



City of  
Peterborough

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**TO:** Members of the Committee of the Whole

**FROM:** W.H. Jackson, Director of Utility Services

**MEETING DATE:** November 5, 2012

**SUBJECT:** Report USDIR12-017  
Parkway Corridor Class Environmental Assessment Final  
Problem/Opportunity Statement

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## PURPOSE

A report to seek Council's endorsement, of the final Problem/Opportunity Statement of the Parkway Corridor Class Environmental Assessment.

## RECOMMENDATIONS

That Council approve the recommendations outlined in Report USDIR12-017 dated November 5, 2012 of the Director of Utility Services, as follows:

- a) That the presentation from AECOM on the matter of the Problem/Opportunity Statement of the Parkway Corridor Class Environmental Assessment be received; and
- b) That Council endorse the final problem/opportunity statement for the Parkway Corridor Class EA as follows:

*To accommodate population and employment growth designated in the Official Plan, the Comprehensive Transportation Plan (2012) identified the need to provide additional road capacity to accommodate north-south travel demands on the west side of the Otonabee River.*

*Without increasing roadway capacity in the study area, major road*

*network links in the north end of the City will be operating at/over capacity by 2031, increasing congestion and safety concerns at major intersections.*

*In addition, the termination of Medical Drive at Sherbrooke Street and the interim intersection improvements on Sherbrooke Street can accommodate short term growth but are not able to accommodate future long term growth to 2031. This will result in congestion and safety concerns at key intersections in the Clonsilla Avenue, Goodfellow Road, and Sherbrooke Street area. Improvements to better connect the road network in this area to the south end of the City are also required.*

## **BUDGET AND FINANCIAL IMPLICATIONS**

There are no budget or financial implications to the adoption of the recommendations of this report.

## **BACKGROUND**

### **1. Study Progress**

At its meeting of September 10, 2012 in considering Report USDIR12-012 dated September 4, 2012, (attached as Schedule 1) Council endorsed, in principle, the draft Problem/Opportunity Statement for the Parkway Corridor Class Environmental Assessment (Class EA).

Subsequent to Council's endorsement, the study team held the first Public Information Centre (PIC) on October 2, 2012, at the Evinrude Centre. The first PIC was an opportunity for the study team to present:

- Background Information and existing and projected conditions in the study area
- The Problem/Opportunity Statement
- Alternative solutions and their assessment
- Preliminary network alternatives
- Proposed evaluation criteria
- Next steps in the Class EA process

The PIC was advertised in both local papers and was accompanied by a media release as well. An informal drop-in occurred from 5:30 pm until 7:00 pm. At 7:00 AECOM made a formal presentation followed by a question and answer period.

Sixty-six people signed in at the PIC. Comments heard by the study team and received since the PIC include:

- Suggestion to evaluate the actual economic costs of doing nothing and comparison with the costs of implementing a solution;
- Concerns regarding costs of solutions and who pays?
- Suggestion to build a new road following the original Parkway route;
- Thoughts that a new road is long overdue;
- Concerns about traffic volumes on several local streets;
- Concerns about natural environment impacts (i.e. green space, wildlife habitat and tree loss);
- Concerns over existing trails;
- Concerns that despite recommendations of the Class EA, Council will not endorse a new road in the corridor;
- Suggestions that the original route, crossing Jackson Creek is the logical choice;
- Suggestions that the City should be installing more right turn lanes at intersections throughout the City to improve traffic movement;
- Suggestion that an evaluation of commuting time and time saved would be appropriate;
- Suggestion that counts for pedestrian and/or cyclist use of the trail be considered;
- Suggestions that population growth in the City is attributed to a growth in senior population and therefore why are road improvements needed;
- Emphasized the need for a decision and action;
- Consideration for transit facilities;
- Consideration for pedestrian and cycling facilities, as well as other modes of transportation (i.e., mopeds, e-bikes and scooters)
- The need for a continuous roadway in the City with controlled access (i.e., safety, time);
- Several comments regarding the benefit Medical Drive has provided to area residents and travellers;
- Suggestions that crossing Jackson Creek and Jackson Park is probably less impactful than widening existing roads, particularly Fairbairn Street;
- Suggestions that a bridge across Jackson Park should be constructed and could enhance the City;
- Agreement with the study team evaluation that the West By-pass will not address a number of areas of concern;
- Suggestion that intersection improvements begin right away to address safety concerns;
- Consideration of roundabouts in the City;
- Impacts to residents associated with roadway widenings;
- Concern regarding the number of times this has been studied and recommended. Why has it not been built already?

- In addition, there have been a significant number of comments that have been received following PIC#1, and the subsequent article posted in the Peterborough Examiner, expressing opposition to a new roadway crossing of Jackson Park and that this alternative should not be considered as an alternative.

The comments received throughout the study have been considered in finalization of the Problem/Opportunity statement. Comments that are related to the assessment and evaluation of the preliminary network alternatives presented at PIC 1 will be considered in the next phase of the project.

## 2. Development of Problem/Opportunity Statement

Further to Report USDIR12-012 the study team has evaluated the draft Problem/Opportunity provided to Council. The results of the recent PIC have reinforced the assessment of existing and projected traffic problems. The feedback received generally support the conclusions of the draft Problem/Opportunity Statement and the progress of the study so far. However, not all feedback has been supportive, and there are some in the community who do not feel the need is currently strong enough to warrant significant road improvements.

It should be stressed that the preferred solution developed as part of this Class EA study does not necessarily need to be implemented right away. The Class EA uses a longer term planning horizon, consistent with the Official Plan and the recently completed Transportation Master Plan, to ensure that the solutions developed are consistent with longer term transportation improvements and designated longer term growth policies adopted by Council through these previous studies.

As part of the Class EA, a phasing and implementation plan for the recommended solution will be developed that addresses short, medium, and longer term improvement needs or opportunities that are consistent with the longer term solution. This can allow for portions of the preferred solution to be implemented over time as the needs arise or as the community can afford to invest in transportation infrastructure.

## 3. Final Problem/Opportunity Statement

Further to Report USDIR12-012 and the recent PIC, the final Problem/Opportunity Statement going forward, for the Parkway Corridor Class EA is proposed as follows:

*To accommodate population and employment growth designated in the Official Plan, the Comprehensive Transportation Plan (2012) identified the need to provide additional road capacity to accommodate north-south travel demands on the west side of the Otonabee River.*

*Without increasing roadway capacity in the study area, major road network links in the north end of the City will be operating at/over capacity*

*by 2031, increasing congestion and safety concerns at major intersections.*

*In addition, the termination of Medical Drive at Sherbrooke Street and the interim intersection improvements on Sherbrooke Street can accommodate short term growth but are not able to accommodate future long term growth to 2031. This will result in congestion and safety concerns at key intersections in the Clonsilla Avenue, Goodfellow Road, and Sherbrooke Street area. Improvements to better connect the road network in this area to the south end of the City are also required.*

The Municipal Class EA process uses a structured planning process that has been developed to assist municipalities in meeting their obligations under the *Ontario Environmental Assessment Act* as they plan and implement new infrastructure. The process is founded on a number of key principles, including:

- Consultation with the public and agencies throughout the planning process for a project;
- The development of a reasonable range of alternatives to address problems identified;
- The identification and consideration of the effects of each alternative on all aspects of the environment (which includes natural, social, cultural, built and economic environments);
- A systematic evaluation of the advantages and disadvantages of each alternative; and
- The provision of clear and complete documentation that explains the decision making process for a project and how comments received have been considered.

Often, comments received result in refinements to the problem statement, alternative solutions, evaluation criteria and final recommendations. In this instance, the draft problem statement has been refined by removing the specific reference to one of the alternative solutions; highlighting the role of the Official Plan in setting the long term growth policies for the City; and clarifying the horizon year used to identify the deficiencies noted in the south end of the study area. In accordance with the requirements of the Class EA, the study team believes that these changes will address many of the comments raised by members of the public and will enable the study team to fairly evaluate all reasonable alternatives.

#### 4. Next Steps

The Problem/Opportunity Statement will be relied upon as a key component in the evaluation of alternative solutions. The alternative alignments will be evaluated against several criteria and may result in a recommendation for new or expanded facilities. The results of the evaluation, environmental investigations and preliminary

recommendations will be presented to the public at PIC #2, anticipated for the first quarter of 2013.

Submitted by:



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Schedule 1 – Report USDIR12-012 Parkway Corridor Class Environmental  
Assessment Draft Problem/Opportunity Statement



City of  
Peterborough

**TO:** Members of the Committee of the Whole

**FROM:** W.H. Jackson, Director of Utility Services

**MEETING DATE:** September 4, 2012

**SUBJECT:** Report USDIR12-012  
Parkway Corridor Class Environmental Assessment Draft  
Problem/Opportunity Statement

## PURPOSE

A report to seek Council's endorsement, in principle, for the draft Problem/Opportunity Statement of the Parkway Corridor Class Environmental Assessment.

## RECOMMENDATIONS

That Council approve the recommendations outlined in Report USDIR12-012 dated September 4, 2012 of the Director of Utility Services, as follows:

- a) That Council endorse, "in principle" the draft problem/opportunity statement for the Parkway Corridor Class EA; and
- b) That Council direct staff to report back to Council with the final recommended problem/opportunity statement after the first Public Information Centre.

## BUDGET AND FINANCIAL IMPLICATIONS

There are no budget or financial implications to the adoption of the recommendations of this report.

## **BACKGROUND**

The original Class Environmental Assessment (Class EA) for the Hospital Access Road was intended to solve neighbourhood traffic issues generated by the new Hospital, and recommended a series of improvements, including the construction of a new north-south roadway in the Parkway Corridor between Parkhill Road and Clonsilla Avenue. A number of residents felt that the preferred solution did not go far enough in solving longer term growth, and that the study should extend the road south to provide improved connections to the Clonsilla Avenue / Parkway intersection. While the study team noted these concerns, it was determined that the additional extension of the new roadway was not required to address the traffic infiltration issues in the Hospital Area and would go beyond what was needed to address the specific problem statement for that project. Four residents issued appeals to the Minister of the Environment citing this specific concern.

At its meeting of January 31, 2011, Council approved a recommendation to amend the Hospital Access Road (Medical Drive) Class Environmental Assessment (Class EA) to allow consideration of all feasible alignments for the portion of the road south of Sherbrooke Street. The first step was to amend the original Class EA to stop construction of Medical Drive at Sherbrooke Street.

In November 2011, the amendment process was completed. Comments received from the public during the Hospital Access Road EA Addendum generally supported the need to improve the connection from Medical Drive to the south end of the City to provide a more direct access to the Hospital. One of the key recommendations contained within the addendum was to conduct a separate Class EA study (with a broader mandate to consider long term growth needs) to determine the need for improvements to the broader road network in the area, including alternative connections for the Hospital Access Road (Medical Drive) to the road network south of Sherbrooke Street.

Further, at its meeting of November 14, 2011, Council approved the recommendations of the Comprehensive Transportation Plan Review (Report USTR11-006). Among the projects recommended are the widening of Fairbairn Street from Parkhill Road to The Parkway right of way and construction of a new two-lane arterial road from Fairbairn Street to Cumberland Avenue, within The Parkway right of way.

At its meeting of March 12, 2012, Council approved a recommendation to consolidate the required Class Environmental Assessments for the above projects into a single Class EA entitled Parkway Corridor Class EA (Report USDIR12-002).

At its meeting of June 4, 2012 Council approved award of RFP P-20-12 for the Parkway Corridor Class EA to AECOM Canada Ltd. (Report USDIR12-005). The study encompasses an analysis and recommendation for connecting Medical Drive to the



road network south of Sherbrooke Street, widening of Fairbairn Street and construction of a new road from Fairbairn Street to Cumberland Avenue, or reasonable alternatives to any of the above projects.

### 1. Public Notices

On July 25 2012, the first notice of study commencement was published in Peterborough This Week. The notice consisted of a full page advertisement. Concurrently, a media release was also made along with postings on the City website advising of the study's commencement. Subsequent notices were published in the Peterborough Examiner and again in Peterborough This Week. The notice of commencement included details required to comply with the Class EA process, but also solicited input to the Problem/Opportunity statement.

### 2. Public Comments

Approximately 22 residents have contacted the project team since the original notice of study commencement was posted, with the majority only asking to be included in the study mailing list. Ten persons submitted comments regarding the study to date. Comments received are generally summarized below:

- Opposed to improvements due to loss of greenspace / impacts on trail users, etc.
- No need - current traffic congestion is not a problem
- Consider economic costs / benefits to determine best use for the corridor
- Consideration for heritage features
- Consideration for existing users and uses for the corridor
- Alternatives should consider the original Parkway route connecting Parkhill Road to Fairbairn Street as opposed to widening of Fairbairn Street.
- Concerned about impacts to (individual) property
- Support implementation of improvements in Parkway Corridor
- New corridor would support growth of community

Very few comments have been submitted that directly speak to the development of the problem statement, other than the resident who indicated that congestion is not currently a problem, and the few residents who expressed support for the project. Many of the comments received to date deal with specific impacts or concerns with specific routes, which will be considered in subsequent stages of the study. Comments received have been considered along with background technical work to develop a draft Problem / Opportunity Statement.

### 3. Agency Consultation

Also in July, notices of commencement were sent to several potentially interested

agencies, including ORCA, MNR, First Nations and the MOE.

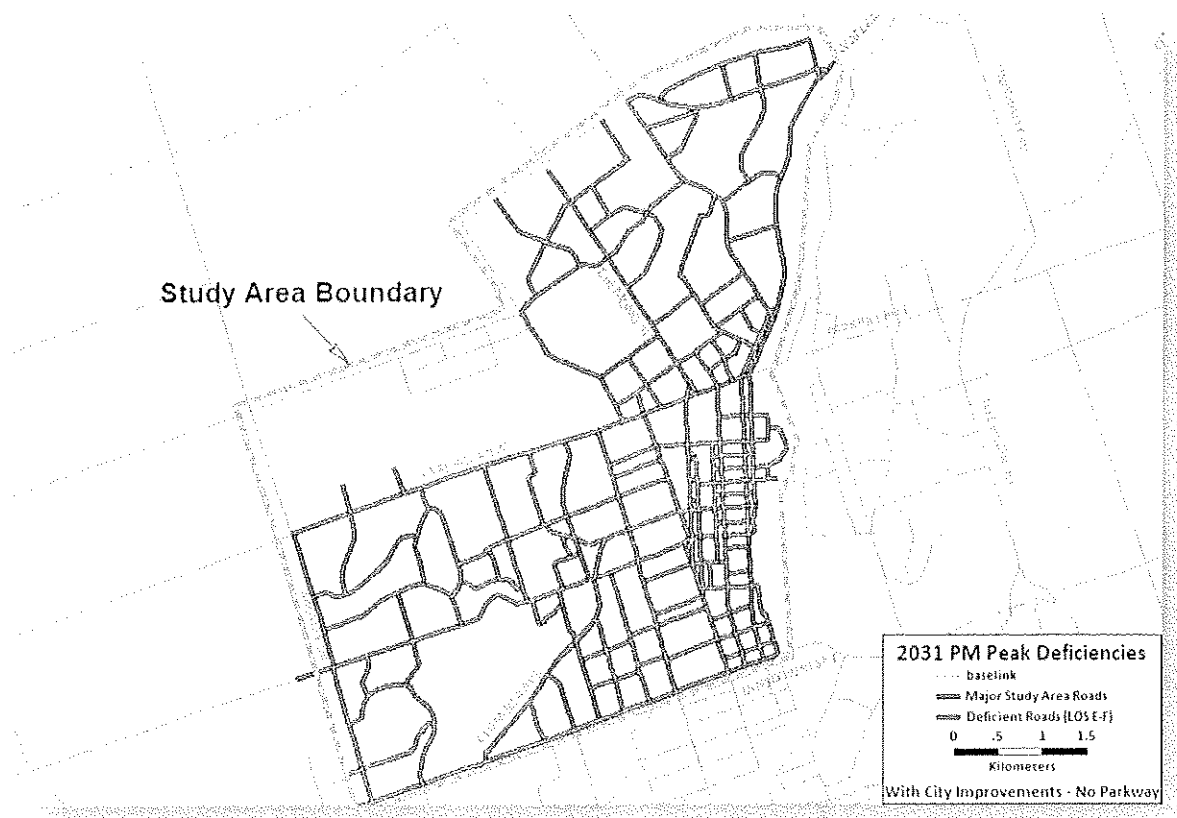
Further to the notice of commencement, the study team will meet with interested agencies to discuss the draft problem statement, potential areas of concerns and ensure technical agencies are satisfied with the approach to the Class EA study.

#### 4. Development of Draft Problem/Opportunity Statement

The Problem/Opportunity Statement is extremely important to the Class EA. The statement will set the context for the later stages of the Class EA by establishing the key problems that the project is trying to solve. The statement will also assist in the development and evaluation of alternatives. The performance of the alternatives will be evaluated against the Problem/Opportunity Statement, as one of a number of criteria that will be used to develop the study recommendations.

If all improvements, except the Fairbairn Street widening and new road in the Parkway corridor were to be implemented, approximately 8km (11%) of the major City road network on the west side of the Otonabee River (north of Lansdowne Street) would be operating at or over capacity by 2031 as illustrated in the Figure 1.

Figure 1 – Forecast 2031 PM Peak Deficiencies



Further and in more detail to Figure 1, specific concerns identified to date include:

- Over the planning period extending from 2006 to 2031, population is forecast to grow by 13%, and employment will grow by 4%;
- As identified in the 2012 Comprehensive Transportation Plan, future growth will increase travel demands and capacity deficiencies in the north-south direction, west of the Otonabee River. To accommodate this growth the Transportation Plan recommends a series of improvements including:
  - A 28% increase in transit use; increasing the share of daily trips from 4% to 6%;
  - The construction of 131 km of new on and off road cycling facilities and completion of the Strategic Sidewalk Plan to increase the share of daily walking/cycling trips from 6% to 8%;
  - Road improvements to increase capacity:
    - Across the Otonabee River and on the east side of the River (such as Television Road widening, University Road upgrades, and widening of Nassau Mills Road); and
    - North-South through the City (such as Charlotte Street, Chemong Road, and Fairbairn Street widening, plus a new two lane road in the Parkway corridor between Fairbairn Street and Cumberland Avenue).
- Specific problems in the north end of the City include:
  - Highland Road, Chemong Road, Towerhill Road and portions of Marina Boulevard, Parkhill Road and Water Street are forecast to operate at/over 90% of theoretical capacity during peak periods;
  - The Parkhill Road / Fairbairn Street and Parkhill Road / Monaghan Road intersections will both operate over capacity, with extensive left turn queues (in excess of 200m) during peak periods;
  - The Parkhill Road / Fairbairn Street and Parkhill Road / George Street intersections are already two of the 10 most collision prone locations in the City (June 9, 2012 article in the Peterborough Examiner). The Parkhill Road / Fairbairn Street intersection has experienced an average of 10 reported collisions per year over the past 5 years, while the Parkhill Road / Monaghan Road intersection has experienced an average of 7 reported collisions per year over the same period. Increased traffic and congestion at these intersections will increase collision risk in the future; and
  - Future full build out of the Lily Lake Planning Area, the Chemong Planning Area, and the Carneige Planning Area (beyond 2031) will increase the extent and magnitude of these deficiencies in the future.
- In the south end of the City:
  - Clonsilla Avenue west of Goodfellow Road is forecast to be approaching capacity by 2031. The Clonsilla Avenue / Goodfellow Road intersection

- would operate over capacity and the eastbound left turn movement would fail, with queues exceeding 125m or more during peak periods (spilling over to block the through lanes);
- The Clonsilla Avenue / Sherbrooke Street intersection is also forecast to fail by 2031, with the north and southbound approaches exceeding capacity during peak periods due to heavy turning movements. The short term lane restriping recommended in the Hospital Access Road EA addendum report will not be able to accommodate the longer term growth in traffic demand;
  - The northbound right turn at Goodfellow Road / Sherbrooke Street will also be approaching capacity by 2031, with queues exceeding 150m during peak periods;
  - The Clonsilla Avenue / Parkway, Clonsilla Avenue / Sherbrooke Street, and the Clonsilla Avenue / Goodfellow Road intersections are currently 3 of the 10 most collision prone locations in the City (according to a June 9, 2012 article in the Peterborough Examiner). Over the past 5 years, the Clonsilla Avenue / Parkway intersection has experienced about 10 reported collisions per year, the Clonsilla Avenue / Sherbrooke Street intersection has experienced about 17 reported collisions per year, and the Clonsilla Avenue / Goodfellow Road intersection has had about 7 reported collisions per year. Increased traffic and congestion at these intersections will increase collision risk in the future.

#### 5. Draft Problem/Opportunity Statement

In consideration of the specific concerns identified and discussed in Section 4, the problem / opportunity statement for the Parkway Corridor Class EA can be summarized as follows:

*To accommodate planned population and employment growth, the Comprehensive Transportation Plan (2012) identified the need to provide additional road capacity to accommodate north-south travel demands on the west side of the Otonabee River.*

*Without the Fairbairn Street widening and the new arterial roadway in the Parkway corridor, major road network links in the north end of the City will be operating at/over capacity by 2031, increasing congestion and safety concerns at major intersections.*

*The termination of Medical Drive at Sherbrooke Street and the interim intersection improvements on Sherbrooke Street are not able to accommodate future long term growth, resulting in congestion and safety concerns at key intersections in the Clonsilla Avenue, Goodfellow Road, and Sherbrooke Street area. Improvements to better connect the road network in this area to the south end of the City should be considered.*

6. Next Steps

The draft problem/opportunity statement will be presented at the first Public Information Centre for this project, planned for mid to late September, to receive comments from the public, agencies and other stakeholder groups. The Study Team will also meet with interested agencies to discuss the draft problem statement, potential areas of concerns and ensure technical agencies are satisfied with the approach to the Class EA study. Following receipt and assessment of comments, the Study Team plan to report back to Council with the final recommended problem/opportunity statement.

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