



**City of Kingston
Information Report to Council
Report Number 24-081**

To: Mayor and Members of Council
From: Brad Joyce, Commissioner, Infrastructure, Transportation & Emergency Services
Resource Staff: Ian Semple, Director, Transportation & Transit
Date of Meeting: April 16, 2024
Subject: Automated Speed Enforcement Program Update

Council Strategic Plan Alignment:

Theme: 3. Build an Active and Connected Community

Goal: 3.4 Improve road construction, performance, and safety.

Executive Summary:

On April 18, 2023, Council approved the implementation of an Automated Speed Enforcement (ASE) program for the City to start in 2024 with two mobile cameras. Since the program was approved, staff has been completing the technical and safety analyses to determine a candidate list of ASE intersections, while finalizing the execution of agreements with the ASE Contractor, Ministry of Transportation (MTO), and the City of Toronto.

All Community Safety Zones (CSZs) in the city, which are typically established along school frontages or near schools, have been studied for potential implementation of ASE. These studies included looking at the history of pedestrian collisions, school populations, vehicle speeds and volumes, parking and sidewalk presence, and site geometry conditions such as roadway curvature and grade. Through this analysis, staff has identified a list of intersections as potential candidates for ASE implementation.

While the sites have all been pre-screened by staff, there may be unforeseen, site-specific constraints based on the technical requirements for the equipment and installations that may deem some candidate locations ineligible by the ASE Contractor. Staff also note that some of these shortlisted locations are in relatively close to one another and would typically be considered as an either/or for implementation in an ASE program to achieve geographic

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distribution and improved driver behaviour more broadly throughout the city. Once the shortlisted sites are reviewed and approved by the ASE Contractor, a site list and schedule will be published for the two-year pilot.

To impact as many CSZs, schools, and neighbourhoods as possible in the two-year pilot, staff plan to rotate the cameras to new CSZs every three months, noted by other regions already operating the program as the maximum frequency of recommended camera rotation. This will allow 16 sites to have the program applied during the pilot. Based on the Provincial Offences Court capacity, and constraints identified in [Report Number 23-017](#), staff is planning for the program to generate no more than 10,000 annual charges. This approach allows the City to monitor the effectiveness of ASE, the ease of redeployment, ongoing capacity and resourcing requirements, and the associated cost and revenue. The contract currently in place for ASE in other municipalities also permits incremental additions of new cameras at any time as municipal capacity becomes available.

Per previous Council direction, staff is formalizing agreements with the Ministry of Transportation, City of Toronto, and ASE Contractor, and target to execute the agreements in Q2. Final CSZ reviews with the ASE Contractor will be completed once the contract is in place and installation of ASE signage for the first two locations is targeted for Q2. Installation of cameras in the first two locations is expected for late Q3 for image testing and calibration before the program begins.

Concurrently, education and communications related to speeding and the ASE program will be developed to support the launch of the program, and the local Provincial Offences Court will prepare for the intake and administration of appeals of ASE violations and charges.

The program is on track to begin operation in fall 2024.

Recommendation:

This report is for information only.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Brad Joyce, Commissioner,
Infrastructure, Transportation &
Emergency Services**

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Growth & Development Services	Not required
Jennifer Campbell, Commissioner, Community Services	Not required
Neil Carbone, Commissioner, Corporate Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Peter Huigenbos, Commissioner, Major Projects & Strategic Initiatives	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required

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Options/Discussion:

On April 18, 2023, City Council passed the following motions from [Council Report Number 23-017](#):

That staff be directed to implement an automated speed enforcement (ASE) program with two mobile camera systems in the City of Kingston for operation beginning no later than Q3 2024; and

That the Mayor and Clerk be authorized to sign all necessary agreements required to implement the ASE program, including the contract with ASE vendors, in a form satisfactory to the Director of Legal Services; and

That \$365,000 of operating funding be provided from the Working Fund Reserve for project start-up, planning and implementation; and

That staff include as part of the 2024 and ongoing annual municipal operating budgets the costs and revenues for the ASE program.

Based on this direction, staff initiated the planning and pre-work for the implementation of the ASE program in 2023. This report provides Council with an update on progress to date on the ASE program implementation and next steps ahead of a fall 2024 activation of the system.

The steps to entry have previously been identified as:

1. Undertake data collection including speed studies, collision assessments, geometric reviews, pedestrian counts, and other site conditions to confirm candidate School Zone (SZ) and Community Safety Zones (CSZ) locations for potential implementation of ASE.
2. Develop a plan for the installation and rotation of cameras throughout candidate SZ and/or CSZ locations within the city.
3. Execute agreements with regulatory bodies and vendors to initiate the ASE program.
4. Establish processes and capacity within both the Prosecutor's Office and the City's POA Court administration for the management of the ticket payments and judicial proceedings.
5. Implement advisory period requirements for the initial deployment of the ASE cameras on-street, including posting advanced signage and issuing communications to the public.
6. Undertake data collection and monitoring at ASE camera locations to review efficacy of the program and determine when and where to rotate cameras, including implementing advisory period requirements for new ASE camera locations.

The program operating parameters, processing, enforcement, and financial estimates remain the same as outlined in [Report Number 23-017](#).

Program Operation

Most municipalities in Ontario have initially entered the program with four cameras or less, recognizing that implementing the program requires developing a number of new processes, and based on the projected impact to local Provincial Offences Courts to implement and scale

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the program. A few municipalities have expanded their program in following years, while several municipalities are continuing to operate the program with one to four cameras, which are rotated every few months. The terms of Ontario's ASE program allow municipalities to increase or decrease the quantity of cameras at any point during the contract (subject to equipment availability and/or lead times identified by the equipment vendor). Accordingly, several municipalities have chosen to initiate the program as a pilot with a limited quantity of cameras, and then consider expanding the program after one to two years of operation once the local resourcing and operational requirements were better understood. Staff received direction in [Report Number 23-017](#) to follow that best practice.

ASE allows for, and typically involves, rotating the camera locations every few months to encourage speed compliance more broadly at more locations across the municipality. Experiences from other municipalities, discussed in [Report Number 23-017](#), indicate that cameras should not be rotated more frequently than every three months or the impacts of the program will be diminished. This is largely because the cameras have required downtime after being rotated to allow for calibration and image approval at the JPC, and cameras have been found to be vandalized more frequently shortly after a rotation, which leads to more downtime until they are repaired.

In order to maximize the number of locations that can have ASE in the first two years, the City will be rotating the cameras at the recommended minimum, three-month interval. This will allow 16 CSZs to have ASE in the two-year pilot.

These cameras are expected to produce roughly 5,000 charges per camera annually, which has been identified by the City's Legal Services Department as the current Provincial Offences Court's (POA) annual capacity. The Kingston POA Court is currently experiencing six to ten-month delays on trials due to a number of factors, including ongoing effects of the pandemic shutdown, a provincial shortage of judicial resources, and the recent implementation of the red-light camera program, and prosecution staff has indicated that an ASE rollout with more than 10,000 annual charges would likely not be feasible until the backlog is cleared. By law, any person charged with an offence has the right to be tried within a reasonable time. If additional ASE charges are added where capacity does not exist in the POA Court, there is a risk that these charges will be dismissed due to unreasonable delay, which is contrary to the intent of the ASE program. There is also uncertainty as to what proportion of charges will be contested, which is another reason to start with a smaller rollout and grow if capacity exists, after these patterns and trends are measured.

For charges to be processed through the Joint Processing Centre (JPC), City staff must make a request to Toronto with expected volumes, which has been limited in the first few years of ASE operation. Kingston made this request for processing capacity of 10,000 annual charges and has been approved by the JPC. These volumes are not locked in for the duration of the contracts and can be changed throughout the term if the JPC and POA Court staff has changes in capacity.

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Development is underway for the creation of Court administration processes to manage the ticket payments and judicial proceedings. Similarly, processes are being developed for the management and monitoring of the rotation of the cameras and signage.

Installation and relocation of the cameras requires data collection, site visits, and signage installations and removals, equipment commissioning, and ongoing monitoring of the effectiveness and operation throughout their use. There is also a need to conduct site feasibility studies for new locations, and speed studies pre and post ASE at each site to monitor the effectiveness of the program over time. Starting with two mobile cameras would allow the City to monitor the effectiveness of ASE, the ease of redeployment, ongoing capacity and resourcing requirements, and the associated cost and revenue. The contract currently in place would allow for the addition of new cameras at any time as municipal capacity becomes available. However, at this time, adding more cameras will not result in more charges and will require significant camera downtime to stay within the approved JPC charge volume and within local POA Court capacity.

Data Collection and Community Safety Zone Implementation

The ASE program in Ontario can only be operated in established CSZs and SZs, which are designated through municipal by-laws. The designation of these zones along City roadways increases the fines associated with *Highway Traffic Act* violations, including speeding, in these locations and are intended to encourage heightened awareness and slower speeds for motorists.

Staff has received direction through [Council Report Number 22-187](#) to implement CSZs at schools across the city with installations beginning in the summer of 2022. To date, CSZs have been established on City roads at all schools in Kingston. Detailed information on the CSZs throughout the city can be viewed on our website at [Neighbourhood Road Safety](#).

Site studies and data collection were conducted at all CSZs in the city to aid the evaluation of each street for ASE. The data gathered includes school populations, bus catchment areas, on-street parking conditions and restrictions, sidewalk and path access and presence, and previous collisions in the area. Studies included gathering information on vehicle speeds and volumes in the CSZs, as well as looking at geometric factors such as CSZ length, roadway curvature and grading.

Site Ranking and Selection

All CSZs were evaluated through a safety-focused, technical analysis to create an initial ranking for potential ASE implementation. The sites were initially ranked using an Ontario Traffic Council (OTC) ranking matrix used by several other municipalities/regions operating ASE. The factors considered in scoring and evaluation included:

- School and pedestrian counts and conditions
- History of pedestrian collisions
- Traffic volumes and data from speed studies
- Zone environment and site geometry
- Traditional enforcement options

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Streets with operating speeds significantly under the posted speed limit were generally deemed ineligible for ASE because the ASE program is primarily focused on speed reduction and increased compliance with posted speed limits.

Achieving a wide geographic distribution of streets was also factored in when prioritizing so ASE could be applied to as many neighbourhoods and schools as possible in the pilot, and to promote a spillover/halo effect on driver behaviour throughout the city.

Based on this technical review, staff has identified the following 29 streets, listed in alphabetic order, as pre-screened candidates for ASE in the initial two-year pilot:

- Barrie Street
- Bath Road
- Battersea Road
- Bayridge Drive
- Birchwood Drive
- Cataraqui Woods Drive
- Division Street
- Dunham Street
- Elliott Avenue
- Grenadier Drive
- Henderson Boulevard
- Highway 15
- Johnson Street
- Kirkpatrick Street
- Lancaster Drive
- MacDonnell Street
- McMahan Avenue
- Norman Rogers Drive
- Roosevelt Drive
- Rose Abbey Drive
- St. Martha Street
- Stephen Street
- Taylor Kidd Boulevard
- Toronto Street
- Unity Road
- Van Order Drive
- Waterloo Drive
- Welborne Avenue
- Woodbine Road

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These streets have been assessed for obvious obstructions and conflicts however the sites will undergo further review by the ASE Contractor and may be deemed ineligible based on technical requirements for the equipment installations and site constraints. Staff also note several of these pre-screened streets are close to one another and would typically be considered as an either/or for implementation of ASE to achieve a greater geographic distribution. Additionally, for the same reason, none of the CSZs will have ASE installed on them twice during the two-year pilot.

From this list, the City will implement ASE at 16 of the sites over the two-year pilot, as described below. Staff will request all sites be evaluated by the ASE Contractor for approval before any ASE camera is installed, so that the entire rotation schedule and map of locations for the pilot can be shared before the program goes live.

Agreements

As identified in [Report Number 21-180](#) and [Report Number 23-017](#), there are agreements with the Ministry of Transportation (MTO), City of Toronto, and Redflex Traffic Systems (Redflex) required to enter the program. The agreements needed to operate the ASE program through the Toronto JPC have all been reviewed by staff and are prepared for execution by Q2 2024.

Next Steps

Prior to activation of ASE in Kingston later in 2024, a number of steps must be taken, including:

- Finalize the execution of the agreements with the MTO, Toronto JPC, and Redflex
- Receive approval of a list of sites with the vendor and set the rotation schedule
- Continue process development with local courts, police, and Toronto JPC to handle the new types of charges
- Install roadside signage
- Install, calibrate, and test the cameras ahead of launch
- Begin operation

Education and communications related to the ASE program are currently underway and will be published prior to signage and camera installation to support the launch of the program.

As discussed above, staff will evaluate the program after it launches and throughout operation with respect to court and JPC capacity, rotation schedule and frequency, and impacts on safety and vehicle speeds. Staff will also continue to monitor and report back on the ASE environment across Ontario as it continues to develop related to Administrative Monetary Penalties becoming an option for processing charges and new vendors and processing centres opening across the province. Staff will report back after the two-year pilot with new recommendations for program operation options beyond 2026.

Public Engagement

ASE is a road safety program that is consistent with the transportation and road safety objectives that were subject to extensive public consultation as part of the City's Road Safety

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Plan. The program was approved for implementation by Council with information and education for the public included as part of the program start-up.

Financial Considerations

There are no new financial considerations. Following direction from Report Number 23-017, a budget amendment to the 2023 operating budget was made to support the start-up costs from the Working Fund Reserve of \$365,000. The remaining annual operational costs are included in the fiscal 2024 and onward budgets.

Contacts:

Ian Semple, Director, Transportation & Transit Services, 613-546-4291 extension 2306

Mark Dickson, Manager, Transportation Systems, 613-546-4291 extension 3254

Other City of Kingston Staff Consulted:

Jenna Morley, City Solicitor

Matt Kussin, Manager, Policy & Programs, Transportation Services

Matt Wood, Project Manager, Transportation Services

Exhibits Attached:

None