



**City of Kingston
Report to Council
Report Number 25-008**

To: Mayor and Members of Council
From: Brad Joyce, Commissioner, Infrastructure, Transportation & Emergency Services
Resource Staff: Ian Semple, Director, Transportation & Transit
Date of Meeting: January 14, 2025
Subject: Central Core Neighbourhood Area Speed Limits

Council Strategic Plan Alignment:

Theme: 3. Build an Active and Connected Community

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

Executive Summary:

This report presents a recommended approach for implementing reduced speed limits within Kingston's central core, as directed by Council in [Report Number 24-058](#). The proposed changes include setting a 40 km/h speed limit across all roads within the central core, with additional reductions to 30 km/h along school frontages. The city's central core includes Queen's University and the downtown BIA, which both contribute to the area having the highest pedestrian activity in the city. These adjustments aim to improve safety for all road users while addressing the unique conditions of this area, which includes a mix of local, collector, and arterial roads.

Outside of the city's central core, neighbourhood area speed limits have been applied only to roads classified as collectors and locals, with arterial roads forming the boundary of the area. However, the central core presents unique challenges where arterial and collector roads directly intersect with many local roads in a grid. To address this, staff engaged Dillon Consulting Limited to conduct a background review (included as Exhibit B) of other cities with similar road networks that have implemented neighbourhood area speed limits.

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Based on this review, staff are recommending establishing a uniform 40 km/h speed limit across the entire central core. This approach simplifies implementation, ensures consistent expectations for drivers, and significantly reduces the signage required compared to individual gateway zones for each neighbourhood. It aligns with best practices observed in comparable cities and addresses the specific needs of Kingston's central core.

While reducing speed limits supports improved safety through lower operating speeds, potential challenges related to compliance are acknowledged due to the variability in roadway design. To mitigate these concerns, supplementary measures will be utilized such as speed limit reminder signs, signal timing adjustments, and incorporating traffic calming features as part of future road redesigns. This approach complements ongoing safety improvements in school areas and neighbourhoods as part of the City's School Area Road Safety Improvements Project.

Recommendation:

That Council direct staff to implement a single Neighbourhood Area Speed Limit to all roads bounded by Sir John A. Macdonald Boulevard, Bath Road/Concession Street/Stephen Street/Montreal Street north of Stephen Street/Belle Park Drive, the Great Cataraqui River, and Lake Ontario, reducing the Area Speed Limit to 40 km/h; and

That a by-law be presented to amend By-Law Number 2003-209, being "A By-Law to Regulate Traffic", as amended, as per Exhibit C to Report Number 25-008 to implement this recommendation.

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Authorizing Signatures:

p.p

ORIGINAL SIGNED BY COMMISSIONER

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

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

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

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Options/Discussion:

As part of the City's [Strategic Priorities 2023-2026 Implementation Plan](#), Council set a priority to identify strategies to improve road safety and continue to implement the [Road Safety Plan](#). Included in this priority was direction from Council to review all neighbourhood speed limits by Q4 2026.

In April 2024, Council adopted the following recommendations presented in [Report Number 24-058](#), Neighbourhood Area Speed Limit Reductions:

That the Director of Transportation & Transit or their designate be granted the authority to submit, for all three readings, such by-laws necessary to amend By-law Number 2003-209, A By-Law To Regulate Traffic, to establish Designated Areas, prescribe Area Speed Limits and any necessary changes related to prescribing Area Speed Limits, and to prescribe lower rates of maximum speed that apply to highways or parts of highways under the jurisdiction of the City of Kingston, including placement on the Council Agenda without requiring in each instance an accompanying report to Council; and

That a by-law be presented for all three readings to amend By-law Number 2016-189, "A By-law to Consolidate the Delegation of Powers and Duties", as amended, as per Exhibit C attached to Report Number 24-058.

Staff noted in the above report that a large area in the city's central core comprised of six different neighbourhoods had been identified for further study and would be presented in a report for Council's consideration ahead of implementation. This area has several higher volume urban roads bisecting local roads in a grid manner. Staff recommended that an approach specific to the area should be developed that recognized the high pedestrian activity in the area, the quantity of signage that may be required, and the current design of arterial and collector roads in the area.

Background

In November 2023, Infrastructure Canada announced that the City of Kingston was successful in receiving \$240,000 for a project to improve school area road safety in neighbourhoods across Kingston over a three-year period. The grant funding, received through the Active Transportation Fund (ATF), was contingent on the City contributing \$160,000 in funds as part of this work. Within the scope of the ATF grant was a project to reduce speed limits in school areas.

In April 2024, an area speed limit implementation plan was proposed and adopted in [Report Number 24-058](#), Neighbourhood Area Speed Limit Reductions. The implementation plan was divided into the following three phases:

- Phase 1 (Spring 2024 to end of 2025): Area Speed Limits in Neighbourhoods with Schools

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- Phase 2 (2026): Area Speed Limits in Urban Neighbourhood Areas without Schools + Additional Traffic Calming Measures
- Phase 3 (2027+): Broader Review of Speed Limits along Local Roads in Small Residential Areas

The implementation of Phase 1 is currently underway. As of the writing of this report, area speed limits have been implemented in 10 neighbourhoods with schools and will continue to be implemented in the remaining 15 neighbourhoods with schools over the next year. Using the neighbourhood area speed limit approach, gateway signage has been installed to establish entire neighbourhood areas to a uniform speed limit of 40 km/h, with further speed limit reductions to 30 km/h directly in front of schools along local roads where vulnerable pedestrian activity is highest.

Six neighbourhoods comprise the city's central core area in the context of this report. The area is bounded by Bath Road / Concession Street / Stephen Street / Montreal Street north of Stephen Street / Belle Park Drive to the north, Sir John A. Macdonald Boulevard to the west, the Great Cataraqui River and Lake Ontario to the east, and Lake Ontario to the south, as shown in Exhibit A. The six neighbourhoods are intertwined within a gridded area consisting of one-way and two-way local, collector, and arterial roads. Given the complexity of the six neighbourhood areas with the city's central core area, further investigation was deemed necessary to determine the optimal approach to applying a neighbourhood area speed limit.

Staff recruited Dillon Consulting Limited to carry out a comprehensive study. The study involved conducting a review of other municipalities, analyzing the central core road network and its features, and providing a recommended approach that prioritizes road safety, optimizes signage utility, and minimizes the complexity of vehicles travelling through designated speed limit areas. The memo, Reduced Speed Limit Area Background Review, is included as Exhibit B.

The memo reviews five cities in North America (Ottawa, Toronto, Hamilton, Guelph, and Saint Paul) with neighbourhood grid networks similar to Kingston in which local and arterial roads intersect. Table 1 below summarizes the neighbourhood area speed limit approaches taken by the five reviewed cities and additional treatments that complemented the cities' various implementations.

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Table 1: Summary of Central Core Area Speed Limit Review

City	Central Core Neighbourhood Area Speed Limit Examples	Additional Treatments
Ottawa, Canada	<p>Golden Triangle: 40 km/h as a single neighbourhood area including an arterial road</p> <p>The Glebe: 40 km/h on arterial roads and 30 km/h on local roads</p>	<p>Raised intersections</p> <p>Narrowed lanes (4-lane to 2-lane)</p>
Toronto, Canada	<p>Implemented city-wide with arterial roadways set to 50 km/h from 60km/h, collector roadways set to 40 km/h from 50 km/h, and local roads set to 30 km/h or 40 km/h from 50 km/h.</p> <p>Exceptions to road sections adjacent to Highway 401, within industrial areas, with specific roadway designs. However, exceptions were ignored if the road was near a school, had no sidewalks, or had a history of speed-related collisions</p>	<p>Increased speed limit signage</p>
Hamilton, Canada	<p>Main Street: 40 km/h on local roads connecting from one-way 50 km/h arterial roads</p>	<p>Increased speed limit signage</p>
Guelph, Canada	<p>Central Core: reduced all roads to 40 km/h, including collector and arterial roads</p>	<p>Reduced speed limit signage</p> <p>Linked to multi-modal needs and infrastructure</p>
Saint Paul, United States	<p>City-wide: reduced all roads to 20 mph (equivalent to 32 km/h) with signage at all entrances to the city</p>	<p>Reduced speed limit signage</p> <p>Community lawn signs, stickers, and a public awareness video</p>

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While approaches vary based on the context of each comparable example, collectively they emphasize the importance of continuity and consistency of lowered speed limits within these areas.

Analysis

Two general options were carried forward for consideration:

1. Gateway signage for individual neighbourhoods bordered by arterial roads, resulting in twelve distinct 40 km/h gateway zones needing to be established, with the option to maintain arterial roads at the unposted de facto speed limit of 50 km/h.
2. One large 40 km/h gateway zone encompassing the entirety of the study area, inclusive of arterial roads.

In both scenarios, school frontages along local roads within the central core area would be reduced further to 30 km/h, which is consistent with the policy approach that has been taken city-wide.

A review of these options was conducted based on the practices compiled from other municipalities, along with a number of factors specific to Kingston, including:

1. **Safety:** Accounting for the high volumes and share of pedestrians and cyclists along all roads in the area, particularly in the downtown core and Queen's University campus areas;
2. **Consistency:** Providing consistent expectations for drivers to be operating at a reduced speed in the central core area, with consideration for the number of bisecting arterial roadways; and
3. **Operational impacts:** Mitigating the amount of signage required to be installed, including considerations of the requirements of the Highway Traffic Act to install signage on all bisecting roads on either side of bordering roads.

Regarding safety, Option 2 most closely aligns with Council's strategic priorities and the City's Road Safety Plan. Operating speeds of vehicles play a critical role in the overall safety of the road network. The probability of a fatal outcome for a pedestrian involved in a collision significantly increases at operating speeds of 50 km/h compared to operating speeds of 40 km/h. Option 2 also better supports consistency and comprehension for drivers as it mitigates the concern of entering and leaving successive small neighbourhood areas. The operational impacts are considerably larger for Option 1, which involves the installation of approximately 225 pairs of signs (450 total), compared to 50 (100 total) for Option 2.

Based on the jurisdictional review completed and the factors above considered, it is recommended that Option 2 be implemented, whereby the speed limit for all roads within the central core area of Kingston be reduced from 50 km/h to 40 km/h via the establishment of one consistent area speed limit.

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While there are several benefits associated with reducing speed limits in this way, it is also important to highlight that a significant reduction in operating speeds typically requires interventions across enforcement, education, and engineering measures. The area speed limit changes are proposed to be an additional road safety tool alongside the City's other road safety programs, including automated speed enforcement, traffic calming measures, pedestrian crossings, school area safety education, and cycling infrastructure projects to further support and improve the safety of all road users.

It is anticipated that future opportunities for road redesign projects in this area will be aligned and designed to support the lower posted speed limits, including the planned re-design of Princess Street in Williamsville. Where active work is not planned in the short term, it is expected that compliance concerns could increase when the area speed limit is implemented, especially considering the variations of roadway designs within the central core area. Further measures can be implemented in the interim, such as signal timing adjustments and driver feedback signs, where applicable. As a supplementary measure, it is recommended that area speed limit reminder signs, spaced between 500 and 900 metres apart, be installed along arterial roads to reinforce the lower speeds.

As proposed, the area speed limit would apply to all roads within the boundaries of Bath Road/Concession Street/Stephen Street/Montreal Street north of Stephen Street/Belle Park Drive to the north, Sir John A. Macdonald Boulevard to the west, and Lake Ontario and the Great Cataraqui River to the south and east. The western and northern roadways, Sir John A. Macdonald Boulevard and Bath Road/Concession Street/Stephen Street/Montreal Street north of Stephen Street/Belle Park Drive would form the boundary and would not be included in the area speed limit reduction. The roadways that fall along the southern and eastern edge of the city's core, King Street to the south and King Street/Ontario Street/Wellington Street/Rideau Street to the east, would be part of the neighbourhood area and thus, be included in the area speed limit.

Communication Plan

A variety of methods will be considered to inform residents about the city core neighbourhood area speed limit changes as part of the project area speed limit approach being implemented across the city, including:

- Digital marketing using City accounts
- Information available on the City's webpage
- Roadside messaging at various locations within the area
- Additional permanent speed limit signage on arterial/collector roadways within the area to reinforce the speed limit set by the gateway signage.

Next Steps

Should Council approve the recommendation outlined in this report, staff are intending to implement this area speed limit for this area in 2025. Additional required by-law amendments, including the establishment of 30 km/h zones directly in front of schools along local roads, would

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be brought forward through a future amending by-law without a report next year ahead of implementation. This is consistent with the approach being taken city-wide.

Climate Risk Considerations

The recommendations contained within this report support active transportation initiatives that can contribute to the reduction of motor vehicle use.

Indigenization, Inclusion, Diversity, Equity & Accessibility (IIDEA) Considerations

This project is intended to enhance road safety in neighbourhoods and reduce obstacles and barriers for individuals, particularly vulnerable road users, school children, and those who travel in an active manner.

Existing Policy/By-Law

By-law Number 2003-209, A By-law to Regulate Traffic

By-law Number 2016-189, A By-law to Consolidate the Delegation of Powers and Duties

Financial Considerations

Funding for the majority of this project has been secured through a successful grant application to the Active Transportation Fund through the Government of Canada. Additional funding to ensure this program can be implemented in all neighbourhood areas included in Phase 1 and 2 was approved as part of the 2024 capital budget in anticipation of this work being undertaken. Additional funding to complete the remainder of individual roadways in Phase 3 may be required as part of future capital budget submissions.

Contacts:

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Other City of Kingston Staff Consulted:

Mark Dickson, Manager, Transportation Systems

Luke Follwell, Director, Engineering Services

Karen Santucci, Director, Public Works

Exhibits Attached:

Exhibit A – Map of Study Area

Exhibit B – Reduced Speed Limit Area Background Review

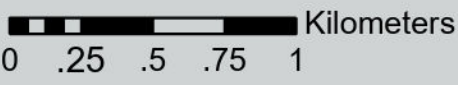
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Exhibit C – Proposed Amendments to By-Law Number 2003-209



Central Core Area



To: Matt Kussin, City of Kingston
From: Shawn Doyle, Dillon Consulting Limited
cc: Rudi Rendel, Dillon Consulting Limited
Date: August 8, 2024
Subject: Reduced Speed Area Background Review
Our File: 24-8123

1.0 Introduction

The City of Kingston has a goal to reduce speed limits of local streets in their downtown core and to understand possible measures to mitigate speed transitions between arterial and local roadways. The municipality is looking for an effective speed reduction strategy that minimizes signage requirements and considers the presence of arterial roads through the study area. It is undecided whether these roadways should also have reduced speeds. This memo reviews relevant guidelines, conditions of the area of study and conducts a peer review of municipalities with similar road conditions. Three speed reduction strategies are presented, and a recommended approach is identified.

1.1 Scope of Analysis

Dillon reviewed the *Highway Traffic Act* and *Ontario Traffic Manual* to ensure that signage recommendations align with current guidelines. Dillon completed a peer review of similar municipalities to determine how reduced speed areas may be best implemented within the Kingston area of study. Two signage plans were developed based on findings from the peer review for the City of Kingston's consideration depending on the preferred approach.

1.2 Recommendation

Dillon recommends the implementation of a 40 km/h reduced speed zone for the entire study area to minimize confusion between arterial and local roads and simplify signage throughout the whole downtown area. Gateway signage would be installed at all entrances to the study area and reminder signs would be installed along arterials to reinforce the lower speeds. A map of the proposed sign locations is found in **Appendix A**. Longer-term traffic calming design projects are recommended for arterials to further encourage the reduced speed limits.

2.0

Context

Kingston has implemented reduced speed zones in certain regions including pilot areas in both Westwoods and Strathcona Park. These zones are being implemented in a phased approach with the downtown area scheduled to be part of the Phase 1 implementation.

Kingston's Central Core is bound by:

- Bath Road/Concession Street to the north,
- Sir John A Macdonald Boulevard to the west,
- King Street/Rideau Street to the east, and
- King Street to the south.

Kingston's central core is home to Queen's University and the City's downtown BIA, which both contribute to the area having the highest pedestrian activity in the city. This area comprises six neighbourhoods with several higher volume urban roads bisecting local roads in a grid manner as shown below in **Figure 1**. Figure 1.

As an older area, this condensed gridded network of roads also contains four one-way streets. The central core also has a particular challenge where arterial roads directly intersect with local roads creating conflicts in terms of vehicle conveyance priorities. The road classifications are shown below in **Figure 2**.

Recommendations for placement and quantity of signage accounted for the specific needs of the area and the interaction between arterial and local roadways.

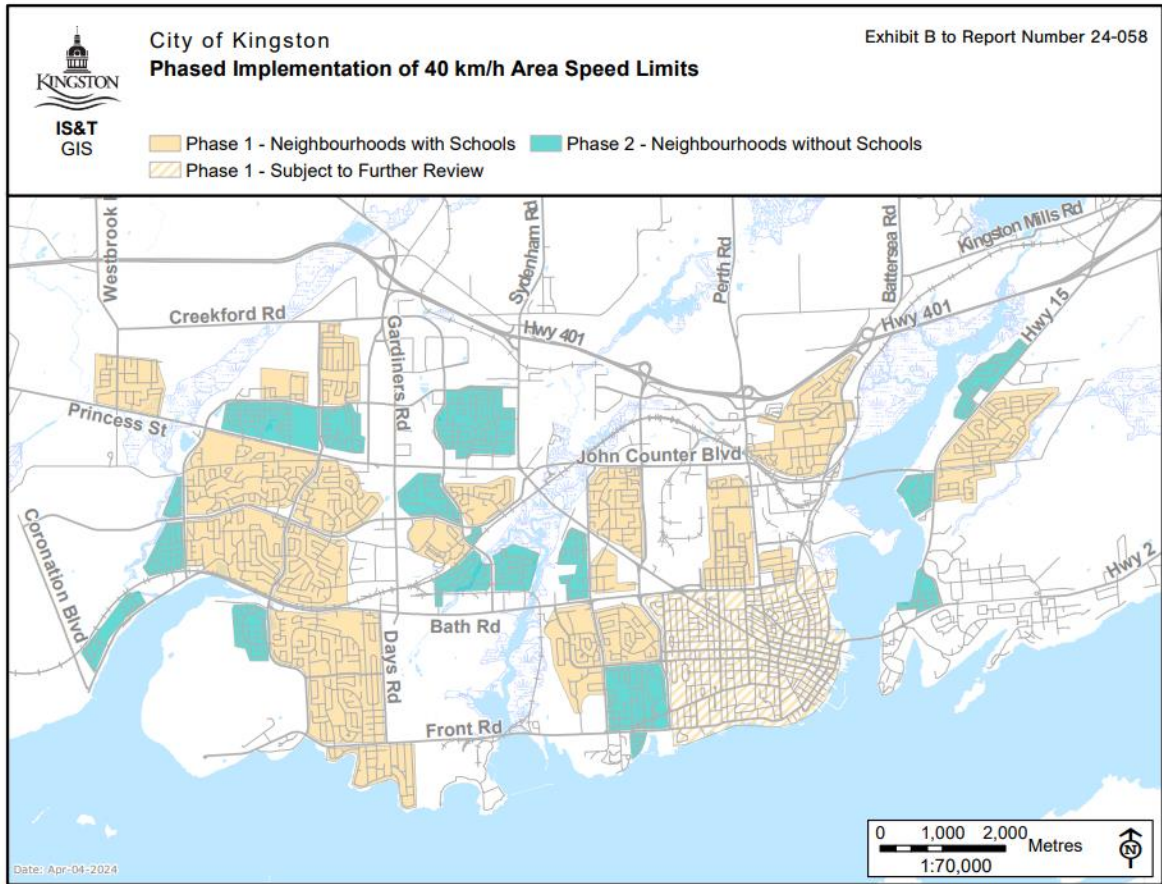
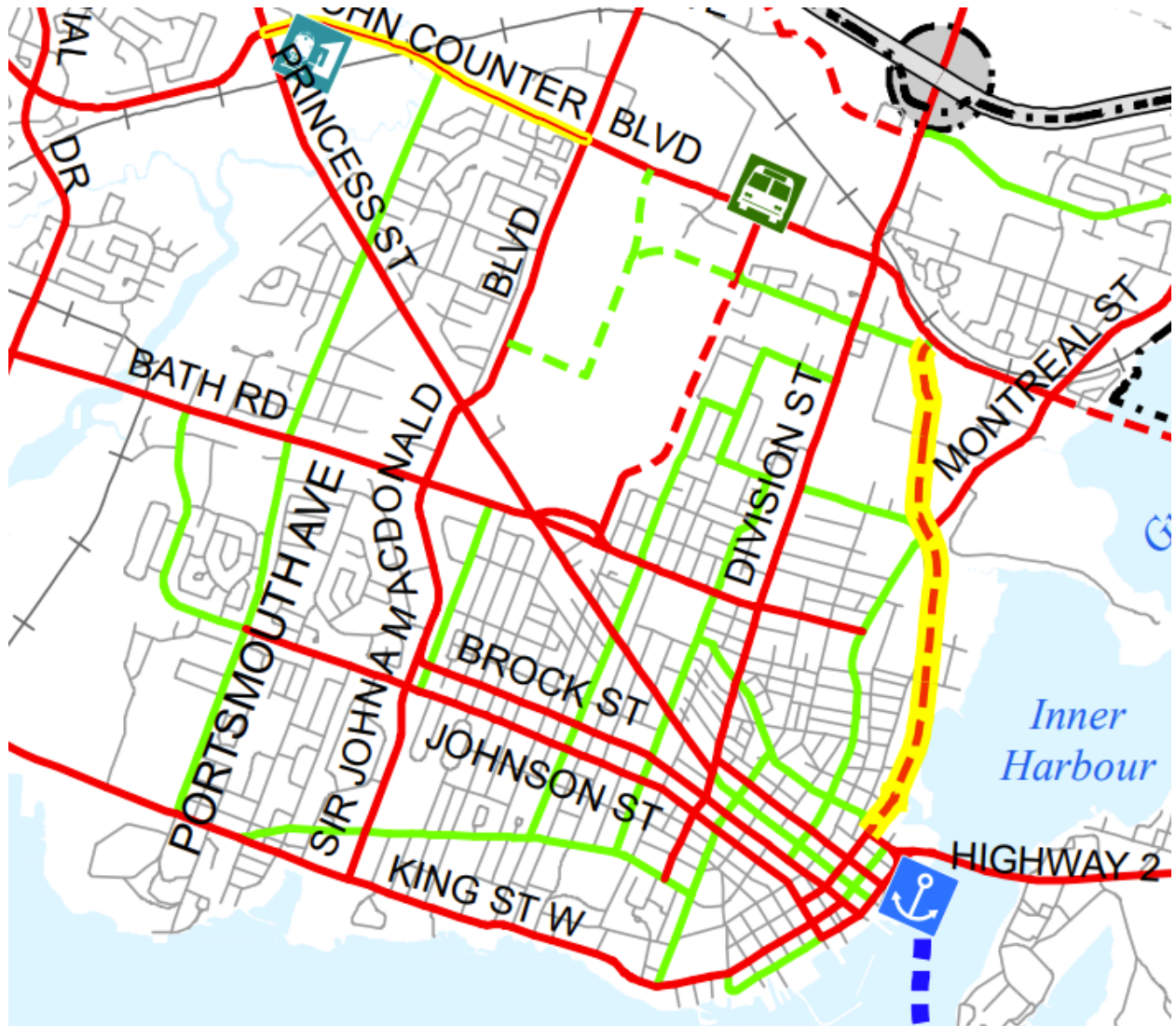


Figure 1: Phased Implementation of 40 km/h Area Speed Limits



LEGEND

- - - FUTURE ARTERIAL ROAD
- - - FUTURE ARTERIAL ROAD (EA COMPLETE)
- - - FUTURE COLLECTOR ROAD
- - - FUTURE COLLECTOR ROAD (EA COMPLETE)
- ARTERIAL ROAD
- ARTERIAL ROAD (EA COMPLETE)
- COLLECTOR ROAD
- FREEWAY
- LOCAL ROAD

- FREEWAY INTERCHANGE
- - - FERRY ROUTE
- RAILWAY
- AIRPORT
- AIRPORT
- VIA RAIL STATION
- INTERCITY BUS TERMINAL
- WOLFE ISLAND FERRY TERMINAL
- HOWE ISLAND FERRY DOCK
- LOCK STATION

OTHER FEATURES

- - - URBAN BOUNDARY
- MUNICIPAL BOUNDARY
- LOTS
- WATERBODY

Figure 2: Kingston Road Classification (City of Kingston, 2022)

2.1

Existing Arterials

As shown in **Figure 2**, many arterial roads cross through the study area. Princess Street, Queen Street, Brock Street, and Johnson Street are specifically highlighted due to their high demand and direct connection with many local roads. Transition of speeds between arterials and local roads, or reduction of speed on arterials, are recommended for further analysis. Kingston may need to implement design to reinforce reduced speeds.

Certain arterials such as Princess Street promote multi-modal operations and have a narrow right-of-way width. **Figure 3** shows a street view of Princess Street within the historical district (left) and closer to the borders of the study area (right). While the street is wider further away from the core area, the single lane of traffic and existing bike lanes make it a viable candidate for traffic calming measures to reduce speeds and promote active transportation.

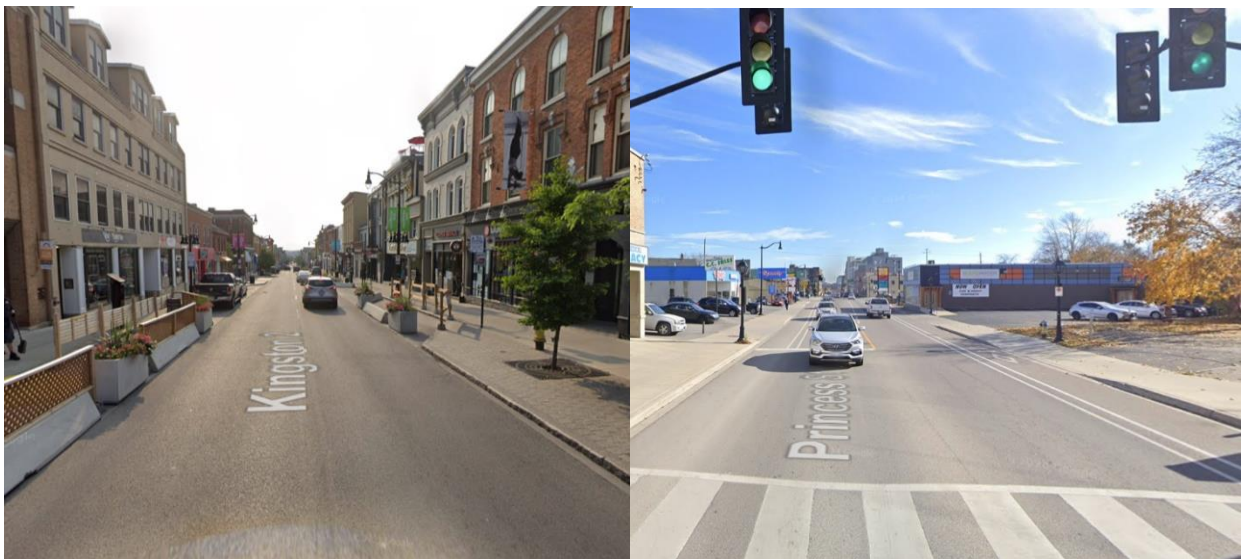


Figure 3: Street View of Princess Street in Downtown Core (Left) and Border of Study Zone (Right)

An example of this type of traffic calming and multi-modal design can be seen in the adopted Williamsville cross section being implemented on Princess Street. This plan includes modifications to the roadway to increase sidewalk space, add designated bike lanes and narrow roadways to encourage reduced speeds. A rendering of the approved changes to princess street is shown in **Figure 4**.



Figure 4: Adopted Willamsville Cross Section Road Modifications

Other arterials in the study area such as Brock Street (left) and Johnson Street (right) in **Figure 5**, may be viable options for re-designs and traffic calming. These streets have frequent and direct access to residential driveways and frequent signaled and unsignaled intersections, further promoting their need for speeds to be reduced. Additionally, both roads have existing buffered bike lanes and reducing speeds on these arterials may further promote multi-modal traffic.



Figure 5: Street View of Brock Street (Left) and Johnson Street (Right)

3.0 Existing Guidelines

Below are summaries of the existing guidelines for usage and location of speed signage from the *Highway Traffic Act* and Ontario Traffic Manual (OTM) *Book 5 – Regulatory Signs*.

3.1 Highway Traffic Act

The *Highway Traffic Act* sets guidelines for the placement of signage and unposted speed limits for urban areas in Ontario. Strategies to set speed zones are also discussed in the *Highway Traffic Act*.

3.1.1 Spacing and Location of Maximum Speed Signage

Within municipal areas with speed limits below 60 km/h, Maximum Speed signs should have a maximum spacing of 600m which applies to the entire study area. However, if speeds are reduced in gateway zones, no signage within the zone is required. Reminder signs may be placed, but do not necessarily need to follow the 600m maximum spacing requirements.

3.2 Ontario Traffic Manual Book 5

Book 5 of the Ontario Traffic Manual (OTM) provides information on sign details and further instruction for placement promoting uniformity in regulatory signs across the province.

3.2.1 Maximum Speed Signs

Maximum Speed signs should be placed downstream of major intersections. While there is no strict guideline for exact placement, between 25 and 50 m from the intersection is recommended for urban areas.

3.2.2 Tab Signage

Begins/Ends tab signs should only be posted in at the boundaries of the speed zone in combination with a Maximum Speed sign. Begins/Ends tabs must not be repeated beyond entrances or exits. The Area tab sign (Rb-103t) is used to establish reduced speed areas through gateways. It must be installed with a Maximum Speed sign and a Begins/Ends tab if installed on the boundary of a gateway zone. An example of the placement of gateway signs (Maximum Speed, Begins/Ends Tab and Area tab) along the boundary of a gateway zone can be seen in **Figure 6**.

Area tab signs may be used with only a Maximum Speed sign within the gateway area to serve as a reminder of the reduced speed.

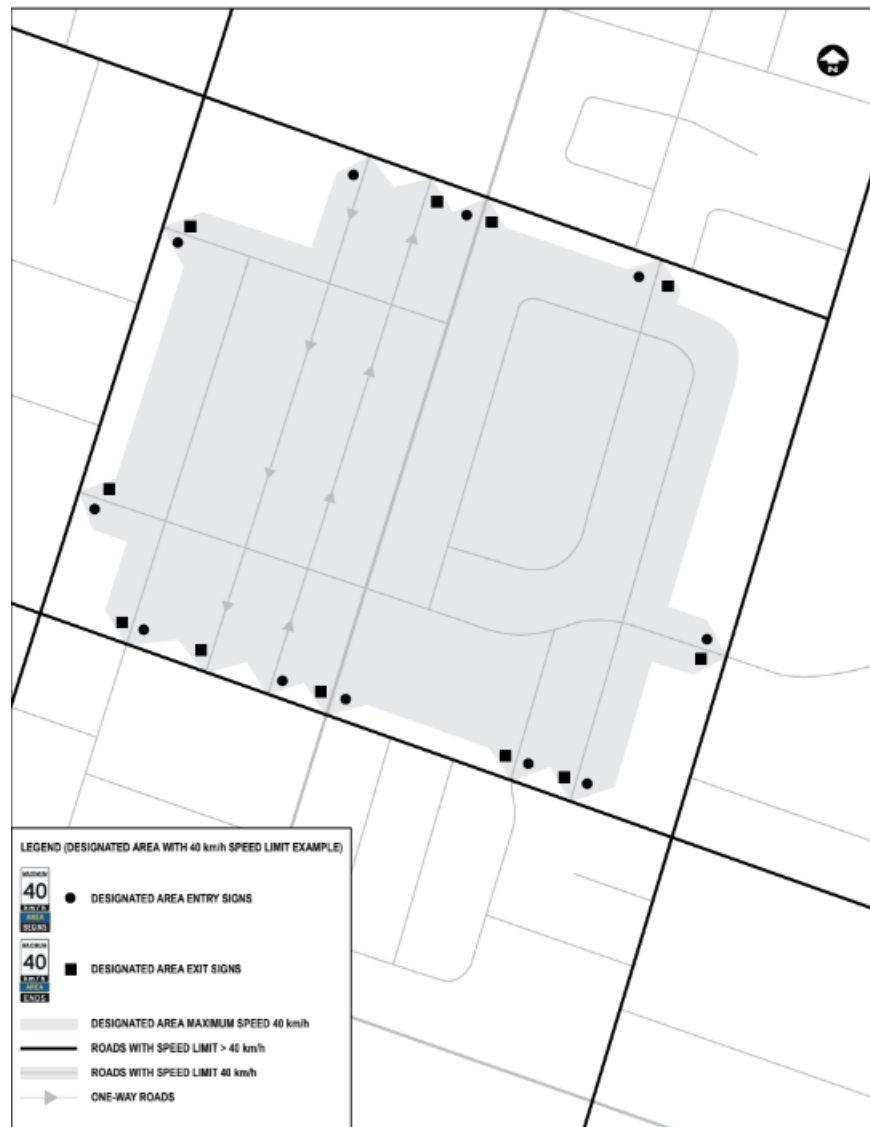


Figure 6: Example of Signage Placement in a Gateway Neighbourhood

3.3

Options for Speed Reduction Strategies

Dillon has identified three possible options for speed reduction from the review of existing guidelines:

- Option A: Traditional Street Signage,

- Option B: Neighbourhood Gateway Signage, and
- Option C: Downtown Speed Reduction.

3.3.1

Option A: Traditional Street Signage

This option signs all local roads with reduced speeds. Local roads would all be signed with 40km signage downstream from intersections with arterials and with a maximum spacing of 600m between signs. This strategy does not account for the transition between local and arterial roads. Additionally, zones where arterial roads are within the central core with high volumes of pedestrians would not be reduced. This could pose further safety issues and further reductions would need to be considered.

3.3.2

Option B: Neighbourhood Gateway Signage

This option creates neighbourhood gateways throughout the presented study area as shown in **Figure 6**. In total, 12 gateway zones would need to be created. Gateway areas exclude arterial roads, where speed would not be reduced. This strategy could cause issues in speed transitions between local and arterial roads. Local roads that do not fit within gateway zones will be signed individually by providing speed limit signs at the entrance and exits of each road.

3.3.3

Option C: Downtown Reduced Speed Zone

This option creates a large gateway zone encompassing the entirety of the study area. Speed limits of all roads in the central core would be reduced, including arterial and collector roads. Option C reduces the friction and difference in speeds between arterial and local roadways, creating a more uniform, multi-modal network. However, it is recommended that existing arterial roadways undergo reinforcing design measures to reflect the lower speed limits.

Dillon removed Option A from further analysis for not aligning with Kingston's gateway work outside of the study area, and its goal to minimize required signage. The following sections include Dillon's analysis of Option B and C's applicability to Kingston based on a peer review of relevant speed reduction projects in similar municipalities.

4.0 Peer Review

Dillon compiled a review of five municipalities that have successfully implemented reduced speed zones with grid structures similar to the context of downtown Kingston. In each municipality, Dillon looked for the following key features of the city's reduced speed strategy:

- Gateway signage used for speed reduction,
- Reduced speeds on arterial streets,
- The transition of speed limits between local and arterial streets, and
- Strategies used for one-way roads.

The various methods of implementation and their relevance to Kingston's context were evaluated to establish which method(s) would be most applicable.

4.1 Ottawa, Ontario

As of May 2018, Ottawa City Council approved the implementation of gateway speed limit signage in local residential areas including areas within the downtown core. Ottawa simultaneously approved the *Gateway Speed Limit Signage* by-law which permitted designation of 40 km/h and 30 km/h residential area zones. Ottawa initially sought to establish reduced speed area zones in each of its 24 wards by 2019. The City continues to install gateway signage in each ward annually.

4.1.1 Implementation

In new subdivisions, speed limits are established for local residential roadways using gateway speed limit signage at 30 km/h or 40 km/h. Level of speed reduction is decided by the municipality based on the design features of the road (road width, pedestrian activity, parking, etc.) on a case-by-case basis. For example, roads with narrow roadways, and higher pedestrian activity are generally signed at 30km/h. Local roads in residential areas, and collector roads currently signed at 40 km/h, meet criteria for the new gateway signage program (City of Ottawa, 2018). All existing neighborhood areas which meet the criteria for 40 km/h Gateway Speed Limit Signage will be signed as Council-approved program funding becomes available.

4.1.2 Applicable Sample Implementation

Ottawa uses variations of the Option B approach, neighbourhood gateway signage on local roads, in both examples described below. However, different strategies have been used for the speed limits on arterials in both examples.

4.1.2.1

Golden Triangle Neighbourhood and Elgin Street

The Golden Triangle is a residential neighbourhood in Ottawa's central core bordered by Elgin Street, a four lane north-south arterial road to the west as shown in **Figure 7**. This area has implemented gateway signage and reduced speed signage on the adjacent arterial roadway. No specific strategies were implemented for the transition between arterial and local roadways and no one-way streets are present in this area. Before 2018, all roads in this neighbourhood had 50 km/h posted speed limits, with speed bumps as traffic calming measures on local streets.



Figure 7: Golden Triangle Neighbourhood in Ottawa (Google Maps, 2024)

In 2018, a renewal project began to reduce Elgin Street to a two-lane road with traffic calming measures to promote pedestrian and cycling activity. Posted speeds on Elgin Street in the Golden Triangle neighbourhood were reduced to 30 km/h and gateway speed limit signage was installed on all entrances to local roads from the arterial road as shown below in **Figure 8**.



Figure 8: Golden Triangle Neighbourhood Gateway Sign (Google Maps, 2024)

Through implementing a gateway strategy, Ottawa was able to reduce the speed limits on the local roads in this central area. Arterial roads were reduced to the same speed limit as the gateway zones to eliminate the speed transition between the two streets and to accommodate high volumes of pedestrians in this high traffic area. Additional design treatments were added along the reduced arterial to reinforce the reduced speeds such as raised intersections and narrowed lanes.

4.1.2.2

Bank Street within the Glebe

The Glebe is a neighbourhood in Ottawa South bordered by the Rideau Canal (east) and the arterial road Bronson Avenue (west). The arterial road, Bank Street, runs through the centre as shown in **Figure 9**. Since 2003, speed limits in the area on Bank Street and local roads have been reduced to 40 km/h. As of 2019, 30 km/h speed limits on local roads were approved in the area and gateway signage was subsequently installed. The Glebe implemented gateway signage similar to the Golden Triangle example but, unlike Elgin Street, did not further reduce the speed on Bank Street.



Figure 9: Map of The Glebe (Google Maps, 2024)



Figure 10: Gateway sign on the Intersection of Glebe Avenue and Bank Street (Google Maps, 2024)

4.1.3 Applicability to Kingston

These Ottawa examples present two viable options for reduced speed design. In the Golden Triangle, local roads and the arterial road were reduced to the same lowered posted speed through a redesign of the arterial road, resulting in reduced friction between the arterial and local roadways. Conversely, the Glebe used a gateway signage model only on local roads which can be adopted more easily and requires fewer changes to the arterial and collector roadways. Both methods are examples of Option B presented in **Section 3.3** by using gateway reduced speed zones for local roads. However, each case used a different method for the transition from arterial speeds.

In Kingston's case, roadways are being reduced to 40 km/h, which means the transition between arterial and local speeds is similar to that of the Glebe. However, like with Elgin Street, further reducing arterials would create a more uniform speed zone that is more pedestrian friendly, which could be applicable to the downtown Kingston area on Princess Street.

4.2 Toronto, Ontario

City of Toronto is reducing speed limits on its roads as part of a holistic *Speed Management Strategy* and *Vision Zero Road Safety Plan*. The plans were adopted by City council on July 16th, 2019. The strategies selected for implementation, research, and highlighted areas of concern

for speeding, are outlined in the city’s *Vision Zero Road Safety Plan* (City of Toronto, 2024). City of Toronto’s road network has many intersections of arterial and local roadways that operate in a grid like structure. This can pose issues when trying to create gateway zones similar to Kingston. As such, Toronto has implemented an approach similar to Option B, creating neighbourhood gateways where possible, and signing individual streets in the remaining areas (Option A). More details on implementation and its applicability to Kingston is below.

4.2.1 Implementation

Given the grid-like structure of Toronto, specific attention is given to the interaction of arterial roads and local roads within the city. A map of the southeast end of the City of Toronto’s road network is shown in **Figure 11**.

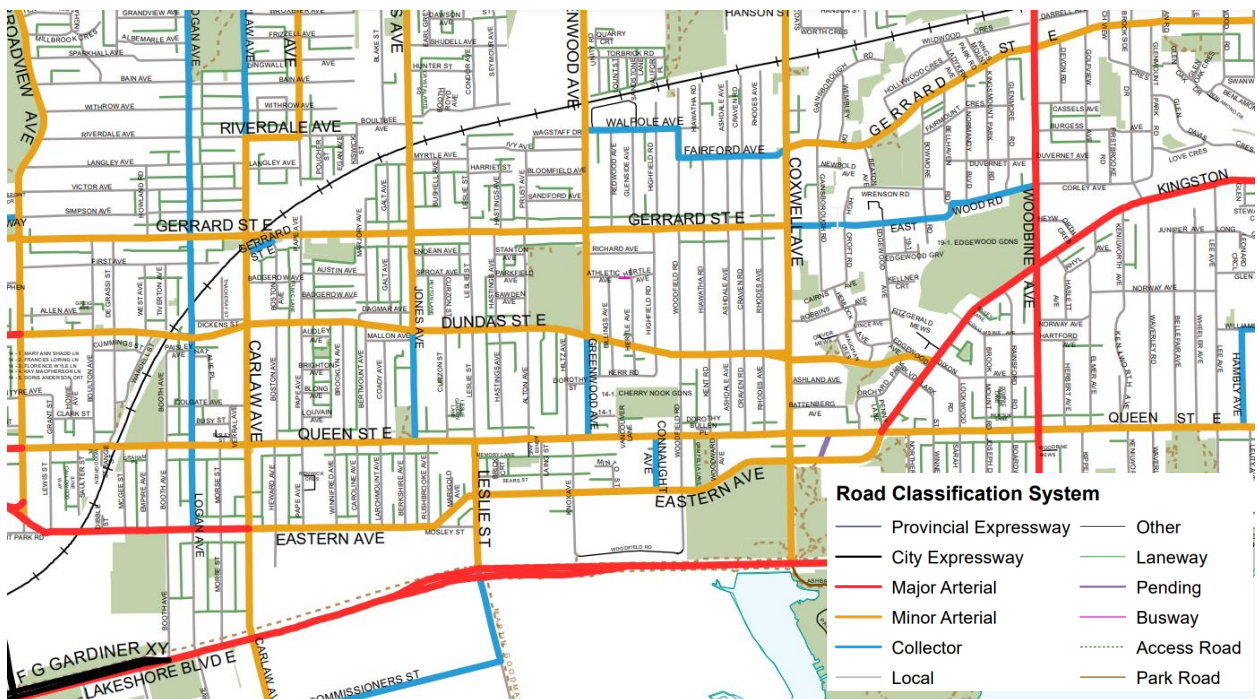


Figure 11: Example of Road Network in Toronto (City of Toronto, 2018)

In many areas, arterial roads intersect with local roads presenting an issue with the transition of speed limits along these paths of travel. Toronto has taken the approach to reduce speeds on all road types to aid in these transitions. The speed reductions of different road classifications are shown in the table below:

Road Classification	Proposed Change	Process	Implementation
Major Arterial	60 km/h to 50km/h	Vision Zero 2.0 Report	2020–2021
Minor Arterial	60 km/h to 50km/h	Future reports to appropriate Community Councils by end of 2019	2020–2021
Collector	50 km/h to 40km/h	Future reports to appropriate Community Councils by end of 2019	2020–2021
Local	50 km/h or 40km/h to 30km/h	Future reports to appropriate Community Council	2021-2026+

Figure 12: Speed Reduction by Road Classification (City of Toronto, 2024)

As illustrated, arterial roadways would be reduced to 50 km/h while collector roadways would be reduced to 40 km/h.

4.2.1.1

Local Roads

Signage on local roads in Toronto continues to be installed on a ward-by-ward basis. Wards with higher rates of pedestrian and cyclist collisions have been prioritized. Signs are only installed at neighbourhood gateway points or entry and exit points to/from local roads to roads with a higher speed limit. Gateway zones are created where possible, otherwise, the local roads are signed individually to reduce speeds (City of Toronto, 2024).

4.2.1.2

Arterials and Collectors

Toronto considered speed limit reductions for all minor arterial roads with current speed limits over 50 km/h and all collector roads with current speed limits over 40 km/h. Exceptions to speed limit reductions were made for road sections meeting the following criteria:

- Sections adjacent to Highway 401 (typically between on/off ramps),
- Sections through industrial areas,
- Sections with limited number of driveways present and/or large boulevards with setback sidewalks, and
- Sections with wide, open streetscapes.

These exceptions were ignored if the roadway in question was near a school zone, had no sidewalks, or had a history of speed-related collisions. The City of Toronto considers posted speed limit reduction a shorter-term initiative for arterial roadways, while physical traffic calming measures and geometric changes are long-term improvements (City of Toronto, 2024).

4.2.2

Applicable Sample Implementation

In Kingston, one of the challenges in incorporating gateway neighbourhood zones is the presence of one-way arterials. One-way roads Johnson Street and Brock Street run parallel to each other, with local roads connecting them. To analyze how this road design is incorporated into reduced speeds, the neighbourhood of Leslieville in Toronto is examined. The method used is most similar to Option A described in **Section 3.3**.

4.2.2.1

Leslieville

In the Leslieville neighbourhood of Toronto, there are east/west arterial roads connected by north/south local roads as shown below in **Figure 13** and **Figure 14**. This layout limits the possibility of gateway neighbourhoods, and arterials have been reduced to 40 km/h but have not been reduced to the same speed as local roads. One-way roads are prevalent in this area and this example focuses on strategies used to mitigate this impact.



Figure 13: Leslieville Neighbourhood of Toronto (Google Maps, 2024)

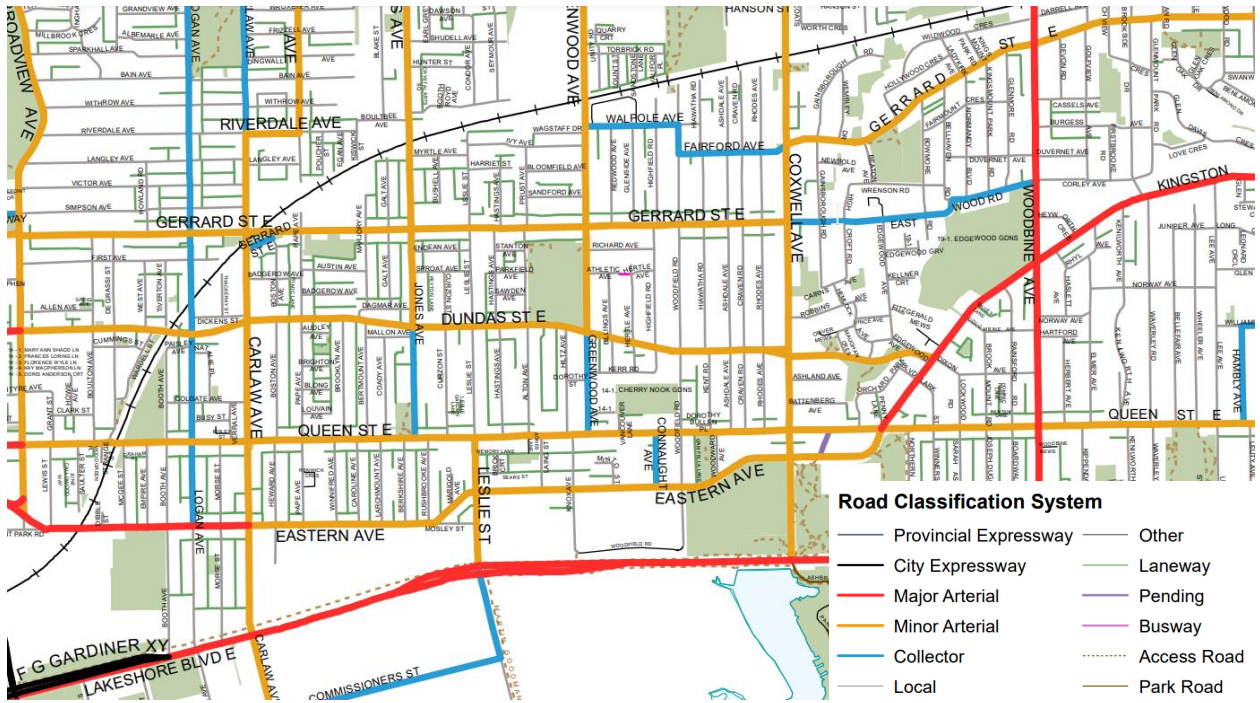


Figure 14: Leslieville Area, Toronto (City of Toronto, 2018)

With this street layout, there is no opportunity to create reduced speed areas with gateway signage. Each road must therefore be signed individually, as shown below in Figure 15.



Figure 15: Signage on Local one-way road (Caroline Ave and Queen Street East) (Google Maps, 2024)

A maximum “begins” and “ends” sign is placed at both ends of the local road at intersections with higher speed roadways with no speed limit signs in-between. This method aligns with Option A, signage of individual streets, rather than creating gateway zones through connected local roads.

4.2.3

Applicability to Kingston

Many areas within Toronto have similarities to Kingston. Both are older cities with condensed road networks and one-way streets causing arterial roads to often intersect with local ones. The strategy of reducing speeds on arterials, followed by local roads could be applicable to Kingston in the formation of the City's implementation plan for the downtown area. If Option B is selected for the reduced speed strategy in Kingston, additional signage would be required due to the presence of short local roads between Brock Street and Johnson Street similar to the Leslieville example.

4.3

Hamilton, Ontario

In 2019, the City of Hamilton approved the *Strategic Road Safety Plan*, which identified the need to reduce speed limits in neighbourhoods throughout the municipality (City of Hamilton, 2019). Like Toronto, Hamilton has local roads between one-way arterials that interrupt the ability for gateway zones to be created. Regardless, a gateway zone approach (Option B) has been implemented. There has been no reduction to arterial streets within Hamilton's strategy, resulting in a speed transition between the two street types.

4.3.1

Implementation

Over three years (2020-2023), the City implemented gateway speed reduction signage in 45 neighbourhoods per year. Speeds were reduced to 40 km/h on local roads and 30 km/h in designated school zones. This method is the same as Option B for Kingston, where neighbourhood gateway zones are installed. Like Toronto, where there are local streets that are bordered by two one-way arterials, the street is signed individually.

4.3.2

Applicable Sample Implementation

Like Kingston and Toronto, Hamilton has many one-way arterial streets connected by local roads. This causes difficulties in generating zones for gateways and transitions between arterial speeds and local roads that need to be examined. An example of this road design is Main Street. The road network is examined below.

4.3.2.1

Example: Main Street

Large parts of Hamilton are split east-west by Main Street as a major arterial. Main Street in Hamilton has a speed limit of 50 km/h and is divided into one-way roads intersected by residential streets as shown below in **Figure 16**.



Figure 16: Main Street East and West, Hamilton Ontario (Google Maps, 2024)

Gateway speed reduction signs have been installed on local roads intersecting this arterial (See Main Street East and Emerald Street South entrance below in **Figure 17**).



Figure 17: Intersection of Main Street East and Emerald Street (Google Maps, 2024)

Unlike the Toronto example, area tab signs are still utilized on local roads which connect between two arterials rather than the standard begins and ends signs shown in **Figure 15**.

4.3.3 Applicability to Kingston

Like Kingston, Hamilton is home to many large one-way arterial streets connected to local roads. Hamilton is an example of how gateway speed reduction (Option B) in a grid neighbourhood can be signed from a 50 km/h arterial to 40 km/h local roads.

4.4 Guelph, Ontario

In July 2021, Guelph's City Council recommended the reduction of speed limits on local roads to 40 km/h. This change was made to aid in achieving their Vision Zero goal of eliminating serious injuries and fatalities on municipal roadways (City of Guelph, 2024). Their approach is an example of Option B, but the Option C strategy can be seen when examining their central core. Analyzing implementation of reduced speed strategies in Guelph provides insight on how neighbourhood gateway speed zones and a complete central core reduced zone can be implemented. There has been no reduction to arterials outside of the central core, resulting in transition between road speeds.

4.4.1

Implementation

Following approval in 2021, Guelph completed the reduction of all local roads. Speed limits were also reduced in school zones across the municipality. Roadways with more than 3000 vehicles were reduced to 40 km/h, and roadways with less than 3000 vehicles per day were reduced to 30 km/h. A sample of their completed road map can be seen in **Figure 18** (City of Guelph, 2024).

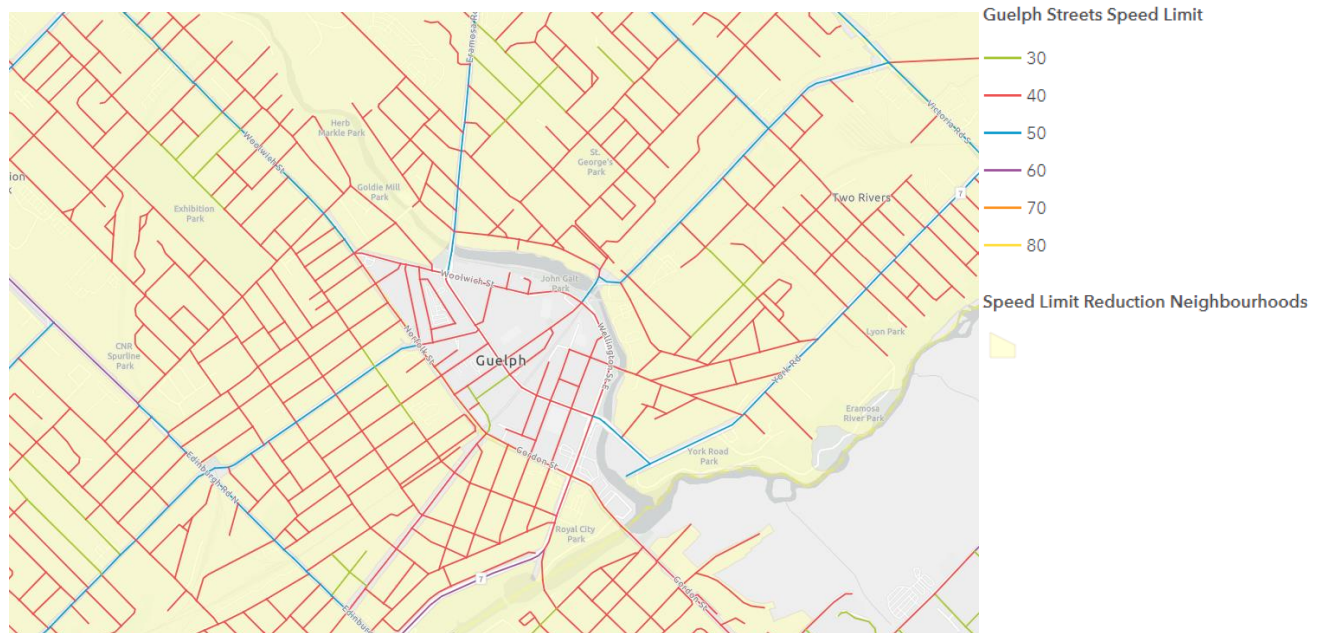


Figure 18: Sample of Road Network in Guelph

Speed limit reduction neighbourhoods were identified, and gateway signage was installed for these areas (Option B for Kingston). A separate reduced speed area has been created for the central core of the city.

4.4.2

Applicable Sample Implementation – Central Core

As shown in **Figure 18**, the central core of Guelph is excluded from the defined “Speed Limit Reduction Neighbourhoods” zones and but an individual 40 km/h gateway zone for this central core has been created. Some of the larger roads that remained at 50 km/h in the neighbourhoods have been reduced to 40 km/h in this core area. This core is home to many historic buildings, shops, and restaurants that makes it popular for pedestrians and cyclists. The municipality has recognized the multi-modal demand in its decision to reduce speeds throughout this area.

This method mirrors Option C for the City of Kingston, where all roads in the study area are reduced to promote a safer downtown core and safer multi-modal transport.

4.4.3

Applicability to Kingston

Guelph is a similar size to Kingston and many of the strategies used can be applied. Guelph has a historic downtown core with high pedestrian activity and a similar strategy of creating a reduced zone within the core area can be applied to Kingston's downtown core. In this reduced speed strategy, Guelph used gateway zones and reduced speeds on arterials where needed and created a reduced speed zone for their entire central core as described in Option C. No specific strategies for one-way roads or transition of speed limits are required due to the blanket reduced speed approach.

4.5

Saint Paul & Minneapolis, Minnesota

Saint Paul & Minneapolis, Minnesota completed a detailed technical evaluation to determine speed limits on City streets. This municipality aimed to reduce speed limits on all local roads. Like Hamilton and Toronto, the grid-like layout of the urban areas would require extensive signage. The City decided to implement a municipal wide gateway to overcome this issue (City of Saint Paul, 2024). Instead of the standard speed limit being 30 mph on unsigned roads, the standard unposted speed limit within the gateway is 20 mph with signed roads being the exception. This is a similar strategy as Option C for the study area in Kingston while on a larger scale and excluding arterials and collectors. A sample of the Saint Paul road network with its reduced speed limits is shown in **Figure 19**.

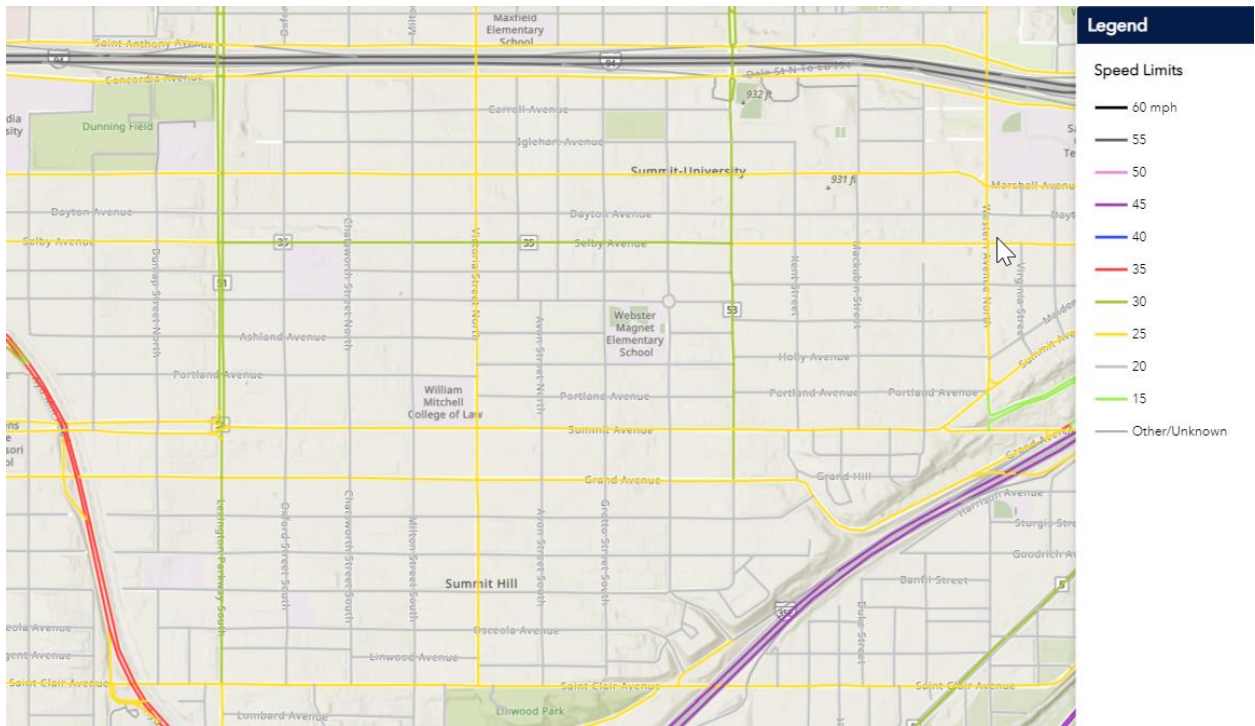


Figure 19: Example of Road Network in Saint Paul (Saint Paul Public Works, 2024)

4.5.1 Implementation and Monitoring

In 2021, the City placed gateway signs at all the entrances to the city, stating that the speed limit on all roads is 20 mph unless otherwise posted with no plan to sign individual local roads. The “20 is Plenty” campaign was implemented to bring awareness to the city-wide speed reductions. A free “community toolkit” was available to residents as a way of boosting knowledge and engagement with the change. The toolkits were equipped with lawn signs, stickers and a public awareness video. An example of a speed reduction sign and a lawn sign provided in the Community Toolkit are seen in **Figure 20** (City of Saint Paul, 2024). No additional considerations are taken for one-way streets or speed changes between arterials and local roads.



Figure 20: Speed limit sign (Left) and Community Toolkit Road Sign (Right) (Saint Paul Public Works, 2024)

4.5.2 Applicable Sample Implementation

By setting a uniform speed limit for all local roads within neighborhoods, Saint Paul and Minneapolis were able to reduce speeds without the need for additional signage. This approach requires significant resident education and marketing; however, it can save on resources in the long run given that all new local roads are designed and assumed to operate at the reduced speed limit. Applying a similar strategy in Kingston through Option C, where all speed limits are reduced, will minimize signage, and speed transitions between local and arterial roadways eliminated. Additional reinforcement like community signage and traffic calming measures could be needed to ensure lowered speeds on arterials and collectors are followed.

4.5.3 Applicability to Kingston

The strategy taken by this municipality focused on reducing speeds on all local roads quickly and for minimal signage costs. It allows for current signage on arterials road to remain unchanged and only requires removal of existing local road signs, if in place. The speed reduction strategy in Saint Paul can be seen as a modified Option C, where a gateway has been created, but only local roads within the gateway have been reduced. This method can be scaled down to accommodate the smaller region of study in Kinston. However, within Kingston's downtown core, there are many reasons for reducing speeds on arterial roads as well and the approach outlined in Option C remains optimal.

5.0 Lessons Learned

The feasibility of implementing Option B and C as speed reduction strategies was analyzed by completing a peer review of Ontario municipalities. Key features such as one-way roads, transitions between local and arterial roads, and grid roadway structures were found to influence strategies in other regions that can be applied to Kingston. Summaries and recommendations based on the peer review are outlined below.

5.1 Summary of Peer Review

In each review of a municipality, roadway networks and reduced speed strategies were analyzed to determine the effectiveness and applicability to Kingston. Based on the peer review, two main philosophies may apply to the Kingston central core area. While most of the regions used a strategy similar to B or C, combinations of strategies were also observed.

Option B (Neighbourhood Gateway Signage)

In some neighbourhoods studied, like The Glebe, and The Golden Triangle, Option B was implemented successfully by creating gateway reduced speed zones. The same strategy was implemented in Guelph. However, each region provided a different strategy on speed limits of arterials bounding the local road networks. Elgin Street was reduced to the same local roadway speed to eliminate the transition of speeds between local and arterial and to support the pedestrian and cyclist volumes of the area. Bank Street in the Glebe was not reduced in speed, however the posted speed was only 10 km/h higher than the local roads, meaning there was little risk in the speed variation between road types. Guelph recognized the need for lower speeds in its central core by creating a downtown reduced speed zone. Areas like the local roads between Johnson Street and Brock Street in Kingston would need to be signed individually as they are bordered by arterials and do not connect to other local roads.

Option C (Downtown Reduced Speed Zone)

While Option B would be effective for Kingston, Dillon recommends Option C as the best fit. The large gateway zone strategy proves itself effective through its usage in Guelph for the downtown core and through similar strategies in Saint Paul. Option C removes the need to do further analysis on one-way streets, arterial, and speed transitions between road types. For the area of study in Kingston, it is recommended that arterials have reduced speeds to account for the high pedestrian volumes and to promote multi-modal transport in the area. While no speed signs within a gateway zone are required, reminder signs on arterials within the zone are

recommended to reinforce the reduced speeds. It is recommended that reminder signage should follow the 500 meter suggested spacing outlined in Ontario Traffic manual for maximum speed signage, with 900 m as a maximum spacing. Reminder signs should be placed downstream from major intersections where appropriate.

5.2 Next Steps

Two signage plans for Kingston's central core have been developed according to the peer review and the speed reduction strategies outlined in **Section 3.3**. The preferred signage plan and approach will be selected based on the priorities of the area, the ability to provide neighbourhood gateway signs, and the number of gateways to the central core. As explained in **Section 2.0**, the area of interest has significant pedestrian and cyclist activity, due to the presence of a university, downtown, and historic districts. The City of Kingston has also implemented community safety zones along school frontages or near schools that will also be impacted by the recommended signage plans.

The first signage plan follows Option C, which may be most applicable to promote alternative modes of transportation. Princess Street is currently undergoing a redesign study which may change the function and priorities of this road. This redesign may present a supplementary opportunity to lower the speed limit on this key arterial going through the urban core. Redesigns similar to the one recently completed for Princess Street in Williamsville (see **Figure 4**), would likely be necessary to calm other higher speed roads in Kingston's central core such as Brock or Johnson. The traffic calming process would require understanding the existing use of the arterial or collector roadway, and what opportunities exist to implement narrower lanes, planted areas, or other traffic calming measures. Retrofit traffic calming features such as flex-post bollards, bulb-outs, or speed display devices may be appropriate in the short term until Brock or Johnson are scheduled for reconstruction. It is recommended if this option is chosen, road design features such as traffic signal timings be reevaluated.

The second approach applies Option B in various neighbourhoods in the central core if a reduction on all streets is not possible. Williamsville and Sunnyside may be ideal candidates for traditional gateway signage while the remaining neighbourhoods in the central core will be reviewed to determine where gateway signage may be necessary.

The existing community safety zones along school frontages double the fines and have automated speed enforcement to encourage drivers to reduce their speeds in school areas. To reinforce these community safety zones and further encourage safe driving near schools, it is recommended to reduce the speed limit to 30km/h along school frontages. There are seven

community safety zones that are within Kingston’s central core that would need additional signage for this speed reduction, for either option.

5.2.1 Recommended Signage

If gateway signage in local zones is desired, gateway speed limit signs Rb-84t and Rb-103t as shown below in **Figure 21** should be used for consistency with other municipalities in Ontario.



Figure 21: Local Gateway Signage

For areas or roadways where gateway signage is unfeasible, roadways can be signed using standard Rb-1A signs that indicate where reduced speed links begin and end.

The preferred approach will dictate the signage plan and designated neighbourhood zones.

5.2.2 Signage Plans

Two preliminary signage plans were drafted using both the neighbourhood gateway and zone reduction approaches. These two signage plans can be found in **Appendix A**. The first approach assumes that the entire central core would be a reduced speed zone with gateways at the arterial entrances to the central core. With this first approach, additional “reminder” zone signage would be provided along major arterials to enforce the reduced speed limit. An estimated **20** gateway signs and **30** arterial reminder signs would be required for this approach. The second approach divides the central core of Kingston into **12** zones and provides gateway signage at the beginning and end of each of these zones for a total of **160** gateway signs and **65** regular speed limit signs. As noted previously, additional 30km/h reduced speed zone signs would be required for all community safety zones in the central core. These signs have not been included in the provided maps and the number of additional signs will be determined once a preferred approach for the community safety zone signage has been selected.

6.0

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Appendix A: Preliminary Signage Plans

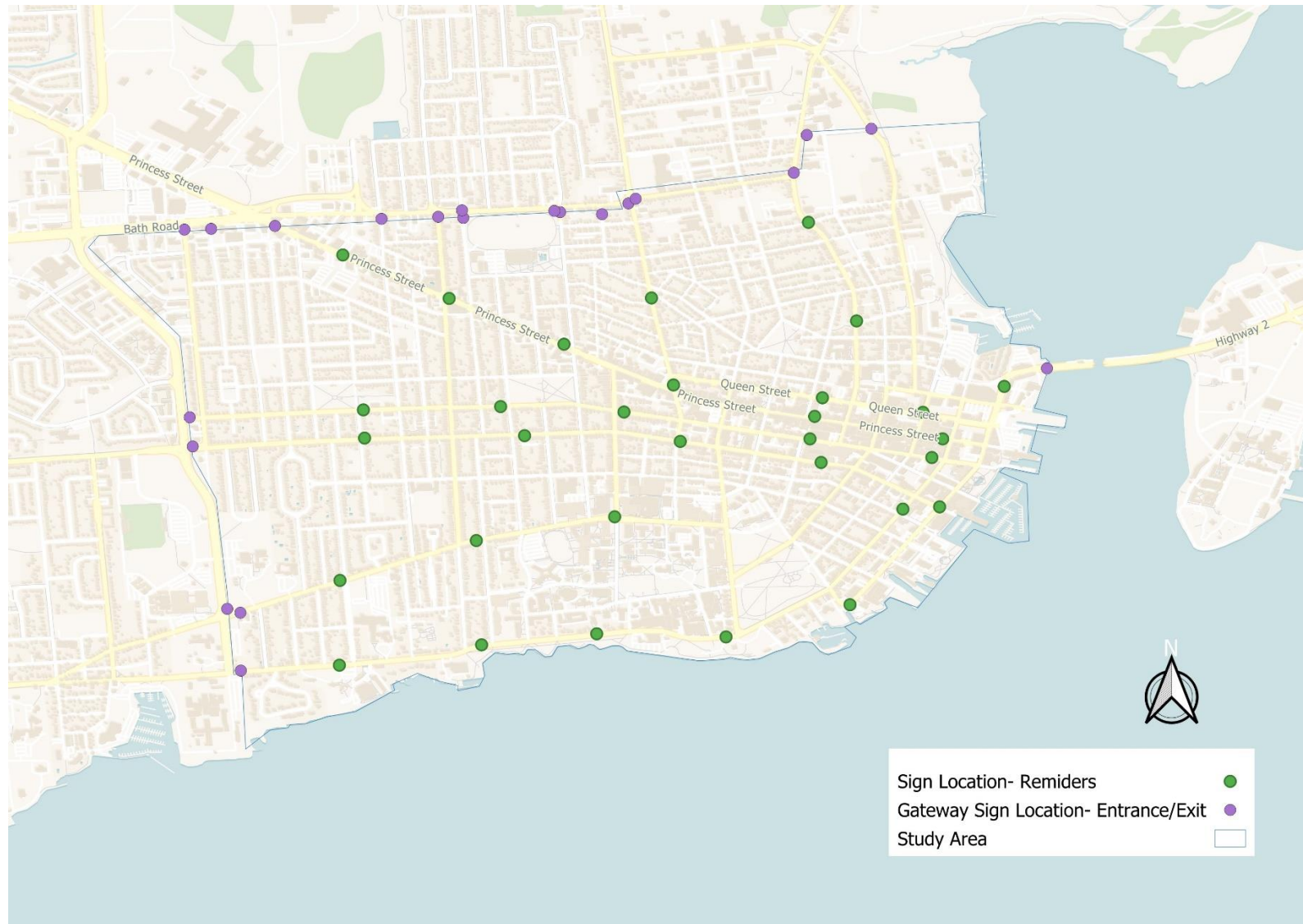


Figure 22: One Reduced Speed Zone Recommended Signage

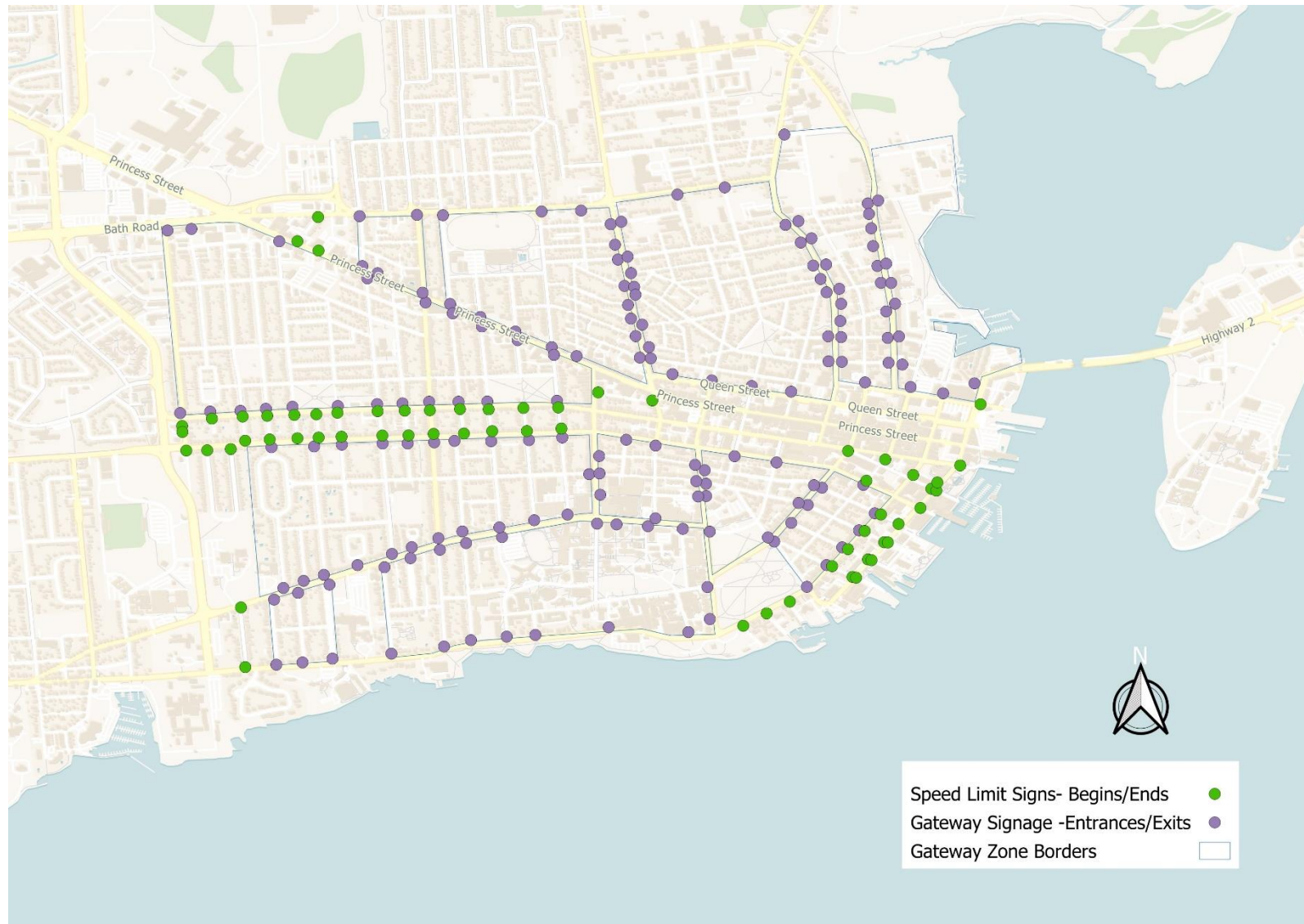


Figure 23: Neighbourhood Gateway Zones Recommended Signage

City of Kingston By-Law Number 2024–XX...

By-Law to Amend City of Kingston By-Law Number 2003-209, A By-Law to Regulate Traffic

Whereas:

The Corporation of the City of Kingston (the “**City**”) is a single-tier municipality incorporated pursuant to an order made under section 25.2 of the *Municipal Act*, R.S.O. 1990, c. M.45.

The powers of a municipality must be exercised by its council (*Municipal Act, 2001*, S.O. 2001, c. 25 (the “**Municipal Act, 2001**”), s. 5 (1)).

A municipal power must be exercised by by-law unless the municipality is specifically authorized to do otherwise (*Municipal Act, 2001*, s. 5 (3)).

A single tier municipality may provide any service or thing that the municipality considers necessary or desirable for the public (*Municipal Act, 2001*, s. 10 (1)).

On July 29, 2003, council for the *City* (“**council**”) enacted *City of Kingston By-Law Number 2003-209, “A By-Law to Regulate Traffic”*.

Council considers it necessary and desirable for the public to amend *City of Kingston By-Law Number 2003-209*.

Therefore, *council* enacts:

1. Amendment

1.1 *City of Kingston By-Law Number 2003–209* is amended as follows:

- (a) Schedule A: Speed Limits, Schedule A-7, Designated Areas with an Area Speed Limit, is amended by adding the following thereto:

Designated Area – Boundary Highways	Maximum Rate of Speed
Sir John A. Macdonald Boulevard – Bath Road – Concession Street – Stephen Street – Montreal Street (north of Stephen Street) – Belle Park Drive	40 kilometres per hour

By-Law to Amend By-Law 2003–209

– Great Cataraqui River – Lake Ontario	
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2. Coming into Force

2.1 This by-law will come into force and take effect on the day it is passed.

1st Reading date

2nd Reading date

3rd Reading date

Passed date

Janet Jaynes
City Clerk

Bryan Paterson
Mayor