



City of  
**Peterborough**

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

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

**Meeting Date:** **April 19, 2021**

**Subject:** **Report IPSTR21-005**  
**Update on Phase 1 of Transportation Master Plan**

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## **Purpose**

A report to recommend approval of the Vision, Objectives and Performance Criteria to guide the update to the City-wide Transportation Master Plan, and to update Council on the schedule for the project.

## **Recommendations**

That Council approves the recommendations outlined in Report IPSTR21-005, dated April 19, 2021, of the Commissioner, Infrastructure and Planning Services as follows:

- a) That the presentation by WSP Canada Group on the Transportation Master Plan be received;
- b) That the recommended Vision for the Transportation Master Plan “As the City grows, Peterborough’s transportation network will be enhanced to create a system where people of all ages and abilities can move safely, sustainably and efficiently, no matter how they choose to travel, today and in the future” be approved;
- c) That the Objectives for the Transportation Master Plan, as outlined in Table 1 be approved; and
- d) That the recommended Performance Criteria for the Transportation Master Plan, as outlined in Appendix A, be approved.

## **Budget and Financial Implications**

There are no budget or financial implications associated with approval of this report.

## **Background**

Council at their meeting of May 27, 2019 approved the following motion:

- a) That staff be directed to begin a Transportation Master Plan;
- b) That a report on the Terms of Reference for this study be presented to Council no later than December 2019; and
- c) That staff present the findings of the Transportation Master Plan to Council no later than November 2021.

At their meeting of December 9, 2019 Council approved Report IPSTR19-028 – Framework to Develop the City's new Transportation Master Plan, which provided the overall framework to guide the development of the City's new Transportation Master Plan (TMP).

Following approval of the project framework, a Request for Proposal was issued where a number of criteria were used to evaluate submissions. The Manager of Transportation, Manager of Planning, Manager of Infrastructure Management, and both Council Co-Chairs of the Transportation Portfolio completed the evaluation of submissions. Based on the evaluation of submissions, Administrative Staff Committee (ASC) in considering Report IPSTR20-010, awarded a contract to complete the Transportation Master Plan Study to the consulting firm WSP Canada Group.

## **TMP Process**

TMP's are broad community-based planning documents which are structured to examine the need for new infrastructure on a system-wide basis while incorporating land use considerations and environmental principles into the municipal planning and decision-making process. A TMP often recommends a combination of policies and new or upgraded infrastructure to support the long-term growth in the community. The plan also provides a guide to assist in day-to-day municipal decision making, annual capital and operating budget forecasting, and priority setting.

The consulting team commenced the work on the TMP in June 2020. The TMP is being developed in accordance with the framework approved by Council in Report IPSTR19-028, which includes a five-phase process incorporating a transparent, evidence-based, decision-making process that includes extensive engagement with the community and with Council.

The process is consistent with the Municipal Class Environmental Assessment (MCEA) process, through which a TMP typically completes the first two phases of the five-phased MCEA process used for all municipal infrastructure projects, including:

- Development of a problem / opportunity statement (MCEA-Phase 1)
  - The Council approved framework splits this phase into two phases;
    - Phase 1 - Develop an overall Vision and Objectives to guide the TMP, and
    - Phase 2 – Assessment of current and future Challenges and Opportunities.
- Development and evaluation of alternative Solutions (MCEA- Phase 2)
  - The Council approved framework splits this phase into three phases;
    - Phase 3 - Transportation Strategy Development & Mode Share Targets,
    - Phase 4 – Determine Infrastructure Improvement Needs, and
    - Phase 5 – Develop Recommended Plan and Implementation Schedule

Many of the larger infrastructure projects recommended in a TMP will still require further study prior to being approved for implementation. For most projects, the completion of Phases 3-5 of the Municipal Class EA planning process will still be required which includes the preparation of a preliminary design, the completion of an Environmental Study Report, and additional project specific consultation.

The works on Phase 1 of the TMP are now complete; and the recommended Vision, Objectives, the draft Performance Criteria are presented below, along with a summary of the community engagement process. A draft Phase 1 Report describing the technical works and consultation activities to date is enclosed in Appendix B.

## **Community Engagement**

Community engagement is an important aspect of this project. While the MCEA process stipulates a minimum of two points of contact with the public, the process to develop the City's TMP is going far beyond these requirements.

In addition to formal presentations to Council at key decision points in the project, the community engagement plan is structured to reach out as broadly as possible to various groups, community organizations, and members of the public who are interested in participating in the project.

To facilitate interactive discussions with a broad range of community organizations with an interest in transportation, a Community Working Group was formed early in the project. The Community Working Group is a volunteer group that was assembled

through an open request for expressions of interest to participate. The group is comprised of various members of the community, community based organizations, and technical agencies representing a broad background of interests and perspectives, combined with a critical and/or keen interest in Transportation and the project process and outcomes. Their local context provides a unique blend of neighbourhood and community interests and perspectives for consideration and inclusion when developing the TMP.

To inform the development of Phase 1 of the TMP, two “rounds” of engagement have been completed with the community and stakeholders to date. The purpose of these engagements was to:

- Introduce the project and understand the Community aspirations for the TMP;
- Develop a collaborative consultation program by gathering preliminary input on engagement preferences;
- Gather information to develop the TMP vision and objectives, and to identify criteria that will be used to measure success and assess various strategies and alternatives;
- Discuss future trends that may influence the TMP and how they can be considered in planning; and
- Establish buy-in and recommend a vision statement, project objectives and performance criteria to guide the project.

**Round 1 Engagement:** The purpose of this initial round of engagement was to present the intent and purpose of the TMP project to new audiences, gather input to inform the development of the vision statement, identify opportunities and challenges as well as future considerations to inform the development of preliminary criteria. Engagement activities included:

- An introductory meeting in July 2020 with the Project Steering Committee (SC) and Technical Advisory Committee (TAC) that were established to guide the project;
- An introductory meeting in October 2020 with the Community Working Group; and
- Online interactive engagement with members of the public through the [connectptbo.ca](https://connectptbo.ca) website, between August 31 and October 16.

**Round 2 Engagement:** The Purpose of the engagement during Round 2 was to present a preliminary vision statement, preliminary objectives and performance criteria developed as a result of input received during the first round of engagement and work with the various groups to review and refine these elements prior to presenting to Council for approval. Engagement activities included:

- A second meeting in November 2020 with the Community Working Group;
- An introductory meeting with the Peterborough Bicycle Advisory Committee in November 2020 to introduce the project;
- A second meeting in November / December 2020 with the Technical Committee and the Project Steering Committee to share input received and feedback received on progress to date;
- Online interactive engagement with members of the public through the connectptbo.ca website, between December 17 and January 15, to seek feedback on the draft vision statement, objectives, and performance criteria;
- An introductory meeting with the Peterborough Real Estate Board in February 2021 to introduce the project; and
- A third meeting in February 2021 with the Technical Committee and the Project Steering Committee to finalize the recommended vision statement, objectives, and performance criteria for presentation to Council.

The first Phase of engagement occurred during the time of COVID-19, which had considerable impacts on how engagement could be undertaken. Rather than traditional public meetings and in-person workshops, the engagement activities have been successfully delivered using available virtual engagement tools. To ensure that a broad cross section of the public were given the opportunity to provide feedback on the development of the TMP vision and objectives, the consultant and the project team determined a need to add a second Round of engagement activities to the original scope of work. This need and addition to the original scope of work and schedule which has delayed completion of this phase of the project.

The City launched the webpage on [www.connectPtbo.ca](http://www.connectPtbo.ca) – the City’s engagement platform. The website presents a detailed overview of the project scope, the process, latest engagement opportunities, surveys, information about project milestones, and contact information for the project team. Updates about the project and information about engagement events are regularly posted on City’s social media sites as well. As of March 31, 2021, there have been approximately 3,000 visits to the project page.

The consulting team also developed a project identifier and a brand for the project - ‘Move PTBO’. The intend of the brand identity is to generate local awareness and interest in the study and encourage residents to participate in the study.

Through the various community engagement events, major local media reporting about the project, and social media postings by the City, a significant amount of community interest has been generated in the project.

## **Transportation Master Plan – Phase 1, Step 1**

The focus of Phase 1 works has been to develop the foundation that underpins the outcomes, recommendations, and actions. The three foundations- the Vision, the Objectives and Performance Criteria will provide a clear understanding of the desired outcomes of the project and will help to generate alternatives and develop an evaluation framework upon which the recommendations and strategies are selected, assessed, and prioritized.

Considerable effort has been made to engage internal and external stakeholders and to empower these groups to support the development of these foundations. The draft Phase 1 Report, attached in Appendix B, provides a more detailed discussion on the background work and inputs received from the community and stakeholders.

### **TMP Vision**

The TMP vision is the statement that summarizes what the City of Peterborough's desired future transportation system will look and function like, and the overall experience of transportation users. The vision is intended to be both aspirational as well as achievable.

Instead of drafting a vision statement upfront and having internal and external stakeholders react to it, the vision was developed by putting a "blank slate" in front of the public, elected officials, engaged stakeholders, and City staff; and using all of the input to shape and confirm the statement over the course of the first two rounds of engagement. The outcomes of those activities shaped the recommended Vision presented below:

"As the City grows, Peterborough's transportation network will be enhanced to create a system where people of all ages and abilities can move safely, sustainably and efficiently, no matter how they choose to travel, today and in the future."

The above vision statement, presented to Council for approval, is a concise description of an integrated transportation system that responds to growth and serves the mobility needs of people of all ages and abilities in a safe, sustainable, and efficient manner, regardless of which mode of travel they use.

### **TMP Objectives**

While the vision statement provides the single statement that is meant to describe the desired future for transportation within the City of Peterborough, it can be a challenge to include all the desired outcomes within one statement. Objectives are typically developed to support the broad vision statement and to provide additional clarification or detail on how the vision will be achieved.

Inputs received from the community and various stakeholders helped shape the objectives, which are grouped under five guiding themes, to represent the proposed

vision and expected outcomes of the TMP. These objectives were developed with community and stakeholder input and were refined and presented to the TAC and SC for review and endorsement prior to presenting to Council for approval. Table 1 summarizes the recommended objectives for use in the TMP.

**Table 1- Recommended TMP Objectives**

Theme	Objective
Travel Choices	Continually improve travel choices for people and goods by providing an increased number of reliable, equitable, and accessible options.
Community Building	Plan the transportation network to support the growth of vibrant communities in the region.
Safe, Livable Communities	Improve the safety of transportation systems for all users. Ensure that investments in transportation systems enhance equity and accessibility by expanding access to jobs, services and amenities regardless of age, ability or travel choice.
Climate Mitigation & Natural Environment	Minimize impacts to the natural environment, reduce vehicle emissions and achieve climate sustainability.
Economic & Financial	Enhance access to jobs, services and amenities to support a more resilient regional economy. Invest strategically in new capital projects that will provide long-term benefit to the City, while ensuring that existing assets are maintained and supported.

The above objectives, presented to Council for approval, expand on the vision statement in a way that describes how the City plans to achieve the recommended vision for Transportation. Achieving each of the objectives will require a careful balance of complementary strategies, policies, services, and infrastructure; all of which will be developed to support, and in response to, planned City growth.

### **TMP Performance Criteria**

In a TMP, Performance Criteria are typically used to provide quantifiable ways to measure performance and gauge how well a system is meeting the stated objectives. Well defined performance criteria can be used at various stages through the lifecycle of

the TMP to support decision making and monitoring of performance as the project moves into implementation. Tying the performance criteria to the objectives, and to the vision, can allow for an assessment of how well a particular strategy, policy framework, or set of infrastructure alternatives achieves the vision and objectives, and permits a comparison of various alternatives to determine which one best supports the desired outcomes.

The project team has identified several criteria that can form the foundation to guide future work and strategy evaluation. These performance criteria identified in Phase 1 will be used in subsequent phases of the project - with three purposes in mind:

- To assess how well various strategies support the vision and objectives;
- To assess and evaluate alternative projects or groups of projects; and
- To monitor progress in future years after the TMP is completed by collecting and assembling data to report on progress towards the vision.

The team identified an initial list of performance criteria developed through a review of the City's 2012 TMP, other City Planning documents (such as the draft OP, Age Friendly Plan, Vision 2025, etc), the City Travel Demand Model, spatial data contained in the City Geographic Information Systems (GIS), and best practices from TMP's completed in comparable municipalities. Internal and external stakeholders were engaged to support the project team to identify the preliminary set of performance criteria.

During the second round of public engagement a number of key potential performance criteria were shared with the community in order to gather input as to their level of support for the various criteria. Additional comments received during this engagement assisted in finalizing the long list of performance criteria proposed for use in the TMP. In total 34 performance criteria, summarized in Appendix A, have been identified for use in the study to align with the vision and the five project objectives. Some of these criteria relate to one or more of the study objectives and can be used in one or more ways as part of the analysis; through evaluation of strategies, project alternatives, and/or from a monitoring and assessment perspective during implementation of the TMP recommendations.

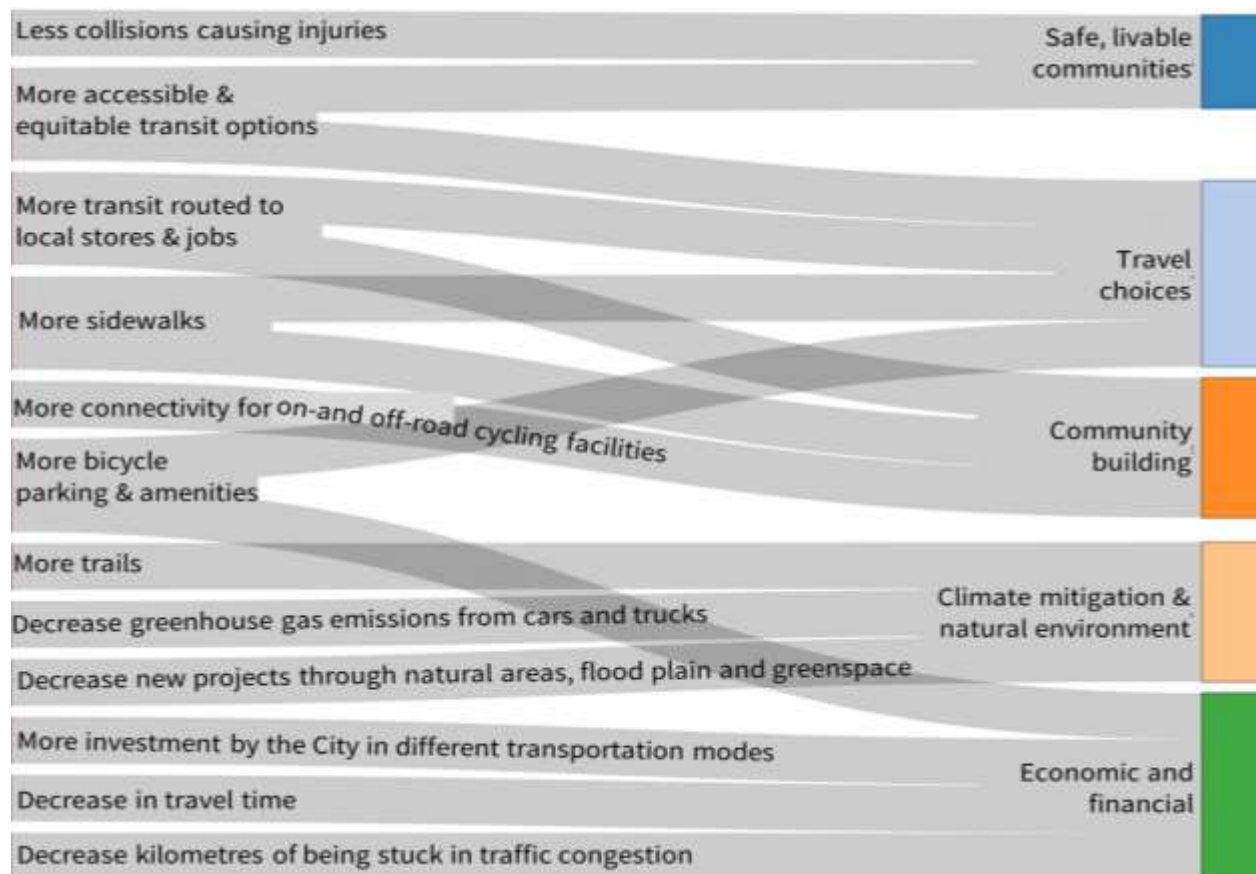
An example of the inter-relationship between the project objectives and the performance criteria is displayed in Figure 1, below.



**Figure 1- Inter-Relationship Between Objectives and Performance Criteria**

**Sample Performance Criteria**

**Objectives**



The full list of recommended Performance Criteria, summarized in Appendix A, are presented to Council for approval. These criteria will initially be used to develop a framework for assessing how well the current transportation system is performing, and how the performance is expected to change in the future as the City continues to grow. This assessment will inform the nature of existing and future problems and inform the types of transportation strategies that will need to be considered and assessed in the next phase of the project. Further discussion on the development and description of the recommended performance criteria is included in the draft Phase 1 Report, attached in Appendix B.

**Next Steps**

The next phase of the study includes a technical assessment of the “State of the Transportation System”, today and in the future. This task will develop a framework to review the performance of the transportation system under current conditions using the vision, objectives and performance criteria approved in this report. Using forecasts of future growth and the allocation of growth to various areas of the City, the project team

will prepare forecasts of future travel demands for all modes of travel under a Status Quo scenario, initially assuming no major changes to way people travel today. The “State of the Transportation System” assessment work, combined with additional input from the community, will help to define the transportation deficiencies and opportunities for enhancements that should be considered in the subsequent stages of the study.

### **Future Land Use Allocations**

The next phase of work will utilize the City’s Multi-modal Transportation model to help with the technical assessment of future travel demands. One of the primary inputs to the modelling process is forecasts of future land use, and how many people and jobs are forecast to be located in various areas of the City. On a City-wide basis, forecasts of the total City and County population in 2051 have been provided through the Provincial Places to Grow planning framework, which is guiding both this study and the ongoing Official Plan update.

The Land Needs Assessment process being completed as part of the Official Plan process will provide an estimate of how much growth is expected to occur in various areas of the City, including the downtown urban growth centre, the current built boundary, and new greenfield development areas. This body of work will be a key input to the Transportation Master Plan technical work program.

The upcoming phases of work on the TMP will continue to use a ‘draft’ land-use allocation. Planning staff intend to provide an update on the Official Plan and Land Needs Assessment in an upcoming Council cycle. Following that update, the information resulting from the Land Needs Assessment will be incorporated into the TMP scenarios. The intent is to have this updated assessment information in June, to meet the TMP project schedule.

### **Project Schedule Update**

Recommendation c) from the Council motion of April 27, 2019 directed staff to present the findings of the Transportation Master Plan to Council no later than November 2021. The challenges associated with undertaking a comprehensive engagement program while respecting the COVID-19 gathering restrictions were not contemplated when this original project schedule was developed and have proven to be a major source of delay in the project to date. Recognizing the importance of public engagement in the TMP process, the project team have added additional engagement events and developed new engagement tools to try to reach out to hear as many voices as possible during the process, which has added time to the original schedule.

The engagement challenges, combined with the delay in being able to complete the Provincial Land Needs Assessment in order to provide land use forecasts to support the next phases of technical work, has made clear that the original completion date of November 2021 is not possible to achieve without limiting the scope of the project or the engagement program. The project team have assessed opportunities to compress some work tasks and accelerate other work tasks in order to minimize the impact of this

delay and will continue to review opportunities as the remaining work program unfolds. Figure 2 illustrates the updated project schedule developed by the project team.

**Figure 2 – Updated Project Schedule**



As illustrated in the Updated Project Schedule presented in Figure 2, Phase 2 of the work program will be completed by July 2021. Work on Phase 3 will proceed over the summer and into early fall and is reliant on the ongoing work being completed as part of the Transit Route Review and Long-Term Growth Strategy and Cycling Master Plan, which will provide key inputs to this process. The Transit Route Review recommendations are intended to be presented to Council in the May cycle for approval, and the remaining work on the Transit Long-Term Growth Strategy will be completed by the end of July, with another planned report to Council. Work on the Cycling Master Plan is also proceeding, and an interim report on the visions and goals, including targets for cycling adoption is anticipated for the June cycle of Council, following further engagement this spring.

Phase 4 will use the approved Transportation Strategy and Mode Share Targets developed in Phase 3 to determine the required infrastructure improvements needed to support the plan. By the end of December 2021 key decisions on the direction for required road improvements will be determined, and following community engagement, recommendations will be presented to Council for endorsement. As part of this report, Council will determine the next steps in finalizing the major Transportation infrastructure projects needed to support the proposed plan.

Phase 5 of the project will finalize the detail for the proposed Transportation Master Plan. This phase will focus finalizing the recommended infrastructure projects, identifying implementation priorities and the phasing of various initiatives, recommended policy work to support the plan, along with final reporting activities. The updated schedule envisions completion of this technical work by March 2022 followed by final Council approval.

## Summary

The Transportation Master Plan is being developed in accordance with the Municipal Class Environmental Assessment (MCEA) process and the planning framework approved by Council at the outset of the study. The project team has completed Phase 1 of the project and approval of the TMP Vision, Objectives, and Performance Criteria will set the foundation for the remaining tasks in the project to proceed.

The project team has had to develop new forms of virtual community and stakeholder engagement techniques in light of COVID-19 related restrictions, which has taken more time than the original schedule envisioned. This additional time has allowed for several public and stakeholder engagement opportunities and a significant amount of public feedback to support the development of the recommended vision, objectives and performance criteria for the TMP.

The next steps of the TMP will rely on forecasts of future land use allocations for the City through the Official Plan process, which is expected to be presented for Council endorsement later this Spring. The updated schedule for the TMP has been adjusted to reflect these timelines, and staff envision that the TMP can be completed by spring of 2022.

Submitted by,

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**Attachments:**

Appendix A: Recommended Performance Criteria  
Appendix B: Draft – Phase 1 Report

Appendix A- Recommended Performance Criteria

PERFORMANCE CRITERION	DESCRIPTION	OBJECTIVES MET
Decreases greenhouse gas emissions from cars and trucks	Greenhouse gas (GHG) emissions due vehicle kilometres travelled and time in congestion	
Decreased new projects through natural areas, flood plain and greenspace	Percentage of transportation projects through natural areas	
Decrease kilometres of road projects impacting private properties	Percentage of transportation projects that would require private land acquisition to be implemented	
Increase the number of travel mode options to arrive at key destinations within a reasonable travel time range (15-30 minutes)	Travel time by modes to major destinations	
Increase the percentage of accessible intersections	Number of intersections that meet the AODA requirements	
Increase the number of shared ride trips	Promote ride share opportunities (number of trips)	
Less collisions causing injuries	Collisions causing injuries and deaths, especially among vulnerable road users	
Decrease pavement width of new roads in overall network to reduce impermeable surface	Pavement width of new roads in overall network	
Per capita spending by mode	Monitor and track actual capital and operating spending per mode per capita to determine how per capita spending compares to growth for each transportation modes	
More people walking, rolling and cycling	Increase in modal split for walking, rolling and cycling	
More trails	Kilometres of new off-road trails	
More sidewalks	Kilometres of new sidewalks	
Increase the number of new cycling facilities on road corridors	Kilometres with new cycling facilities	

PERFORMANCE CRITERION	DESCRIPTION	OBJECTIVES MET
Increased accessibility to parks by walking and cycling	More connections and access to parks and greenspace by trails, sidewalks, cycling routes	
Increase the number of walking facilities within 1.6 km of elementary schools and 3.2 km of secondary schools	Number of pedestrian facilities near schools (1.6km of elementary schools, and 3.2km of secondary and post-secondary schools)	
More connectivity for on-road (bike lanes) and off-road (trails) cycling	Higher levels of connection points between cycling facilities	
Increase the cycling connectivity to key destinations and neighbourhoods	Kilometres of new cycling facilities that provide access to key destinations Kilometres of new cycling facilities in residential communities	
More accessible and equitable transit options	Increase number of accessible transit vehicles and transit stops Increase coverage area and or improved frequency of transit routes	
More people using transit each year	Per capita annual ridership	
Increase the number of routes reaching areas with low-income residents	Routes availability and the number of ridership for areas with low-income households	
Increase annual ridership for youth, post-secondary students and seniors	Annual ridership for youth (ages 13-19), post-secondary students and seniors (ages 65+)	
Decrease average number of transfers per passenger	Average number of times a transit passenger must transfer to reach destination	
Increase transit reliability through on-time performance	Percentage of transit routes with on-time performance	
More frequent transit routes and stops within 400m to local stores and local jobs	New or modified transit routes (20 minutes or less headways) that reach more retail stores	
Increase the number of people and jobs near transit stops on frequent routes (20 minutes or less headway)	Number of residents and jobs near transit stops (400m)	
Increase the percentage of accessible bus stops	New locations with accessible-friendly bus stops	
Decrease average travel time by transit	Average travel time by transit passengers	
Decrease kilometres of transit routes operating in congestion	The length (in kilometres) of transit routes in congested conditions (measured by	

PERFORMANCE CRITERION	DESCRIPTION	OBJECTIVES MET
	volume to capacity ratio)	
Increase share of low-carbon vehicles in municipal fleet (Transit Public Works)	The number of alternatively fueled transit vehicles such as low-carbon and diesel buses	
Decrease in Travel Time	The average travel time by private vehicle and transit decreases	
Increase connectivity of road network	Increase connectivity of the road network using connectivity index to compare the number of road links with the number of intersections	
Decrease kilometres travelled on local and minor collector roads	Kilometres travelled by vehicles per each road class Reduce congestion (measured by volume to capacity ratio) on local and collector roads	
Increase the number of low-carbon vehicle facilities/amenities	The number of locations that can accommodate low-carbon vehicles such as electric vehicles increases	
Decrease hours and kilometres of being stuck in traffic congestion	The amount of time in traffic and length of roadways in congested conditions decreases	

### Legend for Symbols and Objectives

Travel Choices 

Community Building 

Safe, Livable

Communities 

Climate Mitigation & Natural Environment 

Economic & Financial 



Appendix B

# Peterborough Transportation Master Plan

**DRAFT PHASE 1 REPORT**

**April 2021**

**MOVE PTBO**





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# Chapter 1.0

## Setting the Stage... The TMP Context

The City of Peterborough is growing and is adapting and changing to address this growth. Communities that experience growth see not only an increase in population but other municipal impacts such as climate change, equity, social impact, health and sustainability.

The City of Peterborough's transportation system is a key determinant of the City's ability to accommodate and address the current and expected growth. The transportation system should not only be able to accommodate the anticipated population but also address the needs of those who travel within and around the City for day to day activities.

The City's existing Transportation Master Plan was adopted in 2012. Since that time, the City has been working and engaging with partners, stakeholders and residents to better understand how to not only plan for the future of transportation but identify realistic and implementable solutions that address future trends and anticipated needs.

Peterborough Moves is the City of Peterborough's future thinking and future ready Transportation Master Plan. Chapter 1.0 of the TMP rationalizes and articulates the foundations of the TMP including the long-range transportation vision and objectives for the next 10-20 years and positions the City of Peterborough to be able to appropriately address those desired futures.

# 1.1 Project Context

It is important to frame the Transportation Master Plan around a sound planning process which provides the foundation and context for this report.

In developing the TMP, three key considerations were used:

- ≈ Project process: outlines the steps used to fulfill the technical expectations and requirements for the Transportation Master Plan.
- ≈ Municipal Class Environmental Assessment (MCEA) requirements: provide the necessary phases of work that need to be completed to ensure that the TMP provides sufficient rationale for proposed projects to allow for future implementation.
- ≈ Engagement, an iterative process based on internationally accepted processes and practices which focuses on integrating internal and external stakeholder input to inform and help develop the outcomes of the TMP.

The following sections provide an overview of these considerations relative to the Transportation Master Plan.

## 1.1.1 Project Process

In June 2020, the City of Peterborough retained WSP to support City staff in the development of a long-range City-wide transportation master plan. The intent and purpose of developing the TMP was to:

1. Support planned growth;
2. Align with more compact, intensified and mixed-use development patterns and planned growth set out in the City's Official Plan;
3. Adapt mobility strategies that will respond to the City's Climate Change Emergency;
4. Develop the potential of active transportation, transit, transit demand management and integrate with land use planning;
5. Contribute to the achievement of other community policy objectives;
6. Contribute to healthy community through active lifestyles, safer streets, and reduced pollution;
7. Support movement of people and goods through an efficient, integrated and multi-modal system that meets the needs of all people;
8. Provide a transportation system with appropriate connections between City, regional and provincial transportation systems and support the economic prosperity of the community; and
9. Maintain or enhance the overall quality of life experienced by residents and visitors.

To do so, the TMP is being prepared through a five-phase process which is based on providing a transparent, evidence-based decision-making process that continually consults internal and external stakeholders and Council. **Figure 1** presents a high-level overview of the project process and milestones – relative to the MCEA requirements – outlined in detail in section 1.1.2.

## Notice of Study Commencement.



## Notice of Study Completion.

**Figure 1 .** Overview of TMP Project Phases and Timeline

### **1.1.2 MCEA Approach and Fulfillment**

The TMP is being developed in accordance with the Municipal Class Environmental Assessment (MCEA) process for master plans, which includes:

- ≈ Development of an opportunity statement, objectives and an overall TMP vision (Phase 1);
- ≈ Alternative scenarios development and evaluation, leading to a preferred alternative (Phase 2); and
- ≈ Engaging public representatives and stakeholders at least twice over the course of the study.

The TMP vision statement presented in Section 1.3.1 fulfills the requirements for Phase 1 of the EA process. This “opportunity statement” will be supplemented by more detailed challenges analyzed in Phase 2 of the TMP development process. The process to identify and assess multiple city-wide transportation network alternatives will be documented in a future report.

### **1.1.3 Engagement Integration**

While the MCEA process stipulates a minimum of two points of contact with the public, the process to develop the City of Peterborough’s TMP is going far beyond these requirements. Prior to the launch of the Transportation Master Plan, WSP worked with the City of Peterborough to develop and adopt an Engagement and Communication Strategy which was designed to align with the engagement practices and protocols of the International Association of Public Participation (IAP2) as well as the engagement requirements outlined within the original Request for Proposal (RFP). The document serves two purposes.

The first was as an assessment of the anticipated audiences, their engagement preferences and level of influence on the project to help identify their engagement needs. The following is an overview of these stakeholders and community members and their “relationship” with the project.



**Members of Council** are responsible for the adoption of the plan. Their buy-in will be necessary to support future investments and facilitate the implementation of recommendations.



**Steering Committee (SC)** includes decision-makers such as the City's senior management, and representatives from City Council and County Council. These individuals are the leaders who are the conduit between staff and Council.



**Technical Advisory Committee (TAC)** includes staff representatives from core municipal departments that influence or are impacted by transportation. They are responsible for the implementation of the master plan recommendations and day to day coordination. County staff are included on this committee.



**Community Working Group** is a volunteer group that was formed early in the project process to represent community members and volunteer members from interest groups and technical agencies with a critical and / or keen interest in the project process and outcomes. Their local context provides a unique perspective of neighbourhood and community issues for consideration and inclusion when developing the TMP.



**Members of the Public** are those who live, work and play within the City of Peterborough and relevant surrounding areas. They typically have a vested interest in the outcomes, as transportation plans will have a direct impact on their day to day travel activities and their quality of life.

It is important to note that First Nations and Indigenous communities are considered a key and critical partner in the development of the master plan; however, unlike the stakeholders noted above their involvement is determined by their own engagement needs and preferences and their stewardship and historical responsibility for the land is considered paramount.

The second purpose of the strategy was to provide a flexible blueprint with a “work plan” of various engagement activities and tactics which are planned to be used to inform the development of the TMP.

To inform the development of Phase 1 of the TMP, two “rounds” of engagement have been completed with a range of different audiences. The purpose of the engagement within the first phase of the Transportation Master Plan was to:

- ≈ Introduce the project and understand the aspirations for the TMP;
- ≈ Develop a collaborative consultation program by gathering preliminary input on engagement preferences and TMP vision and objectives;
- ≈ Gather information to better develop and confirm the TMP criteria;
- ≈ Establish buy-in and finalize the vision statement, project objectives and performance criteria.

It is important to note that the first Phase of engagement occurred during the time of COVID-19, which had considerable impacts on the way in which engagement could be undertaken. That said, the engagement activities and milestones have been successfully undertaken using available virtual engagement tools and tactics to inform, engage and consult.

An overview of the engagement and communication activities that were undertaken as part of Phase 1 is provided on the following page. The intent of this section is to provide an overview of the approach used to integrate engagement and communication into the development of the TMP with a focus on the Phase 1 milestones.

The input that has been gathered through these engagement milestones is presented at a high-level with details provided throughout the remainder of the chapter to provide the necessary support and rationale for the proposed content. For example, key themes and input gathered related to the TMP vision statement are presented in section 1.3.1 prior to the presentation of the proposed vision statement.



## Round 1 Engagement...

**Purpose:** to present the intent and purpose of the TMP project to new audiences, gather input to inform the development of the vision statement, identify opportunities and challenges as well as future considerations to inform the development of preliminary criteria.

<b>SC &amp; TAC Meeting #1</b>	<p><b>Engagement Date:</b> July 27, 2020</p> <p><b>Engagement Format:</b> Virtual Presentation &amp; Facilitation</p> <p><b>Focus:</b> Vision development and identifying future trends</p>
<b>Community Working Group Meeting #1</b>	<p><b>Engagement Date:</b> October 15, 2020</p> <p><b>Engagement Format:</b> Virtual Presentation &amp; Facilitation</p> <p><b>Focus:</b> Vision development, SWOT analysis (Strength, Weakness, Opportunity, Threat), Future trends input, Performance criteria</p>
<b>General Public</b>	<p><b>Engagement Date:</b> August 31 – October 16</p> <p><b>Engagement Format:</b> Online engagement through webpage</p> <p><b>Focus:</b> Vision development and transportation network opportunities and challenges</p>

## Round 2 Engagement...

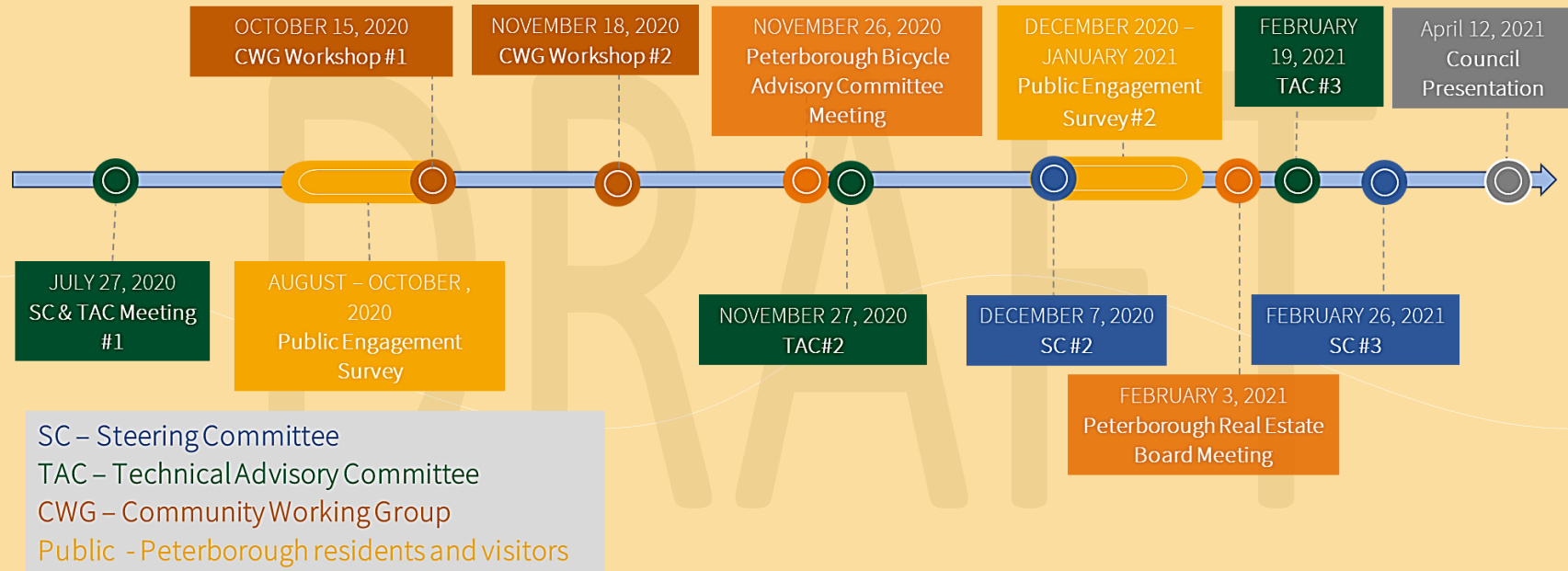
**Purpose:** to present the preliminary vision statement, objectives and performance criteria developed as a result of the first round of engagement and work with the audiences to review and refine these elements with the purpose of ultimately generating buy-in prior to Council presentation.

<b>Community Working Group Meeting #2</b>	<p><b>Engagement Date:</b> November 18, 2020</p> <p><b>Engagement Format:</b> Virtual Presentation &amp; Facilitation</p> <p><b>Focus:</b> Refinement of the vision statement, setting TMP objectives and gathering feedback on the performance criteria</p>
<b>Peterborough Bicycle Advisory Committee Meeting</b>	<p><b>Engagement Date:</b> November 26, 2020</p> <p><b>Engagement Format:</b> Virtual Presentation</p> <p><b>Focus:</b> Introduce the project and provide how this TMP may be related to the group's work, and understand the key concerns and items of interest from the committee</p>

<b>TAC Meeting #2</b>	<p><b>Engagement Date:</b> November 27, 2020</p> <p><b>Engagement Format:</b> Virtual Presentation &amp; Facilitation</p> <p><b>Focus:</b> Summary of Round 1 consultation, refinement of the vision statement, objectives, and performance criteria</p>
<b>SC Meeting #2</b>	<p><b>Engagement Date:</b> December 7, 2020</p> <p><b>Engagement Format:</b> Virtual Presentation &amp; Facilitation</p> <p><b>Focus:</b> Summary of Round 1 consultation, refinement of the vision statement, objectives, and performance criteria</p>
<b>General Public</b>	<p><b>Engagement Date:</b> December 17, 2020 – January 15, 2021</p> <p><b>Engagement Format:</b> Online engagement through the <a href="http://www.connectptbo.ca">www.connectptbo.ca</a> webpage</p> <p><b>Focus:</b> Travel behaviour, draft vision statement, objectives and success measuring criteria for the TMP</p>
<b>Peterborough Real Estate Board Meeting</b>	<p><b>Engagement Date:</b> February 3, 2020</p> <p><b>Engagement Format:</b> Virtual Presentation &amp; Facilitation</p> <p><b>Focus:</b> Introduce the project and provide how this TMP may be related to the group's work, and understand the key concerns and items of interest from the committee</p>
<b>TAC Meeting #3</b>	<p><b>Engagement Date:</b> February 19, 2020</p> <p><b>Engagement Format:</b> Virtual Presentation &amp; Facilitation</p> <p><b>Focus:</b> Summary of Round 2 public consultation, approval of the vision statement, objectives, and performance criteria</p>
<b>SC Meeting #3</b>	<p><b>Engagement Date:</b> February 26, 2020</p> <p><b>Engagement Format:</b> Virtual Presentation &amp; Facilitation</p> <p><b>Focus:</b> Summary of Round 2 consultation, approval of the vision statement, objectives, and performance criteria</p>

A visual summary of the engagement milestones is presented in **Figure 2**.

**Figure 2 .** Overview of TMP Engagement Activities Completed in Phase 1 of the Project.



This update to the TMP coincides with large shifts in focus for the transportation industry and the City of Peterborough itself. The first TMP - developed in 2002 - had an emphasis on traffic and automobiles. Since that time, there has been a shift in thinking to a more balanced approach to transportation. Instead of solely focusing on vehicle traffic, the conversation has been shifting to one of mobility by whatever means the user chooses – see **Figure 3**.



### 1.2.1 2012 TMP Highlights & Lessons Learned

- ≈ Comply with Ontario's Planning Act to regularly update TMPs;
- ≈ Ensure that the City's infrastructure requirements align with the Greater Golden Horseshoe Growth Plan's employment and population projections;
- ≈ Confirm the need for the Parkway Corridor and explore additional alternatives;
- ≈ Support the City's capital plan; and
- ≈ Provide direction and input for updates to the City's Official Plan.

To achieve this, the plan outlines transportation principles in four key goals:

1. **Mobility:** to provide safe, efficient and accessible modes of local transportation.
2. **Environment:** to promote a network that balances natural, social and economic environments.
3. **Economic vitality:** to establish a transportation system that supports economic development, including attracting new businesses and retaining existing ones.
4. **Affordability:** to ensure that the maintenance, operation and construction of infrastructure is appropriate for the City's financial capabilities.

It is important to note that within the 2012 TMP, several transportation demand management (TDM) strategies were highlighted in the TMP to influence behaviour and help move toward more of a balance in the modal split for active transportation and transit. TDM strategies are effective tools to support behaviour change at a policy level which ultimately are used to support the implementation of programming at a more localized level. Other policies and initiatives were included within the 2012 TMP to address shifting mode goals and objectives including transportation systems management, neighbourhood traffic management, parking management and regional connectivity strategies.

The most split targets – or the desired number / percentage of individuals using different modes – are typically defined through the TMP process to help guide the selection of preferred policies, strategies and recommendations. **Table 1** provides an overview of the mode share targets that were identified for the 2012 TMP.

**Table 1 .** Mode share goals from 2012 TMP

Daily Mode	Actual (2006)	Target (2031)	Difference
Auto Driver / Passenger	87%	83%	- 4%
Transit	4%	6%	+ 2%
Cycling / Walking	6%	8%	+ 2%
Other	3%	3%	0%

## What has been Achieved?

The 2012 TMP included 102 recommendations to be implemented by 2031. A summary of those recommendations is provided in **Table 2**, with a more detailed overview following the table. As of 2020, approximately 75% of the projects have been initiated or completed. The remaining projects involve input from other jurisdictions and stakeholders or are planned.

**Table 2.** Summary of 2012 TMP Recommendations and Status of Implementation

Recommendations	Ongoing / Started	Complete	Future Initiatives
Transportation Demand Management	10	3	2
Active Transportation	21	5	8
Transit	8	3	8
Road Improvements	9	1	3
Transportation System Management	2	0	1
Neighbourhood Traffic Management	4	0	0
Parking	0	1	0
Regional Connectivity	3	0	1
Plan Implementation & Monitoring	4	1	4
Total (102)	61 (60%)	14 (14%)	27 (26%)

### Active Transportation

Since the adoption of the 2012 TMP, there has been strong investments in active transportation (AT). Approximately 12 kilometres of missing sidewalk links were constructed to address gaps in the pedestrian network. The cycling network has added 23 kilometres of new facilities and has only about 10 km left to construct to meet the short-term goal. Additional programs such as the annual Shifting Gears Workplace Transportation Challenge and the Active and Safe Routes to School (2014) increased the awareness of AT as a viable and sustainable mode for day to day travel within the City of Peterborough.



## Transit

Between 2016 and 2020, overall levels of transit ridership increased but the growth was less than the population increase. The majority of this growth can be attributed to high school and post secondary students. Two additional studies were approved to further review the transit within the City: The Transit Operations Review was completed in 2013 and the Route Review and Long-Term Growth Strategy started in Fall 2018. The following key changes have been implemented since the TMP as a result of municipal efforts including the two additional strategies:

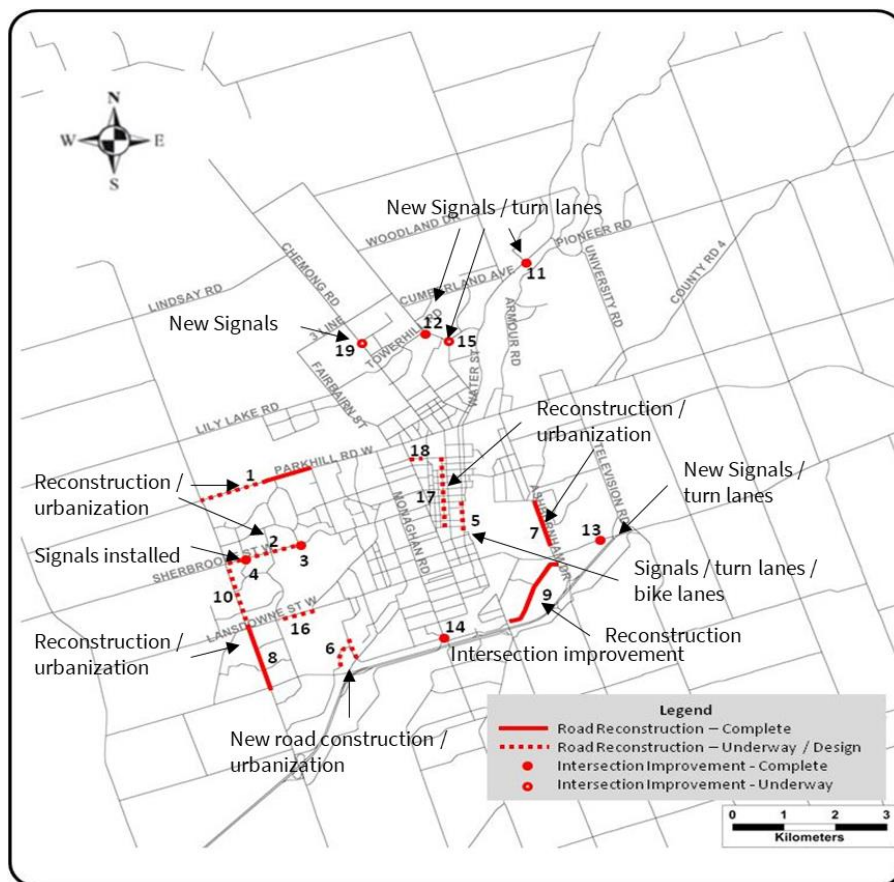
- ≈ 26 new clean diesel buses;
- ≈ Downtown Terminal renovated;
- ≈ Investment in technology;
- ≈ 20-minute peak service on four busiest routes;
- ≈ Statutory Holiday service;
- ≈ Fleming U-Pass Program;
- ≈ New Community Bus service launched;
- ≈ Five new Handi-vans (4 replace + 1 new); and
- ≈ Transit stop upgrades.

## Roads

12 major road projects were recommended in the TMP to be implemented by the 2026 horizon. Ten of these projects are completed or underway, summarized in **Table 3**. An additional 19 other road projects, including reconstruction and intersection improvements, have been completed or are currently in the design and construction phases, as summarized in **Figure 4**.

**Table 3 .** Summary of road projects from the 2012 TMP

2011-2016 Horizon	Status
1. Widen Nassau Mills Road bridge over the Otonabee River	Underway - Currently Being studied as part of North End Class EA
2. Widen Nassau Mills Road (Water Street to Armour Road)	Underway - Currently Being studied as part of North End Class EA
3. Chemong Road / Reid Street Improvements	Underway - Class EA Approved. Detailed design and remaining property purchase underway.
4. Charlotte Street Widening (Monaghan Road to Hospital Driver)	Deferred as part of Parkway Class EA. Pending resolution of Individual EA
2016-2021 Horizon	Status
5. Widen Nassau Mills Road Bridge over the Trent-Severn Waterway	Underway - Currently Being studied as part of North End Class EA
6. Widen Nassau Mills Road (Armour Road to University Road)	Underway - Currently Being studied as part of North End Class EA
7. Fairbairn Street Widening (Parkhill Road to Parkway Right-of-way)	Parkway Class EA completed in 2014. Provincial Order restricts ability to implement. Requires Individual EA
2021-2026 Horizon	Status
8. Pioneer Road/Nassau Mills Road Upgrade	Pioneer Road within City limit reconstructed in 2017/2018
9. Nassau Mills Road Upgrade	Underway - Currently Being studied as part of North End Class EA
10. New 2-Lane Road in Parkway Right-of-way	Parkway Class EA completed in 2014. Provincial Order restricts ability to implement. Requires Individual EA
11. University Road Upgrade	Underway - Currently Being studied as part of North End Class EA
12. Television Road Extension & Widening	Future Initiative. Class EA Required



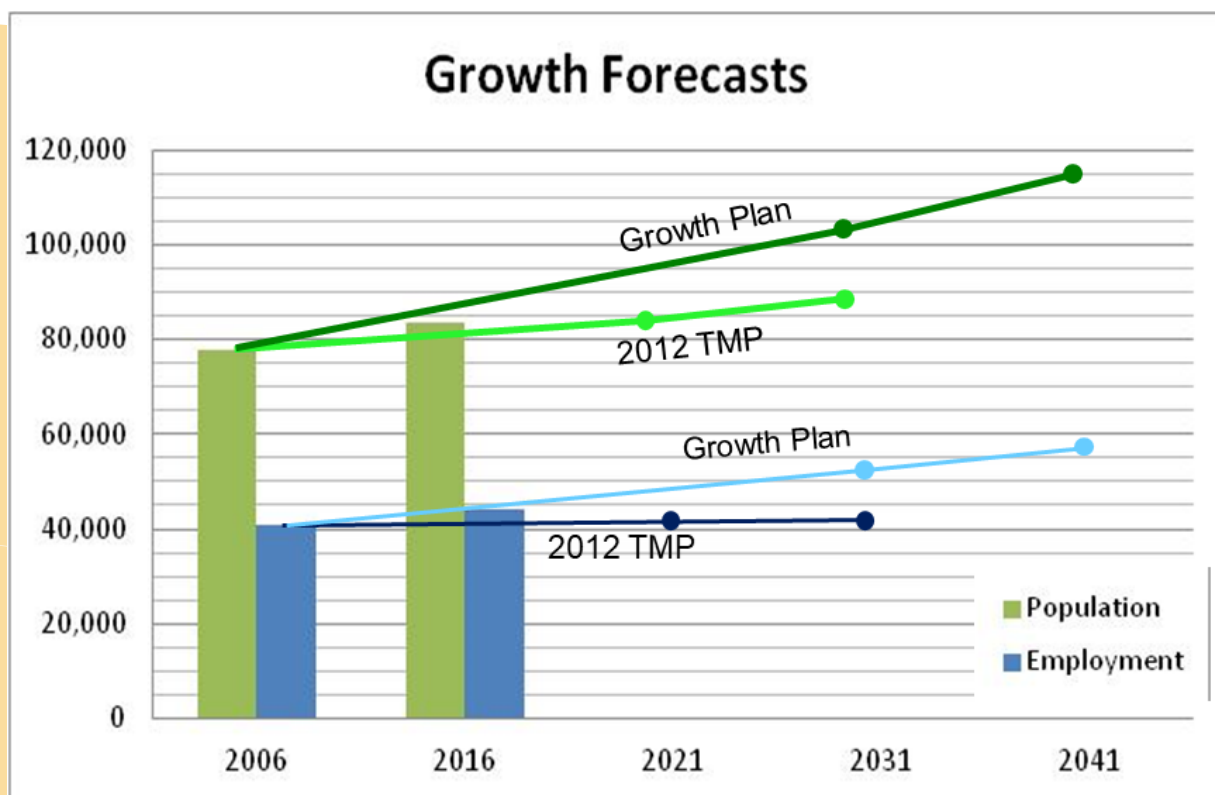
**Figure 4 .** Additional road projects since the 2012 TMP

## What has Changed since 2012?

A lot has changed since the 2012 TMP. Not only has the City successfully implemented several transportation projects as a result of the TMP but the City itself, including the population, community priorities and needs. More specifically, growth forecasts have increased significantly from what the 2012 TMP anticipated. The Provincial Growth Plan allocates higher population and employment growth for Peterborough for the years 2031 and 2041, as displayed in **Figure 5**. The new growth forecasts indicate the need to re-evaluate the transportation system to understand if further improvements are required to meet this projected population and employment.

In addition to growth forecast updates, the transportation approach in 2020 continues to seek to further balance modal shares as well as integrate innovative technologies. The mode share patterns have been relatively stable over the last few census rounds, summarized in Table 5, however, in 2016, there was a noticeable increase in active transportation, exceeding targets set in the 2012 TMP. Auto mode share is near its 2031 target, with transit still working toward the 2031 goal.





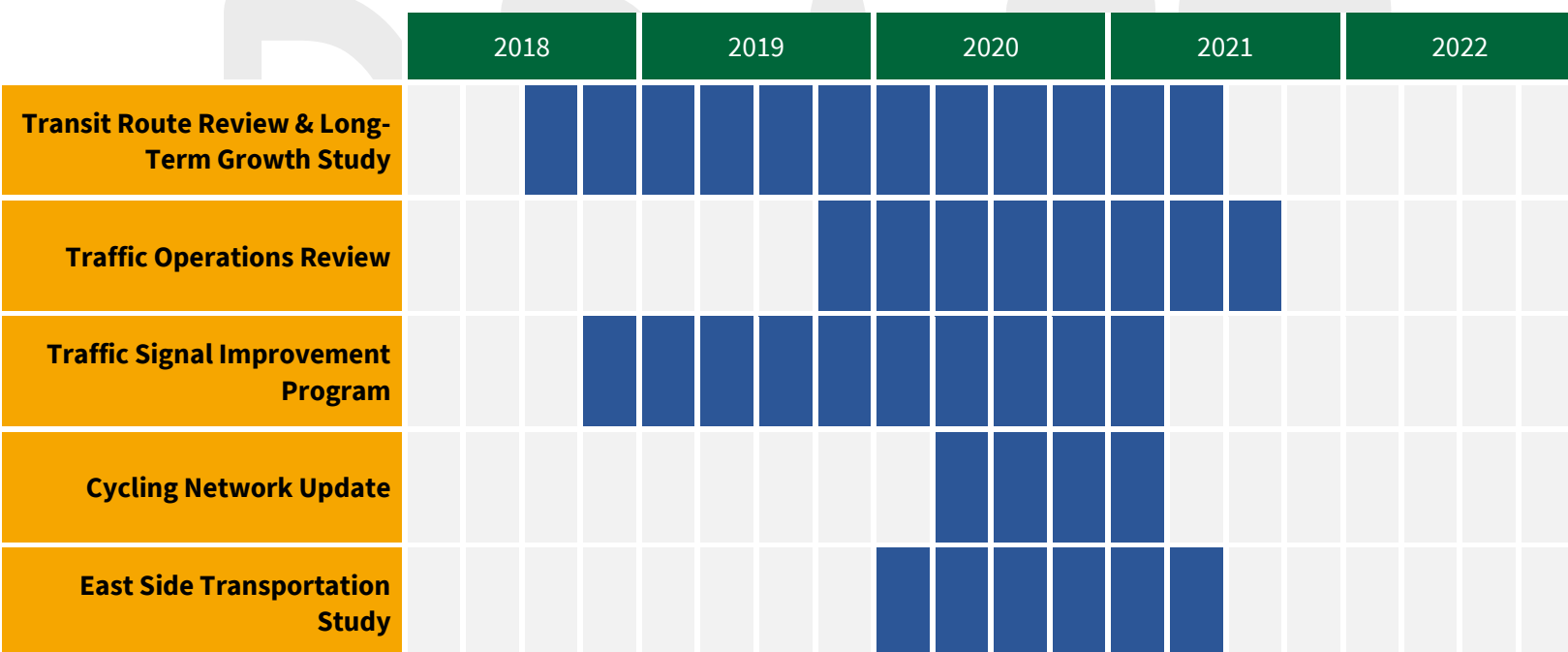
**Figure 5 .** Changes in growth forecasts between 2006 and 2016

**Table 4 .** Summary of Mode Shares from 1996 to 2016

Mode of Travel	1996	2001	2006	2011	2016	2031 Target
Auto Driver	65.8%	69.5%	67.1%	67.7%	69.3%	83%
Passenger	19.9%	18.1%	19.6%	20.5%	14.4%	
Total Auto	85.7%	87.6%	86.7%	88.2%	83.7%	
Transit	4.7%	3.1%	4.2%	3.7%	4.3%	6%
Cycling	0.8%	0.9%	0.7%	1.3%	3.5%	8%
Walking	6.1%	5.9%	6.0%	4.5%	6.7%	
Total AT	6.9%	6.8%	6.7%	5.8%	10.2%	
Other	2.8%	2.5%	2.4%	2.3%	1.8%	3%
Total	100%	100%	100%	100%	100%	100%

## 1.2.2 Other Planning Policy & Integration

A Transportation Master Plan is a functional master plan within a structure of planning policies that are adopted by municipalities to guide decision making related to municipal infrastructure and land-use. A functional master plan is a stand-alone document but is not meant to be used in isolation. The intent of a TMP is to provide high-level transportation specific guidance which builds upon the land-use directions and population assumptions outlined within the Official Plan and reflective of provincial policies (such as the Places to Grow Act) and statutes. The TMP is also typically implemented “along side” other more focused transportation related plans, strategies, guidelines and standards. **Figure 6** provides an overview of the transportation related strategies and initiatives that are ongoing and that are intended to be implemented along side the Transportation Master Plan.



**Figure 6 .** Timeline of the City's Initiatives

Furthermore, implementation tools such as Secondary Plans and site-specific design and improvements should be reflective of the priorities and the directions of these high-level documents and are considered part of the transportation related planning decision making structure for the City of Peterborough. The 2021 TMP update acknowledges the unique role each of these plans and strategies play and how they should be integrated. As part of the development of the TMP, a review of the relevant policies and plans at all levels of government – provincial and local – was completed. A detailed overview of relevant supporting policies is provided in **Appendix A**.

## 1.3 TMP Foundations

Foundations refer to the key elements of a master plan that underpin the outcomes, recommendations and actions that are proposed. There are typically three types of foundations that are outlined within the transportation master plan – the vision, objectives, and performance criteria. These not only provide a clear and consistent understanding of the desired outcomes of the plan but also provide the foundation upon which the recommendations and strategies are selected, evaluated, and prioritized.

Considerable effort has been made to engage internal and external stakeholders to empower these groups to support the development of these foundations. Chapter 1.3 provides an overview of the foundations, their intent and purpose, the input that was generated to frame / shape them as well as the proposed foundations themselves.

### 1.3.1 Foundation #1 . TMP Vision

A vision is a long-range aspirational statement that is meant to articulate the ultimate outcomes. For the purposes of the TMP, a vision is a statement that succinctly summarizes what the City of Peterborough desires transportation will look and function like and the overall experience of transportation users. The vision should be both aspirational as well as implementable.

The vision should be developed based on two critical inputs – the opinions and interests of those who will be responsible for the implementation of the TMP as well as those who are and will continue to be the users of the transportation network. As the vision is seminal to the study, considerable effort has been placed on developing the vision in a holistic fashion, with input from the public, Community Working Group, Technical Advisory Committee, Steering Committee and joint City / consultant core technical planning team.

Instead of drafting a vision statement up front and having internal and external stakeholders react to it, the vision was developed by putting a “blank slate” in front of the public, elected officials, engaged stakeholders, and City staff, and using all of their input to shape and confirm the statement over the course of the two rounds of engagement completed within Phase 1 of the TMP. The details and the intent of the various engagement activities completed in Phase 1 are presented in Chapter 1.1.3, the following is a summary of the outcomes of those activities and that process.

Through the ConnectPtbo project engagement page, at the first TAC & SC meeting and as part of the first Community Working Group Meeting, stakeholders were asked to identify words or a word that represent what they would like to see transportation in the City of Peterborough “look like” in the next 10 or 20 years. The input that was provided was used to generate a “word cloud”, which represents the words provided in a range of sizes relative to the frequency of which the words were mentioned during the engagement activities.

**Figure 7** illustrates the word cloud that was generated based on the input from these preliminary visioning exercises.



Once this preliminary working vision had been prepared, the project team used the statement and subsequent engagement activities to “test” and gather input from stakeholders to further refine the content. The first of those activities was the November 2020 Community Working Group Meeting.

While generally supportive, comments were provided by the Community Working Group on the vision statement included (but were not limited to) the fact that the vision should:

- ≈ Be simple, short and concise;
- ≈ Be clear on who the intended audiences are and reduce the use of technical jargon; and
- ≈ Include terms such as safe, reducing greenhouse gas (GHG), climate change and health.

The comments gathered through the Community Working Group were used to develop three potential vision statements, which were presented to the Technical Advisory Committee later in November 2020, for their review and consideration. The vision statement options were as follows:

## **V2 . Updated working vision...**

### **Option 1. Long Statement**

***The transportation network for the City of Peterborough is safe, affordable, reliable transportation options that support our daily lives. Our focus is to be efficient, innovative and responsive while embracing a more sustainable future that supports our climate change objectives and the health and well being of our growing community.***

### **Option 2. Action Statement**

***The City of Peterborough moves people and goods in a way that is safe, sustainable, efficient and mobility focused no matter where a trip starts or ends.***

### **Option 3. Aspiration Statement**

***Peterborough is a growing and healthy City where people and goods move, live, work, and play in a safe, sustainable and connected manner.***

The input gathered from the TAC meeting provided some valuable insight into the preferred vision statement which was not just one of the options presented above but more of a hybrid of option 1 – the long vision, and a shorter version of option 3. This input resulted in the third version of the vision statement.

## V3 . Potential proposed vision...

Peterborough moves safely,  
sustainably, and reliably.

***The transportation network for the City of Peterborough is safe, affordable, and reliable to support the health and well-being of our growing community. Our focus is to be efficient, innovative and responsive while embracing a more sustainable future to achieve our climate change objectives.***

This potential proposed vision was presented to the Steering Committee in December 2020. The comments received included:

- ≈ The option to provide a short and succinct vision statement is simple and beneficial for promotional needs;
- ≈ The vision statement should be focused on the people and how they move in the City rather than focusing on the network;
- ≈ Consideration of 'travel network' or 'travel movement' instead of 'transportation network' as the City is planning to enhance way people travel;
- ≈ Consideration of 'Sustainable Future' instead of 'climate change' since it includes all aspects of environmental and climate planning; and
- ≈ The City would like to see a plan that is more responsive, be adaptive to changes, especially during these times with drastic and unknown changes in the past year.

In addition to reviewing the potential proposed vision with the Steering Committee, a second online survey was developed and launched in December 2020 with comments accepted through the middle of early January 2021, asking members of the public, interest groups and the Community Working Group to review and provide final comments to the potential proposed vision.

The survey was hosted on the City's ConnectPtbo website through the TMP project page and was visited more than 4,000 times during this round of engagement. Almost 600 surveys were completed online, with over 800 written comments received.



The comments and themes that were determined from the large amount of input received from the public through the online platform included:

- ≈ Make the Vision Statement more succinct and direct;
- ≈ Focus on accessibility, equity and all ages and abilities transportation;
- ≈ Enhanced focus on safe, reliable and effective transportation choice, especially for walking, cycling and transit;
- ≈ More details about climate change objectives;
- ≈ Greater clarity on the definition of affordability;
- ≈ Provide a greater balance of travel options; and
- ≈ Promote sustainable growth to accommodate future generations.

Based on this considerable and extensive engagement on the City's transportation future – in the form of the vision – the following statement was developed. This proposed vision was presented and discussed at the TAC and SC meetings in February 2021. No further changes were made and this vision statement was confirmed as the proposed vision for the future of transportation within the City of Peterborough.

### Confirmed TMP vision...

***As the City grows, Peterborough's transportation network will be enhanced to create a system where people of all ages and abilities can move safely, sustainably and efficiently, no matter how they choose to travel, today and in the future.***



## 1.3.2 Foundation #2 . TMP Lenses & Objectives

The vision statement provides the single statement that is meant to articulate the desired future for transportation within the City of Peterborough; however, it can be a challenge to fully encompass all of the desired outcomes and impacts within one statement. Objectives are typically developed in a Transportation Master Plan with the purpose of providing additional clarification or detail to the vision statement.

In July 2020, the project team developed and presented an initial set of potential objectives to the TAC and SC as part of the kick-off meeting for the TMP. These three preliminary objectives were as follows:

### V1 . Preliminary Objectives...

#### Objective 1.

##### Plan for Forecast Growth:

Population growth (including student population) and employment growth



#### Objective 2.

##### Enhance multi-modal network:

Coordinate walking, cycling, and transit and provide connectivity for all modes



#### Objective 3.

##### Adapt to community needs and trends:

Flexible and responsive to the changing needs and consider the role of emerging trends



Through the kick-off meeting, comments provided indicated the need for the City to consider and integrate the findings of current studies and ongoing plans. The recommendations from the TMP should not contradict any other City initiatives but should complement them. Thus, a fourth objective was included:

#### Objective 4.

##### Align with strategic priorities:

Coordinate with City initiatives such as the Road Safety and Climate Change Action Plan





The four objectives were presented to the public through the first online survey hosted through the ConnectPtbo website and to the Community Working Group at the first meeting in October 2020. The feedback that was provided from the project team, the committees as well as members of the public through the online survey and working group meeting indicated the need for a wider range of topic-specific objectives.

The topic-specific objectives were meant to align more so with the desired outcomes of the vision as well as some of the City's applicable strategic pillar and values. The preliminary objectives were updated to reflect this input and formed the updated working objectives which included an objective principle followed by a description. They are presented in **Table 5**.

## V2 . Updated working objectives...

**Table 5 .** Overview of Updated Working TMP Objectives

<b>Travel Network</b>	Enhance the network to support safe walking, cycling, transit and driving
<b>Community Building</b>	Integrate land use and transportation to support the growth of vibrant neighbourhoods
<b>Social Cultural</b>	Support equity and accessibility through a connected and continuous network of modes
<b>Climate Change &amp; Natural Environment</b>	Maintain the natural environment, reduce vehicle emissions and achieve climate sustainability
<b>Economic &amp; Financial</b>	Promote economic growth and resilience through strategic capital investments and sustainable operating funding

The objectives were presented to TAC and SC in November and December 2020, respectively. They were also included as part of the second round of public online engagement from December 2020 to January 2021, as the project team asked the public for refinements and clarifications to the objectives as the project team looked to finalize the objectives.

The following feedback was used to refine the final objectives:

- ≈ The objectives should be more explicit regarding the need for more balanced transportation choices to reduce the focus on private automobiles;
- ≈ Increase convenience and comfort of non-auto choices such as transit, active travel and electrification for decrease in driving for more positive influence on climate change, community cohesion and health;
- ≈ Climate sustainability can be a confusing jargon and it is unclear how climate sustainability would be measured;
- ≈ If Climate change is one of the predominate themes, it can be omitted from the vision statement as it is under sustainability;
- ≈ 'Social Cultural' is a confusing theme and should be revisited to reflect the objectives;
- ≈ Consider emergency services as part of the plan as for ambulances, fire trucks, and enforcement, more direct routes would be preferred;
- ≈ Community growth and financial growth should be sustainable to accommodate future populations; and
- ≈ Enhancing transit routes was a clear priority.

The refined TMP objectives presented to the TAC and SC during the meetings in February 2021 and were confirmed based on their input. The updated objectives reflect a collective desire to provide more travel options for all road users, to enhance safety within communities, and to grow while minimizing impact to the climate and natural environment.

The objectives recommended for use in the TMP are provided in **Table 6**.

## Confirmed TMP objectives...

**Table 6 .** Proposed City of Peterborough TMP Objectives

<b>Travel Choices</b>	Continually improve travel choices for people and goods by providing an increased number of reliable, equitable, and accessible options.
<b>Community Building</b>	Plan the transportation network to support the growth of vibrant communities in the region.
<b>Safe, Livable Communities</b>	Improve safety of transportation systems for all users. Ensure that investments in transportation systems enhance equity and accessibility by expanding access to jobs, services and amenities regardless of age, ability or travel choice.
<b>Climate Mitigation &amp; Natural Environment</b>	Minimize impacts to the natural environment, reduce vehicle emissions and achieve climate sustainability.
<b>Economic &amp; Financial</b>	Enhance access to jobs, services and amenities to support a more resilient regional economy. Invest strategically in new capital projects that will provide long-term benefit to the City, while ensuring that existing assets are maintained and supported.



### 1.3.3 Foundation #3 . TMP Performance Criteria

Performance criteria are typically a set of items that can be measured and compared across alternatives to determine whether the desired outcomes have been achieved. Performance criteria within the context of a Transportation Master Plan are typically developed in the early stages of a project – along with the vision and objectives – with three purposes in mind:

- ≈ To measure how the City achieves the vision and objectives: City-wide analysis of transportation network-wide alternatives;
- ≈ To assess and evaluate alternative strategies or projects: project-level analysis of individual corridors and street segments; and
- ≈ To monitor outcomes in future years: Collect data in the years after the TMP is completed to monitor progress toward the vision.

Similar to the vision and objectives, internal and external stakeholders were engaged to support the City and the project team in the identification, refinement and confirmation of the TMP performance criteria.

To initiate the development of potential performance criteria, the TMP team:

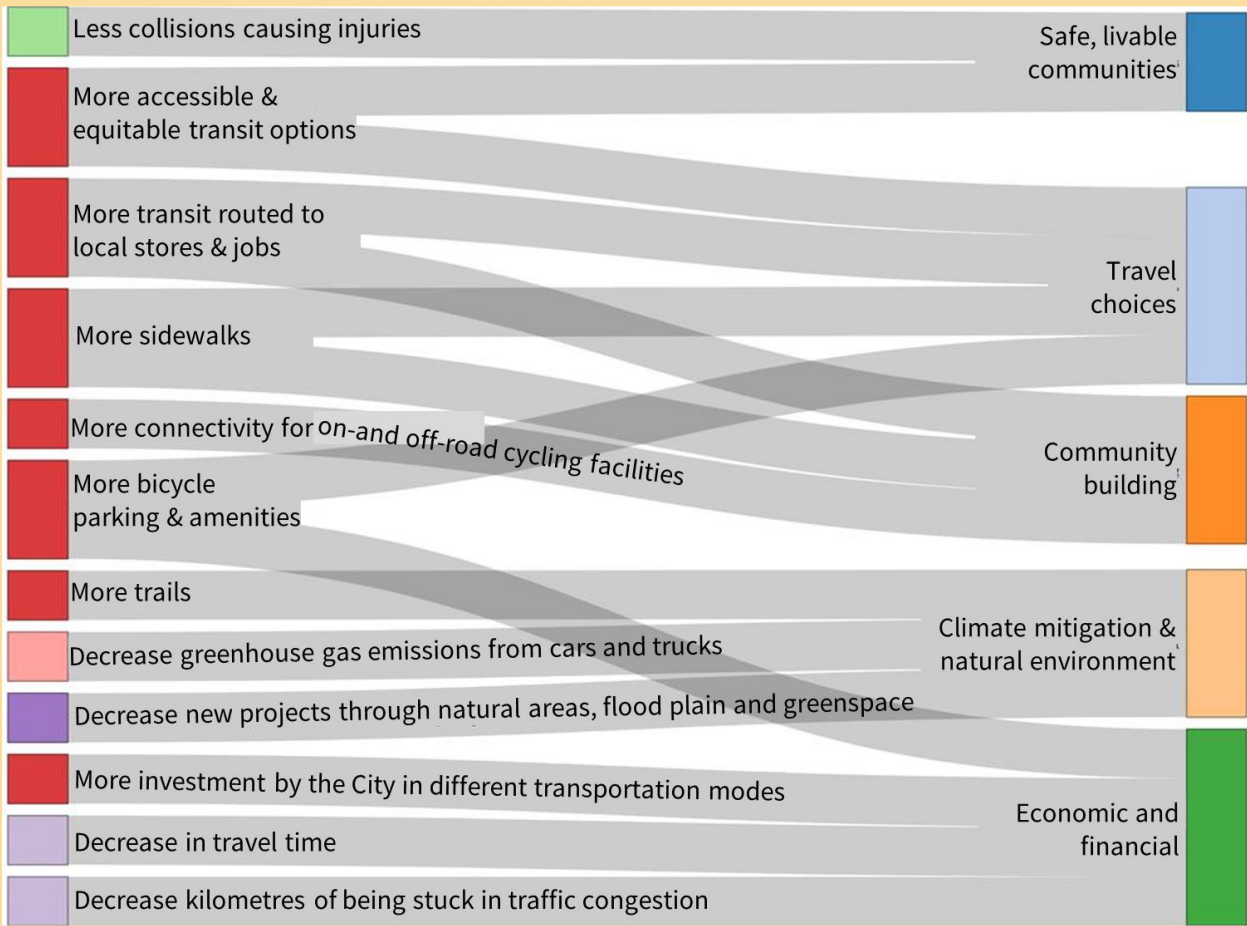
- ≈ Reviewed performance criteria used in the City's 2012 TMP and in other City reports.
- ≈ Considered best practices from other TMPs completed by comparable municipalities across Ontario.
- ≈ Reviewed the City's travel demand model as a means of better understanding how the impacts of various city-wide transportation network alternatives could be quantified.
- ≈ Reviewed spatial analysis using Geographic Information Systems (GIS) to quantify impacts, measuring lengths of infrastructure improvements, calculating distances, and comparing socio-economic and other data as they relate to infrastructure provision.

The strategic macro model is one of the City's assessment tools used to consider city-wide impacts to modal split, vehicle delay, congestion, greenhouse gas emissions, and other factors. The meso / micro model will be used to analyze corridors and road segments in further detail.

Throughout the various engagement activities completed within the first Phase of the TMP project, up to 48 performance criteria were identified for study. These were reviewed and duplicative criteria were combined to create a final list.

# Proposed Performance Criteria...

In total, 34 performance criteria have been identified to analyze as part of the TMP process. Performance criteria are most effective when they align with or relate to the other project foundations. For the purposes of the City of Peterborough TMP, the criteria have been reviewed relative to the five project objectives. In many cases, due to the nature of the criteria, most relate to one or more of the study objectives and can be used in one or more ways as part of the analysis. An example of the inter-relationship between the project objectives and the performance criteria is displayed in **Figure 8**.



**Figure 8 .** Inter-relationship between the TMP Objectives and the Performance Criteria

A summary of the 34 performance criteria proposed for the City of Peterborough TMP are presented in **Table 8**. To better understand their application, within the table a description of the criteria along with an overview of the objectives that it applies to and the application of the criteria as part of the TMP has been provided. Five icons are used to illustrate the five project objectives. The icons include:

Travel Choices

Community Building

Safe, Liveable Communities

Climate Mitigation & Natural Environment

Economic & Financial

To help quantify the level of support for the various performance criteria proposed, a paired down list of 18 were presented to the public in round two of online engagement with the public. The intent of this survey was to gather input from members of the public regarding their level of support for the criteria. All 34 criteria will be used in the forthcoming analyses.


















The survey participation provided the project team with considerable information and context to inform the application of criteria in subsequent stages of the project. There was strong buy-in for the importance of the criteria presented. A summary of some of the results from the online survey are presented in **Table 7**.

**Table 7 .** Summary of Criteria Support based on Public Survey Results

Performance Criteria	Respondent Support
Less collisions causing injuries	96%
More trails	95%
Decreases greenhouse gas emissions from cars and trucks	94%
More people walking and cycling	94%
More transit routed to local stores and local jobs	94%
More investment by the City in different transportation modes	93%
Increased accessibility to parks by walking and cycling	93%
More travel options to arrive at a destination	93%
More accessible and equitable transit options	92%
More sidewalks	92%
More connectivity for on-road (bike lanes) and off-road (trails) cycling	92%
More people using transit each year	92%
More cycling routes to local stores and local jobs	91%
Decreased new projects through natural areas, flood plain and greenspace	90%
More bicycle parking and amenities	89%
Decreased number of people driving alone	85%
Less time stuck in traffic and travelling	78%
Decrease in Travel Time	78%



**Table 8 .** Performance Criteria: Description, Objectives Met, and Use in TMP Analysis

PERFORMANCE CRITERION	DESCRIPTION	OBJECTIVES MET
General		
Decreases greenhouse gas emissions from cars and trucks	Greenhouse gas (GHG) emissions due vehicle kilometres travelled and time in congestion	
Decreased new projects through natural areas, flood plain and greenspace	Percentage of transportation projects through natural areas	
Decrease kilometres of road projects impacting private properties	Percentage of transportation projects that would require private land acquisition to be implemented	
Increase the number of travel mode options to arrive at key destinations within a reasonable travel time range (15-30 minutes)	Travel time by modes to major destinations	
Increase the percentage of accessible intersections	Number of intersections that meet the AODA requirements	
Increase the number of shared ride trips	Promote ride share opportunities (number of trips)	
Less collisions causing injuries	Collisions causing injuries and deaths, especially among vulnerable road users	
Decrease pavement width of new roads in overall network to reduce impermeable surface	Pavement width of new roads in overall network	
Per capita spending by mode	Monitor and track actual capital and operating spending per mode per capita to determine how per capita spending compares to growth for each transportation modes	
Walking , Rolling and Cycling		
More people walking, rolling and cycling	Increase in modal split for walking, rolling and cycling	
More trails	Kilometres of new off-road trails	
More sidewalks	Kilometres of new sidewalks	
Increase the number of new cycling facilities on road corridors	Kilometres with new cycling facilities	
Increased accessibility to parks by walking and cycling	More connections and access to parks and greenspace by trails, sidewalks, cycling routes	
Increase the number of walking facilities within 1.6 km of elementary schools and 3.2 km of secondary schools	Number of pedestrian facilities near schools (1.6km of elementary schools, and 3.2km of secondary and post-secondary schools)	
More connectivity for on-road (bike lanes) and off-road (trails) cycling	Higher levels of connection points between cycling facilities	
Increase the cycling connectivity to key destinations and neighbourhoods	Kilometres of new cycling facilities that provide access to key destinations ; Kilometres of new cycling facilities in residential communities	

Transit		
More accessible and equitable transit options	Increase number of accessible transit vehicles and transit stops Increase coverage area and or improved frequency of transit routes	
More people using transit each year	Per capita annual ridership	
Increase the number of routes reaching areas with low-income residents	Routes availability and the number of ridership for areas with low-income households	
Increase annual ridership for youth, post-secondary students and seniors	Annual ridership for youth (ages 13-19), post-secondary students and seniors (ages 65+)	
Decrease average number of transfers per passenger	Average number of times a transit passenger must transfer to reach destination	
Increase transit reliability through on-time performance	Percentage of transit routes with on-time performance	
More frequent transit routes and stops within 400m to local stores and local jobs	New or modified transit routes (20 minutes or less headways) that reach more retails stores	
Increase the number of people and jobs near transit stops on frequent routes (20 minutes or less headway)	Number of residents and jobs near transit stops (400m)	
Increase the percentage of accessible bus stops	New locations with accessible-friendly bus stops	
Decrease average travel time by transit	Average travel time by transit passengers	
Decrease kilometres of transit routes operating in congestion	The length (in kilometres ) of transit routes in congested conditions (measured by volume to capacity ratio)	
Increase share of low-carbon vehicles in municipal fleet (Transit Public Works)	The number of alternatively fueled transit vehicles such as low-carbon and diesel buses	
Driving		
Decrease in Travel Time	The average travel time by private vehicle and transit decreases	
Increase connectivity of road network	Increase connectivity of the road network using connectivity index to compare the number of road links with the number of intersections	
Decrease kilometres travelled on local and minor collector roads	Kilometres travelled by vehicles per each road class Reduce congestion (measured by volume to capacity ratio) on local and collector roads	
Increase the number of low-carbon vehicle facilities/amenities	The number of locations that can accommodate low-carbon vehicles such as electric vehicles increases	
Decrease hours and kilometres of being stuck in traffic congestion	The amount of time in traffic and length of roadways in congested conditions decreases	



## 1.4 Considering Peterborough's Future

Much of the TMP has to do with trying to anticipate the future and provide recommendations and strategies that address and support the City in achieving that desired future. The TMP has been developed during the COVID-19 pandemic and it is recognized that this document needs to be agile and resilient to respond to changing travel behaviours, be they due to international events like the pandemic, emerging technologies, or other factors.

While the vision, objectives and performance criteria reflect the desired future that the residents, stakeholders, decision makers, and core City/consultant team want to see for the City of Peterborough, there are other tools that can be used to help anticipate the potential futures for the City.

A scenario planning toolbox has been integrated into the TMP development process to “stress test” the preferred plan and help optimize it. Scenario planning is a process to understand the implications of emerging trends and prepare the City for plausible futures that deviate from the present and anticipated future. Scenario planning is used as a proactive framework to incorporate uncertainty, instead of waiting for or creating a reactive position once trends are already well-established. Scenario planning enables the consideration of planning for multiple plausible futures that may be quite different from the present. Scenario planning entails five steps:

1. Trend analysis;
2. Scenario generation;
3. Validation with experts;
4. Resilience analysis; and
5. System dynamics.

The first step in scenario planning has been completed during Phase 1 of the TMP. This step involved identifying a broad list of macro-economic, social or technological trends (a total of 18). The trends were reviewed through the initial engagement activities and a set of eight were shortlisted – based on the anticipated level of impact and influence on the City - and then discussed with internal and external stakeholders. The following is a summary of the preliminary 18 and the subsequent preferred eight.

## ★ Mobility on Demand

Refers to ride-sharing, micro-mobility, and on-demand transit for travel efficiency, affordability and convenience and by using assets and vehicles owned by others.

## ★ Car Share

Short-term rental of a vehicle that passengers access through membership for on-demand needs without owning a vehicle.

## Drones

Unmanned aerial vehicles (UAVs) are remotely controlled. These devices can access locations more efficiently than driving.

## ★ Telecommuting / Mobile Working

Workforce shifting to working remotely while living outside of urban centres. It can be flexible where shifting to more days working from home or an alternate location and either through personal or company-based decisions.

## Micro-mobility

A series of shared personal mobility devices that are small and lightweight such as bikes, electric scooters or electric skateboards that allow for short-distance travelling and for first- and last-mile travelling.

## Climate Change

Large-scale and rapidly changing weather patterns due to human contribution such as transportation activities.

## ★ Aging Population

Refers to the growing proportion of the senior population, as people live longer and birth rates decline. Forecasts show a growth of 50-70% in number of seniors living in Peterborough, with overall negative natural population increase between 2018 and 2046. By 2030, seniors will make up nearly ¼ of total population in Canada.

## Electric Vehicles

Alternative vehicle types either for personal vehicles or transit vehicles (eBus) to battery electric vehicle (BEV), plug-in hybrid vehicle (PHEV) and fuel-cell electric vehicles (FCEV).

## ★ Truck Platooning

Linking between trucks through wireless communication and automation to reduce spacing for efficient fuel usage.

## ★ eCommerce

Growing industry of online shopping and food delivery services and shifting from physical retail stores and restaurants. This trend has been exponentially increased due to COVID-19 restrictions and forcing transportation, service, and product providers to evolve rapidly to keep pace with increasing consumer demands.

## High Growth Future

Exceeding the expected population and employment forecasts, which may cause high density in certain areas or require expansion beyond the city boundary.

## ★ Connected & Autonomous Vehicles

Refers to vehicles that use sensing technologies and connectivity to detect their surrounding environment and to operate on roads with varying levels of human intervention.

## Ride-sharing / Hailing

The use of taxi or carpooling through a structured system and technology to match a driver to passengers. The system is customized for each of the passengers and can potentially reduce the number of vehicles on the road.

## Mobility Pricing

Also known as congestion pricing, is a pay-per-use system on public roads implemented to reduce congestion by charging the driver a fee to drive in a specified area/zone during a certain time of the day.

## ★ High Frequency Rail (VIA Rail)

Refers to the potential high-frequency passenger train service between Quebec City and Toronto that would make a stop in Peterborough (VIA Rail).

## Mobility Platforms

Also known as Mobility as a Service, these multimodal platforms allow users to plan, book, and pay for multimodal travel through one medium. Incentives can also be included for sustainable travel options.

## Traveller Information Systems

Traveller information systems (TIS) allow users to understand and react to delays, incidents, and congestion by choosing a different route. TIS are becoming increasingly common in mobile map platforms.

## Intelligent Parking Systems

Intelligent parking systems have the capability of decreasing congestion while vehicle users seek locations to park. Corridor and neighbourhood solutions have been developed to minimize delay, idling, and emissions.

## 1. Mobility on Demand (MOD):

- ≈ When priced and positioned effectively, MOD can address first- and last-mile gaps, meet short term transit needs or specific use cases, and encourage sustainable travel practices
- ≈ MOD can compete with transit and may not lead to vehicles being taken off the road
- ≈ MOD operations typically require by-law changes and coordination between public agencies and private companies
- ≈ Currently most prevalent in urban areas, but can benefit from availability in suburban contexts and student areas



## 2. Carshare:

- ≈ Car sharing provides users access to a vehicle on an on-demand basis without needing to own a vehicle, complimenting transit use
- ≈ Car sharing has a significant market share in some parts of Canada and often is coordinated with parking where dedicated spaces or on-street provisions are made to provide access to carshare users
- ≈ Peer-to-peer sharing is also increasing with apps like Turo



## 3. Telecommuting:

- ≈ Especially relevant in light of the COVID-19 pandemic, as many in the workforce have shifted to 100% remote work, with several large firms (Twitter, Shopify) saying they will remain remote indefinitely
- ≈ Significant impact on commuter travel patterns and shifting of peak travel hours, less demand on employment lands
- ≈ Impact to transit fare revenue and effectiveness of existing routes
- ≈ Peterborough may see influx of population that work remotely and desire to live outside of major urban centres



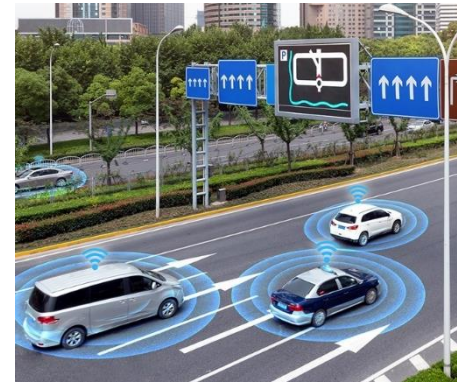
## 4. Electric Vehicles:

- ≈ Will not change congestion levels or travel patterns, but introduce the need for the City to plan for and accommodate charging related activities / expectations (including increased dwell time)
- ≈ Areas of the City associated with longer trips may require increased grid capacity as they would need to charge more often
- ≈ Impacts to gas tax revenue
- ≈ Reduced vehicle-related greenhouse gas emissions
- ≈ Peterborough Transit is already moving towards cleaner energy with new clean diesel buses and may consider transitioning to eBus fleets

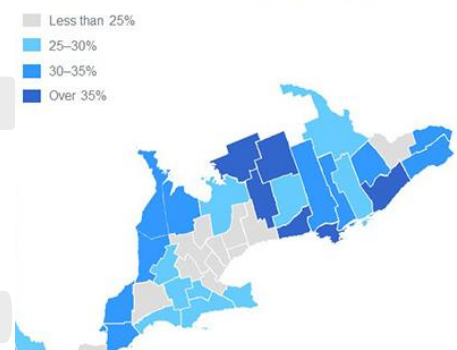


## 5. Connected and Autonomous Vehicles (CAVs):

- ≈ Will bring changes to transportation networks and will inevitably impact how people and goods are transported from one place to another
- ≈ May change distribution of population to sprawl outside of urban areas as commute time can be recaptured as productive time
- ≈ May require new infrastructure and/or upgrades to existing infrastructure, both physical (roads, parking) and digital (communications, mapping) depending on the level of vehicle connectivity
- ≈ Increased mobility for individuals currently unable or uninterested in operating a vehicle



Southern Ontario



## 6. Aging Populations:

- ≈ Peterborough will have fewer seniors than surrounding area
- ≈ Senior population carries unique needs and travel behaviour
- ≈ Increased consideration for transit service design (stop distances, shelters) and service schedule (often off-peak)
- ≈ Traveller information relating to specific interests / needs (amenity-based information, accessibility of buildings or trails)

## 7. eCommerce:

- ≈ Demand for curbside space is increasing, especially with Mobility on Demand and curbside pick up
- ≈ Consumer demand for accessing physical retail stores may decrease, particularly post COVID-19
- ≈ Increases complexity of goods movement logistics in urban areas, may justify delivery lockers or community pick up points
- ≈ Pricing curbside access or use of dynamic loading zones may be relevant if demand increases and safety becomes an issue



## 8. High Frequency Rail:

- ≈ Service of this type would increase access to Peterborough from Toronto, Ottawa, Montreal
- ≈ Possible increase of residential demand if commute to other cities is reasonable by VIA Rail
- ≈ Possible increase of tourism-related demand and need for transit or Mobility on Demand services at station



The remaining four steps of the scenario planning toolbox will be completed in the next phases of the TMP development.



# 1.5 Next Steps

The information contained within this report is meant to document the process as well as the outcomes of Phase 1 of the City of Peterborough Transportation Master Plan. The intent of Phase 1 was to ensure that there was consensus and support developed for the TMP vision, objectives, and performance criteria. The robust engagement program that was undertaken not only means that stakeholders were directly involved in developing and shaping these foundations, it provides City staff and decision makers with the confidence that the foundations of the TMP are based in and reflect the interest, preferences and priorities of the community.

The project team is now moving forward with Phase 2 of the work plan with the purposes of:

*Evaluating and technically assessing the “State of the Transportation System” today and in the future. Using the performance criteria developed in Phase 1, an assessment of current conditions and future travel demands will be conducted to develop a list of opportunities and transportation deficiencies to be addressed.*

The following is an overview of the technical and consultation tasks that are expected to be completed as part of Phase 2 of the project.

**Table 9 .** Overview of Technical and Consultation Tasks for Phase 2 of the TMP

Technical Tasks	Consultation Tasks
<ul style="list-style-type: none"><li>≈ Evaluate existing conditions of transportation system</li><li>≈ Review and adopt land use forecasts and growth scenarios</li><li>≈ Develop future base line transportation forecasts for the horizon year of 2041</li><li>≈ Conduct sensitivity testing of forecasts scenarios</li><li>≈ Assessment of problems and opportunities</li></ul>	<ul style="list-style-type: none"><li>≈ Council Presentation</li><li>≈ Phase 1 Round 2 summary update on the ConnectPtbo website</li><li>≈ Community Working Group Meeting #3</li><li>≈ Public Online Survey #3</li><li>≈ TAC Meeting #4</li><li>≈ SC Meeting #4</li></ul>