



SUBJECT: Automated Speed Enforcement Implementation Plan

TO: Committee of the Whole

FROM: Transportation Services Department

Report Number: TS-02-24

Wards Affected: All

Date to Committee: October 7, 2024

Date to Council: October 15, 2024

Recommendation:

Authorize the Director of Transportation Services and Director of By-law Compliance to execute, on behalf of The Corporation of the City of Burlington, all necessary documents and agreements to implement Automated Speed Enforcement as set out in transportation services report TS-02-24, including, but not limited to, agreements required by the Province of Ontario and its various Ministries, the Toronto Joint Processing Center agreement, and the Automated Speed Enforcement camera vendor agreement, with content satisfactory to the Director of Transportation Services and Director of By-law Compliance, and in form satisfactory to the City Solicitor; and

Direct the Chief Financial Officer to establish a Roadway Safety reserve fund in accordance with the draft reserve fund by-law attached as Appendix D.

PURPOSE:

Vision to Focus Alignment:

An automated enforcement (Speed and Red Light Camera) program aligns with Focus Area 2 – Improving Integrated City Mobility and specifically, Burlington’s commitment to be a vision zero City that strives to create streets for all users and eliminate fatalities and serious injuries.

Executive Summary:

This report is in response to Staff Direction SD-17-19 which is contained in Appendix A-Supplementary Information (Item 1) where staff were directed to continue work and report back on matters related to Automated Speed Enforcement (ASE) and Red Light Cameras (RLC).

ASE has been an effective tool to improve speed limit compliance, change widespread driver behaviour, and raise public awareness about the critical need for drivers to slow down. One of the main factors in collision severity and survivability is vehicle speed. Implementation of an ASE program aligns with the vision of the Integrated Mobility Plan, the Integrated Planning Policies (specifically Policy 1.8 Maximize Safety for All Users), and the development of a Vision Zero Program, as recommended through the Council-approved Integrated Mobility Plan.

It is anticipated an ASE program can be operational no earlier than Q4 2025. The implementation will require several agreements to be executed as well as the procurement of a case management software solution. In addition, community safety zone by-law amendments, Administrative Penalty System (APS) for ASE by-law, a privacy impact assessment, ASE related policies, and a communication plan are required to be developed. Additional staff are required to support the program.

The goal of the program is to be revenue neutral, covering the operating costs of the program. Financial needs are being incorporated into the 2025 budget request and staff will report back with further ASE program details in Q2 2025.

There are opportunities for the City to piggyback on the Region's Red Light Camera program, however staff require more data to make any recommendations based on collision data that can be attributed to red light running.

Background and Discussion:

This report is to provide an update and recommendations relating to ASE as well as to respond to staff direction SD-17-19.

The Region of Halton operates the sole Red Light Camera (RLC) program within Halton Region under a Provincial Offence Act (POA) system. Currently staff are not

recommending implementing RLCs at City locations. There are opportunities for the City to piggyback on the Region's RLC program, however staff require more data to make any recommendations based on collision data that can be attributed to red light running.

The background relating to provincial regulation changes allowing for ASE/RLC utilizing APS can be found in Appendix A- Supplementary Information (Item 2).

The major components and staff recommendations for an ASE program are as follows:

ASE Site Selection

Staff recommend focusing on roadways adjacent to schools and with school activities (i.e. walking routes, crossing guards etc..) and designating the roadways as community safety zones. This provides more flexibility than utilizing designated "school zones" and provides an additional deterrent by increasing the value of both ASE penalties and police issued Highway Traffic Act offences applied in the zones.

A 2-year contract position was approved in 2023 to commence work on the development of policy framework for the ASE program. Since bringing on this position, all (53) school locations within the City are going through a thorough review to:

- Identify the locations and limits of the community safety zones.
- Collect speed/volume data.
- Ensure the physical characteristics support the use of ASE.
- Prepare the associated traffic by-law amendments.
- Develop community safety zone signage plans.

A map of the Schools and Existing Community Safety Zones can be found in Appendix B - City of Burlington Schools and existing Community Safety Zones.

Staff are working on developing criteria and guidelines to provide a consistent approach to reviewing additional Community Safety Zones and ASE locations outside of areas with school activities. The criteria will incorporate and consider information such as vehicle speeds and volumes, collision information and pedestrian generators (parks, playgrounds, recreation areas, trails, pedestrian crossings, school walking routes, sidewalks etc.).

In addition to Community Safety Zone signage, ASE locations are required, by regulation, to have “Municipal Speed Camera Coming Soon” signage installed at least 90 days in advance of a location going live, to provide drivers with advance notice. This signage is converted to a “Municipal Speed Camera In Use” sign once cameras are active.

Additional site selection information is contained in Appendix A- Supplementary Information (Item 3).

Penalty Processing and additional program requirements

Historically, ASE offences have been processed through a Joint Processing Center managed by The City of Toronto on behalf of several participating municipalities. The Toronto JPC currently only processes POA related infractions, however they are working to provide the capabilities to process APS penalties (estimated to be operational in Q4 2024).

Staff recommend utilizing the Toronto JPC for Burlington’s ASE processing needs. The Toronto JPC was established in 2020 (for ASE), and has been handling ASE penalties since then. Additional rationale is outlined in the risk/strategy and options considered sections of this report. Municipalities wishing to participate in ASE utilizing the Toronto JPC enter into an agreement with the camera vendor. Several additional agreements and by-laws are required to implement an ASE program. Further information relating to APS, required agreements, policies, and by-laws can be found in Appendix A- Supplementary Information (Item 4).

ASE Equipment

In April 2019, the City of Toronto issued a joint Request for Proposal (RFP) on behalf of several participating municipalities for the supply and operation of ASE cameras (A fairness monitor was retained to oversee the process).

Initially, staff recommend leasing three mobile cameras, which will be rotated periodically (anticipated to be between four and eight months, to be determined based on-site performance and conflicting programming which would prevent a camera from being installed, such as sidewalk rehabilitation etc.). This approach will allow staff to better understand staffing requirements, camera rotation logistics and costs/revenue. Further information relating to ASE equipment can be found in Appendix A- Supplementary Information (Item 5).

It is anticipated that an ASE program can be operational no earlier than Q4 2025, pending council approval of the recommendations provided in this report. The implementation will require several agreements to be executed as well as the procurement of a case management software solution. In addition, community safety zone by-law amendments, Administrative Penalty System (APS) for ASE by-law, a privacy impact assessment, ASE related policies and a communication plan are required to be developed. Additional staff are required to support the program.

Strategy/process/risk

Staff are in receipt of many requests from the public to implement ASE. However, there are risks related to negative feedback (perception of the program being a significant revenue generator and the perception that the program is ineffective at changing driver behaviour). This feedback has been experienced in municipalities that have ASE programs, for example Toronto, Brampton, Hamilton. To help mitigate this a robust communication plan will be developed.

Staff believe that utilizing the Toronto JPC alleviates risks associated with processing and validating penalties. This centre has been in operation for over 20 years, initially processing RLC offences and since 2020 processing ASE related offences, utilizing Municipal staff and Provincial Offence Officers (which can only be employed by a municipality).

Acquiring adequate program staffing and procuring the appropriate APS software within the timelines proposed are also risks associated with the project, as any delays could delay deployment.

The financials of the program depend on several variables and as such a best estimate on revenue has been provided. Operating costs are well understood but could vary slightly based on the procurement of case management software and adjudication staff needs (Hearing and Screening Officers based on number of penalties challenged). Revenue is dependent on the volume and value of penalties issued. There is a risk that the program does not operate revenue neutral. Staff can look at measures to mitigate this (i.e. moving a camera to a new location). Staff have reviewed the work of other municipalities (such as Oakville, Mississauga, Guelph) in costing the program, but the true numbers (and associated revenues, costs, and resource needs) will not be fully realized until the program goes live.

The tasks required and anticipated timelines for an ASE deployment in Burlington are outlined in Appendix C “Automated Speed Enforcement Proposed Timelines.”

Options Considered

N/A

Financial Matters:

The purpose of ASE is to increase safety by modifying driver behaviour and adherence to the posted speed limit. The goal of the program is to be revenue neutral, covering the operating costs of the program. Currently available costing information is provided below. Revenue estimates reflect staff's best estimates as it is difficult to predict:

- the amount and severity of violations as speeding typically decreases after the installation of a camera.
- How many penalties will be challenged and the resulting outcomes (affecting operating costs and revenues).
- It is unknown how many penalties will not be issued due to issues such as obstructed license plates or other factors.

The cost of an ASE program includes several operating expenditures such as: penalty processing centre fees, camera lease fees, ASE penalty case management software, staff costs, as well as costs associated with penalty orders (such as Ministry of Transportation look up fees).

Total Financial Impact

At the time of authoring this report, the total costs and other financial impacts related to ASE are being finalized and will be provided to Council for consideration for the 2025 budget. As the program is expected to begin in Q4 2025, revenues will not be fully realized in that calendar year although there will be several expenditures required. Below provides a 3-year cost estimate assuming a Sept 2025 program launch:

Year	Program Operating Expenses	Penalty Revenues	Provision / (Draw) from Reserve fund
2025	(\$872,430)	\$153,190*	(\$719,240)
2026	(\$1,336,900)	\$1,863,750	\$526,850
2027	(\$1,336,900)	\$1,863,750	\$526,850

*Revenues for 2025 will not be fully realized until 2026

Any revenues, above and beyond the operating expenditures generated by the program are recommended to be placed in a reserve fund to be used for roadway safety initiatives.

A draft of the reserve fund bylaw is attached as Appendix D.

Source of Funding

This program will be included in the 2025 proposed budget including the necessary staffing resources and other operational expenses.

Other Resource Impacts

To successfully implement an ASE program several staff resources are required as outlined below.

- It is recommended that the current Traffic Technologist (contract) position be converted to permanent to assist in supporting the program (implementing community safety zones, working with the camera vendor, issuance of sign work orders, data collection and reporting, responding to enquiries, website updates etc.).
- To support this program, 2 additional Traffic Technicians are required to undertake data collection and sign installation.
- Additional working hours for existing Hearing and Screening Officers will be required to support ASE adjudication.

In addition to staffing, ticket processing software is required to be procured which will require resources in By-law Compliance and Burlington Digital Services to administer.

Climate Implications:

Although there is no direct impact on climate, increased speed limit compliance can make streets more attractive for cycling and walking. Reductions in collisions and collision severity has an impact on congestion and delay and as such there is an environmental impact due to fuel consumption and exhaust outputs.

Engagement Matters:

Burlington is an active member of the Ontario Traffic Council ASE working group and has consulted with several municipalities (Oakville, Milton, Halton Hills, Halton Region, Hamilton, Brampton, Mississauga, Toronto, Durham Region etc.) with active and

planned ASE programs. Staff have received feedback and will continue to collaborate with residents and various interest groups relating to the program.

Conclusion:

The establishment of Administrative Monetary Penalties is key for an Automated Speed Enforcement program to be successful in Burlington. Work is occurring relating to ASE site selection and the designation of community safety zones.

Staff recommend utilizing the Toronto JPC for penalty processing as well as the lease of three mobile cameras, which will be rotated every four to eight months between six initial locations.

There are opportunities for the City to piggyback on the Region's Red Light Camera program, however staff require more data to make any recommendations based on collision data that can be attributed to red light running.

Respectfully submitted,

Chris King

Manager Transportation Operations

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Appendices:

- A. Supplementary Information
- B. City of Burlington Schools and existing Community Safety Zones
- C. Automated Speed Enforcement Proposed Timelines
- D. Road Safety Reserve Fund By-law Draft

Report Approval:

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer, and the Executive Director of Legal Services & Corporation Counsel.