

Region of Waterloo
Planning, Development, and Legislative Services
Council and Administrative Services

To: Administration and Finance Committee
Meeting Date: October 8, 2024
Report Title: Municipal Speed Camera Program Update

1. Recommendation

For information.

2. Purpose / Issue:

This report provides an update on the Municipal Speed Camera Program implementation and summarizes the progress made on Council's request to do further consultation with area municipalities. The report outlines Region's progress to implement Municipal Speed Cameras at all eligible schools by 2028 and how the two deferred reports critically impact the Municipal Speed Camera (MSC) Program implementation. The two key reports deferred from the August 28, 2024 Committee meeting are included on the October 8, 2024 agenda:

Administrative Penalty Program for Camera-Based Enforcement – Program Bylaws & Update Report, August 13, 2024 (PDL-CAS-24-005)

Community Safety Zones Report, August 13, 2024 (TSD-TRP-24-010)

3. Strategic Plan:

The Municipal Speed Camera (MSC) Program is a priority in the Region's 2023-2027 Strategic Plan, focusing on two key areas: *Climate Aligned Growth*, by promoting car-alternative options through the development of complete streets and expanding alternative transportation networks; and *Equitable Services and Opportunities*, by designing regional services that address the needs of local communities.

4. Report Highlights:

- All neighbourhoods, and especially the areas surrounding schools, playgrounds and green spaces, should be safe places for residents to travel without a vehicle. Speeding vehicles create unsafe environments for vulnerable travellers, including children, youth, seniors, cyclists, horse and buggy users, and pedestrians of all ages.

- Since 2021, there have been four Municipal Speed Cameras rotating across 16 sites in Waterloo Region. The Municipal Speed Camera Program (MSC Program) has improved speed compliance by 63% in these areas.
- As directed by Council in June 2023, the Region's expansion plan for the MSC Program will add up to 16 additional school locations in 2024. More camera locations will be added each year, with the full implementation to all eligible schools completed in 2028.
- Area municipal staff were actively involved in recommending, selecting and approving the current and new sites that will be equipped with speed cameras on municipal roadways. This collaboration between the Region and area municipal staff will continue as the MSC program continues to expand.
- The MSC program aims to install speed cameras where needed most. If other road safety measures have been implemented in a school zone and have proven to be effective in reducing speeding, a speed camera may not be warranted. Likewise, in areas where there is a demonstrated need for a speed camera, but the roadway does not meet the *Highway Traffic Act* definition of a school zone, staff have explored alternative options, such as a community safety zone designation.
- A Regionally operated processing centre and an Administrative Penalties Program, both approved by Council, are essential to support the operation and expansion of the MSC program. Both are set to launch when new camera sites go live.
- The MSC Program is designed to be cost-neutral with any surplus revenue generated from municipal speed cameras (after covering all operating and capital costs) to be deposited into the Road User Safety Reserve. This reserve will fund initiatives aimed at improving road safety for all Waterloo Region residents, such as transportation infrastructure improvements.
- In 2025, staff will report back to Regional Council with a policy framework for the Road Safety Reserve Fund including how the funds will be distributed to road safety projects on both regional and area municipal roadways.
- Speed cameras are not a one-size fits all solution. They work in tandem with other traffic-calming measures and geometric road design improvements. Just as red-light cameras are an effective tool to reduce collisions at intersections, speed cameras are an effective tool that have an immediate impact on speed compliance in the locations where they are present.
- Presentations with all area municipal councils are underway, with four sessions completed as of October 7, 2024 (Wilmot Township, Waterloo Regional Council, City of Kitchener, and North Dumfries Township).
- The Transportation Coordinating Committee, with representation from all area municipalities, has been meeting regularly to recommend the community needs with respect to camera site locations and operations. Communications and community engagement plans were reviewed with the committee on September 27, 2024.
- The program launch with the new camera sites has shifted to January 2025. This ensures that the program can continue forward with an effective community-wide communications strategy and adjust financial risks.

5. Background:

The software configuration for the AP Program and the processing center is underway the Region's existing CM Pro case management tool. The program rollout involves a new camera vendor, Jenoptik, selected through a 2024 RFP. Jenoptik was awarded a four-year contract to lease and maintain up to 175 semi-fixed speed cameras.

Four of the existing MSC Program's sites will continue to have an active camera until the end of 2024. These, along with the 12 other legacy sites will be reconfigured over the next few months with the new camera system.

Upcoming Key Milestones:

August 2024: "Coming Soon" signs posted at 14 new camera sites

January-February 2025: Phased activation of new camera sites begins

March-May 2025: Phased activation of legacy sites reconfigured to new camera system

September 2025-2028: 36 new cameras activated annually through to September 2028, culminating in the installation of 175 cameras across the Region at suitable school zones.

Planned New Sites for 2025:

School Name, Location	Municipality	Roadway
Jacob Hespeler Public High School, Holiday Inn Drive	Cambridge	Municipal Road
Clemens Mill Public School, Saginaw Parkway	Cambridge	Municipal Road
St. Peter Catholic Elementary School, Avenue Road	Cambridge	Municipal Road
Westmount Public School, Glasgow Street	Kitchener	Municipal Road
Courtland Avenue Public School, Courtland Avenue East	Kitchener	Regional Road
Sunnyside Public School, Weber Street East	Kitchener	Regional Road
Lackner Woods Public School, Zeller Drive	Kitchener	Municipal Road
Bluevale Collegiate Institute, Bluevale Street North	Waterloo	Municipal Road
Holy Rosary Catholic Elementary School, Thorndale Drive	Waterloo	Municipal Road
Macgregor Public School, Central Street	Waterloo	Municipal Road
South Heidelberg Parochial School, Kressler Road	Wellesley	Regional Road
Forest Glen Public School, Waterloo Street	Wilmot	Regional Road
Balsam Grove Parochial School, Northfield Drive East 2	Woolwich	Regional Road
King Alfred Academy, Lobsinger Line	Woolwich	Regional Road

Administrative Penalties Program

In February 2023, Council approved the Administrative Penalties Program (AP Program) (PDL-LEG-23-007) to address the backlog and limited judiciary resources from the Province in the current Provincial Offences Act (POA) court process. The province passed legislation in July 2022, allowing municipalities to establish Administrative Penalties (Ontario Regulation 355/22 “*Administrative Penalties for Vehicle Owner Contraventions Detected Using Camera Systems*”). Under this Regulation, the province sets the fines for violations detected by camera systems and aligns the set fines for speeding in school zones with the set fines for speeding in a community safety zone.

Most municipalities with camera-based enforcement programs have adopted the AP r framework for it’s efficiency and cost-effectiveness. It provides citizens with a faster, simpler, and less intimidating way to dispute tickets through a screening officer. Appeal decisions are communicated within weeks, unlike the months-long POA court process. An AP Program upholds procedural fairness while freeing up court time for more serious offences to be heard in court. It allows screening or Council-appointed hearing officers to cancel, reduce or adjust fines on a case-by-case basis for individuals facing financial hardship.

Aligning fines with the 2022 Administrative Penalties legislation ensures consistency across Ontario for camera-based speeding offences, whether issued in a school zone or community safety zone. Most offences under the POA issued by a police officer, such as speeding, careless driving, or driving with a hand-held device, carry fines and demerit points. The consequences of demerit points and a conviction on a driver's abstract – including the impact on insurance premiums, employment, driver's license status, license suspension, or credit impact if the fine goes unpaid – make these cases more complex, requiring more costly court resources including adjudication by a Justice of the Peace.

Camera-based offences are monetary fines only. The AP Program is crucial for managing increased ticket volumes from the Region’s MSC Program. With court backlogs, judicial shortages, and increasing adjudication, AP Program is the viable option for the MSC Program expansion. It also supports other camera-based enforcement initiatives, such as red-light and school bus stop arm cameras, and regional bylaws, such as Taxi Bylaw charges.

Community Safety Zones

In Waterloo Region, Municipal Speed Cameras are currently operating exclusively in school zones, which, based on the *Highway Traffic Act*, only cover a stretch of road which provides vehicular access to the school, and is limited to 150 metres on either side of the school property line. This limited scope may leave other nearby roadways

unprotected where children and other vulnerable travelers access the school and are at risk from speeding vehicles.

Many municipalities across Ontario, including Barrie, Guelph, Brampton, York Region, and Ottawa, have adopted best practices by designating all school zones as community safety zones. This approach offers better protection because it extends the enforcement area to include all surrounding roadways near the school, not just the roads immediately adjacent to the main school entrances.

Staff are recommending the establishment of community safety zones along regional roadways at all locations where Municipal Speed Cameras will be installed. This strategy ensures that all roads around a school are protected, allowing speed cameras to be used on the roads surrounding the school, not just at the main entrance. This broader coverage increases driver awareness and enhances the safety of students and pedestrians around the entire vicinity of the school, beyond the limited scope of current school zone enforcement. The recommended community safety zone strategy will also allow for municipal speed cameras to be used to change driver behaviours in other community areas with a high number of vulnerable road users, such as near parks, hospitals, day care centres, and senior residences.

6. Communication and Engagement with Area Municipalities and the Public

Area Municipalities:

An Education Session on the Municipal Speed Camera Program and the proposed community safety zone implementation was held for Regional Council on Wednesday, September 25, 2024. Throughout September and October, staff have and will continue making presentations to all local area municipal Councils.

Regional staff continue to collaborate with all area municipalities on program expansion and the communications rollout through the Transportation Coordinating Committee.

Public/Stakeholder:

Communications staff have developed a comprehensive communications strategy and implementation plan for the Municipal Speed Camera expansion, including the launch of the Administrative Penalties Program. Social media messaging is active in the community and “Coming Soon” signage has been posted at the new site locations since August 2024. An awareness campaign involving broad and targeted marketing tactics will begin in advance of the new camera locations being activated and will run through 2028 implementation and continue through the expansion phases of the program. An Engage Waterloo Region will also be active to collect feedback from the public.

Regional staff are actively participating in the Ontario Traffic Council’s Working Group on automated speed enforcement and administrative penalties, collaborating with

Ontario municipalities on similar programs. Notice of the APP Bylaw and Hearing Officer Bylaw's passing will be made in accordance with the Region's Notice Policy.

7. Financial Implications:

Council has approved funding in the 2024 Plan and Budget to cover both operating and capital expenditures to support the phased implementation of the Municipal Speed Camera Program.

As part of the 2024 Plan and Budget, 34 FTE positions were approved to support the MSC Program, including the development of 3 new program areas (transportation, administrative penalties, processing centre) and included cross-departmental support such as communications, ITS, and human resources. Of the 34 positions, 24 will be added in 2024, while 10 roles have been deferred to 2025 when they will be required based on the new camera site activations.

Financial Summary:

As of September 30, 2024, the Region has invested approximately \$629,000 to support both the current operations and the expansion of the Municipal Speed Camera program. By December 31, 2024, it will be approximately \$1.4M.

Municipal Speed Camera Program	Description	YTD Financials incl commitments September 30, 2024 (000s)	Estimated January 1-December 31, 2024 (000s)
Operating Revenues	Revenue from four rotating cameras	\$1,166	\$1,536
Operating Expenses	Staffing and training (program areas and cross-departmental support), communications, software licensing, general program costs, daily camera lease rate (only when activated)	\$1,235	\$2,061
Capital	Site infrastructure (camera site including hydro setup), software, processing centre space retrofit	\$560	\$838
Net Expenses		\$629	\$1,363

Staffing

To date, 16 FTEs have been hired, with eight more expected by the end of 2024. Due to the RFP process, 10 FTEs were deferred until 2025. Many of these roles are legislated, including:

Automated Enforcement Officers designated by the Minister of Transportation who will review speeding incident photographs and site information and issue penalty orders.

Municipal Screening Officers who handle disputes and decide whether to vary, uphold, or cancel a penalty order within the Administrative Penalties Program area.

Council-appointed Hearing Officers who review a Screening Officer's decision, and make final decisions to vary, uphold or cancel a penalty orders.

8. Conclusion / Next Steps:

The new Municipal Speed Camera sites will go live in early January 2025, and penalty orders will be issued by regional staff under the Region's new AP Program. A report with the recommended hearing officers for Council appointment, in accordance with the Appointment and Conduct of Hearing Officers Policy, will be presented to Council in Fall 2024.

To implement the Administrative Penalties Program to support the MSC Program, Council approval of the APP and Hearing Officer Bylaws is required. These approvals will enable recruitment for the council-appointed Hearing Officer role and finalize staffing for the program assistant and screening officer roles.

Should Council approve the recommendations in the August 2024 Community Safety Zones report, community safety zone designations will be added to the existing school zones along regional roads with Municipal Speed Cameras. This will allow the Region to add additional signage to enhance community awareness about the fines associated with speeding in these areas. A community safety zone designation can also extend to new areas of importance camera sites, beyond school areas. Staff will report back to Council in Q2/Q3 2025 following a region-wide review of Region roadways suitable for community safety zones, along with a list of candidate locations.

As part of the 2024 Budget & Plan, an expansion of the Municipal Speed Camera Program will be proposed, reflecting the implementation of 36 new camera systems across the Region in 2025.

9. Attachments:

Appendix A: Staff Presentation, Municipal Speed Camera Program Update

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