickets for drinking/ hospital visits
- Number of gatherings of students
- Cost of clean-up
- Total ticket cost / price → compare to price of a diversion tactic

#### Question #2

- Dr. Moore's student-led initiatives
- Not a local issue

### Table #1

#### Question #1

- More accurate statistic / thorough study
- What impacts behavior, aside from the UDSI?
- Attitudes of Queen's students, longitudinal data
- Impact of students visiting from out of town

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- Ability to contain street parties to Aberdeen, keep other streets open
- Impact of weather
- Comprehensive analysis of all strategies being used, provide context

### Question #2

- Holistic perspective
- Need for a variety of metrics to enhance data, individual surveys that go to different services
- Improvement of St. Pat's this year

### Table #4

#### Question #1

- Looking to numbers/trends
  - Part 1 summons, what the fines are
  - How effective is it
  - Costs (police, City, Courts)
  - Look at full year → not special days
  - Recidivism rate → how many non-Queen's Students
- Follow up for those who use the hospital
- Look at all stakeholders → all perspectives
- Look to other municipalities
- Perception of incoming students

#### Question #2

- N/A

### Table #2

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- Psychological impact
- Metrics: surveys, admissions, offenses, EMS calls
  - Perceptions
  - Shifts in drinking
- Different framework of thinking (this generation)
  - Societal norms
  - Complicated to solve
- Years ago, was a different story – big difference
  - Mistakes can now be fatal → cultural/attitudinal shift
  - Security of EMS
- 10% that are problematic = 2000

### Question #2

- QU students make social stance – culture shift
- Alumni behavior sets example: report issues
- Tickets no longer “badge of honour”

### Table #6

#### Question #1

- Number of infractions
- Feedback from community members
- Central repository of communications to students
- Root causes of issue are alcohol
  - Initiative allows to shut down though
- Should collect data on intoxication level when someone is charged
- Shouldn't target students otherwise, it will be divisive
- Student led initiatives
  - Otherwise feelings of alienation
- Communicate initiative as being for safety

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- Put numbers to the initiative
- Cultural shift → alcohol as a right of passage
- How a part 1 summons can affect your career in the future

### Question #2

- N/A