CITY OF VAUGHAN
COMMITTEE OF THE WHOLE (WORKING SESSION)
AGENDA

If you wish to speak to an item listed on the Agenda in person or via electronic participation, please pre-register by completing a Request to Speak Form online, emailing clerks@vaughan.ca, or contacting Access Vaughan at 905-832-2281, by 12 noon on the last business day before the meeting.

Wednesday, November 29, 2023
1:00 p.m.
Council Chamber
2nd Floor, Vaughan City Hall
2141 Major Mackenzie Drive
Vaughan, Ontario

Pages

1. CONFIRMATION OF AGENDA

2. DISCLOSURE OF INTEREST

3. COMMUNICATIONS

4. PRESENTATIONS

5. DETERMINATION OF ITEMS REQUIRING SEPARATE DISCUSSION INCLUDING MEMBERS RESOLUTION(S)

    Public Works

    1. AUTOMATED SPEED ENFORCEMENT (ASE) IMPLEMENTATION PLAN
        Report of the Deputy City Manager, Public Works, with respect to the above.   3

<u>Legal and Administrative Services</u>

6. **ADOPTION OF ITEMS NOT REQUIRING SEPARATE DISCUSSION**

7. **CONSIDERATION OF ITEMS REQUIRING SEPARATE DISCUSSION**

8. **CONSIDERATION OF STATUTORY / AD HOC COMMITTEE REPORTS**

9. **STAFF COMMUNICATIONS**

10. **NEW BUSINESS**

11. **ADJOURNMENT**

ALL APPENDICES ARE AVAILABLE FROM THE CITY CLERK'S OFFICE
PLEASE NOTE THAT THIS MEETING WILL BE AUDIO RECORDED
AND VIDEO BROADCAST

<u>www.vaughan.ca</u> (Agendas, Minutes and Live Council Broadcast)

Committee of the Whole (Working Session) Report

DATE: Wednesday, November 29, 2023   **WARD(S):** ALL

TITLE: AUTOMATED SPEED ENFORCEMENT (ASE) IMPLEMENTATION PLAN

FROM:
Zoran Postic, Deputy City Manager, Public Works

ACTION: DECISION

Purpose

To seek approval to implement the Automated Speed Enforcement Program in the City of Vaughan under the Administrative Monetary Penalty System, to provide delegated authority to the Deputy City Manager of Public Works to execute the required agreements to launch Automated Speed Enforcement and to provide authority to amend an existing Single Source Award contract with one of the required suppliers, GTechna. The report also seeks approval of the proposed 2023 Community Safety Zone Policy and selection criteria process.

Report Highlights

- In July 2022, the Province of Ontario (the Province) amended the *Highway Traffic Act* to allow Automated Speed Enforcement to become enforceable under Administrative Penalties.
- The City of Vaughan's Automated Speed Enforcement program is anticipated to commence by Q4 2024, subject to the execution of the required agreements for ticket processing and with both the Ministry of the Attorney General and Ministry of Transportation finalizing the required agreements.
- Delegated Authority is required to allow the Deputy City Manager of Public Works to execute agreements with various parties that are critical to a successful Automated Speed Enforcement implementation that fall outside the scope of the Corporate Procurement Policy 15.C.03.

- The Province only allows Automated Speed Enforcement to be implemented within community safety zones and school zones. The City of Vaughan (the City) has established a proposed Community Safety Zone Policy and warrant process to establish new community safety zones which are supported by data and evidence based.
- Community safety zones will be identified and implemented through the proposed Community Safety Zone Policy, obligatory traffic bylaw amendments, and regulatory signage.
- Staff will identify Automated Speed Enforcement locations based on a priority ranking system driven by the data set out in the proposed Community Safety Zone Policy.
- It is anticipated that the Automated Speed Enforcement program will launch with ten (10) mobile cameras, two (2) per ward, and cameras will remain in a given location for approximately three (3) months.
- The Corporate and Strategic Communications department will leverage numerous channels to educate the public on Automated Speed Enforcement.

Recommendations

1. That use of Automated Speed Enforcement in the City of Vaughan be adopted through an Administrative Monetary Penalty System, and that all necessary By-laws be brought forward to give effect to this recommendation;
2. That the Deputy City Manager of Public Works be authorized to execute any agreement or document, in a form satisfactory to Legal Services, required to implement or administer the Automated Speed Enforcement program within the City of Vaughan that falls outside of the scope of the Corporate Procurement Policy 15.C.03;
3. That the proposed Community Safety Zone Policy be approved as outlined in Attachment 1;
4. That the By-laws be enacted to amend Traffic Bylaw 284-94, as amended, authorizing one hundred and four (104) Community Safety Zones under the proposed Community Safety Zone Policy as outlined in Attachment 2;
5. That staff be authorized to administer the proposed Community Safety Zone Policy, and to establish Automated Speed Enforcement locations;
6. That staff be authorized to proceed with a Single Source Procurement with the identified Supplier, GTechna, for the works required to integrate Automated Speed Enforcement with the By-law & Compliance, Licensing & Permit Services existing case management system as required;
7. That approval be delegated to the Deputy City Manager, Community Services to further increase the single source contract value for #SSA22-040 *Online Permit*

System to Allow Issuance of Visitor, Construction, and Resident Parking Permits (supplier - GTechna) if required, subject to approved funding being available;

8. That a robust communication plan be developed regarding the use of Automated Speed Enforcement within the City of Vaughan; and

9. That the City Clerk forward a copy of this report to the Regional Municipality of York (York Region), York Region's local municipalities, York Regional Police, York Region District School Board, York Region Catholic School Board, Metrolinx, the Ministry of Transportation Ontario, and the Ministry of the Attorney General.

Background

The legislative authority for Automated Speed Enforcement became effective on December 1, 2019.

Automated Speed Enforcement (ASE) is a system that consists of a hardware device including a camera and a speed measurement tool which operate together to take an image of a vehicle traveling past the device at a rate of speed greater than the posted speed limit. This data is then recorded and a penalty notice with a designated fine is sent to the vehicle's registered owner for payment, regardless of the driver. The total payable amount includes a set fine, a victim fine surcharge, and applicable administrative costs. The Ministry of Transportation does not issue demerit points toward a driver's license and therefore a passenger vehicle owner's driving record or insurance rating is not impacted.

Automated Speed Enforcement is identified as one of the most critical road safety initiatives under the MoveSmart Mobility Management Strategy (MoveSmart).

The ASE program's target is to reduce speed, increase road safety, and raise public awareness to drive within the posted speed limits. It is a highly effective road safety tool and is designed to work in parallel with other MoveSmart initiatives, including engineering traffic calming measures, enforcement, and education. ASE is used to promote compliance with posted speed limits and reduce speeds and collisions in school and community safety zones.

A Members Resolution in favour of the implementation of ASE was unanimously supported by City Council on September 28, 2022. Several other authorities across North America and the world have relied on ASE as a speed enforcement and speed reduction tool and have reported significant success. York Region provided an update to Regional Council's Committee of the Whole on June 16, 2022, summarizing the achievements of the Region's ASE pilot program and the benefits of the continued use and expansion of the program.

The Province of Ontario has enacted a regulation to allow the operation of Automated Speed Enforcement under an Administrative Monetary Penalty System to reduce demands on the Provincial Court System.

The Province amended the *Highway Traffic Act* to allow ASE to become enforceable under Administrative Penalties rather than the *Provincial Offences Act* (POA). This change allows municipalities to develop an in-house ticket adjudication and processing program. The Administrative Monetary Penalty System Program (AMPS) allows for greater flexibility as municipalities can operate an ASE program through their processing centre or via a Joint Processing Centre (JPC) in partnership with another municipality. A processing centre refers to a municipal facility overseeing ticket issuance, processing, and dispute resolution processes through staff resources employed by that municipality.

The *Highway Traffic Act* authorizes the use of Automated Speed Enforcement in school zones and community safety zones.

The *Safer School Zones Act* authorizes ASE in schools and community safety zones. A school zone is an area of the road close to a school or within one hundred and fifty (150) metres of a school front. *The Highway Traffic Act* delegates authority to municipalities to designate part of a roadway under its jurisdiction as a community safety zone. School zones usually have reduced speed limits and must be designated with by-laws per the *Highway Traffic Act.* A community safety zone is an area that is deemed a higher risk or area of concern and is also designated through a by-law amendment. Fines are doubled within these designated areas and are directed to the vehicle's registered owner; therefore no demerit points are issued.

The Province has stipulated that ASE warning signs be implemented ninety (90) days in advance of a camera's activation and later replaced with regulatory camera-in-use signs when activated at any given location.

The City of Vaughan has developed the proposed Community Safety Zone Policy with a two-stage selection criteria which has resulted in a recommendation of one hundred and four (104) Community Safety Zones.

The proposed Community Safety Zone Policy identifies a warrant process for community safety zone designation including school zones**.** Identifying potential community safety zone sites follows a two-staged process which is based on best practices and Provincial guidelines.

The first step involves identifying areas with land uses that have the potential to benefit from community safety zone designations because of their tendency for the presence of vulnerable road users. These areas include:

- School Zones
- Trail Access Points
- Retirement Housing

- Community Centers
- Parks
- Places of Worship

All school zones are recommended to be designated as community safety zones and do not require a second stage warrant approval.

The second stage of the proposed Community Safety Zone Policy assesses the safety concerns of the identified locations other than schools by considering the presence of risk factors. The process includes a risk-scoring matrix to assess each location based on the following factors:

- Vehicular volumes
- Number of lanes
- Length of sidewalk
- Truck volume
- Bus stops
- Intersections and entrances
- Operating speeds
- Collision history

Applying the proposed warrant to the City's entire road network resulted in the identification of one hundred and four (104) warranted community safety zone locations. Ninety-seven (97) of these locations are at or near school zones, and seven (7) are at other land uses.

ASE site selection will include school zones and parks, with a selection of locations that may consist of other land uses such as retirement housing, community centres, and places of worship.

Staff will be responsible for prioritizing and selecting ASE locations and rotation schedules. A regulatory signage plan for community safety zones and ASE identified locations will be developed to satisfy Provincial legislation. Subsequent traffic by-law amendments will be forthcoming that identify individual locations that fulfill the proposed Community Safety Zone Policy warrant process within the City.

The City of Toronto has twelve (12) municipalities utilizing their Joint Processing Centre, including York Region. Participating municipalities rely on Toronto's Joint Processing Centre to process Automated Speed Enforcement tickets.

The City of Toronto, (Toronto) was the first municipality within Ontario to establish ASE as a safety tool. It operates its ASE program under the POA, which requires disputed tickets to be adjudicated through the Provincial Court System. Toronto currently is the

only municipality to operate a JPC and is issuing tickets on behalf of other municipalities.

Due to high volumes, Toronto is currently placing limits on the number of tickets it can process on behalf of other municipalities. As such, some municipalities are looking into the feasibility of implementing their own JPC or partnering with municipalities that have a JPC currently under development. For example, York Region, the Town of Newmarket, the City of Barrie, the City of Waterloo, and the City of Brampton are assessing the feasibility of implementing their own JPC in the future.

There are procurement considerations that are required to be met to implement Automated Speed Enforcement by the anticipated launch date of Q4 2024.

Staff have identified three (3) procurements to implement ASE:

1. Camera Vendor: The contract for supply, installation, operation, maintenance, and decommissioning of ASE cameras and supporting infrastructure.
2. GTechna: The software used for case management.
3. Regulatory Signage: The contract to develop a signage plan for the installation of signs for Community Safety Zones and Automated Speed Enforcement.

The City of Vaughan will leverage the opportunity to participate in the collaborative procurement of a camera vendor and assess all options for ticket processing centres.

The City's Corporate Procurement Policy 15.C.03 encourages the use of collaborative procurements in which combining the volume of Goods and/or Services to be purchased results in the best value for Vaughan. Toronto awarded the services of Redflex Traffic Systems to provide ASE hardware and services on behalf of all participating municipalities.

In May 2019, Toronto issued a Request for Proposal #9148-19-0048 for the Provision of Automated Speed Enforcement Services for five (5) years and five (5) one (1) year extension options. Toronto awarded the contract to Redflex Traffic Systems (Canada) Limited, (Redflex). Through the contract, Redflex is responsible for supplying, installing, operating, maintaining, and decommissioning an ASE system/infrastructure and maintaining ASE image processing services.

To utilize Toronto as a JPC, the City would be required to work with Redflex as its camera vendor. Toronto's RFP#9148-19-0048 permits other municipalities to utilize its contract with Redflex. In accordance with the City's Corporate Procurement Policy 15.C.03, Section 24 – Collaborative Procurement, the City would be required to execute a contract with Redflex upon successful negotiations with the supplier in a form satisfactory to Legal Services.

Should the opportunity to execute an agreement for ticket processing with another municipality, such as York Region, materialize, the City will consider engaging that municipality for ticket processing. Staff will continue to monitor and assess all options available for processing centres. A final decision will be made by staff based on timing, service costs, and ticket capacity allocation.

Council approval is required to amend the existing single source contract with GTechna to permit the integration of Automated Speed Enforcement into the City of Vaughan's existing case management system.

The City is working to administer the ASE program through AMPS, a system already in use by By-law and Compliance, Licensing, and Permit Services that currently administers the parking ticket program. GTechna is the current vendor that will facilitate the software system integration with the Toronto JPC.

To meet the Q4 2024 ASE launch, the City requires an AMPS program and software solution to be able to facilitate the transfer of information and tickets with the JPC. Not utilizing the current vendor GTechna would require an open procurement which would result in additional delays. By-law and Compliance, Licensing, and Permit Services has confirmed that a systems integration with Toronto and the current vendor GTechna is possible and testing has already occurred.

By-law and Compliance, Licensing, and Permit Services are in contract with GTechna via a Single Source Award (SSA22-040). Staff anticipates that the integration of ASE by GTechna will result in a change order to the existing single source contract of approximately fifteen thousand dollars ($15,000), thus bringing the cumulative value of the GTechna contract over the $100,000 threshold established by the City's Corporate Procurement Policy.

The City's Procurement Policy provides criteria that must be met to procure via single-source procurement. Given the need for standardization and compatibility with previously acquired services and the special knowledge, skills, and expertise required, it is the Director of Procurement Services' determination that this justifies the use of single source procurement in this case.

Given the anticipated amount of the contract, Council approval is required to proceed with any necessary amendment to the existing GTechna Single Source Award.

Further, staff are asking that the Deputy City Manager of Community Services be authorized to further increase the single source contract value for #SSA22-040 *Online Permit System to Allow Issuance of Visitor, Construction, and Resident Parking Permits (supplier - GTechna)* if required, subject to approved funding being available.

Previous Reports/Authority

MoveSmart Mobility Management Strategy Annual Progress Report, Extract from Council Meeting Minutes of March 22, 2022 (Report No. 11, Item 1 of the Committee of the Whole (Working Session)):
https://pub-vaughan.escribemeetings.com/filestream.ashx?DocumentId=101578

MoveSmart Mobility Management Strategy, Extract from Council Meeting Minutes of March 10, 2021 (Report No. 10, Item 1 of the Committee of the Whole (Working Session)): filestream.ashx (escribemeetings.com)

Support for a Piloted Automated Speed Enforcement Program in the City of Vaughan, Members Resolution Racco, Extract from the Council Meeting Minutes of September 28, 2022 (Report No. 32, Item 19 of the Committee of the Whole (1)):
https://pub-vaughan.escribemeetings.com/filestream.ashx?DocumentId=120316

Automated Speed Enforcement and Administrative Penalty System, Extract from York Region Council Meeting Minutes of June 16, 2022; Committee of the Whole Report of May 27, 2022, Transportation Services, Joint Report of the Commissioner of Public Works and the Regional Solicitor and General Counsel.
https://yorkpublishing.escribemeetings.com/filestream.ashx?DocumentId=35845

Processing Centre for Automated Enforcement Infractions, Extract from York Region Council Meeting Minutes of September 14, 2023: Committee of the Whole Report September 6, 2023, Transportation Services, Report of the Commissioner of Public Works:
https://yorkpublishing.escribemeetings.com/FileStream.ashx?DocumentId=40993

Analysis and Options.

The Administrative Monetary Penalty System shifts the processing of Automated Speed Enforcement tickets to a municipality and away from the Provincial Court System.

The City currently has a parking ticket enforcement program under AMPS. As such, procedures and technical software are already in place to issue, settle, and collect tickets that are in default. The City's ASE program will work off the same processes and procedures. Some of the realized advantages of the AMPS program include:

- Replaces the court-based trial system governed by the POA.
- Provides a fair and equitable dispute resolution process.
- Provides greater access to dispute resolution services.
- Screening reviews are conducted at an in-person meeting, or disputes can be submitted via an online form.

- The system is flexible, customer-focused, and convenient.
- Allows the Provincial Courts greater opportunity to address more severe types of offenses.
- Empowers the local municipality to operate its penalty system.

As an operator of an ASE program under AMPS, the City will be mandated to provide annual reports back to the Province, highlighting important key performance indicators such as ticket issuance, program success, and other technical data.

Implementation of Automated Speed Enforcement requires the City of Vaughan to enter into various agreements.

Delegated Authority is required to allow the Deputy City Manager of Public Works to execute the necessary agreements that are critical to ASE implementation and include agreements with the following:

1. The Ministry of Transportation (MTO): This agreement provides that MTO will provide vehicle owner information to the JPC on behalf of the City.
2. Ministry of the Attorney General (MAG): This agreement sets out: (1) The City's responsibility to remit money to the Victims' Justice Fund, and (2) the City's access to the Defaulted Fines Control Centre, which is used for license plate denials.
3. A Joint Processing Centre: This agreement allows the JPC to receive photos, issue penalty notices, and share costs related to the processing centre.

The Privacy Impact Assessment is a requirement that forms part of the MTO Agreement. The Information and Privacy Commissioner will be consulting with each municipality that is interested in implementing an ASE program under AMPS.

Financial Impact

Financial estimates to administer the Automated Speed Enforcement program are based on Toronto's Joint Processing Centre processing capacity restraints.

Financial estimates for the implementation of the City's ASE program are currently based on Toronto's JPC processing capacities. Several municipalities are considering opening their own processing centers and the City continues to explore other potential partnerships, including York Region that would modify the financial estimates associated with administering the ASE program.

The ASE program is anticipated to launch by Q4 2024. Various City departments are assessing resource requirements to support the ASE program beyond 2024, and any additional operating funds or additional resources required to administer the program will be requested in the future through the City's annual budget process.

One-time startup operating costs of approximately one hundred thousand dollars ($100,000) have been identified to launch the ASE program and will be enabled through previously approved funding. The By-law & Compliance, Licensing & Permit Services capital project *BY-9538-16 By-law & Compliance Group GTechna System Upgrade* will facilitate the necessary upgrades to import ticket data, and an initial partnership fee is required should the City execute an agreement with the Toronto JPC.

Approved funding for the implementation of regulatory traffic signage for both ASE and community safety zones has been identified through capital projects *FL-9579-21 Traffic Signs Speed Limit Policy* and *RP-6767-18 Road Safety Program Automated Speed Enforcement.*

ASE is intended to be a financially cost-neutral program. It is anticipated that as the program matures all operational costs will be recovered through the collection of penalties imposed. The Province has suggested that any monetary gains be reinvested into future road safety programs and communications with a focus on pedestrian and cycling facilities. It is anticipated that as speed compliance improves, recoveries generated through ASE will decrease as road safety across the City improves.

Operational Impact

The implementation of Automated Speed Enforcement is a comprehensive initiative requiring collaboration and expertise across the organization.

A working group consisting of nine (9) departments was created to facilitate the process of launching the ASE program. The working group includes the following departments:

- By-law & Compliance, Licensing & Permit Services
- Legal Services
- Procurement Services
- Financial Services
- Financial Planning & Development Finance
- Office of the City Clerk
- Office of the Chief Information Officer
- Transportation & Fleet Management Services
- Corporate and Strategic Communications

Staff propose to operate ten (10) mobile Automated Speed Enforcement cameras, allocating two (2) cameras per ward within community safety zones.

It is anticipated that the ASE program will commence with each ward receiving two (2) mobile cameras. The ASE mobile cameras will rotate approximately every three (3) months.

A comprehensive communication plan will be created to raise driver awareness regarding Automated Speed Enforcement implementation throughout the City of Vaughan.

A robust communication plan will advise residents and drivers about the new ASE program before commencement right through to implementation. Residents will be educated on the value that ASE provides in keeping communities safe and motorists will be informed about the warning and camera activation periods on the City's local road network.

Automated Speed Enforcement is an effective tool to improve road safety.

The use of ASE has proven to be a worthwhile and effective countermeasure in numerous municipalities to improve road safety by reducing vehicle speeds and collisions in targeted areas such as school zones and community safety zones.

A study based on Toronto's ASE data conducted by researchers from The Hospital for Sick Children (SickKids) in collaboration with the Toronto Metropolitan University (TMU) showed that drivers exceeding the speed limit decreased at eighty percent (80%) of the locations with an ASE device. The proportion of drivers speeding at thirty (30), forty (40), and fifty (50) kilometres per hour speed limit zones dropped by an average of seven kilometres per hour (7 km/h) during ASE deployment. There was also an eighty-seven percent (87%) drop observed among drivers exceeding the speed limit by twenty kilometres per hour (20 km/h) or more at ASE locations. The City of Mississauga has also noted an average decrease in vehicle speeds by eight kilometres an hour (8 km/h) where cameras were deployed and an average increase of twenty-six percent (26%) in speed limit compliance.

Broader Regional Impacts/Considerations

York Region has already adopted the ASE program. Discussions with York Region exploring opportunities for ticket processing at a joint facility remain ongoing. Road safety and speed compliance is a region-wide safety priority. Therefore, the establishment of an ASE program within the City will complement York Region's efforts to ensure overall improved road safety across the network. An aligned speed enforcement strategy will work to improve driver behavior and support York Regional Police's efforts to improve traffic safety, reduce speeding, and help protect vulnerable road users.

Conclusion

The implementation of ASE is a key program within MoveSmart. ASE will support many key initiatives including the joint Traveler Safety Plan with local municipal partners, the Speed Compliance Plan, the Safer School Zone Plan, and the Neighbourhood Traffic

Calming Plan, thereby ensuring a comprehensive and multifaceted approach to improving road safety across both the local and regional road networks.

The City anticipates launching the ASE program under AMPS by Q4 2024 provided the necessary agreements for ticket processing and with the Ministry of the Attorney General and the Ministry of Transportation can be executed.

For more information, please contact Peter Pilateris, Director Transportation and Fleet Management Services ext. 6141, and Susan Kelly, Director of By-Law & Compliance, Licensing & Permit Services, ext. 8952.

Attachments

1. Proposed Community Safety Zone Policy #19.C.07.
2. List of one hundred and four (104) locations to be designated as Community Safety Zones.

Prepared by

Brenda Bisceglia, Manager MoveSmart, ext. 6144.

In Consultation with

Rebecca Hall-McGuire, Legal Counsel, ext. 8475.
Pooja Nagra, Director, Procurement Services, ext. 8306.
Varant Khatchadourian, Manager, Financial Planning & Analysis, ext. 8338.
Kristin Smith, Access and Privacy Officer • Office of the City Clerk, ext. 8987.
Jennifer Ormston, Director, Corporate and Strategic Communications, ext. 8039.

Approved by

Zoran Postic, Deputy City Manager,
Public Works

Reviewed by

Nick Spensieri, City Manager

THE CORPORATION OF THE CITY OF VAUGHAN

CORPORATE POLICY

POLICY TITLE: **COMMUNITY SAFETY ZONE**

POLICY NO.:   **19.C.07**

Section:	Roads, Traffic & Operations		
Effective Date:	Click or tap to enter a date.	**Date of Last Review:**	Click or tap to enter a date.
Approval Authority:		**Policy Owner:**	
Council		DCM, Public Works	

POLICY STATEMENT
A policy to identify locations for Community Safety Zones designations within the City of Vaughan. The policy includes an evaluation process and a warrant in the form of a set of criteria to identify locations that are justified for Community Safety Zones.

PURPOSE
This policy provides a comprehensive process for determining the suitability of a candidate location as a Community Safety Zone. Community Safety Zones are locations where public safety is a concern and where increased enforcement and fines have the potential to address safety issues. This policy also provides a process for prioritizing Community Safety Zone candidate locations, identifying appropriate boundaries, and presenting criteria for the installation of signs. The objective is to provide an evidence-based approach to assess the implementation of Community Safety Zones in designated areas with a higher road safety risk as identified through analysis of existing road conditions and traffic/pedestrian data. Staff will apply the policy to determine which locations are appropriate for designation as a Community Safety Zone. This decision must be codified in a by-law; once staff have applied the policy to identify locations that are appropriate for designation as Community Safety Zone, by-laws will be brought forward for Council approval.

SCOPE
This policy will apply to all roadways under the jurisdiction of the City of Vaughan as a process to identify areas that require enhanced traffic road safety measures to support vulnerable road users.

POLICY TITLE:	COMMUNITY SAFETY ZONE	
POLICY NO.:	19.C.07	

LEGISLATIVE REQUIREMENTS

Section 214.1(1) of the Highway Traffic Act delegates authority to a municipal Council to designate highways under its jurisdiction as a Community Safety Zone. A municipal by-law is required to designate a Community Safety Zone location and to increase fines within its limits.

DEFINITIONS

1. **Automated Speed Enforcement**: Automated speed enforcement systems use cameras and speed measurement devices to identify vehicles travelling above the posted speed limit and to provide the evidence needed to issue a citation. Automated speed enforcement systems may be used in school zones and/or community safety zones.

2. **Community Safety Zone:** A designated stretch of roadway which permits the doubling of fines for moving violations. Community safety zone signage is used to notify drivers of the limits of a Community Safety Zone.

3. **School Area:** An area "where a school is adjacent to a major highway or arterial road that school children walk along and cross. School area signs may be advisable where the school is adjacent to a residential street with relatively high traffic volumes."[1]

POLICY

The proposed policy is a two-step warrant system consisting of a set of criteria to justify a Community Safety Zones designation:
- Warrant 1: Designated Area of Special Concern
- Warrant 2: Safety Warrant

1. Warrant 1 identifies specific locations where Community Safety Zones can be considered because of the propensity of these land uses to attract vulnerable road users near vehicular traffic resulting in potential safety concerns. Land uses that satisfy Warrant 1 include:
   1.1. School Zones
   1.2. Trail Access Points
   1.3. Retirement Housing
   1.4. Community Centers
   1.5. Parks
   1.6. Places of Worship

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[1] Ontario Traffic Manual – Book 6 Warning Signs, 2001, page 105

2. School zones are automatically considered warranted for Community Safety Zones and are not required to satisfy Warrant 2.

3. Where schools and parks are adjacent to each other, they are to be considered a single candidate site. Each candidate location will be reviewed to determine if other boundary roads (in addition to the road across the location's frontage) are also candidates for Community Safety Zone implementation.

4. Once Warrant 1 is satisfied (i.e., an area is confirmed as a designated area of special concern), Warrant 2 assesses the potential of implementing a Community Safety Zone to address safety issues by considering the presence of risk factors as noted below. The process includes a risk scoring matrix to assess each candidate location.

5. The following risk factors are included in Warrant 2:

   5.1. Volume: Higher volumes of vehicles result in a higher potential for conflicts with vulnerable road users.
   5.2. Number of lanes: Longer crossing distances associated with multi-lane roadways raise the exposure of vulnerable road users to conflicts with vehicles.
   5.3. Length of sidewalk: Sidewalks physically separate vulnerable road users from traffic and therefore offer safety advantages.
   5.4. Truck volume: Trucks require more room to manoeuvre, generally have larger blind spots, and the severity of collisions between trucks and vulnerable road users tends to be higher.
   5.5. Bus stops: Bus stops are a surrogate for the presence of pedestrians and the number of crossings made by pedestrians.
   5.6. Intersections and entrances: Intersections and large entrances increase the number of vehicle-vulnerable road user conflict points.
   5.7. Operating speeds: Higher operating speeds tend to result in greater severities when collisions do occur with vulnerable road users.
   5.8. Collision history: The collision history is a means of assessing the potential for collisions to occur.

6. Each risk factor is scored as 'high' (3), 'moderate' (2), or 'low' (1). The following table lists the risk factors and the corresponding thresholds used to determine the scores. Note this scoring process is used to determine the location's priority (per the priority list attached).

Risk Factor	Risk Factor Scoring			Score
	High (3)	Moderate (2)	Low (1)	
Average daily traffic	> 6000	3000 to 6000	< 3000	
Number of lanes	> 4	3 to 4	2	
Presence of sidewalks	None	One side	Both sides	
Truck volume (% of traffic)	> 5%	3% to 5%	< 3%	
Number of bus stops per km	> 4	2 to 4	< 2	
Intersection and entrances per km	> 10	4 to 10	< 4	
85th percentile speed – posted speed (km/h)	> 10	0 to 10	< 0	
VRU collisions per year (5 years)	> 2	1 to 2	0	
			Total Score	/ 24

7. The minimum score for a location to be compliant with Warrant 2 is 14. All warranted locations will be presented to Community Safety Zone stakeholders (e.g., York Regional Police, School Boards and York Region) for their review and consideration.

8. For school areas, Community Safety Zone Begins signs should be installed 100 m upstream of the School Area Begins signs. A Community Safety Zone sign should be installed the same distance (i.e., 100 m) beyond the School Area Ends sign. These distances are consistent with the placement criteria for warning signs provided in the Ontario Traffic Manual – Book 6 - Warning Signs.

9. For Community Safety Zone locations other than schools, the Community Safety Zone Begins signs should be installed 140 m in advance of the sensitive land use (i.e., the locations listed for Warrant 1) and the Community Safety Zone Ends signs shall be installed the same distance beyond (i.e., 140 m).

10. For zones greater than 1 km in length, additional Community Safety Zone signs shall be spaced not more than 300 m apart (or as specified in OTM Book 5).

11. In cases where the end and start points for two adjacent Community Safety Zones are within 250 m of each other, they should be treated as a single, continuous Community Safety Zone to reduce driver confusion and facilitate on-street enforcement. Furthermore, Community Safety Zone boundaries shall be determined as road sections meeting the conditions of Warrant 2 and shall be extended to encompass any immediately adjacent road sections that satisfy Warrant 1.

12. Once a section of road has been designated as a Community Safety Zone, it shall retain the designation until the land use changes.

ADMINISTRATION			
Administered by the Office of the City Clerk.			
Review Schedule:	5 Years	**Next Review Date:**	Click or tap to enter a date.
Related Policy(ies):	Establishing Speed Limits on City Roadways – 19.C.03		
Related By-Law(s):			
Procedural Document:			
Revision History			
Date:	**Description:**		
Click or tap to enter a date.			
Click or tap to enter a date.			
Click or tap to enter a date.			

STREET	DESCRIPTION
Aberdeen Avenue	North limit of Vineyard Court to the south limit of Chancellor Drive
Aberdeen Avenue	East limit of Alderson Avenue to the west limit of Ansley Grove Road
Ansley Grove Road	North limit of Blue Willow Drive/Embassy Drive to the south limit of Belview Avenue/Aberdeen Avenue
Apple Blossom Drive	East limit of Pleasant Ridge Avenue to the west limit of Clovis Street
Arnold Avenue	West limit of Yonge Street to the east limit of Brooke Street
Arnold Avenue	East limit of Atkinson Avenue to the west limit of Charles Street
Ashberry Boulevard	East limit of Weston Road to the west limit of Starling Boulevard
Atkinson Avenue	From the east limit of Bathurst Street to the north limit of Arnold Avenue
Autumn Hill Boulevard	West limit of Daphnia Drive to the east limit of Dufferin Street
Autumn Hill Boulevard	East limit of Thornhill Woods Drive to the west limit of Bathurst Street
Avro Road	South limit of Major Mackenzie Drive to the north limit of Caproni Drive
Bainbridge Avenue	East limit of Martin Grove Road to the west limit of Forest Drive
Balsamwood Road	East limit of Pleasant Ridge Avenue to the west limit of Clovis Street
Barons Street	North limit of Mactier Drive/Moody Drive to 50 metres south of the south limit of East's Corners Boulevard
Basaltic Road	East limit of Planchet Road to the south limit of Jacob Keefer Parkway
Bathurst Glen Drive	North limit of Autumn Hill Boulevard to the south limit of Hesperus Road
Belview Avenue	East limit of Ansley Grove Road to the west limit of Norglen Road/Glitter Road
Beverley Glen Boulevard	East limit of Redondo Drive (west leg) to the west limit of Mulholland Drive/Oakhurst Drive
Blue Willow Drive	East limit of Ansley Grove Road to the west limit of Michelle Drive
Brooke Street	South limit of Centre Street to the north limit of Thornridge Drive
Brownridge Drive	South limit of Wade Gate to the north limit of Clark Avenue West
Brownridge Drive	East limit of Carl Tennen Street to the west limit of New Westminster Drive
Bruce Street	South limit of Highway 7 to the north limit of Helen Street
Campbell Avenue	North limit of Rodeo Drive to the west limit of Atkinson Avenue
Canvas Road	South limit of Murrary Farm Lane to the north limit of America Avenue
Carl Tennen Street	North limit of Chelwood Drive to the south limit of Brownridge Drive
Carrier Crescent	East limit of Peter Rupert Avenue to the west limit of Edison Place
Carron Avenue	South limit of Cunningham Drive to the west limit of Melville Avenue
Cartwright Boulevard	West limit of Woolacott Road to the east limit of Bayside Court/Malden Street
Castillian Drive	North limit of Royal Pine Avenue to the south limit of Sonoma Boulevard
Centre Street	West limit of Yonge Street to the east limit of Thornbank Road
Chancellor Drive	East limit of Aberdeen Avenue to the west limit of Zucchet Court
Chatfield Drive	East limit of Ironside Drive to the west limit of Gorman Avenue

Chelwood Drive	East limit of Brownridge Drive to the west limit of Zahavy Drive
Church Street	East limit of Netherford Road to the west limit of Gracefield Court
Cityview Boulevard	North limit of Major Mackenzie Drive to the south limit of Lormel Gate
Clarence Street	North limit of Woodbridge Avenue to 900 metres north of the north limit of Meeting House Road
Clarence Street	North limit of Kingley Crest Way/Ronan Crescent to the south limit of Sonoma Boulevard
Clark Avenue West	East limit of Dufferin Street to the west limit of Charles Street
Claudia Avenue	East limit of Triton Avenue to the west limit of Martin Grove Road
Clover Leaf Street	West limit of Aberdeen Avenue to the east limit of Needle Point Road
Coast Avenue	North limit of America Avenue to the south limit of Murray Farm Lane
Comdel Boulevard	East limit of Weston Road to the west limit of Vellore Woods Boulevard
Confederation Parkway	North limit of Ten Oaks Boulevard to the south limit of Belvia Drive/Royal Appian Crescent
Conley Street	North limit of Steeles Avenue West to the west limit of Hord Crescent (west leg)
Coronation Street	South limit of Morning Star Drive to the north limit of Jade Crescent
Country Drive Lane	South limit of Ravineview Drive to the north limit of Village Vista Way
Coyote Way	South limit of Comdel Boulevard to the north limit of Hawkview Boulevard
Cranston Park Avenue	North limit of McNaughton Road to the south limit of Ashton Drive/Isaac Murray Avenue
Creditview Road	East limit of Terecar Drive to the north limit of Creditview Road
Criscione Drive	South limit of Napa Valley Avenue to the north limit of Sgotto Boulevard
Crofters Road	North limit of Paddington Place to the east limit of Clarence Street
Cunningham Drive	East limit of Dunblane Avenue to the west limit of St. Joan of Arc Avenue
Davos Road	East limit of Lourdes Avenue/Toulon Crescent to the west limit of Weston Road
Deepsrings Crescent	East limit of Komura Road to the west limit of Sweetriver Boulevard
Discovery Trail	North limit of Tierra Avenue to the south limit of America Avenue
Domingo Street	East limit of Mast Road/John Deisman Boulevard to the west limit of Treasure Road
Draper Boulevard	East Limit of Dufferin Street to the west limit of Brownridge Drive
Dufferin Hill Drive	West limit of Marathon Avenue to the east limit of Freemont Street
Farrell Road	East limit of Farrell Road to the west limit of Via Romano Boulevard
Fiori Drive	North limit of Chancellor Drive to the south limit of Beatrice Way
Firenza Road	West limit of Fossil Hill Road to the east limit of Kingsview Drive
Firglen Ridge	North limit of Hayhoe Lane to the south limit of Dorengate Drive
Fitz Maurice Drive	East limit of Via Romano Boulevard to the west limit of Abner Mills Drive/Hurst Avenue
Flamingo Road	East limit of Bathurst Street to the west limit of Highcliffe Drive
Fletcher Drive	East limit of Cranston Park Avenue to the west limit of St. Joan of Arc Avenue
Forest Drive	South limit of Janus Place/Kaiser Drive to the north limit of Bainbridge Avenue/Dunstan Crescent

Forest Fountain Drive	North limit of Royal Pine Avenue to the south limit of Sonoma Boulevard
Forest Run Boulevard	North limit of Ten Oaks Boulevard to the south limit of Toscana Boulevard
Fossil Hill Road	North limit of Saint Damian Avenue/Dybal Street to the south limit of Jordan Hofer Way
Foxhound Crescent	East limit of Starling Boulevard to the north limit of Ashberry Boulevard
Franklin Avenue	South limit of Braemar Court to the east limit of Markwood Lane
Gamble Street	West limit of Islington Avenue to the east limit of Waymar Heights Boulevard
Gesher Crescent	North limit of Lebovic Campus Drive to the east limit of Ilan Ramon Boulevard
Glen Shields Avenue	West limit of Dufferin Street to the west limit of Dufferin Street
Glenkindie Avenue	South limit of Cunningham Drive to the north limit of Falkirk Crescent
Golden Forest Road	West limit of Peter Rupert Avenue to the east limit of Golden Forest Road
Goodman Crescent	East limit of Netherford Road to the west limit of Gram Street
Grand Trunk Avenue	South limit of Ivy Glen Drive to the north limit of Carrier Crescent
Greenpark Boulevard	East limit of Valeria Boulevard to the west limit of Fifth Avenue
Harley Drive	East limit of Lawford Road to the west limit of Allenby Street
Hawker Road	South limit of Sylwood Crescent/Villandry Crescent to the east limit of Melville Avenue
Hayhoe Lane	West limit of Islington Avenue to the east limit of Firglen Ridge
Headwind Boulevard	North limit of Hyde Place to the East limit of Fellows Gate
Helen Street	East limit of Bruce Street to the south limit of Highway 7
Highcliffe Drive	North limit of Atkinson Avenue to the south limit of Janesville Road
Highmark Drive	East limit of Vellore Park Avenue to the west limit of Vellore Park Avenue
Hilda Avenue	South limit of Clark Avenue West to the north limit of York Hill Boulevard
Huntington Road	North limit of Nativio Street to the west limit of New Huntington Road
Hyde Place	East limit of Headwind Boulevard to the west limit of Ironside Drive
Ilan Ramon Boulevard	North limt of Little River Court to the south limit of Big Rick Drive/Shale Crescent
Ironside Drive	North limit of Chatfield Drive to the south limit of Stanton Avenue
Isaac Murray Avenue	West limit of St. Joan of Arc Avenue to the east limit of Cranston Park Avenue
Islington Avenue	North limit of Major Mackenzie Drive to the south limit of Nashville Road
Jack Pine Road	South limit of Petticoat Road to the north limit of Ascalon Drive
Jackson Street	South limit of Major Mackenzie Drive to the north limit of Church Street
Jacob Keefer Parkway	West limit of Basaltic Road to the south limit of Rutherford Road
James Street	North limit of Woodbridge Avenue to the south limit of William Street
Jardin Drive	East limit of Southview Drive to the east limit of Jardin Drive
Jevlan Drive	North limit of Carlauren Drive to the west limit of Silmar Drive
John Deisman Boulevard	West limit of Tierra Avenue to the west limit of Domingo Street

Jonathan Gate	East limit of Hilda Avenue to the west limit of Winding Lane
Joseph Aaron Boulevard	South limit of Clark Avenue West to the west limit of New Westminster Drive
Judith Avenue	North limit of Chelwood Drive to the south limit of Bayhampton Crescent
Juldan Place	East limit of Vellore Park Avenue to the west limit of Trudeau Drive
Julliard Drive	North limit of Rutherford Road to the east limit of Sweetriver Boulevard
Karen Street	North limit of York Hill Boulevard to the south limit of Winding Lane
Kavala Street	North limit of Petticoat Road to the south limit of Lealinds Road
Killian Road	West limit of Lamar Street/Sterling Crescent to the east limit of Oliver Lane
Killington Avenue	South limit of Moody Drive to the north limit of Moody Drive
Kingsview Drive	North limit of Firenza Road to the south limit of Maria Antonia Road
Kipling Avenue	North limit of Highway 7 to the south limit of Meeting House Road
Knightshade Drive	North limit of Autumn Hill Boulevard to the south limit of Ner Isreal
La Rocca Avenue	East limit of Via Campanile to the west limit of Ampezzo Avenue/Trinitia Avenue
La Rocca Avenue	East limit of Tupper Street to the west limit of Bologna Road
Lady Valentina Avenue	South limit of Via Romano Boulevard to the north limit of Lady Fenyrose Avenue/Sir Modesto Court
Landwood Avenue	North limit of Ten Oaks Boulevard to the south limit of Westolivia trail
Lawford Road	North limit of Major Mackenzie Drive to the south limit of Stanton Avenue
Lebovic Campus Drive	East limit of Thomas Cook Avenue to the west limit of Bathurst Street
Lindbergh Drive	East limit of Lawford Road to the west limit of Trammel Drive
Lio Avenue	East limit of Fontesalva Avenue to the west limit of Monte Carlo Drive
Lodegway Drive	East limit of Ravineview Drive to the west limit of Village Vista Way
Maple Sugar Lane	East limit of Pleasant Ridge Avenue to the west limit of Thornhill Woods Drive
Marc Santi Boulevard	West limit of Bathurst Street to the east limit of Cooks Mill Crescent
Marco Sgotto Avenue	South limit of Napa Valley Avenue to the north limit of Villa Antica Drive
Maria Antonia Road	East limit of Via Campanile to the west limit of Maximillian Street
Markwood Lane	From the north limit of Franklin Avenue to the south limit of Centre Street
Martin Grove Road	South limit of Regina Road/Woodstream Boulevard to 800m south of the south limit of Roysun Road
Martin Grove Road	South limit of Forest Drive to the north limit of Highway 7
Martin Grove Road	East limit of Dolores Crescent/Andy Crescent to the west limit of Castlepoint Drive/Dolores Crescent
Mast Road	North limit of Del Francesco Way to the west limit of Domingo Street
Matthew Drive	North limit of Blue Willow Drive to the east limit of Lavender Place
McNaughton Road	East limit of Cranston Park Avenue to the west limit of Keele Street
Meeting House Road	West limit of Clarence Street to the east limit of Rosebury Lane
Melville Avenue	290 metres north of the north limit of Rutherford Road to the south limit of Avro Road

Melville Avenue	North limit of Roseheath Drive to the west limit of Cranston Park Avenue
Millway Avenue	North limit of Highway 7 to the south limit of Pennsylvania Avenue
Milner Gate	West limit of Bathurst Street to the east limit of Mullen Drive
Mistysugar Trail	East limit of Pleasant Ridge Avenue to the west limit of Thornhill Woods Drive
Montcalm Boulevard	East limit of Fossil Hill Road to the west limit of Tulle Avenue
Monte Carlo Drive	North limit of Napa Valley Avenue to the south limit of Marbella Road/Nina Gate
Monte Carlo Drive	North limit of Lio Avenue/Alanno Way to the south limit of Napa Valley Avenue
Montebello Avenue	West limit of Forest Fountain Drive to the east limit of Amelynn Crescent (west leg)
Morning Star Drive	North limit of Medallion Boulevard to the west limit of Coronation Street/Hollyburn Court
Mullen Drive	East limit of New Westminster Drive to the west limit of Tansley Road
Mullen Drive	South limit of Tansley Road/McMorran Crescent to 75m south of the south limit of Troyer Court
Murray Farm Lane	East limit of Boom Road to the north limit of Portsmouth Road
Napa Valley Avenue	North limit of Rutherford Road to the west limit of Forest Fountain Drive
Needle Point Road	North limit of Clover Leaf Street to the south limit of Clover Leaf Street
Ner Isreal Drive	East limit of Bathurst Glen Drive to the west limit of Bathurst Street
Netherford Road	South limit of Major Mackenzie Drive to the north limit of Goodman Crescent
New Westminster Drive	North limit of Centre Street to the west limit of Bathurst Street
New Westminster Drive	South limit of Brownridge Drive to the north limit of Steeles Avenue West
Nickel Gate	East limit of Highway 27 to the west limit of Morning Star Drive
North Rivermede Drive	West limit of Highway 7 to the south limit of Audia Court
Norwood Avenue	East limit of Via Lanciano/Bachman Drive to the west limit of Melville Avenue
Ohr Menachem Way	South limit of Autumn Hill Boulevard to the north limit of Cabernet Road
Oland Drive	South limit of Foxhound Crescent to the north limit of Ashberry Boulevard
Old Jane Street	West limit of Yonge Street to the east limit of Brooke Street
Peak Point Boulevard	South limit of Ravineview Drive to the north limit of Meadow Ridge Court
Peter Rupert Avenue	South limit of Lealinds Road/Freedom trail to the north limit of Maverick Crescent (north leg)
Petticoat Road	West limit of Peter Rupert Avenue to the east limit of Craigvale Street
Pleasant Ridge Avenue	North limit of Langstaff Road to the south limit of Balsamwood Road
Plover Heights	South limit of Comdel Boulevard to the north limit of Hawkview Boulevard
Portsmouth Road	South limit of Murrary Farm Lane to the north limit of America Avenue
Ravineview Drive	East limit of Bestview Circle (east leg) to the north limit of Bottero Drive
Redmond Drive	North limit of Ten Oaks Boulevard to the south limit of Apple Blossom Drive
Regency View Heights	South limit of Seabrooke Court to the east limit of Peak Point Boulevard
Retreat Boulevard	West limit of Cityview Boulevard to the east limit of Aidan Drive/Velia Court

Richler Avenue	East limit of Killington Avenue to the west limit of Barons Street
Rivermede Road	West limit of Highway 7 to the east limit of Ortona Court
Rosedale Heights Drive	From the south limit of Atkinson Avenue to the west limit of Atkinson Avenue
Roytec Road	East limit of Weston Road to the west limit of Jevlan Drive
Russet Way	West limit of Ansley Grove Road to the west limit of Williamsburg Lane
Sand Valley Street	East limit of Peter Rupert Avenue to the west limit of Cherry Bush Road
Sandwood Drive	South limit of Apple Blossom Drive to the north limit of Auburndale Drive
Santa Barbara Place	South limit of Velmar Drive to the north limit of Columbus Avenue
Santa Maria Trail	West limit of Discovery Trail to the east limit of Treasure Road
Secord Avenue	East limit of Killington Avenue to the west limit of Barons Street
Silmar Drive	South limit of Langstaff Road to the north limit of Jevlan Drive/Chrislea Road
Silverado Trail	East limit of Arrowood Crescent to the west limit of Forest Fountain Drive
Sir Sanford Flemming Way	East limit of Grand Trunk Avenue to the west limit of Coupler Drive
Sonoma Boulevard	West limit of Islington Avenue to the east limit of Forest Fountain Drive
Southdown Avenue	North limit of Valley Vista to the south limit of Shale Crescent
Spring Arbour Road	North limit of Ten Oaks Boulevard to the south limit of Westolivia Trail
Springside Road	East limit of Jane Street the west limit of Hawker Road
St. Joan of Arc Avenue	North limit of McNaughton Road to the south limit of Teston Road
Stan Gate	South limit of Langstaff Road to the north limit of Belview Avenue
Stanton Avenue	East limit of Ironside Drive to the west limit of Allenby Street
Stark Crescent	West limit of Vellore Park Avenue to the north limit of Shelbourne Drive
Starling Boulevard	North limit of Ashberry Bulevard to the south limit of Teal Crescent/Oxbow Court
Summeridge Drive	East limit of Loire Valley Avenue to the west limit of Bathurst Street
Sunset Ridge	North limit of Napa Valley Avenue to the south limit of Via Carmine Avenue
Sunset Ridge	West limit of Islington Avenue to the east limit of Ginger Grove
Sweetriver Boulevard	South limit of Auto Vaughan Drive to the north limit Camino Drive/Casabel Drive
Tacc Trail	South limit of Foxhound Crescent to the north limit of Ashberry Boulevard
Tall Grass Trail	South limit of Pine York Avenue to the north limit of Muzzo Court
Tansley Road	East limit of Millcroft Way to the west limit of Mullen Drive
Ten Oaks Boulevard	East limit of Freemont Street to the west limit of Dufferin Street
Terecar Drive	North limit of Langstaff Road to the south limit of Westcreek Drive/Creditview Road
Terra Road	South limit of Pine York Avenue to the north limit of Guery Crescent
Thomas Cook Avenue	North limit of Arianna Crescent/Golden Trail (south leg) the the south limit of Chaiwood Court
Thornhill Woods Drive	North limit of Elmway Court to the south limit of Autumn Hill Boulevard

Timber Lane	West limit of Tall Grass Trail to the east limit of Thistleridge Drive
Townsgate Drive	East limit of Bathurst Street to the west limit of Emerald Lane
Treasure Road	North limit of Ferdinand Avenue to the south limit of Santa Maria Trail
Trudeau Drive	North limit of Retreat Boulevard to the south limit of Venice Gate Drive
Valeria Boulevard	East limit of Santa Barbara Place to the west limit of Conti Crescent
Valley Vista Drive	East limit of Big Rock Drive/Chaya Sara Gardens to the west limit of Bathurst Street
Vaughan Mills Road	North limit of Lois Drive to the south limit of Rutherford Road
Velamar Drive	West limit of Woolacott Road to the east limit of Blackburn Boulevard
Vellore Park Avenue	North limit of Lormel Gate to the north limit of Highmark Drive
Vellore Woods Boulevard	North limit of Hawkview Boulevard to the south limit of Thicket Trail
Venice Gate Drive	East limit of Vellore Park Avenue to the west limit of Summit Drive
Via Campanile	North limit of Saint Francis Avenue to the south limit of Trinita Avenue
Via Campanile	North limit of Davos Road to the south limit of Ferrazzano Lane/Noce Way
Via Romano Boulevard	North limit of Mower Avenue/Foley Crescent to the south limit of Sir Francesco Street/Lady Veronica Lane
Villa Royale Avenue	East limit of Fossil Hill Road to the west limit of Weston Road
Village Vista Way	East limit of Ravineview Drive to the south limit of Country Drive Lane
Wade Gate	East limit of Brownridge Drive to the south limit of Brownridge Drive
Wallace Street	South limit of Woodbridge Avenue to the north limit of Highway 7
Wardlaw Place	East limit of Lawford Road to the west limit of Trammel Drive
Waymar Heights Boulevard	North limit of Davidson Drive to the south limit of Gamble Street
Westcreek Drive	South limit of Crestmount Boulevard to the west limit of Terecar Drive
Westmount Boulevard	East limit of Worth Boulevard to the west limit of Bathurst Street
Winding Lane	North limit of York Hill Boulevard to the west limit of Joshua Court
Winges Road	East limit of Whitmore Road to the north limit of Rowntree Dairy Road
Woburn Drive	East limit of Clarence Street to the west limit of Crofters Road
Woodbridge Avenue	East limit of Martin Grove Road to the west limit of Islington Avenue
Worth Boulevard	North limit of Beverley Glen Boulevard to the west limit of Westmount Boulevard
Worth Boulevard	East limit of Hammerstone Crescent to the west limit of Bathurst Street
York Hill Boulevard	South limit of Clark Avenue West to the west limit of Karen Street/Green Bush Crescent
Zahavy Drive	North limit of Chelwood Drive to the south limit of Brownridge Drive

Committee of the Whole (Working Session) Report

DATE: Wednesday, November 29, 2023   **WARD(S):** ALL

TITLE: RETURNING OFFICER'S REPORT 2022 MUNICIPAL ELECTION

FROM:
Wendy Law, Deputy City Manager, Legal and Administrative Services & City Solicitor

ACTION: FOR INFORMATION

Purpose
To report on the planning and execution of the 2022 Municipal Election and recommendations for improvements for future elections in the City of Vaughan.

Report Highlights
- 60% of electors who voted in the 2022 Municipal Election cast their ballot using the internet voting method provided during the Advance Vote.
- There was a 55.93% increase in Advance Vote turnout driven by the implementation of internet voting.
- The attached report contains 18 recommendations for improvements to municipal election planning and delivery.

Recommendation
1. That this report be received for information.

Background
The *Municipal Elections Act, 1996* requires that a regular municipal election shall be conducted every four years on the fourth Monday in October. The 2022 Municipal Election was held on Monday, October 24, 2022. The City Clerk / Returning Officer fixed Advance Voting dates for October 6-20, 2022.

The City Clerk conducts elections accordingly to the principles of the *Municipal Elections Act, 1996*, as confirmed in DiBiase v. Vaughan (City), 2007. These principles include:

a. The secrecy and confidentiality of the voting process is paramount;
b. The election shall be fair and non-biased;
c. The election shall be accessible to the voters;
d. The integrity of the voting process shall be maintained throughout the election;
e. There is to be certainty that the results of the election reflect the votes cast;
f. Voters and candidates shall be treated fairly and consistently; and
g. The proper majority vote governs by ensuring that valid votes are counted, and invalid votes are rejected so far as reasonably possible.

In advance of the 2022 Municipal Election, Elections Vaughan staff undertook a thorough assessment of internet voting as an alternative voting method, keeping in mind the principles on which the election must be conducted. iSecurity and MNP were contracted to assess internet voting security and best practices and a gap analysis respectively. Staff reported on the findings of this assessment at the Committee of the Whole (Working Session) of December 2, 2020.

With Council's preliminary approval for the adoption of internet voting, staff issued a comprehensive RFP with detailed requirements for security of the internet voting system, including over 100 technical requirements. The process ensured that a suitable vendor was able to meet the stringent requirements to the satisfaction of the City Clerk / Returning Officer.

The City Clerk / Returning Officer returned to the Committee of the Whole (Working Session) on December 1, 2021, to report back on the RFP work, risk mitigation strategy and plan for use of internet voting in the 2022 Municipal Election. Based on the information provided and the recommendation of the City Clerk / Returning Officer to proceed, Council approved the use of internet voting as an alternate voting method for the 2022 Municipal Election and gave approval to By-Law 160-2021 to give effect to that decision.

Previous Reports/Authority
Item 1, Report No.56 (2021) Extract - Internet Voting for the 2022 Municipal Election

Analysis and Options
Attachment 1 – 2022 Returning Officer's Report provides a detailed analysis of the planning and execution of the 2022 Municipal Election based on a comprehensive review of documentation, policies, procedures and interviews with key staff,

stakeholders and vendors. A total of 18 recommendations were identified for improvements to be implemented for future municipal elections in the City of Vaughan.

Financial Impact

The costs associated with conducting a municipal election are funded from the Election Reserve.

Broader Regional Impacts/Considerations

There are no regional impacts associated with this report.

Conclusion

The 2022 Municipal Election saw the successful implementation of internet voting for the first time in the City of Vaughan, with over 60% of electors casting their ballot online during the Advance Vote period. Condo voting locations continue to be a significant challenge due to issues with condo management and are a significant use of resources relative to multi-poll voting locations like community centers and schools.

A total of 18 recommendations have been identified to respond to challenges with project management, condo voting locations, Voter Information Letter production and distribution and other key areas of election operations. Elections Vaughan will action each recommendation in advance of the 2026 Municipal Election.

For more information, please contact: Evan Read, Manager, Elections and Special Projects, extension 8241.

Attachment

1. 2022 Returning Officer's Report, Office of the City Clerk, August 18, 2023.

Prepared by

Todd Coles, City Clerk / Returning Officer, extension 8281.
Evan Read, Manager, Elections and Special Projects, extension 8241.
Jenny Sun, Election Project Coordinator, extension 8495.

Approved by

Wendy Law, Deputy City Manager,
Legal and Administrative Services
and City Solicitor

Reviewed by

Nick Spensieri, City Manager

2022
CITY OF VAUGHAN
MUNICIPAL ELECTION

Returning Officer's Report

Version: 2.2
Date: August 18, 2023

Prepared By:
Jenny Sun - CCMP, PMP
Election Project Coordinator

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1 Executive Summary

The 2022 Municipal Election was successfully delivered on Monday October 24, 2022.

The election occurred during the COVID-19 pandemic. The pandemic had a profound impact on how election administrators planned and executed the election:

1. Accelerated the need for alternative voting methods. The City introduced Internet Voting as a safe and secure alternative voting method.

2. Decreased internal staff participation due to COVID-19 concerns. This was the lowest rate of internal staff participation in recent history.

3. Affected projected timelines and costs. Accommodations were required due to health protocols observed by the City. Additional costs were incurred to secure protective equipment and cleaning supplies.

4. Introduced ePoll technology to condos and special voting locations to streamline processes and improve efficiency.

The key change in this election was the introduction of Internet Voting. It was made available for the Advance Vote period only. For 14 consecutive days, 24 hours a day, the online voting platform was available to eligible voters to cast their ballot. Through this method, the City saw its highest Advance Vote turnout in history. 36,642 ballots were cast – equivalent to 60.38% of all votes. It significantly alleviated the pressure on physical locations on Voting Day.

The overall voter turnout was 27.03%, with over 60,000 ballots cast across the City. There was also a 0.14% increase in overall turnout.

The changes made by the City were well received. Over 85% of surveyed residents were very satisfied with Internet Voting and 90% would use it again. There were no discernable differences in the demographics of electors that voted online versus paper.

This report offers 18 recommendations based on feedback collected from staff involved in the election, and an analysis of data and documentation associated with the project. To continue delivering effective, accessible, and secure elections, election administrators should focus on these areas for the next election:

1. Implementation of project management best practices to improve project outcomes.

2. Streamline vendor management processes and strategies for increased accountability.

3. Evaluate the objectives and outcomes of established programs.

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2   Background

The City Clerk has the statutory responsibility to conduct regular elections every four years, as well as by-elections when required. The general election of municipal and school board candidates for the four-year term commencing November 15, 2022, was held on October 24, 2022. Fourteen continuous Advance Vote dates were held via Internet Vote from October 6 to October 20. Pursuant to section 11 of the *Municipal Elections Act, 1996* (the Act) in Ontario the Clerks of local municipalities are responsible for conducting the municipal and school board elections within their municipalities. This includes responsibility for:

1. Preparing for the election;

2. Preparing for and conducting a recount in the election; and

3. Maintaining peace and order in connection with the election.

3   Review Objective and Scope

The review objective was to assess whether the execution of the 2022 Municipal Election was completed in accordance with the plans. It is important to acknowledge that flexibility and contingency are key to the successful delivery of any large-scale project. Lessons learned from variances between plan and execution serve to identify opportunities for future elections and projects of similar scope and complexity.

The scope of this review was limited to February 2021 to June 2023. This period encompasses the 18-months leading up to Voting Day and the 8 months post-election period which has not been reviewed in the past.

The review was conducted between May 2023 and July 2023. There were five primary sources of information that were reviewed:

1. Transcripts from lessons learned interviews;

2. Vendor reports;

3. Internal project documentation;

4. Issue logs from Advance Vote and Voting Day*; and

5. Emails.

Only technical issue logs were available

A few notes on the quality and limitation of data analyzed:

1. Due to the time-lapse between the voting period and the review phase, external staff were not contacted to provide feedback. Therefore, the lessons learned transcripts reflect only the experience of internal staff. As such, it is important to note the potential bias in the feedback provided.

2. Extremely limited internal project documentation and vendor documentation was available for review. The reasons behind this will be discussed in the report.

4   Key Changes for 2022

1. **COVID-19** – Additional accommodations and planning was required due to COVID-19. The impact of the pandemic is covered in this report.

2. **Internet Voting** – The introduction of an alternative voting method allowed eligible residents to vote remotely via internet using computers and mobile devices. This option was piloted during the Advance Vote period only and was also the only voting method available for Advance Vote.

3. **Staff screening** – Applicants were screened through a phone interview prior to continuing through the application process. This practice allowed administrators to better gauge the interest, commitment, and prior election experience of applicants.

4. **ePoll technology deployed to all voting locations**- ePoll notebooks and peripherals were deployed to all voting locations. This technology was extended to condos and special voting locations for the first time and enabled real time access to the electronic Voters' List.

5. **Reduction in condo voting locations** – The total number of standalone condo voting locations was reduced by 3. This reduction is inclusive of the six new towers added since 2018.

5   Impact of COVID-19

The impact of COVID-19 continues to be felt today. The pandemic completely changed the way administrators had to prepare for an election.

5.1   Need for Alternative Voting Methods

Discussions surrounding alternative voting methods (i.e. Internet Voting, voting by phone, mail-in ballots, etc.) were underway long before COVID-19 occurred. However, the onset of the pandemic accelerated the need for a decision and ultimately the implementation of these alternatives. Municipalities across the province scrambled to make decisions on how to make their upcoming elections accessible while complying with health protocols.

The City of Vaughan's Council had conditionally passed a motion for Internet Voting in 2019. The City Clerk was to report back no later than December 2020 with an analysis on the option. In the spring and summer of 2020, the City retained two consulting firms to assess the operational impact and technical security of Internet Voting. By December 2020, Council had passed the motion for Internet Voting as a voting method for the 2022 election. An Internet Vote vendor was secured through an open RFP process and a contract was signed in February 2022.

5.2   Tighter Timelines

Securing an alternative voting method was crucial as public concern for in-person voting during a pandemic remained high. This also meant that implementation had to be immediate – it would affect the current election cycle instead of waiting for the next. Because a final decision to go ahead with Internet Voting was made in late December 2021 the City had less than a year to draft and issue an RFP and select a vendor. The selected vendor as a result, also had tighter timelines to create and test their environment based on the City's specifications.

5.3   Impact on Culture

COVID-19 also impacted the culture of many teams across the City. Throughout much of late 2021 and 2022, the City remained in an alternative work setting. This limitation of staff being physically present at City Hall impacted the early stages of team building for the newly hired core election team. This delay in team bonding created siloed work streams for tasks that would have benefited from collaboration.

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5.4   Additional Supplies and Costs

The market for COVID-19 related supplies was incredibly competitive between 2020 and 2022. The election team had to quickly procure protective gear (masks, face shields and gloves) as well as cleaning supplies (disinfecting wipes and hand sanitizer) in large quantities in a short period of time. These additional supplies came at a premium cost. It also caused added logistical challenges since voting locations are already burdened with significant equipment and supplies.

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6 Fact Sheet

6.1 55.93% Increase in Advance Vote Turnout

A total of 36,642 ballots were cast (60.38% of all votes) during the 2022 Advance Vote period. This was the first time Internet Voting was made available in Vaughan. It is important to note that Internet Voting was only method available during the Advance Vote period. Voting was also made available for 14 consecutive days (24 hours a day). **Table 1** shows the year-by-year comparison for Advance Vote metrics.

Table 1: Advance Vote Metrics

	2010	2014	2018	2022*
Number of Advance Vote Days	9	10	8	14
Number of Advance Vote Locations	8	8	8	Internet Voting
Number of Ballots Cast During Advance Vote	4,658	8,226	9,017	36,642
Advance Vote Turnout	2.65%	4.31%	4.45%	60.38%

Internet Voting introduced as the only Advance Vote method.

6.2 Increase in Overall Voter Turnout

Voter turnout increased very slightly for the first time since 2010. The City saw a 0.14% increase or 6,251 additional ballots cast. The overall trend of low voter engagement continues to be an issue in all elections across all levels of government. The metrics provided in **Table 2** are for information purposes only as administrators cannot control factors influencing voter turnout.

Table 2: Election Metrics

	2010	2014	2018	2022
Number of Eligible Voters	175,470	190,724	202,041	224,507
Number of Candidates	60	60	74	68
Number of Ballots Cast	71,145	57,749	54,434	60,685
Voter Turnout	40.55%	30.28%	26.89%	27.03%
Number of Voting Locations	107	79	118*	104
Number of Tabulators Used	105	107	132	132

Includes four Advance Vote locations not used on Voting Day: Promenade Mall, Dufferin Clark Community Centre, Vaughan Metropolitan Centre and Highway 407.

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6.3   Growth in Eligible Voters

In 2022, City of Vaughan has saw an 11% growth in the number of eligible voters. 22,466 new eligible voters were added to the Voters' List. To accommodate this growth, 14 new polling subdivisions were added.

6.4   Registered Candidates

A total of 68 registered candidates ran for office in the City of Vaughan – the distribution by office is shown on **Table 3**. This number includes any offices which appeared in more than one municipality's ballots such as the York Region District School Board Area 1 Trustee, Conseil Scolaire Catholique MonAvenir Trustee and Conseil Scolaire Viamonde Trustee. Three registered candidates withdrew their application prior to the deadline. There were six fewer registered candidates compared to 2018.

Table 3: Distribution of Registered Candidates by Office

Office	Number of Candidates
Mayor*	9
Local and Regional Councillor	9
Ward 1 Councillor	6
Ward 2 Councillor	6
Ward 3 Councillor	6
Ward 4 Councillor	6
Ward 5 Councillor	2
York Catholic District School Board Area 1 Trustee	3
York Catholic District School Board Area 2 Trustee*	3
York Catholic District School Board Area 3 Trustee	4
York Region District School Board Area 1 Trustee	3
York Region District School Board Area 2 Trustee	2
York Region District School Board Area 3 Trustee	5
Conseil Scolaire Catholique Monavenir	1
Conseil Scolaire Viamonde	3
Total	**68**

Includes withdrawn candidates.

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7   Staffing

7.1   Detailed Observations and Lessons Learned

7.1.1   Decrease in Internal Staff Participation

Less than 30% of all hired staff were internal City employees. This election received 39 fewer internal applications compared to 2018. Throughout the interview process, two primary reasons stood out for low participation.

1. **Lack of management support.** This continues to be an unfortunate trend and the top quoted reason for not taking part in the election. Initially reported in the 2018 Returning Officer's Report to Council, there is little evidence to suggest managers and supervisors across the City have improved their stance on staff participation.

2. **COVID-19.** The potential exposure to COVID-19 was also a top concern mentioned by staff. Although by October 2022, health officials had removed the recommendations for social distancing and masking, staff continued to exercise these practices.

Recommendation 1

Collaborate with the Office of the City Manager to review and develop a sustainable election staffing model which would allow all election positions to be filled by internal staff only.

7.1.2   Screening Applicants Had Limited Success

Following a recommendation from the 2018 Returning Officer's Report to develop a screening process for election officials, a new phone interview/ screening process was implemented. Applicants from the first mass recruitment effort were personally called by a member of the election team. The conversation was to better understand their prior election experience, computer literacy as well gauge commitment and note any special requests. This exercise was helped to better assign individuals to the various roles available.

However, after the first mass recruitment, it became evident that it was too time consuming to continue. Efforts were abandoned with subsequent applications. The new applications were screened based on the responses to the online form.

No data was available to analyze the impact of screening applicants on the phone versus strictly assigning roles based on online responses. Based on the staff attrition data, no significant improvements were seen from prior years.

Recommendation 2

In collaboration with Office of the Chief Human Resources Officer, develop a screening process that is aligned with existing corporate practices.

Recommendation 3

Screening processes should be consistently practiced for maximum impact. Election management should enforce best practices.

8 Training

8.1 Detailed Observations and Lessons Learned

8.1.1 Additional In-Person Training Required

All positions were required to attend in-person training. The duration of these sessions varied by position from one to two hours. The training focused on policy, procedures and using the hardware and software. While the trainers were knowledgeable, all interviewed staff agreed that the given time was inadequate.

Recommendation 4

Separate the training into two learning streams. An eModule stream covering policy and procedures and an in-person session focusing on hands-on workflow.

8.1.2 Insufficient Time Spent on Use Cases

There are multiple use case scenarios on Voting Day from adding an elector to changing attributes such as school board support or residency. Staff were not provided with enough practice cases to familiarize themselves with the correct procedure to make these changes. All scenarios were completed once.

8.1.3 Inaccurate Reference Material

Paper based reference materials were re-introduced in 2022 after the paperless model in 2018 was not embraced by election officials. As part of the material refresh, guides were created for all positions except for the Customer Service Representative. Placemats were also refreshed. Staff reported inconsistencies in the reference material as well as problems with ease of use.

1. Inconsistent procedures. Largely influenced by provincial and federal election material. The processes in both of these elections varies greatly from the processes at the City of Vaughan. These discrepancies caused confusion during training. The errors were not captured during the material review process.

2. Lack of visual references. The guides were primarily written instructions. The lack of visual references to menus, queues, icons, etc. affected the ease of use of the material. Items could not be easily located without reading through heavy text.

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Recommendation 5

Prepare training material prior to the start of an election year. Update based on voting methodology.

Recommendation 6

Establish a review and approval process for all training and external material for distribution.

8.1.4 Limited Internet Voting Reference Material

New material had to be created for the Advance Vote period which featured Internet Voting for the first time. This task fell on the election team to complete as the vendor did not supply reference material. Due to the unfamiliarity of the new voting method, the reference material produced was limited. Although the online voting workflow was very user friendly, staff wanted a quick reference guide to help troubleshoot. Some staff also stated that a visual manual (similar to a printed demo) would have been helpful to walk electors through.

Recommendation 7

Include explicit language listing the training support required from vendors into their contracts.

9 Internet Voting

The City of Vaughan introduced Internet Voting for the first time in 2022. Scytl was awarded the contract to provide the City with a secure online voting platform. This voting method was limited to the Advance Vote period only. During this period, the secure voting website was available 24 hours a day starting October 6 until October 20.

All eligible voters received a voter information letter by mail in late September. The letter included unique login credentials and an information page on how to access the secure voting platform. Users had to manually type the URL and enter their credentials to be granted access to the online ballot. A set of arrows could be clicked to navigate through the ballot before final submission.

## 9.1 Detailed Observations and Lessons Learned

9.1.1 Demographics Consistent with Paper Voting

The demographics of voters that participated in the Advance Vote period via Internet Voting were consistent with those who voted on Voting Day via paper. That is, voters with similar demographics voted via both methods with no statistical outliers to report. There is no statistical evidence to suggest that any demographic was alienated by the introduction of Internet Voting. **Table 4** displays information about the voter turnout statistics by age and voting method separated by Ward. **Figure 1** shows the preferred voting methods by age group.

Table 4: Voter Turnout by Age and Ward

Age Group	Ward 1		Ward 2			Ward 3			Ward 4		Ward 5	
	Internet Voting	In-Person Voting	Internet Voting	In-Person Voting	Proxy	Internet Voting	In-Person Voting	Proxy	Internet Voting	In-Person Voting	Internet Voting	In-Person Voting
18-24	728	355	670	302		599	311		357	119	366	152
25-34	942	412	823	311		719	310		432	145	564	268
35-44	1,115	532	887	388		1,073	565		926	350	592	371
45-54	1,811	1,069	1,653	901		1,848	1,078	1	1,533	706	926	553
55-64	2,148	1,311	1,799	1,051		1,770	1,092		1,021	506	1,720	1,063
65-74	1,047	898	1,200	1,216		1,076	1,206		530	311	2,111	1,345
75-84	503	664	689	1,189	1	515	804		191	159	946	816
85+	185	251	231	404		137	192		33	69	226	296

*Figure 1: Voter Turnout by Age Group and Voting Method*

Voter Turnout by Age Group and Voting Method
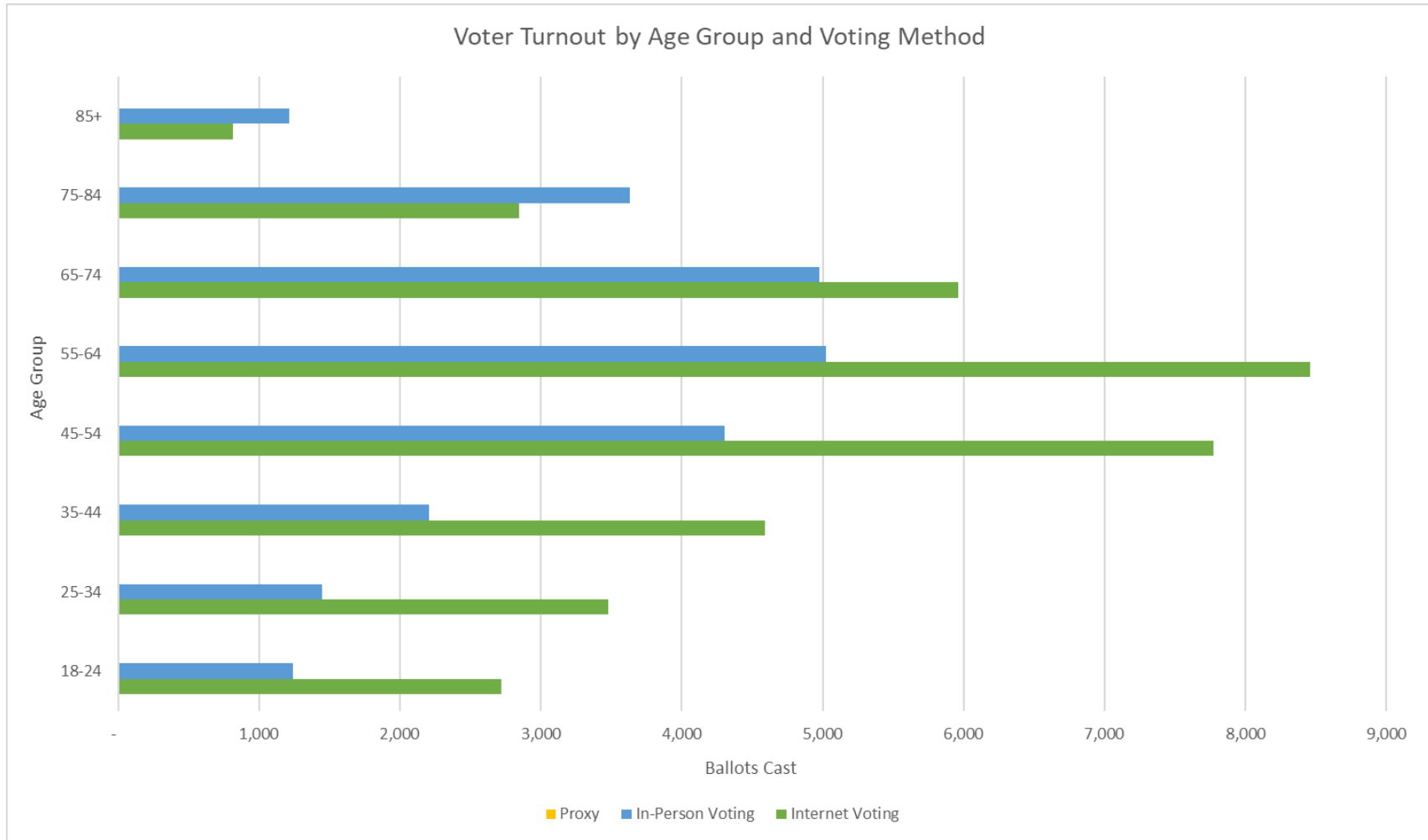
9.1.2 Internet Voting the Preferred Voting Method

Figure 2 displays the voter turnout by method by Ward. Ward 4 showed the most balanced preference between the two voting methods. That is, 53% voted via Internet and 47% via paper. The voting method preference is significantly more skewed (over 65%) towards Internet Voting across the remaining wards. Ward 2 had the highest preference for Internet Voting at 72% of all ballots cast online.

Figure 2: Voter Turnout by Ward and Voting Method
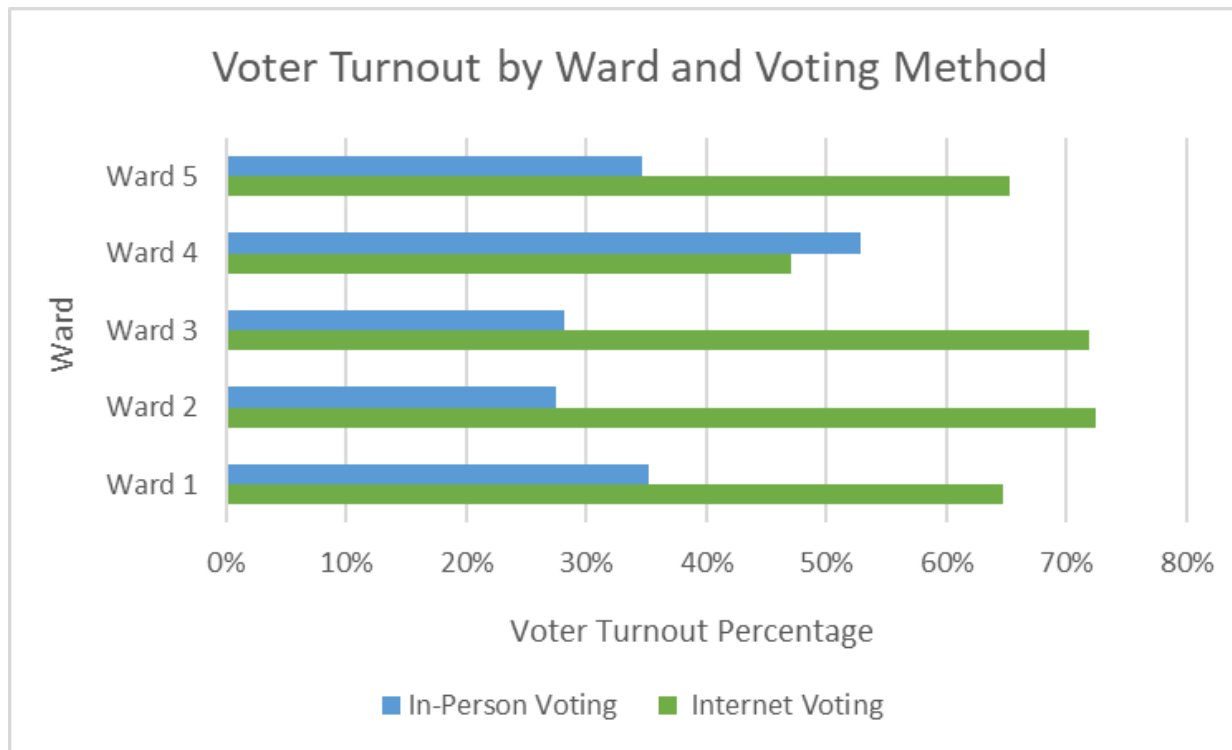
9.1.3   Very Positive Feedback

The City conducted a post-election survey in November 2022 to gather information about the voting experience of residents. Here are some highlights:

- **85%** of respondents agreed or strongly agreed that the online voting platform was easy to use.

- **85%** of respondents agreed that the overall Internet Voting experience was positive.

- **90%** of respondents would use Internet Voting again.

- Only one respondent disagreed with each of the above metrics.

9.1.4   Requests for PIN Reset Lower Than Expected

PIN reset requests were expected to be significant based on the experience of other municipalities. However, only 184 requests were received and processed during the 14-day Advance Vote period. That amounts to 0.5% of all online ballots cast. This discrepancy might be attributed to messaging done by the City reminding residents to safeguard their login credentials. Data also shows that in all but three instances, login was successful after one PIN reset.

The synchronization between the Internet Vote vendor and the Voters' List vendor was key to ensuring successful credential authentication.

9.1.5   Reduced Barriers to Vote

The introduction of internet voting reduced the barriers to vote for various groups.

- **Disabled.** The City's online voting platform was compliant with Web Content Accessibility Guidelines. Individuals with disabilities could perceive, understand, navigate, and interact with the ballot. Voters with vision and hearing were able to cast a ballot independently, providing them with a greater degree of anonymity and equality.

  Access to the ballot via internet also eliminated the need to physically attend a voting location. This further removed barriers for individuals with mobility challenges.

- **Parents with young children.** Internet voting offered the opportunity for parents with young children to vote at their convenience.

For a more comprehensive review on the impact of internet voting on accessibility please refer to the City's 2023-2027 Multi-Year Accessibility Plan.

9.1.6   Physical Internet Voting Locations Increased Accessibility

As part of the City's efforts to improve accessibility, physical internet voting locations were setup across the City during the Advance Vote period. Traffic at these locations were anecdotally consistent throughout the 14 days. Limitations on how these locations were configured in the vendor databases resulted in both types of locations being lumped into one category. As a result, data surrounding usage for each could not be retrieved.

- **Five Voter Assistance Centres (VAC).** Staffed locations offering access to devices and in-person assistance. These locations were staffed by City employees trained to help voters navigate the online voting platform. Voters who were not registered, did not receive login credentials, or needed changes were required to attend one of these locations if they wished to cast their ballot online. The same amendment services were available on Voting Day for paper-based voting. Each ward had one Voter Assistance Centre.

- **Twelve Self-Serve Kiosks.** Secured devices were made available at every single library across the City. These kiosks were not staffed. Voters could only cast a ballot online at these locations (no amendment services). It was targeted towards individuals who do not have access to a secure/trusted device or internet. Individuals who did not have a private space to cast a ballot were also encouraged to use the kiosks.

9.1.7   Duration of Advance Vote Too Long

The 2022 election offered the longest Advance Vote period in City history – 14 straight days with 24-hour availability to cast a ballot. This was the most hours (336) offered by any municipality in Ontario. Both administrators and staff assigned to the Voter Assistance Centres agreed that the duration was too long. This extended voting period created challenges for administrators in terms of staffing the VAC, redistributing hardware, staff availability to prepare for Voting Day and the costs associated with these tasks.

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Recommendation 8

Shorten the Advance Vote period to 8 days or less – regardless of voting method. The selected days should remain consecutive.

10 Project Management

Project management is the application of knowledge and methodology to deliver project objectives within a set of constraints. This includes managing people, resources, and time. The relevant information is well defined in project documentation, created at the beginning of the project, and updated throughout. Multiple knowledge areas exists within project management including the management of scope, time, vendors, and quality.

10.1   Detailed Observations and Lessons Learned

10.1.1 Better Planning to Avoid Scope Creep

Scope creep was a problem for the administrators of the 2022 election. Scope creep occurs when requirements and constraints are poorly defined at the onset of a project. It often occurs due to lack of stakeholder engagement, lack of management or project oversight, and inconsistencies in processes. When reviewing the implementation of the 2022 election, scope creep was observed in every knowledge area. As a result, delays in decision making, frequent requests for additional resources, last minute requests and confusion over task ownership were experienced.

Recommendation 9

Project management best practices should be implemented and overseen by a dedicated and certified project manager.

10.1.2 Project Documentation

One of the biggest areas for improvement coming out of the 2022 election is project documentation. Proper and complete documentation has been proven to improve collaboration, quality, communication, efficiency, in addition to facilitating knowledge transfer and lessons learned. The limited documentation from this project has caused challenges in multiple areas including data collection and review.

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Recommendation 10

Project documentation should be incorporated into key deliverables throughout the project lifecycle.

Recommendation 11

Strictly enforce the transfer of relevant project documents from vendors throughout the project lifecycle.

10.1.3 Vendor Accountability

The administration of an election is complex. The City relies heavily on turnkey vendors to provide key services such as Voters' List management, internet voting platforms and print and mail services. The role of the City is to manage these vendors and hold them accountable for the delivery of their contractual obligations.

It is important to acknowledge the niche market for election services. This constraint puts the City in a precarious position to maintain courteous and professional relationships with these vendors to not jeopardize the delivery of election services.

Opportunities exists to improve vendor compliance, support, and performance.

Recommendation 12

In collaboration with Procurement Services, develop a process to evaluate vendors throughout the project lifecycle.

11 Voting Locations

The following section addresses paper-based locations on Voting Day.

11.1   Detailed Observations and Lessons Learned

11.1.1 Condo Locations

As part of the 2018 Returning Officer's Report, reviewing the long-term sustainability of hosting stand-alone condo voting locations was recommended. Condos have unique challenges for administrators and require additional planning and execution. For 2022, steps were taken to reduce the condo location footprint.

11.1.1.1   ePoll Enabled

34 condo voting locations were hosted on Voting Day. These locations were enabled with ePoll technology allowing for live access to the Voters' List for the first time. Condos were paper-based locations in all prior elections. This change was made to improve the efficiency and accuracy of the Voters' List at these locations.

11.1.1.2   Challenges in Hosting Condo Locations

Condo locations are unique compared to other physical voting locations for a number of reasons. They are private properties that are selected to have standalone voting services on Voting Day for their residents only.

- **Condo Management.** The election team is required to work closely with condo management to secure an event space, facilitate site assessments and the delivery of furniture and equipment. As condos are not legislatively required to participate in this process, some management companies simply ignored or denied the City's requests. This impacts the planning and timelines of the project.

- **High Cost, Low Turnout**. As condo voting locations are accessible only to its residents, the total number of eligible voters is very low. However, they are still required to be equipped and staffed by a minimum of two people – a Deputy Returning Officer (DRO) and Tabulator Deputy Returning Officer (TDRO). In 2022, the average number of voters per condo location was 54. The lowest

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turnout at one location was 9 voters. This pegs the average cost per voter at $24.23 for these locations (based on a two-person staffing model). The average cost per voter at a community-based location is $7.80.

11.1.1.3   *Reduction in Standalone Condo Locations*

Since the last election, 6 new condo towers have been occupied. To improve the efficiency and costs associated with hosting physical voting locations, a number of condo voting subdivisions were reassigned to either a nearby community centre or school or consolidated at the Promenade Mall voting place. Ward 5 was the ward most impacted by this reduction. Minimal negative feedback was received as a result of this change.

Accounting for the 6 new condo towers, a net reduction of three condo voting locations was achieved in 2022.

Recommendation 13

To improve the use of resources, condo voting locations should be eliminated. All impacted voters should be assigned to community-based voting locations.

11.1.2 Lower Wait Times on Voting Day

In prior elections, the final 2 hours in the evening on Voting Day are always hectic and consistently produce long lineups. This was not experienced in this election. There were no reports of long wait times anywhere in the City. This could be largely attributed to the introduction of Internet Voting, as majority of residents opted to vote in advance. As a result, polls were able to close on time, supplies and materials returned to the City in a timely manner and tabulator results made available before 10pm.

11.1.3 Widespread Connectivity Issues

11.1.3.1   *Internet Connectivity*

Internet connectivity issues continue be a problem across voting locations in the City. To combat the challenges observed in 2018, the City implemented a dual SIM card process by two different vendors to improve redundancy. The quality of internet coverage varies greatly by provider across the City. This had some positive impact in locations such as schools and community centres.

An unforeseen issue was the poor connectivity at condos. This election expanded the use of ePoll technology into condos and special voting locations. However, incorrect assumptions were made about the quality of internet available at these locations and therefore not tested as part of the voting location assessment. On Voting Day, majority of the internet connectivity issues (which affected the access to the live Voters' List) were reported from condos. Several locations opened late as a result.

Vendor Connectivity

The City installs a desktop version of the Voters' List in every ePoll notebook. This local application allows for offline access to the Voters' List (updated as of the day of installation). It prevents very large sets of data from being downloaded and installed on Voting Day – potentially slowing down the entire network at a voting location. The database is automatically updated in the background. It uploads and downloads Voter strike-off information as well revisions.

Connectivity issues were experienced twice on Voting Day affecting updates to the Voters' List. The first issue was observed between 9:00am and 10:30am and the second around 6:00pm. In both instances, connectivity to the Voters' List was interrupted due to an issue on the vendor's side. The interruption in the morning was significant – updates to the Voters' List was very slow - some voting locations deemed it unusable. Adding a new elector was impossible as the database connection was severed. The evening interruption resulted in only a slight slowdown of the search functionality. It was an inconvenience but voting locations were able to continue to process voters.

This is the first time since the introduction of ePoll technology (piloted in 2014) that the Voters' List vendor has experienced connectivity issues during any Voting period. All municipalities sharing the same vendor experienced the same issue. No official explanation has been provided by the vendor as to the root cause of the issue.

Recommendation 14

Voting location assessments need to be conducted no later than April in an election year. All potential voting locations should be assessed for the purposes of maintaining a roster.

12 Voter and Candidate Services

12.1 Detailed Observations and Lessons Learned

12.1.1 High Uptake of Online Voter Services (OVS)

Online Voter Services (OVS) is a range of tools available to residents to verify their voting status and add themselves to the Voters' List. The service is first offered by the Municipal Property Assessment Corporation (MPAC) from March to May of an election year. The City provides a direct link to their Voter lookup tool and any updates are made directly into the MPAC database. By June/July, the DataFix Voter Lookup replaces MPAC as the primary OVS provider. The City embeds the Lookup tool onto its election webpage. Resident queries are made directly into the Voters' List that the City received from MPAC and will use for the Voting period.

During the 2022 election, the DataFix Voter Lookup tool received 2,773 unique queries. These are searches by residents to verify if they're currently listed on the City's Voters' List. 1,414 voter registration requests were also received through OVS.

12.1.2 Challenges with Voter Information Letters

The design and printing of the Voter Information Letters (VILs) are part of the turnkey service provided by the Internet Voting vendor. The task was outsourced to a vendor who specializes in production and mailing of documents including VILs. The City worked directly with the vendor to finalize the VILs. This year, the VILs had online voting credentials as well as information regarding physical voting locations for Voting Day. While no issues were reported with the online voting credentials, numerous subdivisions in Ward 1 received VILs with misprinted information. This error caused a lot of confusion on Voting Day resulting in an overwhelming number of voters attending the Cortellucci Vaughan Hospital special voting location by mistake.

Recommendation 15

All configurations and database setups should be reviewed for accuracy by at least one other administrator.

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13 Contribution Rebate Program

The Contribution Rebate Program dates back to 2010. It was established as means to encourage financial contributions to candidates to spur greater elector involvement and better campaigns. The assumption was that this would drive higher elector participation and thus voter turnout. This is the fourth election cycle with the Contribution Rebate Program but the first time it's being reported as part of the Returning Officer's Report.

13.1   Detailed Observations and Lessons Learned

13.1.1 No Statistical Relationship Between Contributions and Voter Turnout

Table 5 shows the total amounts paid in contribution rebates versus the voter turnout for that election year starting 2014. Based on this data, there is no statistical relationship between the metrics. That is, a higher number of rebates did not result in higher voter turnout. From 2014 to 2018, the contribution rebate amount increased by 54.68% but voter turnout declined by 3.39%. Similarly, the contribution rebate paid decreased in 2022 from 2018 by almost 50% but there was a voter turnout increase of 0.14%.

Table 5: Contribution Rebates Issued vs Voter Turnout

Year	Total Contribution Rebates Issued	Voter Turnout
2014	$48,615	30.28%
2018	$75,199	26.89%
2022	$38,018	27.03%

13.1.2 Opportunities to Increase Public Awareness

Most inquiries received by the election team post-election concern the Contribution Rebate Program. These inquiries start as early as the day after Voting Day and continue well into the summer of the following year when the cheques are issued. There is a lack of understanding about eligibility, the application process, and the timelines. The responsibility to correctly inform contributing residents falls onto candidates. However, as the administrators of the Program, residents always contact the City for information first. There is a clear misalignment on who is responsible for informing residents.

Recommendation 16

Include information about the Contribution Rebate Program in post-election email reminders to all candidates.

Recommendation 17

Update the Contribution Rebate package to include the City's election webpage URL for up-to-date information regarding eligibility and timelines.

Recommendation 18

Evaluate the feasibility of developing an online form to allow residents to submit their applications electronically. This form should also have the function to retrieve application status.

Committee of the Whole (Working Session) Report

DATE: Wednesday, November 29, 2023   **WARD(S):** ALL

TITLE: ELECTIONS VAUGHAN ROADMAP 2030

FROM:
Wendy Law, Deputy City Manager, Legal and Administrative Services & City Solicitor

ACTION: DECISION

Purpose
To detail the long-term plan for the delivery of municipal elections in the City of Vaughan through the 2030 Municipal Election, including the permanent use of internet voting as a voting method in conjunction with the traditional paper-ballot and tabulator voting method.

Report Highlights

- 60% of Vaughan electors who cast a ballot in the 2022 Municipal Election did so by internet voting during the Advance Vote period.
- More than 50% of Ontario municipalities now use internet voting, as does the province of Nova Scotia and the Northwest Territories
- Voting by paper ballot and tabulator will be retained for future elections to provide voters with a range of options to participate in the vote.

Recommendations

1. That Council authorize internet voting as an alternate voting method for elections in the City of Vaughan; and
2. That the City Clerk report to a future Committee of the Whole, prior to the next election, on alternatives for internet voter verification.

Background

In December 2021, Council authorized internet voting for the 2022 Municipal Election. This election was the first use of internet voting in the City of Vaughan and followed a detailed analysis of internet voting by Elections Vaughan, including consultant work by MNP on an environmental scan and gap analysis, and iSecurity on internet voting security and risk mitigation and management. Internet voting was made available during the Advance Vote period only, which was conducted over 15 consecutive days from October 6 to 20, 2022. 60% of electors who cast a ballot in the 2022 Municipal Election did so using the online option during the Advance Vote, with only 40% of electors opting for paper ballots and tabulators on Voting Day, October 24, 2022.

Internet voting as a voting method has seen widespread adoption by municipalities in Ontario and Nova Scotia and is being introduced by Elections Nova Scotia and Elections Northwest Territories for their upcoming provincial and territorial elections. As a voting method, internet voting provides electors with greater accessibility and flexibility in their participation in local democracy. Voters can cast a ballot from home, while on vacation, away on business or studying at university or college outside of Vaughan. Internet voting systems support a range of modern accessibility devices and software programs already in use by voters to accommodate user-needs. Internet voting vendors and Elections Vaughan staff monitor the system while in use to ensure the system remains operational and secure throughout the voting period.

Working closely with Corporate and Strategic Communications, a comprehensive communications plan was delivered for the 2022 Municipal Election which educated and informed voters not only about the election in general, but about the new internet voting method. The City Clerk / Returning Officer participated in a series of radio and television interviews to speak to the new voting method during the election. The communications tactics included educating voters about prohibited activities and penalties for violating them, particularly in relation to online voting, which by its nature is an unsupervised voting method.

Analysis of data from the 2022 Municipal Election and contained in the 2022 Returning Officer's Report indicates that the age and ward of the voter did not substantially determine whether an elector opted for the online or paper-ballot voting methods. 89.76% of electors participating in the post-election survey in November 2022 indicated that they would use the online option again if it was made available to them.

Previous Reports/Authority

INTERNET VOTING FOR THE 2022 MUNICIPAL ELECTION

Analysis and Options

<u>Statutory Responsibilities</u>

Section 11(1) of the *Municipal Elections Act, 1996* (MEA) identifies that the clerk of the municipality is responsible for conducting elections within the municipality. The City Clerk has statutory and independent authority over areas including, but not limited to:

- Dates, times and locations for Advance Vote;
- Voting Day locations, earlier opening times for select locations and reduced hours for institutional voting places;
- Preparation of forms and procedures not otherwise prescribed;
- Procedures for alternate voting methods including internet and tabulators; and
- Recruitment, training and appointment of election officials.

The MEA identifies the following authority and decision-making responsibilities to Council:

- Submit to electors a by-law or question on the ballot;
- Authorizing notices, forms and other information under the MEA to be provided in languages other than English;
- Authorizing the use of voting and vote-counting equipment such as voting machines, voting recorders or optical scanning vote tabulators;
- Authorizing alternate voting methods such as internet voting, vote by mail or by telephone, that does not require electors to attend a voting place in order to vote;
- Establish a compliance audit committee prior to October 1 of an election year;
- Pass a resolution requiring a recount; and
- Adopt a policy with respect to circumstances requiring a recount.

<u>Election Principles</u>

The City Clerk in their capacity as Returning Officer is required to conduct an election in accordance with the principles of the MEA, established in DiBiase v. Vaughan (City) in 2007. These core principles include:

a. The secrecy and confidentiality of the voting process is paramount;
b. The election shall be fair and non-biased;
c. The election shall be accessible to the voters;
d. The integrity of the voting process shall be maintained throughout the election;
e. There is to be certainty that the results of the election reflect the votes cast;
f. Voters and candidates shall be treated fairly and consistently; and
g. The proper majority vote governs by ensuring that valid votes are counted, and invalid votes are rejected so far as reasonably possible.

Internet voting ensures confidentiality of the vote as electronic ballots completed and submitted by electors are encrypted to protect them from being viewed by others. Ballots cast online cannot be viewed by election officials or service providers and results reporting requires authentication and approval by more than senior election official to maintain confidentiality and fairness until the close of voting.

Internet voting also provides greater accessibility to voters by allowing them to vote when and where it is convenient. Online voting systems support personal accessibility software and assistive devices ensuring voters can participate in an environment that is suitable to their needs and using the tools with which they are familiar and rely on.

Harnessing Technology
Elections Vaughan has made effective use of emerging technologies to enhance the election experience and build efficiencies into the electoral process for voters, candidates and administrators. Some of these include an electronic voters list, ePollbooks for live voter's list revisions at a voting place, candidate access portal for sharing of forms, materials and the candidate's piece of the voter's list with real-time data, optical scan vote tabulators and most recently, internet voting.

The 2022 Municipal Election saw the introduction of internet voting in Vaughan and was positively received (87.39% of survey respondents said their experience voting online was positive) and utilized by 60% of electors at the first opportunity to make use of it. Based on the positive response to internet voting by electors and successful implementation, Elections Vaughan seeks to make internet voting a permanent element of elections while retaining the paper-ballot and tabulator option voters have long been familiar with.

Internet Voter Verification
Internet voting in the 2022 Municipal Election employed two-factor authentication security in the form of a Personal Identification Number and a "secret" known to the voter, being their date of birth. The PIN was provided to voters on the voters' list through their voter notification card, while MPAC had the voters' date of birth on record to be used by the internet voting system to confirm identity. The internet voting system required both pieces of information to be correctly entered before allowing the online voting process to proceed.

Alternative internet voter verification could be reviewed in advance of the use of internet voting in future elections. This process could potentially require that voters register in advance to receive a PIN by providing qualifying identification.

At this time there is limited information around this type of internet voter verification, as other Ontario municipalities have employed the same process that Vaughan used in 2022. A new verification process would need to be considered as it may have impacts on the overall use of internet voting, accessibility, privacy, and convenience. Staff will review the technology and logistics in implementation as part of the next election planning and report back to council.

<u>Internet Voting Security</u>
Internet voting remains a secure and accessible option for voters. Elections Vaughan has previously identified risk mitigation strategies that were effectively implemented during the 2022 Municipal Election and would be continued and enhanced for future elections:

Risks	Mitigations
Unprotected/infected endpoint computers	• Encourage voters who don't feel comfortable voting with personal devices to attend a Voter Assist Centre • Devices in these locations would be scanned for malware and have anti-malware software installed
Vulnerability in voting application/infrastructure	• Extensive testing of voting solution prior to implementation and rollout
Online support issues	• Expand support services to include more trained staff • Secure vendor resources to provide live support
Unexpectedly high voter turnout	• Load test voting solution at maximum capacity • Mitigate performance issues flagged during testing
High system utilization for vote encryption	• Monitoring of voting solution throughout the day (at different peaks)
Improperly designed infrastructure	• Have vendor and vendor resources on standby ready to triage if necessary
Voters with limited access to digital services	• Offer Voter Assist Centres with devices connected to the internet free of charge • Offer non-electronic voting alternatives
Voters not technically inclined and required to vote online	
Coercion or vote buying	• Educate voters on their rights • Encourage voters who don't feel comfortable voting on personal devices to use a Voter Assist Centre • Monitor voting application for suspicious activities such as a high number of failed logins

Municipal Voters' List Transition and Improvements
Responsibility for the municipal voters' list will be assumed by Elections Ontario on January 1st, 2024. At that time, Elections Vaughan will have real-time access to the list of eligible municipal electors on an ongoing basis, to facilitate more routine and active updates to the list. Elections Vaughan staff have been involved in Elections Ontario's development of the new municipal voters list administration platform and requirements.

The new Elections Ontario administered list will feature a high frequency of data integration from sources including Elections Canada, the Ontario Ministry of Transportation and the Municipal Property Assessment Corporation, which will ensure a high quality of elector data to ensure Elections Vaughan staff have the most accurate and up-to-date voters' list when it is required to administer an election.

Managing Resources Effectively
The permanent adoption of internet voting, paired with paper-ballot and tabulator voting will allow Elections Vaughan to more efficiently and effectively manage resources for future elections. This includes in-person voting locations, election workers and supplies and materials for conducting an election.

The sizeable shift from voting in-person to voting online allows for changes to the scale and types of facilities and spaces used as voting places. Condominiums in particular have proven to be a particularly problematic voting location. Condo management have often been unresponsive when contacted to arrange a location. The spaces provided have sometimes been unsuitable. A lack of communication between condo management and building security has resulted in election workers being barred from entry on Voting Day. Condos are also a substantially more expensive operation relative to multi-poll voting places open to a broader number of electors. On average, a condo voting place costs $24.23 per elector, versus a community centre or school where the cost is only $7.80 per elector. Condo voting location would be abolished in future elections, with electors residing at condos directed to the nearest multi-poll voting place.

In 2014 and 2018 the York Region District School Board and York Catholic District School Board identified the date of the municipal election as a PA Day. This ensured greater access to schools and the ability to engage high school students in volunteer roles in support of the election. After years of positive engagement, the school boards chose not to make Voting Day in 2022 a PA Day, creating greater challenges for election planning and use of their facilities, including limiting options for the space provided to Elections Vaughan. As the only York Region municipality still relying on schools in large number, the transition to online voting presents an opportunity to reduce the number of school-based voting places and relying more on City of Vaughan

facilities to prevent challenges should municipal voting day not be declared a PA Day in future.

With substantially fewer voters casting a ballot in-person, the situation presents an opportunity to transition from assigned voting locations on Voting Day, to a vote-anywhere-in-your-ward model. This would provide voters with greater flexibility to attend the voting place that is most convenient for them on Voting Day. Electronic voters' list management supports the ability to manage voters who reside in another part of the same ward.

Financial Impact

All costs associated with conducting a municipal election or by-election are funded by the Election Reserve.

Operational Impact

Under the direction of the City Clerk / Returning Officer, Elections Vaughan works with multiple internal departments to organize and conduct municipal elections, by-elections and referenda. Coordination with other portfolios and departments is undertaken to ensure the appropriate and necessary allocation of resources to deliver elections successfully.

The implementation of internet voting as a permanent voting method will provide voters with a user-friendly and accessible remote voting option that also allows for participation by voters travelling or studying outside the municipality. The use of internet voting also reduces the staffing, logistics and technology needs and demands on election operations and to city departments supporting the election.

Broader Regional Impacts/Considerations

Elections Vaughan works closely with other York Region municipalities to coordinate and deliver local elections. Elections Vaughan is responsible for conducting school board elections for English public, English separate, French public and French separate school boards.

Conclusion

Elections Vaughan has successfully innovated on each successive election it has undertaken, utilizing new technologies to help make the process of voting more accessible, efficient, reliable and secure. The successful introduction of internet voting in the 2022 Municipal Election saw a large initial uptake in electors choosing to cast a ballot online instead of the more traditional method of paper ballots and tabulators.

Elections Vaughan recognizes the importance of providing electors with choices that allow them to vote where and when it is convenient, while ensuring that the secrecy of their vote is maintained and that the voting method is secure.

With Council's support, the 2026 and 2030 Municipal Elections would continue the use of internet voting, while maintaining the option to vote by paper ballot and tabulator. The permanent adoption of internet voting in Vaughan would not only provide electors with more choice for casting a ballot, but it would reduce the significant requirements for physical voting places, supplies and materials, and election workers. Elections Vaughan will continue to work with Corporate and Strategic Communications to educate and inform the public about their options at an election, and the importance of local democracy and their role in it.

For more information, please contact: Evan Read, Manager, Elections and Special Projects, ext.8241.

Attachments

N/A

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