



City of  
**Peterborough**

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**To:** Members of the General Committee

**From:** Jasbir Raina, Commissioner of Infrastructure and Planning Services

**Meeting Date:** July 18, 2022

**Subject:** IPSTR22-013 - Approval of Neighbourhood Traffic Calming Studies Phase 2

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## **Purpose**

A report to recommend approval of three Neighbourhood Traffic Calming Studies as part of the Calm Streets Ptbo Traffic Calming Program.

## **Recommendations**

That Council approve the recommendations outlined in Report IPSTR22-013, dated July 18, 2022, of the Commissioner, Infrastructure and Planning Services as follows:

- a) That the presentation by Paradigm Transportation Solutions Ltd on the three Neighborhood Traffic Calming Studies be received;
- b) That the recommended Traffic Calming Plan for High Street between Lansdowne Street and Sherbrooke Street (Otonabee Ward) attached in Appendix A, be approved;
- c) That the recommended Traffic Calming Plan for Highland Road between Chemong Road and Fairbairn Street (Northcrest Ward) attached in Appendix A, be approved;
- d) That the recommended road improvement measures and an education and enforcement program be implemented for Whitefield Drive, Golfview Road, and Silverdale Road area (Otonabee Ward)
- e) That Parking By-law 09-136 be amended to authorize implementation of Recommendations b) and c);

- f) That Schedule D of the new Official Plan be amended to modify the classification of High Street, from Chamberlain Street to Sherbrooke Street, from a High Capacity Collector to Low Capacity Collector; and
- g) That Traffic By-law 91-71 be amended to authorize implementation of Recommendations b) and c);

## Budget and Financial Implications

The total estimated costs for implementing the recommended traffic calming measures in the three pilot study neighbourhoods are set out in Table 1.

The approved 2022 Capital Budget (Project 5-18.03) included \$350,000 to fund the implementation of trial measures at the two study locations and there is \$176,250 of pre-committed funding from 2021 that remains unspent. The total uncommitted funding available is \$526,250.

**Table 1 – Estimated Capital Cost of Pilot Study Neighbourhoods**

Neighbourhood	Trial Installation	Permanent Installation <sup>1</sup>	Total Cost
High Street between Lansdowne Street and Sherbrooke Street (Otonabee Ward)	\$305,000	\$25,000 <sup>2</sup>	\$330,000
Highland Road between Chemong Road and Fairbairn Street (Northcrest Ward)	\$75,000	\$75,000	\$150,000
Whitefield Drive, Golfview Road, and Silverdale Road study area (Otonabee Ward)	NA	\$65,000	\$65,000
<b>Total Cost Phase 2</b>	\$380,000	\$165,000	\$545,000

Notes:

- 1- Additional cost to convert trial physical measures to permanent measures
- 2- Excludes reconstruction of High Street which will be a separate capital project

Implementation of the trial measures in the 2 neighbourhoods will leave an uncommitted balance of \$146,250 from pre-approved funding in 2021 and 2022, which will be used to fund a portion of the permanent installation costs for the Phase 1 locations identified in Report IPSTR21-007 and the Phase 2 measures proposed in this report. Additional funding will be requested as part of the draft 2023 capital budget for implementing the permanent installations.

## Background

Traffic calming measures are usually applied in locations experiencing excessive vehicle speed and/or high volumes of shortcutting traffic. Traffic calming plans seek to alter the street or modify driver behaviour in such a way as to reduce vehicle speeds, discourage shortcutting, minimize conflicts between street users, and improve the neighbourhood environment.

In response to several requests for traffic calming, the city initiated the Traffic Calming Policy and Neighbourhood Traffic Calming Studies in 2020. City Council at its meeting of May 25, 2021, approved Report IPSTR21-007 which established a City-wide Traffic Calming Policy (Calm Streets Ptbo) and approved the Phase 1 Neighbourhood Traffic Calming Plans at five locations. Phase 2 of the study developed traffic calming plans for three additional neighbourhoods. The Phase 2 study areas are:

- High Street between Lansdowne Street and Sherbrooke Street (Otonabee Ward)
- Highland Road between Chemong Road and Fairbairn Street (Northcrest Ward)
- Whitefield Drive, Golfview Road, and Silverdale Road (Otonabee Ward)

Report IPSTR20-011 awarded Phase 1 and 2 of the Traffic Calming study project to the consulting team led by Paradigm Transportation Solutions. LURA Consulting, a firm specializing in public engagement activities, is supporting Paradigm in this project. The consultants commenced Phase 2 of the traffic calming study in October 2021. Work on the Phase 2 neighbourhood studies is now complete and is the focus of this report.

## Community Engagement

Community engagement has been an important aspect of this project and has been undertaken at numerous points in the study process. Targeted engagement approaches were used in each of the three neighbourhoods where detailed traffic calming plans have been developed.

With the COVID restrictions imposed on public gatherings during the study period, to reach out to the maximum number of residents in the neighbourhood several engagement strategies have been used, including:

- Door-to-door mail drop: A copy of the Notice of Study Commencement which includes a short project background and information about engagement opportunities and the project webpage was distributed to all residents within the three study areas.
- Online Engagement: The project team launched a project webpage on the [www.connectPtbo.ca](http://www.connectPtbo.ca) 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. Between October 2021 and May 2022, there have been approximately 1,200 visits to the Calm Streets PTBO project page.

- **Community Ambassador Program:** A community ambassador was hired by the consulting team to make connections with individuals and families in each of the neighbourhoods to share information and gather feedback about traffic calming concerns in the study area. In advance of the neighbourhood workshops, the ambassador displayed and distributed promotional materials including posters, sidewalk stickers and project business cards within the neighbourhoods. The Ambassador connected with individual residents and encouraged them to participate in the workshops. The ambassador also helped visually challenged community members and other residents who requested additional help in participating in the project.
- **Online Survey:** Residents in the specific study area neighbourhoods were invited to participate in an online survey to provide feedback regarding traffic concerns in their neighbourhood and recommend potential solutions to mitigate traffic concerns. The survey was open from November to December 2021 on the project web page [www.connectptbo.ca/trafficcalming](http://www.connectptbo.ca/trafficcalming) and generated 145 responses.
- **Online Community Workshops:** The consultants conducted two rounds of workshops with community members in the High Street and Highland Road Study Areas and three rounds of workshops in the Whitefield Drive, Golfview Road, and Silverdale Road Study Area. The residents provided feedback on traffic issues in their neighbourhood and contributed to developing preliminary traffic calming concept plans during the first workshop. Preliminary concept plans developed during workshop 1 were further refined by the project team. These concept plans were then presented to residents at the second workshop, organized in March and April 2022, and were refined to incorporate feedback received and preferred traffic calming plans were identified.
- **Neighbourhood Survey:** The City conducted a neighbourhood survey between May 5 to May 23, 2022, to gather input from neighbourhood residents on whether there is a desire to implement the traffic calming proposal developed for the study areas. Residents in the study area were mailed the preferred traffic calming plans, developed at the workshop, for their respective neighbourhood along with a survey. Residents had the option to either use the prepaid return envelope provided or submit the survey online using City's engagement portal [connectptbo.ca/trafficcalming](http://connectptbo.ca/trafficcalming). There were 123 responses to this survey, with 120 of these responses coming from residents within the study area neighbourhoods. While approximately 48% mailed back their survey responses 35% used the online option and 17% of responses were collected by the Ambassador through direct engagements.

## Phase 2 - Traffic Calming Studies

The Phase 2 Traffic Calming Studies were undertaken in accordance with the new traffic calming policy, resident request assessment process, and community engagement strategy approved by Council in Report IPSTR21-007 during phase 1 of the project.

The three neighbourhoods chosen to serve as phase 2 locations were:

- High Street between Lansdowne Street and Sherbrooke Street (Otonabee Ward)
- Highland Road between Chemong Road and Fairbairn Street (Northcrest Ward)
- Whitefield Drive, Golfview Road, and Silverdale Road (Otonabee Ward)

The City worked with residents in the three neighbourhoods to develop traffic calming plans unique to each study area, based on the input and feedback received through the public engagement program. While each of the neighbourhood workshop sessions was well received and provided important feedback to the study team, attendance levels at each workshop were not necessarily representative of the entire neighbourhood. In part, this was due to the challenges in attracting people to participate in online engagement events.

The proposed Traffic Calming Plans developed during the workshop sessions were then circulated to the entire neighbourhood, through a neighbourhood survey undertaken between May 5 to May 23, 2022, to gather input from all neighbourhood residents on the degree of support for the proposed traffic calming plans.

The results of these neighbourhood surveys are presented in Table 3, below:

**Table 3 – Resident Support for Proposed Traffic Calming Plans**

<i>Neighbourhood</i>	<i>Number of Residents</i>	<i>Number of Responses received (%)</i>	<i>% Residents Supporting Traffic Calming</i>	<i>% Residents Not Supporting Traffic Calming</i>
High Street (Otonabee Ward)	150	21%	88%	12%
Highland Road (Northcrest Ward)	161	24%	87%	13%
Whitefield Drive, Golfview Road, and Silverdale Road (Otonabee Ward)	165	30%	40%	60%
Option 1 – ‘Stop Sign’ on Golfview Road (existing)			30%	
Option 2 – relocate ‘Stop Sign’ onto Whitefield Drive			10%	

Gaining the support of a broad cross-section of residents in a neighbourhood is an important aspect of the proposed Neighbourhood Traffic Calming Policy. Traffic Calming measures can have positive results from a number of perspectives, but there can also be a number of negative implications for some measures. Attempting to gauge the overall level of support for a proposed plan up front, allows all neighbourhood residents to voice their opinions on a plan before it is implemented.

The City's Traffic Calming Policy recommends a minimum response rate of 25% of all eligible households (participation rate), with a minimum of 51% of respondents in agreement (support rate), as being required to move forward to the next step in the Traffic Calming process.

Based on the survey results received the following recommendations for each study area are described below:

### **High Street Study Area (Otonabee Ward):**

High Street study area residents identified speeding and cut-through traffic as major traffic concerns on High Street. High Street is currently designated as a High Capacity Collector Road to serve through traffic and the local traffic in the area. Drivers especially those visiting Lansdown Place and vehicles travelling in the north-south direction are increasingly using High Street as an alternative to Monaghan Road or The Parkway which are designated Arterial Roads. That being said, the volumes and roadway character are very different on the north section of High Street, compared to the south section between Chamberlain Street and Lansdowne Street.

The north section of High Street is located on a steep hill and the grade encourages vehicles to speed while negotiating the hill and makes it difficult for residents exiting their driveways to see northbound or southbound traffic. Residents also highlighted challenges with the northbound left turn at High Street and Sherbrooke Street intersection because there are blind spots caused by the crest of the hill, a lack of sidewalks, and insufficient space for two cars plus pedestrians walking on the road.

The City's Traffic Calming Policy does not recommend implementing physical traffic calming measures on High-Capacity Collector Roads. However, given the change in character on the north section of High Street, it is recommended that High Street between Sherbrooke Street and Chamberlain Street (north) be redesignated from a High Capacity Collector to a Low Capacity Collector in the City of Peterborough Official Plan.

The Traffic Calming plan for High Street was developed in consultation with the residents. The results of the neighbourhood survey undertaken in May 2022 indicate that approximately 21% of residents in this neighbourhood participated in the survey, and of these residents, 88% voted in favour of implementing the recommended traffic calming plan.

Given the high degree of support in favour of implementing the recommended traffic calming plan, even though the study area missed the 25% participation rate requirement by a marginal number of responses, staff recommends implementing the following traffic calming measures in the High Street study area, as illustrated in Appendix A:

- Redesignate High Street, between Chamberlain Street and Sherbrooke Street, from a High Capacity Collector Road to Low Capacity Collector Road to better reflect the local character of the street;
- Convert High Street to one-way southbound between Sherbrooke Street and Frank Street;
- Install temporary barrier treatments (delineators and curbs) along High Street on the west side between Sherbrooke Street and north of Brunswick Avenue and on the east side between north of Brunswick Avenue and Frank Street to narrow the roadway and create pedestrian space;
- Reconfigure the High Street and Frank Street intersection to restrict northbound through traffic;
- Install speed cushions on High Street (1 set) at the top of the hill to slow traffic down before they reach the hill;
- Install Level 2 Type D pedestrian crossover at High Street and Chamberlain Street (south) intersection (south leg) to facilitate access to park and the new splash pad;
- Implement no stopping restrictions between Brown Street and Chamberlain Street to improve pedestrian visibility at the new crossover;
- Reduce the speed limit on High Street to 40 km/h, between Sherbrooke Street and Chamberlain Street; and
- Install pavement markings, stop bars, crosswalks and signs.

#### **Highland Road Study Area (Northcrest Ward ):**

Highland Road is an east-west Low Capacity Collector road running parallel to Parkhill Road and Towerhill Road. Highland Road is located on a hill, with the midpoint of Highland Road being the crest of the hill. Study area residents identified speeding and cut-through traffic as the major traffic concerns. Cut-through vehicles use Highland Road as an alternate route for Wolsely Street, Parkhill Road and Towerhill Road, and to avoid signalized intersections along arterial roads. Residents also identified the need for a safer pedestrian crossing facility in front of the Highland Heights Public School, located at the Highland Road and Donegal Street intersection.

The results of the neighbourhood survey undertaken in May 2022 indicate that approximately 24% of residents in this neighbourhood participated in the survey, and of these residents, 87% voted in favour of implementing the recommended traffic calming plan.

Staff recommends implementing the following traffic calming measures in the Highland Road study area, as illustrated in Appendix A:

- Reduce the speed limit on Highland Road to 40 km/h between Fairbairn Street and Chemong Road;
- Install speed cushions on Highland Road (4 sets);
- Install raised crosswalk on Highland Road west of Donegal Street and relocate “SCHOOL CROSSING” signs;
- Extend the sidewalk along the south side of Highland Road west of Donegal Street to match the location of the raised crosswalk;
- Install pavement markings and signs.

#### **Whitefield Drive / Silverdale Road / Golfview Road Study Area (Otonabee Ward):**

In 2017 Council received a petition from area residents requesting traffic calming measures at the Golfview Road and Whitefield Drive intersection to address concerns with vehicles speeding and safety for pedestrians. The City undertook a traffic calming study in the Whitefield Drive / Silverdale Road / Golfview Road study area in response to the petition and developed two traffic calming plans in consultation with area residents. A survey of residents requested feedback on the preferred traffic calming plan and the results indicated that there was inadequate resident participation and support for either of the traffic calming proposals, and Report USDIR18-007 recommended that traffic calming measures not be implemented. Council, in considering Report USDIR18-007 passed the following resolution:

- a) “That the matter be referred to allow staff to convene a public meeting with area residents” and
- b) “That staff report to Council with options for traffic calming measures.”

In accordance with council direction, the Whitefield Drive / Silverdale Road / Golfview Road Study Area was included as one of the pilot study locations to develop a new traffic calming plan using the policy and neighbourhood engagement process developed during Phase 1 of this study.

Residents in the Study Area who participated in the neighbourhood workshops identified speeding by vehicles travelling down the hill and failure to obey posted traffic signs at the Golfview Road and Whitefield Drive intersection located at the bottom of the hill as the major traffic concerns.

The project team organized three rounds of neighbourhood workshops. Based on inputs from the residents, two separate traffic calming plan options were developed. Both plans included pavement parkings and signage and a series of speed cushions on Whitefield Drive, Golfview Road, and Silverdale Road to raise awareness, reduce vehicle speeds, and promote safer driving behaviour. Both options included modifications to the curb radii at the Golfview Road / Whitefield Drive intersection to encourage slower travel through the intersection, however, the key difference between options was the proposed configuration and control for the intersection. In Option 1 the 'Stop Sign' was retained on Golfview Road and the curb radius reduction was implemented in the north-west corner of the intersection to re-enforce the requirement to stop and to provide for an improved crosswalk. In Option 2 the 'Stop Sign' at the intersection was proposed to be relocated to the Whitefield Drive leg of the intersection and this was combined with a Pedestrian Crossover on Golfview Road and modifications to the curb radius in the south-east corner of the intersection to reinforce the stop control on Whitefield Drive.

Approximately 50 residents, (30%) of residents in the study area, participated in the survey, which met the minimum recommended thresholds for neighbourhood participation. Of the residents who participated in the survey, 60% of residents did not support either of the proposed traffic calming plans. Of the 40% of residents who indicated support, 30% of residents preferred Option 1 with the existing intersection control option and 10% voted in favour of Option 2 which recommended relocating the Stop Sign to Whitefield Drive.

With 60% of residents not supporting either of the traffic calming plans, the 'Support Rate' for traffic calming plans on Whitefield Drive / Silverdale Road / Golfview Road Study Area did not meet the minimum thresholds to ensure that there is broad community support for the implementation of the Traffic Calming plan developed by the community. One of the key messages that emerged from the written responses to the survey is that many residents did not feel that the perceived traffic problems in this neighbourhood justify implementing costly traffic calming measures.

As part of previous reviews of this area, staff are aware that there is poor compliance with the existing stop sign on Golfview Road, which is in part encouraged by the current geometric configuration of the intersection. The design of the curb radius and the driveway locations are also not as per standard engineering practice, which results in a non standard crosswalk location that becomes blocked when vehicles stop at the stop sign on Golfview Road. As a result staff recommends implementing the following limited measures in the study area, as illustrated in Appendix A:

- Staff recommends that the City modify the curb radii at Golfview Road and Whitefield Drive intersection (northeast corner) in order to properly realign the intersection and the crosswalk on a permanent basis, similar to what was proposed in Option 1.
- Install centre line pavement markings on Golfview Road, and Whitefield Drive;

- Reposition the stop sign and install a stop bar and crosswalk (ladder crossing) pavement markings at Golfview Road and Whitefield Drive intersection (north leg). Reconstruct the sidewalk connections to match the new crosswalk location.
- Implement an education and enforcement program for the area including provision of traffic calming lawn signs to interested residents, to raise awareness in the community.

### **Implementation Strategy**

Following Council approval, detailed plans will be prepared for each of the three neighbourhoods to allow for implementation. For the High Street and Highland Road Study Areas, a trial installation of the plan using temporary materials is proposed to be completed during Spring 2023 to allow the neighbourhood to experience the traffic calming measures and to allow the City to monitor the effectiveness of each plan for at least 12 months.

Following this trial period, the City will conduct another neighbourhood survey to assess resident support for implementing the traffic calming plan on a permanent basis, including any refinements identified through the monitoring and consultation process.

Implementation of the trial installations in High Street and Highland Street Study Areas neighbourhoods is expected to cost approximately \$380,000. These costs can be accommodated within the uncommitted funding in the approved 2021 and 2022 Capital Budget for the Traffic Calming Program. Additional capital funding will be requested in the draft 2023 budget to initiate the monitoring, planning, and installation of the permanent traffic calming measures at these locations and the locations identified in Phase 1 of the project (as approved in Report IPSTR21-007).

In the recently approved Transportation Master Plan (Report IPSTR22-003), High Street was recommended for reconstruction in the longer term horizon (20-30 years), subject to future budget allocations. The majority of the temporary measures identified in this area will be designed to be able to be left in place until such time as the reconstruction can be programmed, at which time additional property would need to be purchased to provide a proper road right of way width in order to accommodate the addition of permanent sidewalks. Some of the traffic calming measures (such as the proposed speed cushions) will require replacement of the trial installation with more permanent measures following the evaluation period.

For Whitefield Drive / Silverdale Road / Golfview Road Study Area, the recommended intersection improvement measures and pavement markings are planned to be implemented as permanent measures upon approval of the capital budget for the project. Capital funding for implementing these measures will be requested in the draft 2023 budget.

## Summary

Traffic calming measures are usually applied in locations experiencing excessive vehicle speed and/or high volumes of shortcutting traffic. In response to several requests for traffic calming, the City adopted a new Traffic Calming Policy in 2021 and approved 5 Neighbourhood Traffic Calming Studies in Phase of the project. Phase 2 of this study developed traffic calming plans for three additional neighbourhoods and is now complete.

The City worked with residents living in each of the three identified neighbourhoods to develop recommended traffic calming plans and received positive support for the recommended traffic calming measures in the High Street and Highland Road Study Areas. In the absence of neighbourhood support for the traffic calming plan developed for the Whitefield Drive, Golfview Road, and Silverdale Road Study Area, staff are recommending a more modest program of intersection improvements and a combination of signing and pavement markings to improve safety in this neighbourhood.

Submitted by,

Jasbir Raina, CEng., M.Tech, MBA, PMP, MIAM  
Commissioner, Infrastructure and Planning Services

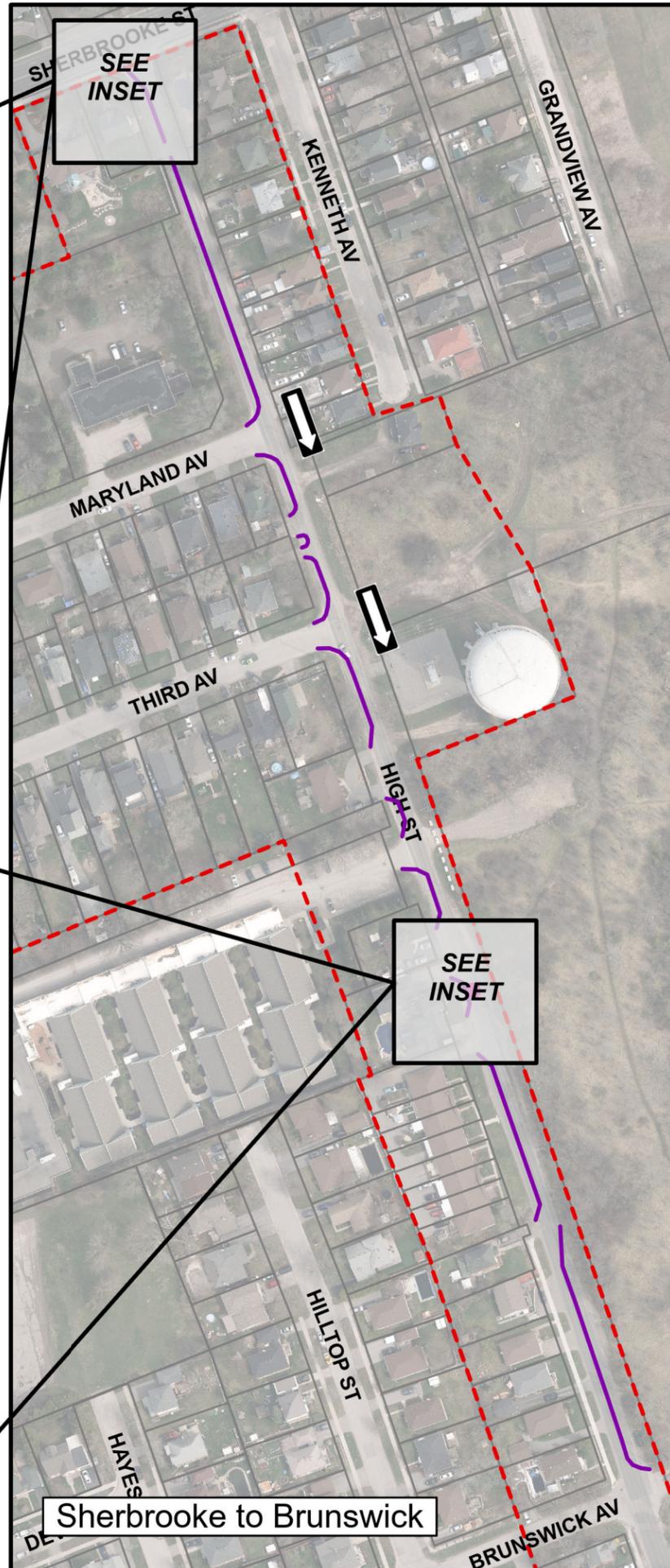
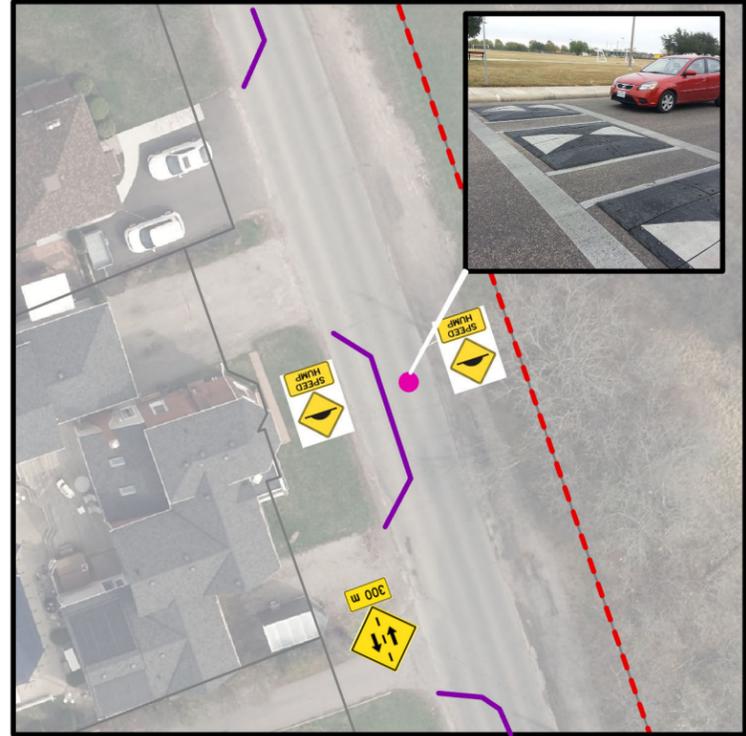
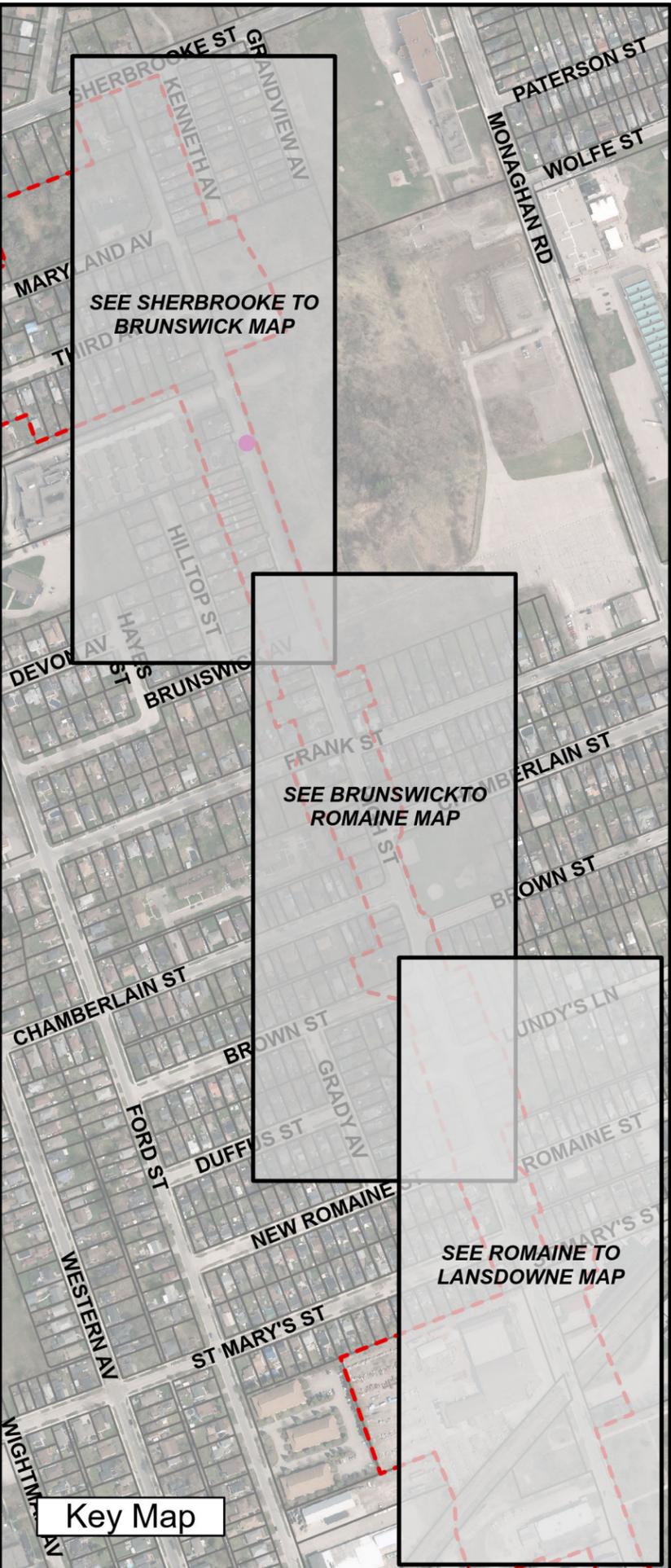
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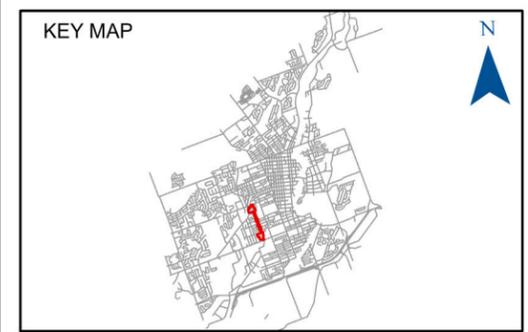
### Attachments:

Appendix A – Neighbourhood Traffic Calming Plans  
Appendix B – Proposed Improvements Whitefield Drive and Golfview Road Intersection



**PROPOSED TRAFFIC CALMING PLAN**

- LEGEND**
- Study Area
  - Property Line
  - Speed Cushion
  - Barrier (north end)

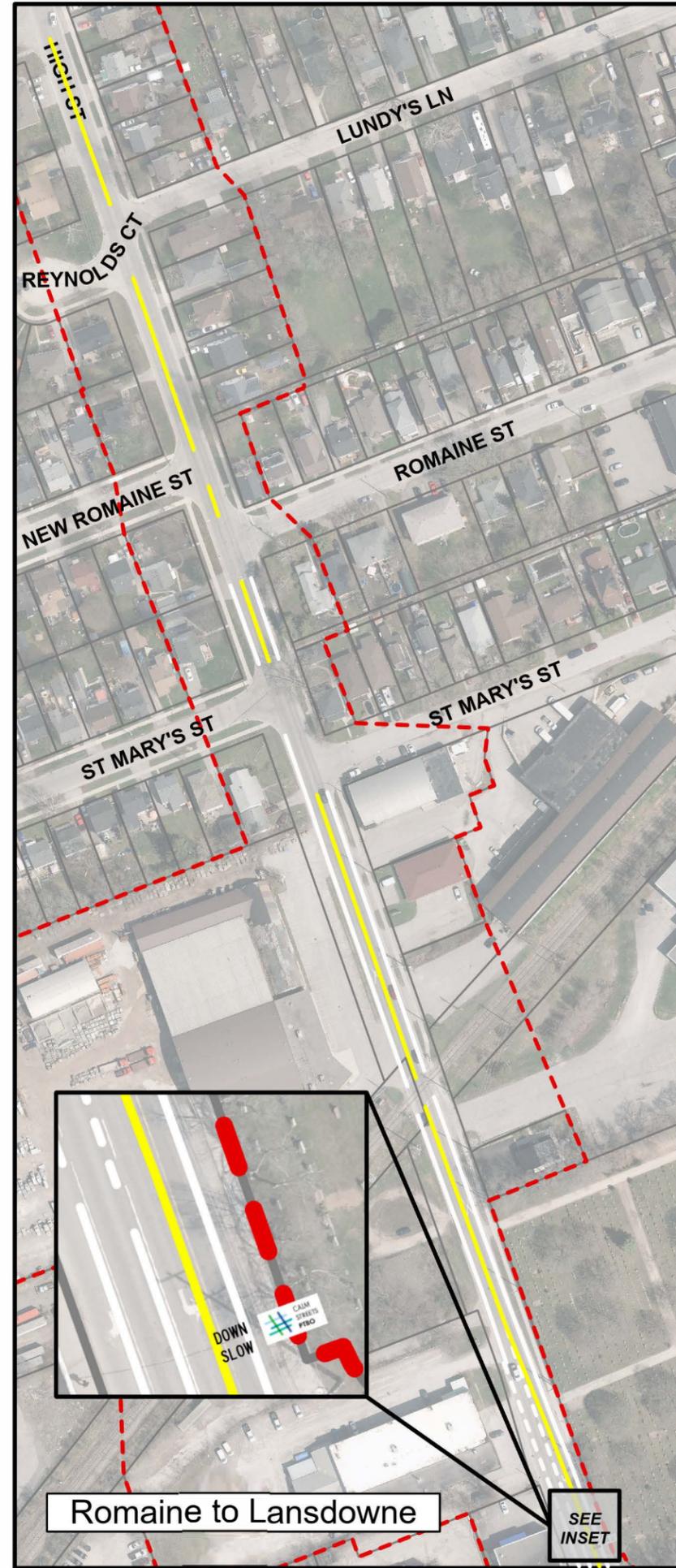
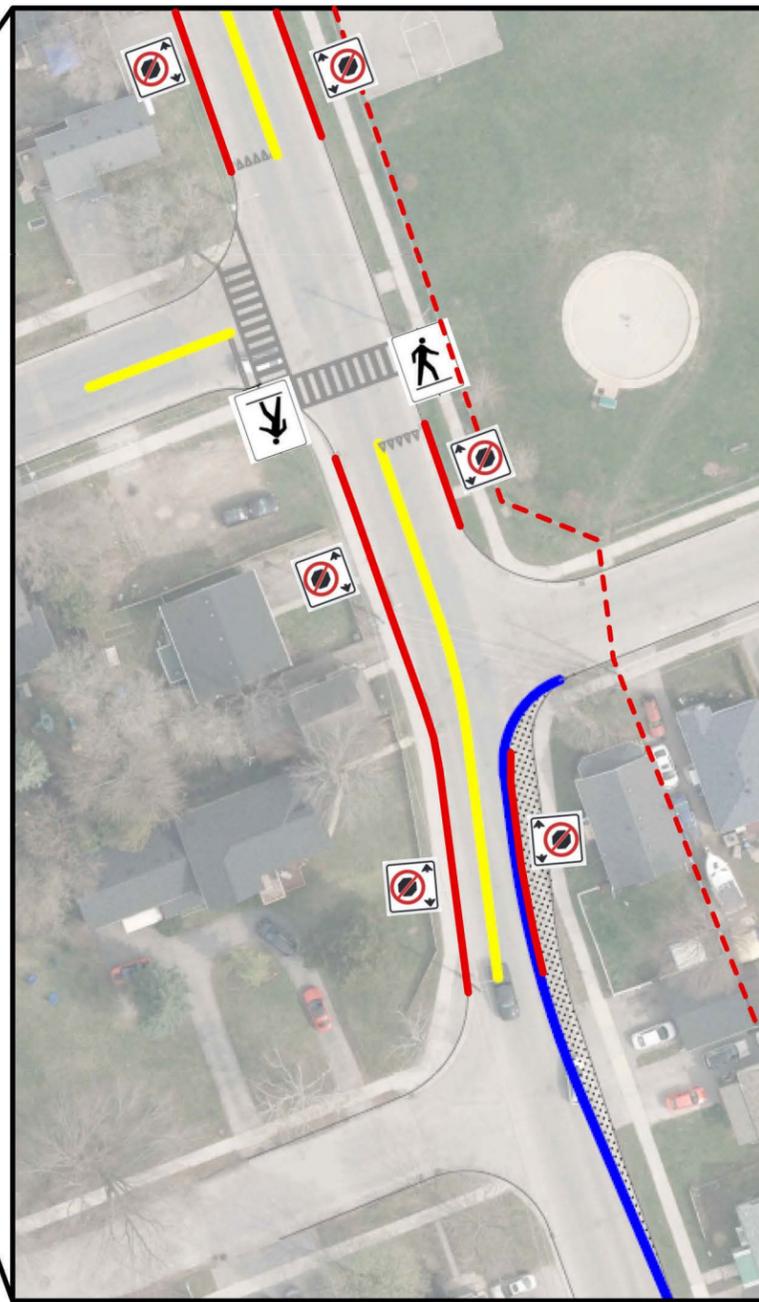
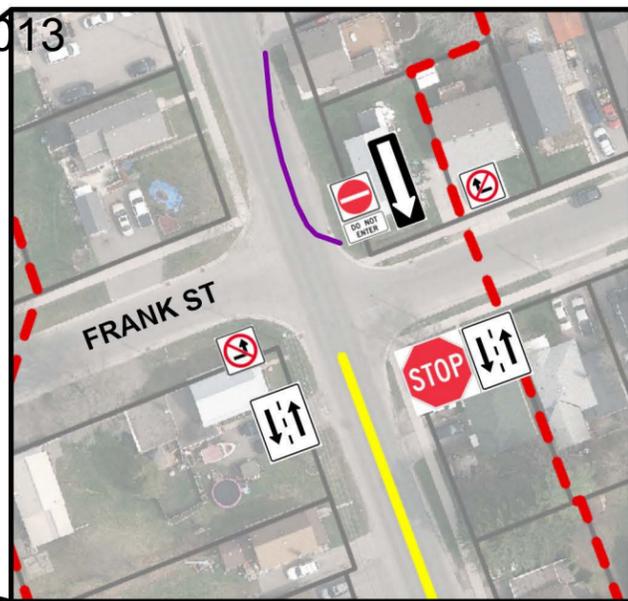
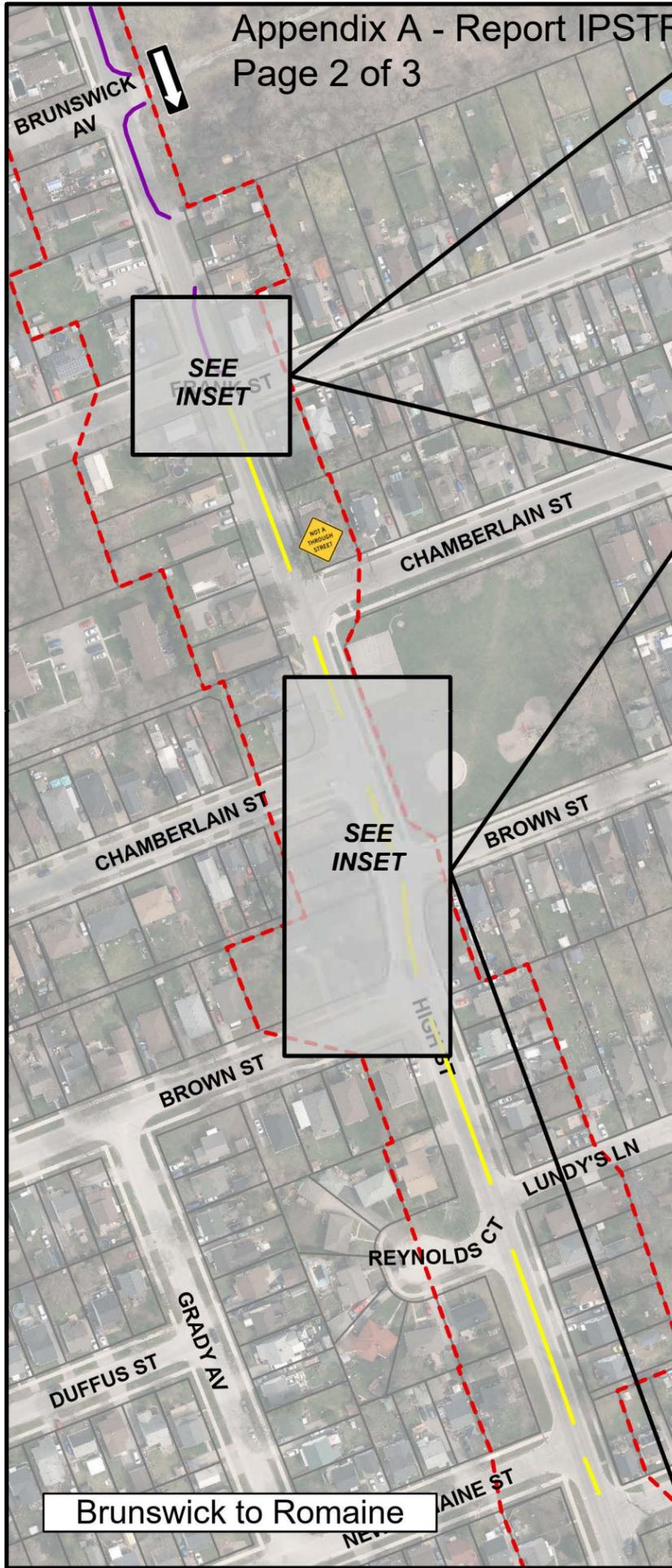


DATA SOURCES:  
City of Peterborough, Land Information Ontario, ESRI  
COORDINATE SYSTEM: NAD 1983 UTM Zone 17N



Key Map

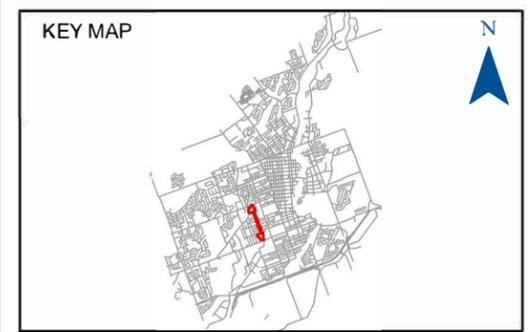
Sherbrooke to Brunswick



# CALM STREETS HIGH

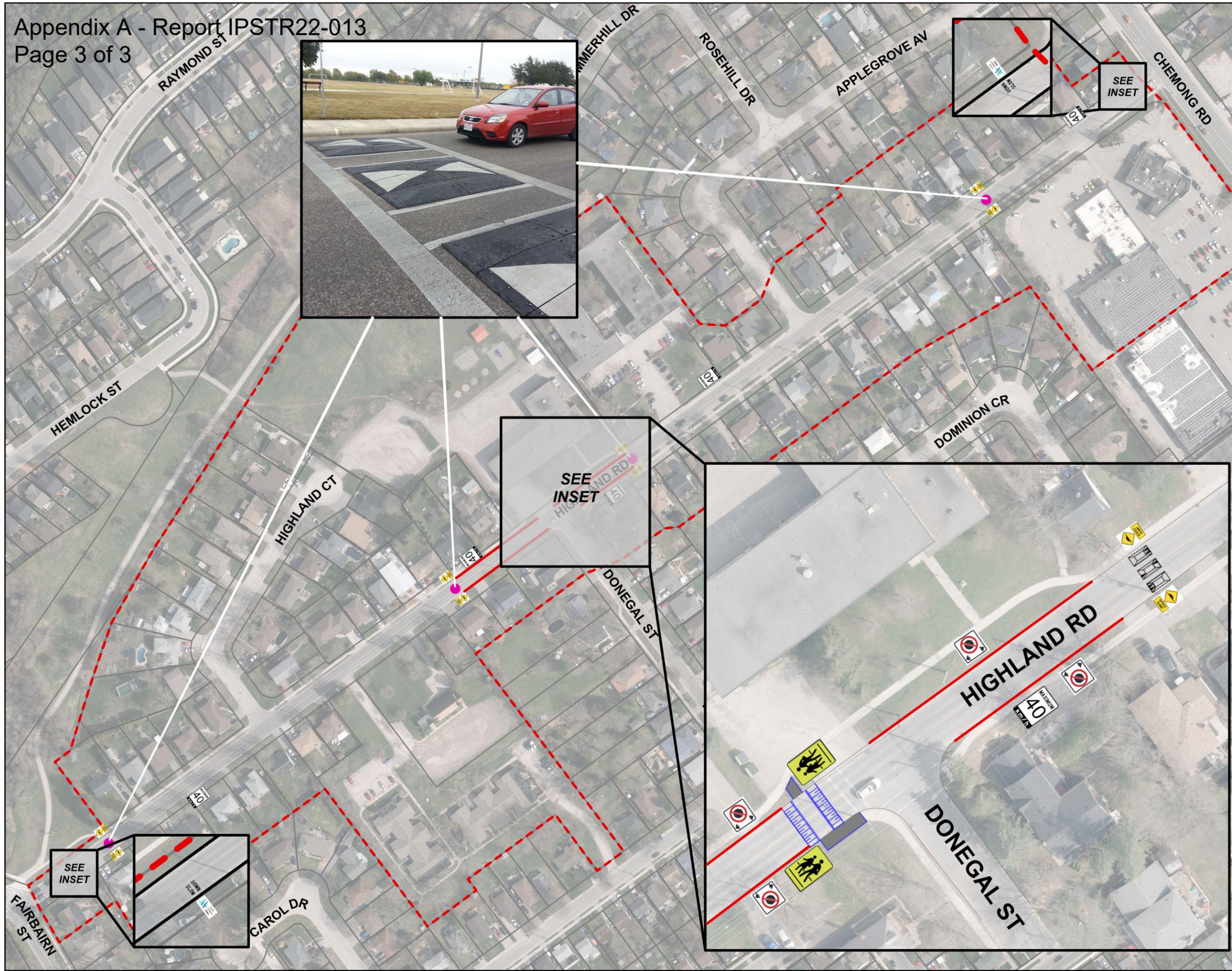
## PROPOSED TRAFFIC CALMING PLAN

- LEGEND**
- Study Area
  - Property Line
  - Road Centerline Pavement Markings
  - Edge Line Pavement Markings
  - Barrier (north end)
  - Edge of Road/Curb
  - No Stopping Zone



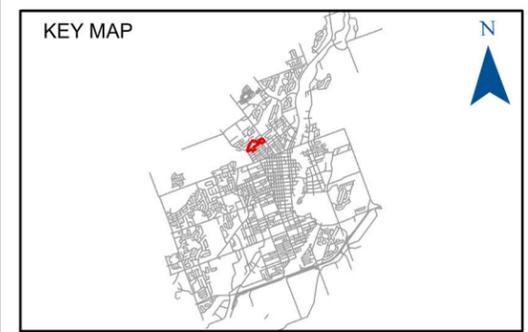
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### PROPOSED TRAFFIC CALMING PLAN

- LEGEND**
- Study Area
  - Property Line
  - Speed Cushion
  - No Stopping Zone



DATA SOURCES:  
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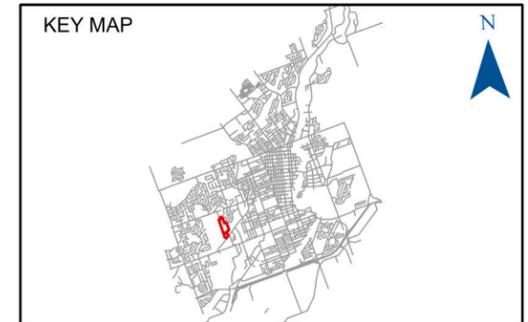


CALM  
STREETS  
WHITEFIELD/  
GOLFVIEW/  
SILVERDALE

### PROPOSED TRAFFIC CALMING PLAN

#### LEGEND

- Study Area
- Property Line
- Road Centerline Pavement Markings
- Pavement Markings
- Edge of Road/Curb

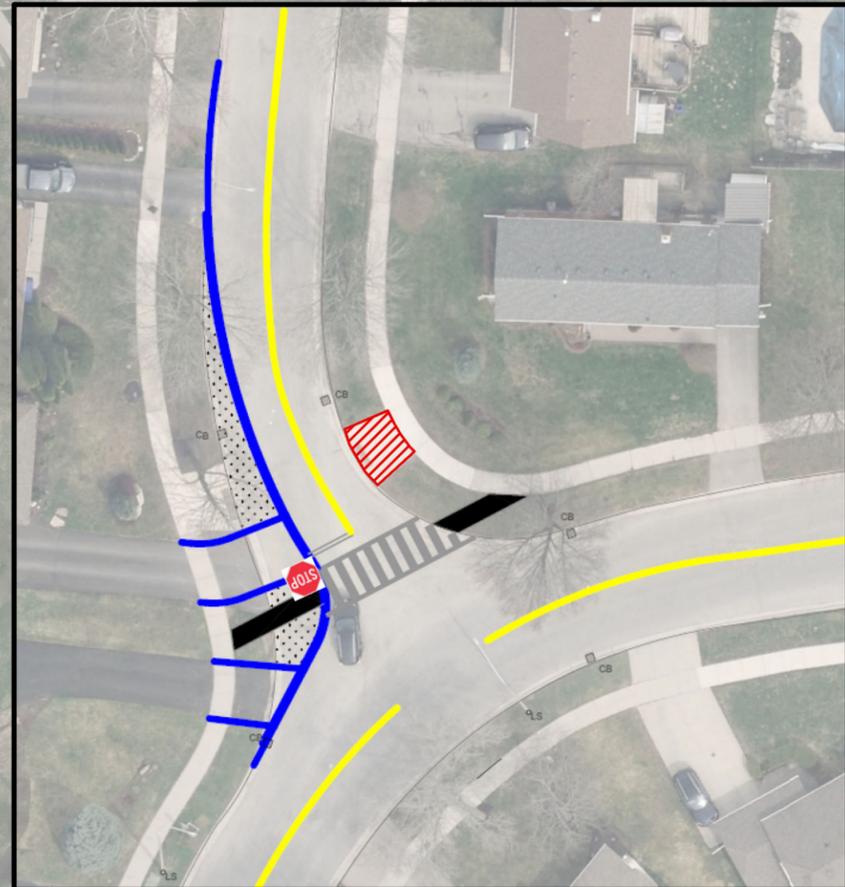


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July 2022



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