



City of  
**Peterborough**

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**To:** **Members of the General Committee**

**From:** **Cynthia Fletcher**  
**Commissioner of Infrastructure and Planning Services**

**Meeting Date:** **March 29, 2021**

**Subject:** **Report IPSCOM21-001**  
**Downtown Built Environment – Proposed 2021 Response to the impacts of COVID-19**

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## **Purpose**

A report to update Council on the review of the temporary changes made to the downtown built environment in 2020, as part of the COVID-19 Re-Opening Ontario Health and Safety Measures, to recommend changes to the downtown built environment for 2021 and to seek delegated authority for certain changes to the layout as needed and deemed feasible (e.g. adding/moving a parking or pick up space, adding/adjusting a time limited parking space, adding/moving a delivery zone, adjusting a roadway speed limit, adjusting use of a portion of the sidewalk/road, certain adjustments to a space based on Provincial/Local Health directives).

## **Recommendations**

That Council approve the recommendations outlined in Report IPSCOM21-001 dated March 29, 2021, of the Commissioner of Infrastructure and Planning Services, as follows:

- a) That Council approve the temporary modifications to the downtown built environment for 2021 as per the layout in Appendix A of Report IPSCOM21-001, as part of the COVID-19 Re-Opening Ontario Health and Safety Measures;
- b) That the on-street pick up zones be continued, along with regular enforcement of the two-hour parking limit and the continuation of fees for on-street parking in the downtown; and

- c) That a by-law be passed delegating to the Chief Administrative Officer and the Commissioner of IPS certain authority respecting highways within the downtown to implement Council's direction in response to Report IPSCOM21-001 Downtown Built Environment - Proposed 2021 Response to the Impacts of COVID-19 for the period April 1, 2021 to December 31, 2021 in the form of by-law comprising Appendix C to the said Report.

## Budget and Financial Implications

The costs, estimated to be \$135,000, to support the proposed temporary changes to the downtown built environment can be accommodated within the \$1,109,427 funding the City received for the 2021 COVID-19 Recovery Funding program. The City received notification of the funding on March 4, 2021 along with the expectation that the funds will be used to support COVID-19 operating costs and pressures.

Breakdown of major cost areas:

Communication Signs:	\$ 5,000
Advertising:	\$ 20,000
Regulatory Signs:	\$ 5,000
Planters:	\$ 30,000
Fencing/Curbs/Pavement Lining:	\$ 55,000
Equipment Installation/Removal:	<u>\$ 20,000</u>
	\$135,000

## Background

This report provides an update on the temporary downtown built environment changes in 2020, the consultation and debrief that has occurred since and proposes new temporary changes for 2021. Due to the need to proceed with the changes in a timely manner and be ready for spring in the downtown, this Special General Committee was scheduled. A Special Council meeting will also be scheduled for Tuesday, April 6, 2021 for final approval on this one item.

On March 11, 2020, the World Health Organization characterized COVID-19 as a pandemic, reflecting the emergence of a world-wide health emergency. The Province of Ontario declared a state of emergency on March 17, 2020. Mayor Therrien declared a local state of emergency on March 23, 2020. In addition to declaring the state of emergency, the Province enacted Ontario Regulation 82/20, which directed the closure of places of non-essential businesses. This order had direct impact on the local business community. During the past year there have been two provincial emergency declarations under the **Emergency Management and Civil Protection Act, R.S.O. 1990** and delegated enforcement powers continue under the **Re-opening Ontario (A Flexible Response to COVID-19) Act, 2020**.

In April 2020, as community spread of the virus declined, the Province released A Framework for Re-Opening our Province and formalized the **Re-opening Ontario (A Flexible Response to COVID-19) Act**. The City and key partners began preparations intended to assist businesses to re-open safely and to ensure safety of movement within the urban core area. A sub-working group of the City's Emergency Control Group was established and included Peterborough Public Health, Peterborough Downtown Business Improvement Area, emergency services first responders and City staff. The working group established a set of principles to guide the work.

### **Overarching Guiding Principle**

- Supporting Personal and Community Safety, as the top priority.

### **Secondary Guiding Principles were as follows**

- Ensure movement of all modes of travel, within the downtown, can be done so safely (pedestrian, cycling, vehicles)
- Support businesses to re-open safely
- Equitable access to shared public space

It was important to establish these guiding principles up front, as there were many competing priorities for the limited public space in the core such as vehicular traffic, pedestrians, cycling, business activity (e.g. patios, take out service), parking (e.g. on-street parking, curbside pickup parking availability, commercial deliveries). Accessibility and equity in access to public shared space were priorities considered as part of the overall planning.

The temporary public space changes in 2020 included reducing the number of vehicle lanes, creating two temporary one-way streets, and removing some on-street parking in certain sections of the downtown. By making these changes, the City was able to create additional space for business activity and pedestrians. The temporary changes to the downtown built environment were fully implemented in July and remained in place until late October 2020. Throughout the summer and fall, staff reviewed the changes and received feedback from business operators, patrons and citizens. Where adjustments to the plan were feasible and did not compromise the overarching objective, staff made alterations to the original plans.

### **Planning for 2021**

The number of cases of COVID-19 continues to ebb and flow in Ontario; new variants of the virus have emerged and mass immunization of Peterborough residents is expected to be completed by the end of September. In December 2020, businesses were impacted by the Provincial "Stay at Home" order that required the closure of places of non-essential businesses, which was lifted in February 2021. Public health measures are expected to remain in place throughout the pandemic. Given this current context, public health officials are recommending municipalities implement health and safety

measures in downtown areas in 2021. If the City does not make changes to the downtown layout to facilitate distancing, there will be a significant impact to the business community. Without modification to traffic lanes and/or parking areas, patios (including regular pre-pandemic patio spaces) and displays will not be able to use sidewalk space. The sidewalks would need to be dedicated to support physical distancing for pedestrian travel. The loss of patio/display space would be detrimental to the City's downtown business area. Peterborough Public Health has produced a guidance document, COVID-19 Guidance: City of Peterborough downtown during spring and summer months, which is attached as Appendix B. During a review of the guidance document, Peterborough Public Health officials have stated that the Public Health guidance supports the preliminary concept for the temporary downtown public space changes as recommended in Report IPSADMIN21-001.

### **Consultation**

To take a more proactive and collaborative approach to planning for changes to public spaces in 2021, the following has occurred:

- A public survey was conducted in February to allow for broad input on the changes implemented in 2020
- Focused review meetings were held with Peterborough Public Health, the Downtown Business Improvement Area, Peterborough & the Kawartha Economic Development, Accessibility Advisory Committee
- The working group discussed lessons learned
- Councillors' feedback was incorporated, and
- The Peterborough Downtown Business Improvement Area submitted its own review of the temporary downtown public space changes, which included its consultation with its members

### **City's Public Survey**

The City's survey received 1,492 responses.

### **Themes from survey response**

#### **Physical Distancing:**

Survey respondents were informed that the goal of the temporary downtown public space changes was to help be safer and feel safer while supporting the reopening of downtown businesses. When they were asked if the changes gave them the ability to maintain appropriate physical distancing:

- 61.3% agreed that the changes gave them the ability to maintain appropriate physical distancing
- 23.8% disagreed

- 14.9% indicated they were undecided

When asked to rank priorities, with the stipulation that public health/safety is a main priority and accessibility is a foundational principle, respondents ranked the priorities in the following order:

1. Supporting business activity
2. Providing additional pedestrian space
3. Providing dedicated curbside pickup areas
4. Providing on-street parking

Activities which brought people into the downtown:

- 70% of respondents indicated they travelled through downtown to get to their destination
- 58% of respondents indicated they picked up food for takeout
- 56% of respondents indicated they went into a store for shopping
- 53% of respondents indicated they used a patio for dining
- 44% of respondents indicated they used curbside pickup for shopping/retail
- 32% of respondents indicated they went into a restaurant for dining

When asked if the changes improved the ability to physically distance:

- 63% of respondents either definitely agreed or somewhat agreed
- 22% of respondents either definitely disagreed or somewhat disagreed
- 14% of respondents neither agreed nor disagreed

When asked if there was enough parking available:

- 48% of respondents either definitely agreed or somewhat agreed
- 41% of respondents either definitely disagreed or somewhat disagreed
- 10% of respondents neither agreed nor disagreed

When asked if traffic lanes were adequately maintained for vehicular traffic:

- 47% of respondents either definitely disagreed or somewhat disagreed
- 45% of respondents either definitely agreed or somewhat agreed
- 8% of respondents neither agreed nor disagreed

When asked if cycling lanes were adequately provided:

- 43% of respondents either definitely agreed or somewhat agreed
- 41% of respondents neither agreed nor disagreed
- 16% of respondents either definitely disagreed or somewhat disagreed

Beyond the quick multiple choice and ranking questions to provide feedback, the survey included several open comment options for participants to provide more individual, specific feedback. Respondents took the time to provide hundreds of comments, many with detailed examples and suggestions on potential changes to the design in the future based on their own experiences.

### **Accessibility**

While many respondents acknowledged the effort to support accessibility, the comments reflected that the area needs more focus (e.g. ramp design and location, delineators, travel paths, signage, accessible parking). The working group has sought input from the Accessibility Advisory Committee (AAC). On March 3, two members of the working group attended the AAC meeting to provide an overview of the initiative, provide results of the public survey and invite input. Feedback was mainly positive, with the group acknowledging the competing priorities for space. The committee was appreciative of the overview and the intention to address some of the specific challenges experienced during 2020 temporary changes to the public spaces.

### **Signage**

Signage was a common theme through the consultation. A full review a signage for all modes of travel has occurred (e.g. signage for new parking, identifying new travel lanes, cycling lanes, assisting with navigation, warning motorists ahead of the changes).

### **Bollards/delineators**

The topic of bollards/delineators was a common theme with some respondents remarking on the aesthetics of the delineators that were used last year and others remarking on feeling unsafe next to traffic due to the type of delineators that were used.

### **Requirements/Realities**

- Enhanced health and safety protocols will be in place for months: social/physical distancing of 6 ft or 2 m, face covering protocols, hand washing, limits on the number of people who can gather in a space etc.
- Indoor and Outdoor spaces require people from different households to maintain 2 metre distance.
- Measures need to be in place to support everyone accessing the downtown in “feeling safe”
- Requests for patio space will be strong. Early outreach has resulted in 38 businesses indicating a desire to operate an existing, new or expanded patio.
- There are many priorities competing for the same space

## **Competing Priorities for public shared space**

- Movement of all modes of travel: pedestrian, accessible modes, cyclists, vehicles
- Maintenance Service and Emergency access
- Accessibility access
- Patios, Tables, Merchandise
- Deliveries, curbside pick up/drop off
- Parking
- Bus stops
- Construction projects: City and Private

In 2020, the working group was interpreting ever-changing information from the Province, designing a modified layout and implementing temporary changes in a very hurried manner. While many of the temporary changes to public spaces met the objectives to support the community re-opening while ensuring personal/public health and safety, the working group is recommending distinct enhancements. For 2021, the working group is proposing a more tailored approach to the layout of public shared spaces in the downtown.

## **Distinct Areas of focus for 2021 are listed below**

### **Accessibility**

In 2020, patio spaces were positioned on the sidewalks, due to requirements related to licensed establishments serving alcohol, and pedestrian/accessible modes of travel were diverted into the parking spaces, separated from the vehicle/cycling traffic with bollards. Diverting people into the parking lanes created accessibility challenges and confusion on certain blocks.

For 2021, in light of updated requirements for licensed facilities, the working group is proposing to leave the sidewalks for pedestrian/accessible modes of travel and set up patios/tables/displays in the parking lanes. This set up creates more consistency for pedestrians/accessible modes and still allows for potential expansion of other priorities into the on-street parking spaces.

### **Parking Spaces/Roadway/Sidewalk**

The modifications to the parking lanes will be focused in front of businesses that seek a permit to use the space for expanded patio/display space. Rather than a “one-size fits all approach”, members of the working team will assist with a more customized design of the space. This approach will reduce the number of areas where parking/pick up/drop off spaces are impacted for other uses. Roadway space will be used to accommodate vehicle and cycling modes of travel.

## **Parking fees**

In 2020 the collection of parking fees at metered on-street parking spaces was suspended between April and August. Parking by-laws were not eliminated, and the 2-hour parking limit was still in force, although the level of enforcement was scaled back recognizing the adjustments that both residents, shoppers, and business owners were forced to make. As community activity began to reopen in May and June of 2020, there was noticeable impact on the availability of on-street parking as the free parking and limited enforcement resulted in many parkers (residents, business owners, and downtown employees) using the on-street spaces for long term, all day parking instead of using the parking garages and surface lots.

Enforcement levels were gradually increased at the request of several downtown businesses and the DBIA, with emphasis on enforcing the two-hour parking limits. Many businesses rely on a turnover in parking to allow for more patrons. By mid-August full parking enforcement and paid parking was reintroduced in the downtown to ensure an adequate turn-over of on-street parking spaces. In January 2021, with the Provincial lock down measures in place, staff created a number of 15 minute curbside pick up zones, where residents could park without paying as long as their stay was under 15 minutes. Moving forward during the spring / summer/fall of 2021, it is proposed that the on-street pick up zones be continued, along with regular enforcement of the two hour parking limit and the continuation of charging for on-street parking in the downtown.

## **Space delineators**

In 2020, white plastic bollards were acquired and installed quickly. Feedback on the look and function of the bollard was fairly negative. For 2021, the working team is proposing the use of planters along with decorative fencing to de-mark the space in the parking lanes to be used for expanded patios and displays. The planters and fencing treatments will look more pleasing, be quite heavy when filled and de-mark the space well. While more costly than the delineators, new patio enclosures can be reused for future patio applications beyond the COVID period, and the City may be able to recover a portion of the costs through future patio permit fees or the sale of the equipment to business owners for their annual patio.

## **Patios/Displays/Merchandise**

In 2020, the City received increased interest for new or expanded outdoor operating space. A total of 31 took advantage of the opportunity for outdoor operating space. Business owners who want the opportunity to use outdoor operating space will be required to acquire a permit and the appropriate insurance. This year, 38 businesses have indicated an intent to acquire a permit to use outdoor operating space. As in 2020, the City intends to waive the permit fee for this year to support local businesses.



## **Signs**

In 2020, many temporary signs were used when the downtown shared public spaces were initially changed. As the province released and clarified direction, messages and signs were changed/updated. The lack of clarity created confusion for those working, visiting and traveling through the downtown area. For 2021, the working team is more coordinated around consistent and clear messaging. Signs will be of a more permanent nature and will be posted more broadly. Detour routes will be posted through multiple methods.

## **Communication**

Strides were made throughout 2020 to develop a coordinated approach between the City, Peterborough Public Health, Police Services, and Downtown Business Improvement Area. For 2021, this has continued with the work done to date, survey input and the team will build upon those coordinated efforts to develop clear and concise communication for the businesses, citizens and visitors.

## **Key changes to the proposed plan for 2021**

The key changes include the use of sidewalk space, a more tailored approach to space design and different delineators.

## **George and Water Streets**

The existing sidewalks on George and Water Streets are planned to remain designated for pedestrian use. This change is intended to improve accessibility challenges experienced in 2020 and to respond to public feedback on confusion caused by the temporary sidewalks established during 2020. Requests for expanded patio space on George and Water Streets will be accommodated by converting existing parking spaces to patio areas. This will allow George and Water Street to be maintained with two lanes of traffic/cycling.

## **Hunter Street**

The plan proposes to maintain much of the same configuration as 2020 to allow for expanded patios to use the available sidewalk space. Traffic will be shifted in a similar manner as in 2020, with one-way traffic maintained in the westbound direction. Given the current configuration of the sidewalks on Hunter Street, they have already been designed to accommodate seasonal patios on a permanent basis. With the existing space available, it would be difficult to maintain adequate sidewalk width to allow for physical distancing when these existing approved patios are in operation. Creating a temporary sidewalk space within the closed traffic lane along Hunter Street will provide opportunities to maintain public safety on this corridor. Based on feedback received from the public survey, it is proposed to upgrade the treatment used to separate the temporary pedestrian space from traffic. This year, it is proposed to use a combination

of portable planters, delineators and/or temporary fencing treatments to provide this physical separation and enhance the accessibility for those with low vision.

### **Charlotte Street**

The proposed plan will be similar as in 2020. Charlotte Street is planned as a one-way street, eastbound, between Aylmer Street and George Street to allow for adequate public space for physical distancing between competing priorities. Patios for restaurants will be able to expand into the current parking lanes and a portion of the former westbound travel lane, while pedestrian traffic will remain on the current sidewalks to improve accessibility.

### **Ongoing Monitoring**

The working group will be meeting regularly throughout the spring and summer to monitor the community health status and the requirements to provide safe access to public spaces in the downtown. As in 2020, there is the potential that certain changes to the downtown built environment may be required, whether related to further health restrictions or as the community is immunized and restrictions are relaxed. In 2020, there were approximately 12 adjustments made to the original layout.

To assess and react efficiently to the needs of downtown businesses and their customers in 2021, staff is recommending a level of delegated authority to allow for required modifications to be implemented in a timely manner (e.g. adding/moving a parking or pick up space, adding/adjusting a time limited parking space, adding/moving a delivery zone, adjusting a roadway speed limit, adjusting use of a portion of the sidewalk/road, certain adjustments to a space based on Provincial/Local Health directives). Staff will advise Council of adjustments made to the proposed 2021 Downtown Built Environment Appendix A, through the delegated authority. Larger changes to the overall layout will be referred to Council for approval (e.g. full closure of a road/traffic lane, consideration of one-way/two-way traffic for a roadway, modifications to the overall design due to more restrictive health measures).

Appendix C is a proposed form of by-law that would delegate certain authority respecting Highways in the downtown to implement Council's direction in response to this report in continuing furtherance of the City's plans to manage and to recover from the COVID-19 pandemic. The proposed draft by-law includes paragraph 7.d) which would delegate authority to amend Parking By-law 09-136 to aid in the implementation of Council's direction in response to this report. The proposed bylaw would automatically be repealed on December 31, 2021.

## **Summary**

A sub-working group of the City's Emergency Control Group has conducted a review and public/business consultation related to the temporary changes made to the downtown built environment in 2020, as part of the COVID-19 Re-Opening Ontario Health and Safety Measures. Based on this review and input, this report outlines proposed temporary modifications to the downtown built environment for 2021 to support health and safety as the City continues to recover from the effects of the COVID-19 pandemic.

Submitted by,

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Commissioner of Infrastructure and Planning Services

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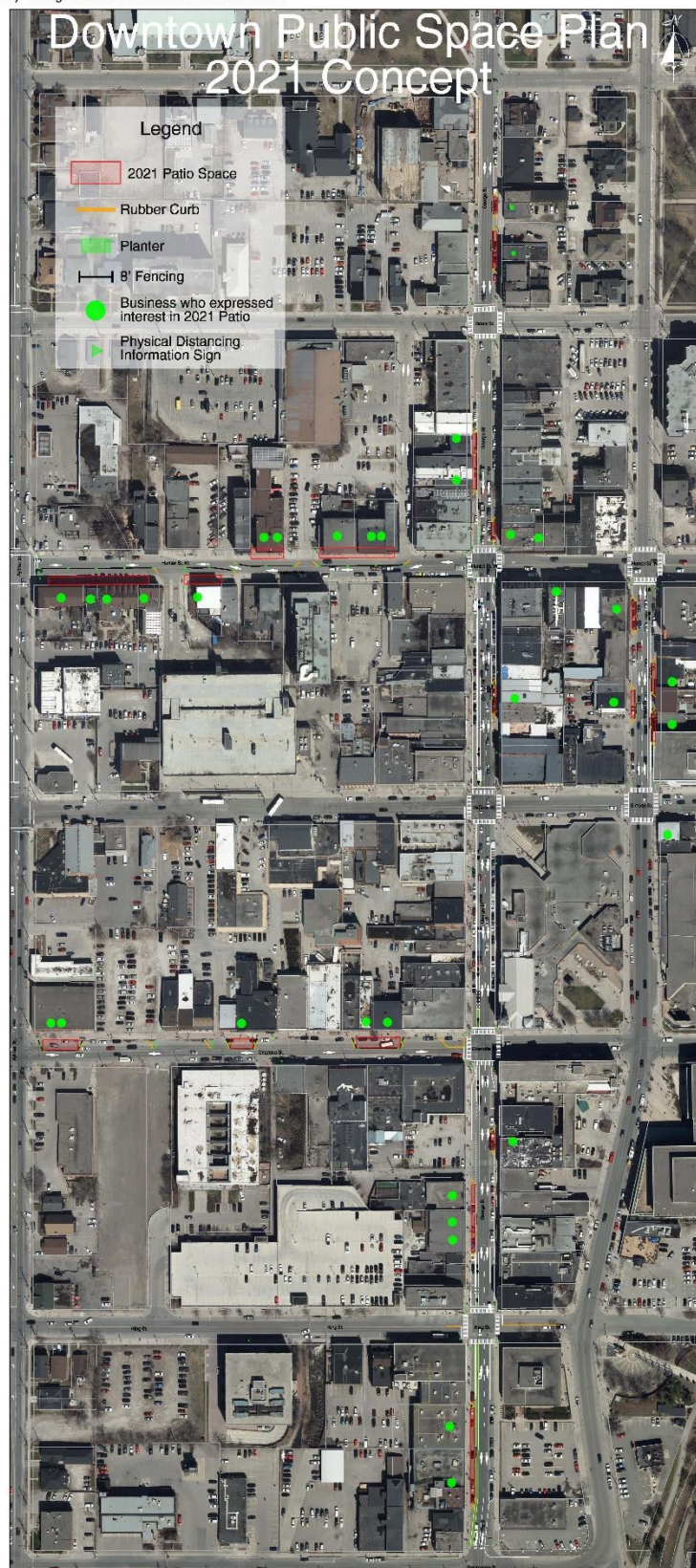
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**Attachments:**

Appendix A: 2021 Proposed Temporary Changes to the Downtown Built Environment  
Appendix B: Peterborough Public Health: COVID-19 Guidance Measures  
Appendix C: Delegation By-law

## Appendix A – 2021 Proposed Temporary Changes to the Downtown Built Environment

Appendix A - 2021 Proposed Temporary Changes to the Downtown Built Environment





## Appendix B – Peterborough Public Health: COVID-19 Guidance Measures

### Appendix B - Peterborough Public Health: COVID -19 Guidance Measures



Serving the residents of Curve Lake and Hiawatha First Nations, and the County and City of Peterborough

## COVID-19 Guidance:

### City of Peterborough downtown during spring & summer months

#### Introduction

In Ontario, the response to the COVID-19 pandemic has been guided by the [Ontario COVID-19 Response Framework](#).<sup>1</sup> This framework has been developed to keep Ontario businesses operational, while at the same time dictating various restriction levels based on the transmission of the virus and capacity of the health care system. The framework imposes more restrictions for indoor settings and businesses, which means that for some sectors, the Framework supports outdoor activities and services. With this in mind, Peterborough Public Health (PPH) anticipates that the warmer weather will increase demand on our outdoor public spaces, particularly in the City's downtown core.

The following guidance and recommendations have been developed to support the City of Peterborough's 2021 plans for the downtown space for the spring and summer seasons. These recommendations have been developed based on the following objectives:<sup>2</sup>

- Mitigate the risk of increased transmission.
- Protect vulnerable/high-risk populations and settings.
- Maintain the health care and public health capacity demands below critical levels.
- Increase social and economic activity with appropriate conditions and controls in place.
- Monitor impacts to inform decision-making regarding modifications to approach.
- Frequent and transparent communication to the public to highlight their role in reducing the risk of COVID-19.

#### What is the risk associated with COVID-19 transmission in outdoor settings?

Over the past year, the entire world has continued to learn more about the COVID-19 virus, risk of transmission, and measures needed to control the spread. Public health officials have continued to monitor research and best practice to ensure evidence-informed decision making is occurring at local, provincial, and national response levels. Analysis of the COVID-19 cases in Canada to date continue to reinforce that risk factors associated with transmission of COVID-19 include close contact of 2 metres or less, crowded spaces, closed spaces, and forceful exhalation.<sup>3,4</sup>

Over the past few months, new variants of the COVID-19 virus have emerged. "Based on the observed rapid rise in incidence and the higher secondary attack rates, reproductive number (Rt) and viral load, VOCs appear

<sup>1</sup> Government of Ontario. (2021, March 12). COVID-19 response framework: Keeping Ontario safe and open. Retrieved from: <https://www.ontario.ca/page/covid-19-response-framework-keeping-ontario-safe-and-open>

<sup>2</sup> Government of Canada. (2020, May 30). Guidance for a strategic approach to lifting restrictive public health measures. Retrieved from: <https://www.canada.ca/en/public-health/services/diseases/2019-novel-coronavirus-infection/guidance-documents/lifting-public-health-measures.html>

<sup>3</sup> Public Health Ontario. (2020, December). COVID-19 Routes of Transmission. What We Know So Far. Retrieved from: <https://www.publichealthontario.ca/-/media/documents/ncov/covid-wwksf/2020/12/routes-transmission-covid-19.pdf?la=en>

<sup>4</sup> Government of Ontario. (2021, March 12). COVID-19 response framework: Keeping Ontario safe and open. Retrieved from: <https://www.ontario.ca/page/covid-19-response-framework-keeping-ontario-safe-and-open>

to have higher transmissibility than other non-VOCs.”<sup>5</sup> Additionally, there is evidence of higher risk of hospitalization and death from VOC infection.<sup>6</sup>

Personal public health measures, such as keeping a minimum distance of 2 metres from anyone who is not from the same household, staying home if you are ill, frequent hand washing, and wearing a non-medical mask continue to be the most effective preventative measures, for COVID-19 VOCs and non-VOC transmission.<sup>7</sup> When these personal public health measures are coupled with outdoor settings with good air flow, rates of COVID-19 transmission are quite low.<sup>8</sup>

For these reasons, residents and businesses across the Peterborough region should be encouraged and enabled to get outdoors as much as possible. Activities where physical distancing can be maintained and physical contact with other persons minimized, for example solitary activities and those enjoyed by household groups, represent the lowest risk for COVID-19 transmission.<sup>9</sup>

### Why modify the downtown area for the spring and summer months?

The City of Peterborough downtown area is one of the busiest areas in the Peterborough region. This is due to a combination of the high density of residential buildings, businesses, services, and public spaces. While this important mix of uses are needed to foster conditions favourable for long-term health and wellbeing, this does pose challenges for each individual using this space to effectively apply personal public health measures, in particular physical distancing.

Businesses across the Peterborough region have shouldered heavy burdens throughout this pandemic. From reduced indoor capacity limits to long periods of closure, many local businesses need numerous supports to ensure they can continue to operate throughout COVID-19 and beyond. In light of this, businesses are supported through the Ontario Covid-19 Response Framework to modify their operations to offer outdoor sales and/or curb-side pick-up.<sup>10</sup> Businesses in the downtown area have limited resources to expand outdoors or offer curb-side pick up due to competing needs of abutting spaces. To ensure the downtown businesses can be afforded the same opportunity as all businesses in our region, outdoor sales and curb-side pick up areas for downtown businesses should be created. However, it is critical that any space granted for this business activity must not jeopardize the ability for another downtown user to safely implement their personal public health measures, primarily, the ability to physically distance from others (e.g., outdoor sales areas must not compromise physical distancing potential for sidewalk users).

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<sup>5</sup> Public Health Ontario. (2021, February) COVID-19 B.1.1.7 (501Y.V1) Variant of Concern – What We Know So Far. Retrieved from: [https://www.publichealthontario.ca/-/media/documents/ncov/covid-wwksf/2020/12/what-we-know-uk-variant.pdf?la=en\\_pg\\_1](https://www.publichealthontario.ca/-/media/documents/ncov/covid-wwksf/2020/12/what-we-know-uk-variant.pdf?la=en_pg_1)

<sup>6</sup> Ibid

<sup>7</sup> Government of Ontario. (2021, March 12). COVID-19 response framework: Keeping Ontario safe and open. Retrieved from: <https://www.ontario.ca/page/covid-19-response-framework-keeping-ontario-safe-and-open>

<sup>8</sup> Public Health Ontario. (2020, August). COVID-19: Heating, Ventilation and Air Conditioning (HVAC) Systems in Buildings. Retrieved from: <https://www.publichealthontario.ca/-/media/documents/ncov/ipac/2020/09/covid-19-hvac-systems-in-buildings.pdf?la=en>

<sup>9</sup> Government of Canada. (2020, Oct 15). Community-based measures to mitigate the spread of coronavirus disease (COVID-19) in Canada. Retrieved from: <https://www.canada.ca/en/public-health/services/diseases/2019-novel-coronavirus-infection/health-professionals/public-health-measures-mitigate-covid-19.html>

<sup>10</sup> Government of Ontario. (2021, March 12). COVID-19 response framework: Keeping Ontario safe and open. Retrieved from: <https://www.ontario.ca/page/covid-19-response-framework-keeping-ontario-safe-and-open>

### What are the personal public health measures all residents need to practice?

Until the majority of our residents have acquired full immunity from a COVID-19 vaccine, personal public health measures are required.<sup>11</sup> The following measures are fundamental to a community's COVID-19 response and must continue to be applied even during the warmer spring and summer months:

- Anyone feeling ill should remain at home and not go out in public.
- Staying at home as much as possible if at risk of more severe disease or outcomes, this includes individuals who are:
  - older adults (increasing risk with each decade, especially over 60 years)
  - people of any age with chronic medical conditions:
    - lung disease
    - heart disease
    - high blood pressure
    - diabetes
    - kidney disease
    - liver disease
    - stroke
    - dementia
  - people of any age who are immunocompromised, including those:
    - with an underlying medical condition (e.g., cancer)
    - or taking medications which lower the immune system (e.g., chemotherapy)
  - people living with obesity (BMI of 40 or higher)
- People who do not reside in the same household must maintain a minimum of 2 metres of physical distance from each other.
- A face covering/non-medical mask must be worn at all times in an indoor public space.
- For outdoor settings, it is strongly recommended that a face coverings/non-medical mask be worn anytime 2 metres physical distancing cannot be predictably maintained (i.e., walking on the sidewalk, walking on the platform at the transit terminal, waiting at a busy intersection).
- Frequent hand washing with soap and water, or using an alcohol-based sanitizer if soap and water are not available.
- Practice responsible respiratory etiquette and cough or sneeze into your sleeve.
- Cleaning and disinfection of frequently touched surfaces should be increased and signage must be provided where this is not possible (e.g., picnic tables at parks).
- Reduce personal non-essential travel.
- Limiting outings and public gatherings as per provincial legislation.

### What risk mitigation strategies can be applied to the City of Peterborough downtown area?

There are numerous adaptations that can be applied to the City's downtown to ensure all users can safely use and access this space. The risk mitigation potential for the City's downtown is based on the types of controls that can be used to mitigate the risk of COVID-19 transmission within this setting.<sup>12</sup> The mitigation potential is based on the modified hierarchy of controls (figure 1), in which measures are considered more protective to

<sup>11</sup> Government of Canada. (2020, Oct 15). Community-based measures to mitigate the spread of coronavirus disease (COVID-19) in Canada. Retrieved from: <https://www.canada.ca/en/public-health/services/diseases/2019-novel-coronavirus-infection/health-professionals/public-health-measures-mitigate-covid-19.html>

<sup>12</sup> Ibid



less protective in this order: physical distancing, engineering controls, administrative controls, and personal protective equipment (PPE)/non-medical masks (NMM).<sup>13</sup>

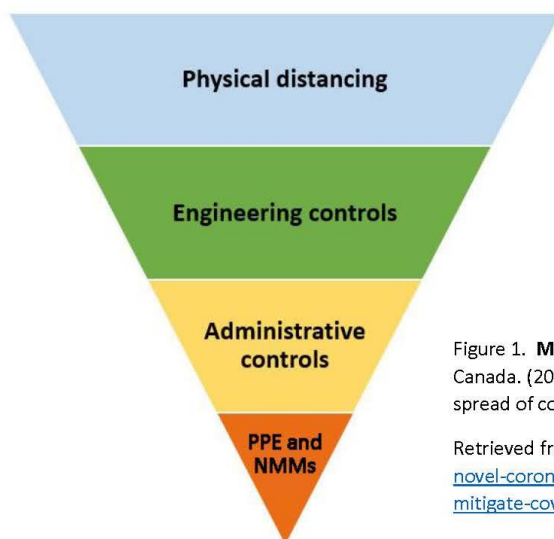


Figure 1. **Modified Hierarchy of Controls.** Retrieved from: Government of Canada. (2020, Oct 15). Community-based measures to mitigate the spread of coronavirus disease (COVID-19) in Canada.

Retrieved from: [www.canada.ca/en/public-health/services/diseases/2019-novel-coronavirus-infection/health-professionals/public-health-measures-mitigate-covid-19.html](https://www.canada.ca/en/public-health/services/diseases/2019-novel-coronavirus-infection/health-professionals/public-health-measures-mitigate-covid-19.html)

To maximize risk mitigation potential, the City of Peterborough and downtown businesses should consider a “layered” approach where they implement multiple types of controls and mitigation measures aimed at reducing the risk of COVID-19 transmission, including decreasing the number of interactions with others and increasing the safety of interactions. Layering of multiple mitigation measures strengthens the risk mitigation potential overall and ultimately makes the downtown area a safer place for all. Critical components of the risk mitigation also include communication about risk mitigation measures applied, and promoting personal public health practices that everyone must follow. Table 1 provides PPH’s recommendations for a variety of mitigation strategies based on the hierarchy of controls model.

<sup>13</sup> Rivers, C., et al. (2020). Public health principles for a phased reopening during COVID-19: Guidance for governors. Retrieved from: [https://www.centerforhealthsecurity.org/our-work/pubs\\_archive/pubs-pdfs/2020/200417-reopening-guidance-governors.pdf](https://www.centerforhealthsecurity.org/our-work/pubs_archive/pubs-pdfs/2020/200417-reopening-guidance-governors.pdf)

Table 1: Community-based public health mitigation strategies

Description of Control Categories	Physical Distancing	Engineering Controls	Administrative Controls	PPE & NMMM
<p><b>Mitigation Measures</b></p> <ul style="list-style-type: none"> <li>• Ensure sufficient public realm for all necessary activities to take place (e.g., pedestrians, queue lines, etc.). This means that all individuals must be able to maintain 2m of physical distance between each other (e.g., one individual requires 4m<sup>2</sup> of space to ensure proper physical distancing).</li> <li>• Promoting essential trips only to the downtown.</li> <li>• Promoting staying home if you are sick.</li> <li>• Businesses should continue to offer modified shopping by offering online sales, delivery, and shipping.</li> <li>• Support businesses with curb-side pickup by offering designated pick-up spots along streets that have a large number of retail.</li> <li>• Support businesses with designated exterior queue spaces or an outside retail desk to minimize the number of people in an indoor setting at one time.</li> <li>• Queue spaces should be appropriately marked to ensure 2m between everyone in line.</li> <li>• Support and encourage businesses (primarily food premises) to implement reservation systems to prevent queue lines and unnecessary crowding.</li> <li>• Ensure appropriate signage and a thorough communications strategy detailing changes.</li> </ul>	<p>Strategies to maintain a 2-metre distance between individuals and reduce time spent in close proximity.</p> <ul style="list-style-type: none"> <li>• If sidewalks do not provide enough space for physical distancing, remove parking and other traffic lanes to create space for physical distancing. Ensure any space that abuts a travel lane (e.g., pedestrian space, amenity space) has a barrier or is clearly delineated and signed.<sup>14</sup></li> <li>• On streets with low traffic volumes, consider designating the street as “local access only” to reduce vehicle volumes and speeds, while at the same time providing the full street for all users to distance.<sup>15</sup></li> <li>• Conduct continual pedestrian and vehicular traffic flow assessments to monitor for crowding and/or pinch points.</li> <li>• Deactivate any intersection with touch button signals and change to a timed pedestrian crossing.</li> <li>• Non-essential common areas should be closed.</li> <li>• For indoor and outdoor retail spaces, ensure a 2m space between retailer and customer, or include the use of clear barriers (e.g., plexiglass).</li> <li>• Ensure appropriate signage and a thorough communications strategy detailing changes.</li> </ul>	<p>Strategies to create physical barriers between individuals and reduce exposure to common surfaces.</p> <ul style="list-style-type: none"> <li>• Work with local businesses to stagger the hours of retail businesses vs. restaurants to minimize competing space demands (e.g., retail spaces use outdoor sidewalk space during the day, restaurants use outdoor sidewalk space at night for patios).</li> <li>• Promote active modes of travel to minimize the amount of square footage each visitor would need (e.g., travelling by private vehicle requires more square footage).</li> <li>• Promote designated parking zones at the entrance to the downtown to encourage park and walk to shops and services.</li> <li>• Reduce traffic speeds to increase safety for all road users.</li> <li>• Increase the frequency of environmental cleaning for indoor and outdoor high-touch surfaces.</li> <li>• Non-contact waste receptacles should be available indoors and outdoors.</li> <li>• Increase access to handwashing and sanitizing (e.g., by opening public washrooms in the downtown and placing hand sanitizer dispensers in prominent locations) and ensuring these are accessible for individuals with disabilities or other accommodation needs.</li> <li>• Businesses can provide special accommodations for clients from vulnerable groups (e.g., dedicated shopping hours for seniors and people with immune compromising or underlying medical conditions).</li> <li>• Businesses post accessible signage to discourage shopping from anyone who is ill.</li> <li>• Ensure appropriate signage and a thorough communications strategy detailing changes.</li> </ul>	<p>Strategies to change the way people interact with the setting in order to reduce risk (e.g., through changes to business policies or practices)</p>	<p>Equipment worn/used by a person to prevent spread of the virus</p> <ul style="list-style-type: none"> <li>• Individuals must wear nonmedical masks in indoor public spaces and should be advised to wear them in any outdoor space where 2 metre physical distance cannot be predictably maintained from others.<sup>16</sup></li> <li>• Consider a bylaw that would require individuals to wear non-medical masks while on sidewalks in the downtown.</li> <li>• PPE can be used appropriately as per usual practice or as required for workers by the occupational health and safety legislation or local public health authority (e.g., if employees will be within 2 metres of others).</li> </ul>
<p><b>Mitigation strategies based on guidance from:</b></p> <ul style="list-style-type: none"> <li>• Freeman, S &amp; Eyelbosh, A. (2020, April 14). COVID-19 and outdoor safety: Considerations for use of outdoor recreational spaces. National Collaborating Centre for Environmental Health. Retrieved from: <a href="https://nccelh.ca/sites/default/files/COVID-19%20Outdoor%20Safety%20-%20April%2016%202020.pdf">https://nccelh.ca/sites/default/files/COVID-19%20Outdoor%20Safety%20-%20April%2016%202020.pdf</a></li> <li>• National Association of City Transportation Officials &amp; Global Designing Cities Initiative. (2020, June). Streets for Pandemic Response &amp; Recovery. Retrieved from: <a href="https://nacto.org/wp-content/uploads/2020/09/Streets_for_Pandemic_Response_Recovery_Full_20-09-24.pdf">https://nacto.org/wp-content/uploads/2020/09/Streets_for_Pandemic_Response_Recovery_Full_20-09-24.pdf</a></li> </ul>				

<sup>14</sup> National Association of City Transportation Officials & Global Designing Cities Initiative. (2020, June). Streets for Pandemic Response & Recovery. Retrieved from: [https://nacto.org/wp-content/uploads/2020/09/Streets\\_for\\_Pandemic\\_Response\\_Recovery\\_Full\\_20-09-24.pdf](https://nacto.org/wp-content/uploads/2020/09/Streets_for_Pandemic_Response_Recovery_Full_20-09-24.pdf)

<sup>15</sup> Ibid

<sup>16</sup> Pan-Canadian Public Health Network. (2020). Use of non-medical cloth masks or face coverings in community settings. Retrieved from: <http://www.pph-npp.ca/sac-covid-ccl/wearing-masks-community-enr.php>

### How to monitor and evaluate?

A robust monitoring and evaluation strategy for any changes to the downtown is critical to the success of this plan. Ongoing monitoring is needed in the short-term to determine if there are unintended consequences emerging. Any unintended consequence would need to be addressed immediately to ensure the public's health and safety. Possible unintended consequences of the downtown area modifications could include:

- traffic pinch points
- crowds
- gatherings
- accessibility issues
- higher pedestrian volumes than anticipated
- dangerous traffic speeds
- a particular demographic unable to access the downtown

Public health monitoring of the local COVID-19 situation is ongoing throughout the pandemic. Monitoring indicators include:

- Epidemiology of the virus
  - Incidence rate
  - Percent positivity
  - Reproductive rate
  - # of outbreaks
  - Level of community transmission
- Health system capacity
  - Hospital and ICU capacity
- Public health system capacity
  - Case and contact follow-up capacity

### Conclusion

In conclusion, due to the competing demands for public space in the City's downtown during the warmer months, risk mitigation measures are needed to ensure personal public health measures can be applied safely and effectively by all who use and access this space. Any risk mitigation measure must ensure that physical distancing of 2 metres can be maintained between anyone who is not from the same household, as well as ensuring that accessibility to the downtown is possible for all members of our community.



## **The Corporation of the City of Peterborough**

### **By-Law Number 21-[insert number]**

Being a By-law to delegate to the CAO and the Commissioner IPS certain authority respecting Highways in relation to the COVID-19 pandemic.

#### **WHEREAS:**

1. On June 11, 2020, Council passed By-law 20-041, CAO Delegation By-law, COVID-19 Recovery, which delegated certain authority respecting Highways in furtherance of the City's plans to recover from the COVID-19 pandemic.
2. By-law 20-041 was repealed on January 1, 2021 pursuant to its section 10.
3. Council considers it to be in the City's interests to continue to delegate certain authority respecting Highways in relation to the COVID-19 pandemic.

**NOW THEREFORE**, The Corporation of the City of Peterborough by the Council thereof enacts as follows:

#### **Short Title**

1. This By-law may be referred to as the "2021 Delegation By-law, COVID-19".

#### **Interpretation**

2. Unless otherwise stated:
  - a) a reference to a statute or regulation refers to a statute or regulation of the Province of Ontario;
  - b) a reference to a statute, regulation or by-law refers to that enactment as it may be amended or replaced from time to time; and
  - c) a reference to a section, paragraph, clause or schedule is a reference to this By-law's section, paragraph, clause or schedule.
3. The headings in this By-law are for convenience only and do not form part of this By-law.

4. If any part of this By-law is determined to be invalid by a court of competent jurisdiction, the invalid part is severed and the remainder continues to be valid.
5. The delegations of authority by this By-law are in addition to delegations of authority established by other City by-laws and otherwise at law. In the event of any inconsistency between this By-law and any other City by-law, the provision that more effectively delegates authority prevails to the extent of the inconsistency.

## Definitions

6. In this By-law:
  - a) “By-law” means this By-law.
  - b) “CAO” means the City’s Chief Administrative Officer.
  - c) “City” means The Corporation of the City of Peterborough or the geographic area of the City of Peterborough as the context requires.
  - d) “Commissioner IPS” means the City’s Commissioner of Infrastructure and Planning Services.
  - e) “Council” means the City’s Council.
  - f) “Highway” means each highway as defined by the **Municipal Act, 2001**, S.O. 2001, c. 25, as amended, including sidewalks thereon, within that part of the City bounded by and including McDonnell Street to the north, Aylmer Street North to the west, Sherbrooke Street to the south and Water Street to the east.

## Delegation

7. The CAO or Commissioner IPS may do any of the following respecting a Highway where, in the opinion of the CAO or the Commissioner IPS, so doing will implement Council’s direction in response to Report IPSCOM21-001 Downtown Built Environment – Proposed 2021 Response to the impacts of COVID-19:
  - a) Temporarily close from time to time all or any part of a Highway for a period ending on the earlier of:
    - i) a day as determined by the CAO or Commissioner IPS; and
    - ii) the day on which this by-law is repealed.
  - b) Grant a licence to a person for the use of all or any part of such closed Highway on such terms as the CAO or Commissioner IPS may determine;
  - c) Pass by-laws from time to time respecting all or part of any Highway to prescribe a rate of speed that is less than or equal to 50 kilometres per hour; and
  - d) Pass by-laws from time to time to amend Parking By-law 09-136 and Traffic By-law 91-71.

8. The CAO is authorized to execute such documents as the CAO or Commissioner determines, in consultation with the City Solicitor, to be necessary to give effect to the authority delegated by this by-law.
9. It is Council's opinion that the powers being delegated by this by-law are of a minor nature, having regard to the number of people, the size of geographic area and the time period affected by an exercise of the powers.

**Repeal**

10. This by-law is repealed on December 31, 2021.

By-law passed this 6<sup>th</sup> day of April, 2021.

(Sgd.) Diane Therrien, Mayor

(Sgd.) John Kennedy, City Clerk