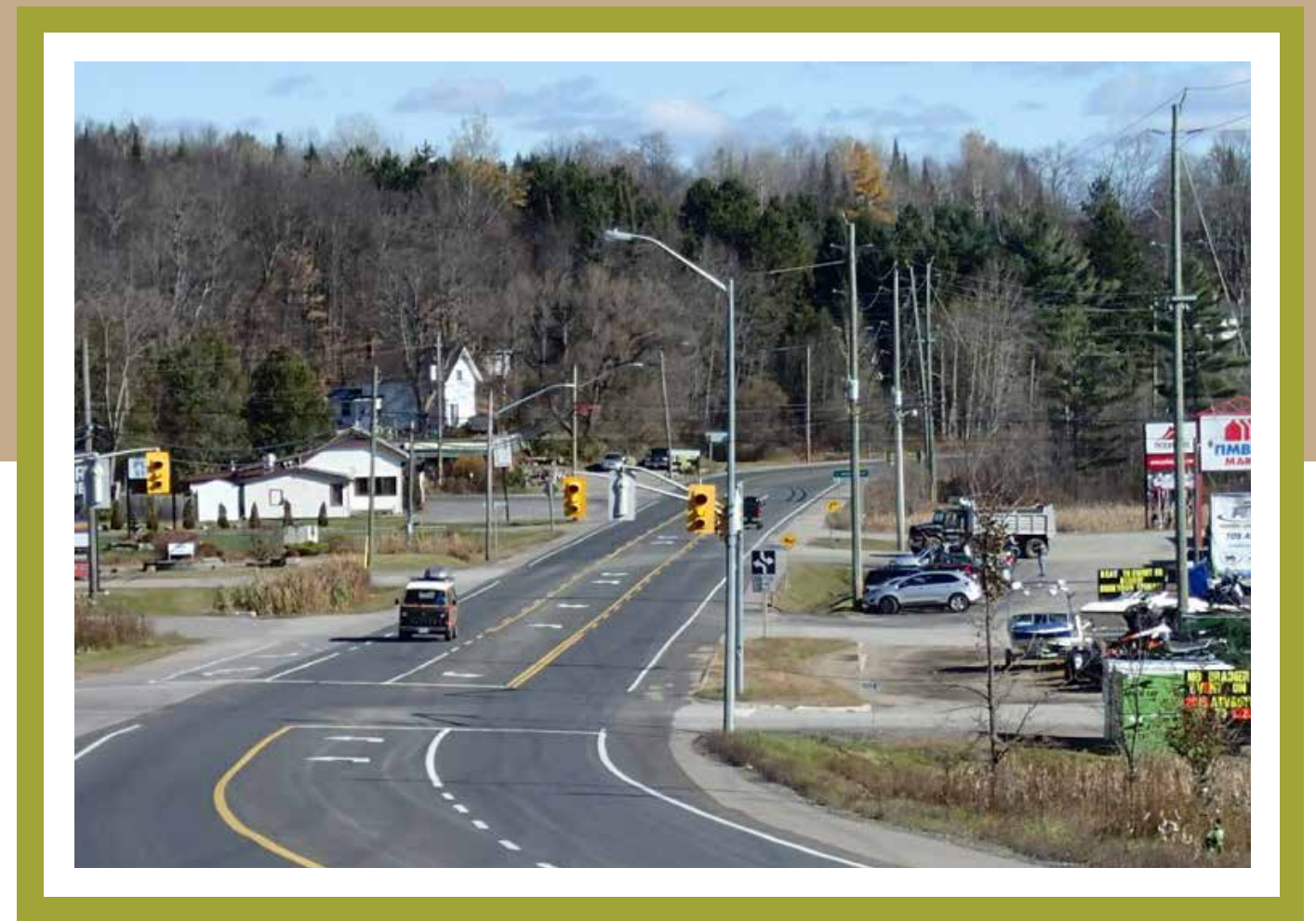


# County Road 21/Highland St., Haliburton Portrait & Active Neighbourhood Plan

Haliburton Village, Ontario





February 2017

This document was produced by the Toronto Centre for Active Transportation, a project of the Clean Air Partnership in Toronto, Ontario.

Authors:

Car Martin, Project Manager & Design Lead

Mikey Bennington, Project Manager & Research Lead

Overseen by Nancy Smith Lea, TCAT Director

Local Co-Authors

Sue Shikaze, Health Promoter HKPR District Health Unit

Kate Hall, Community Planning Consultant

Graphics and Research support:

Tharmiha Kanagathasan, Planning Intern

Gavin Liu, Planning Intern

Sarah Hasan, Co-op Student

Local Partners:

Communities in Action Committee

Haliburton County Community Cooperative

# TABLE OF CONTENTS

National & Local Project Introduction	4
Social & Physical Characteristics	9
Movement Patterns	15
Local Experience	18
Guiding Principles	21
County Road 21/Highland St.// 20 year vision	27
Guiding Documents	34



# National Project Introduction

Active Neighbourhoods Canada (ANC) is a national partnership of organizations bringing participatory planning to 12 communities in Alberta, Ontario and Quebec. ANC works with local partners in each community towards changes in the built environment that encourage active transportation, active public spaces and active, engaged citizens. This document illustrates the third Ontario community to join the ANC project: Haliburton Village in the County of Haliburton. It is a snapshot of the community and a 20 year active transportation vision for County Road 21/Highland St. broken down into short, medium and long-term goals.

The Active Neighbourhoods project employs lessons learned from the 'Green Active and Healthy Neighbourhoods' pilot created by the Montreal Urban Ecology Centre and further develops the methods to suit local contexts.

Each local project is divided into three phases, as described on the right.

## Phase 1: Understanding

The goal of the first phase is to understand the current context in the neighbourhood in order to identify potential improvements and constraints related to mobility. Different data collections methods are used to create a 'Portrait', including field surveys, documentation and consultation activities.

## Phase 2: Exploring

The objective of Phase 2 is to establish a common vision, define priorities for action, and create design solutions that respect the local identity and practices of the neighbourhood. Examples of methods used during this phase include a Citizen's Forum and workshops with professionals.

## Phase 3: Building

Local partners collaborate on a Community Plan outlining goals and design solutions. The plan is used as a tool to strategize and partner with local municipal officials, transit authorities, other levels of government, as well as institutions, retailers and individuals towards the incremental implementation of these goals.



# Local Project Introduction

This project engaged community members in the area of Haliburton Village, in the Municipality of Dysart et al in Haliburton County. The village is one of two main hubs within the county, which are the location of most economic and social activity. The county has a year-round population of just over 17,000, and a large number of seasonal residents which increases the population to approximately 45,000 in the summertime. The county also has a high number of seniors relative to the provincial average.

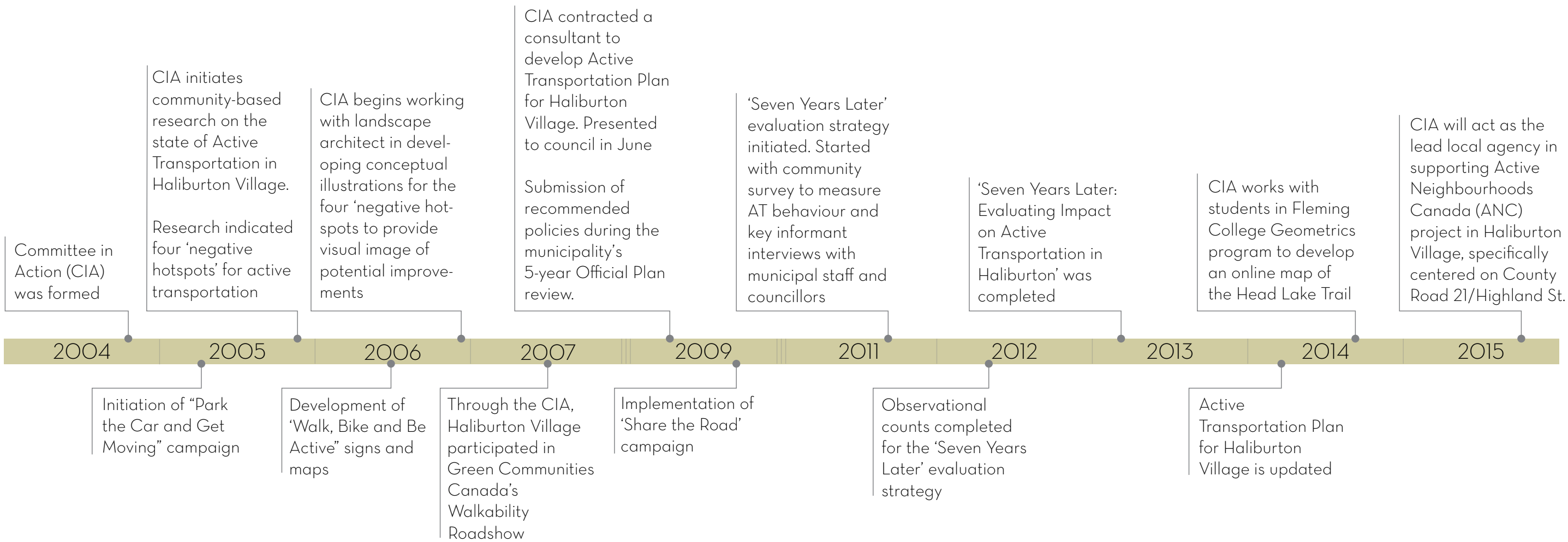
Active Neighbourhoods, in partnership with Communities in Action (CIA) has created a Complete Streets vision for County Road 21 (CR21)/Highland St., which is one of two main roads that travel through Haliburton Village. This section of road serves the dual function of a local highway that connects Haliburton to other towns, and serves the village locally as a 'linear neighbourhood' with developments clustered along it and extending out from the downtown core. Thus the challenge is to create a space that accommodates pedestrians and local businesses while also allowing for efficient travel of vehicles through the village.



# Local Partner-Communities in Action (CIA)

The Communities in Action (CIA) Committee was formed in 2004 to create healthy, active communities by promoting the benefits of active transportation, advocating for policies and investments that will lead to communities that are designed to support and encourage active transportation, doing research in order to develop an evidence-base for rural active transportation planning and implementation, and developing partnerships

with multiple sectors in order to build knowledge and capacity around active transportation. Since its formation in 2004 the CIA has undertaken numerous projects that have contributed to positive change in the direction of safer, more active streets in the Haliburton Village area and surroundings. The timeline below is a summary of active transportation initiatives in the area, most of which were led by the CIA.





# Phase 1 Overview: Understanding

In order to understand the experience of pedestrians and cyclists in the study area of Country Road 21/Highland St., the Active Neighbourhoods team undertook focus groups with various groups in Autumn 2015. Through talking to people and through drawing on secondary research, we can develop a portrait of the street and surrounding area that identifies existing issues and provides the groundwork for proposing equitable design ideas.

## Whispering Pines Assisted Living Residence

“Ahhhh!!! Four accidents since I moved here. One last week. Warning signs would be helpful”



## Local Resident's Association

“It boggled my mind that they didn't put walkway on north side of bridge”



## Haliburton Highlands Secondary School

“It feels uncomfortable because of all the car traffic and frustrating because there is nowhere to cross the road”



## Restaurant Drop-in

“There must be some way to SLOW down the travellers passing through. Such a beauty of a place....too bad it is so dang busy”





# Phase 2 Overview: Exploring

The findings from phase 1 were packaged into the community portrait alongside a series of case studies on rural complete streets projects. This information was presented at a professional workshop on April 7, 2016 where local planners, engineers and architects had a chance to brainstorm ideas. These ideas were then further developed by the ANC project team and sent back to the community for review through tabling at the local farmer’s market and at Whispering Pines Residence.

## Professional Workshop Ideas

Group 1: “Overall big idea is for traffic calming; reduced lane width, double lines for buffer, planters, bollards, improved crosswalks”

Group 2: “Multi-use trail that splits into two (fast/slow) as you approach the bridge”



## Citizen Response

“Like idea of paving path from bridge to Patient News. Would need to be maintained in the winter. Would provide separate and safe space for scooters.”

“As a driver, I believe there is great value in having lots of space for pedestrians and cyclists. I like to give a lot of space when passing slower moving people/cyclists and often find it is not safe to do so”



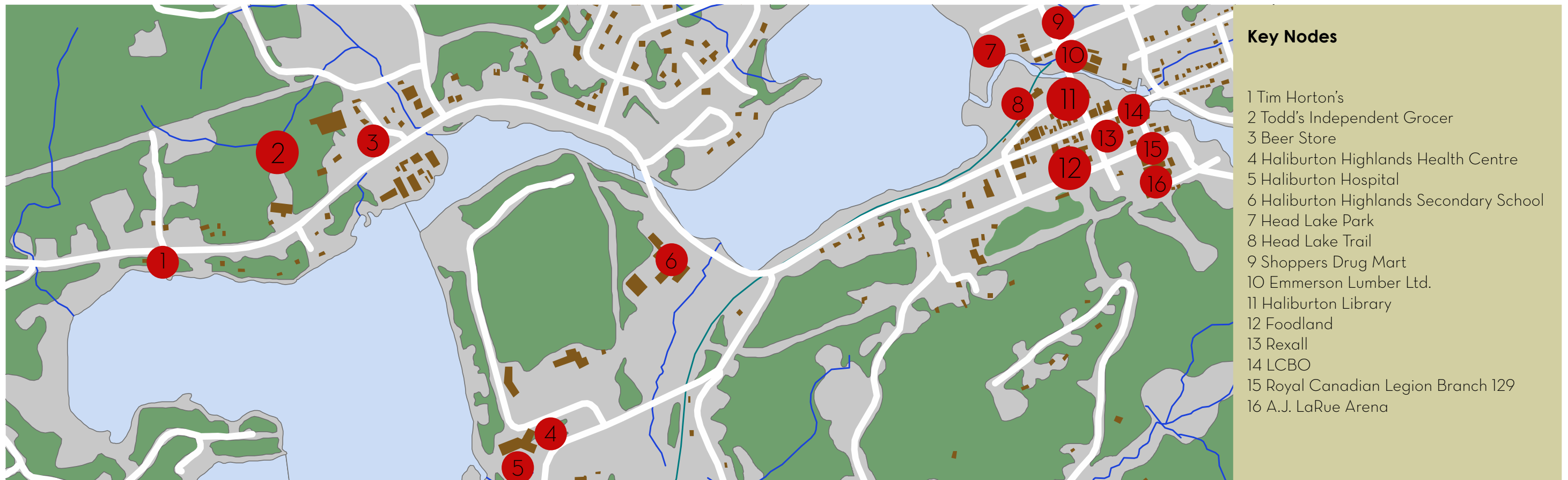


# Social & Physical Characteristics

The study area begins with Highland Street in the village of Haliburton, connecting the town to Highway 118 on the east end and connecting to CR21 and to the Township of Minden Hills in the western direction. The stretch of road in the study area is through the most populated part of CR21/Highland St., starting in the heart of the village and winding west around the southern edge of Head Lake and then north along Grass Lake. The map below identifies the study area and also illustrates some of the most popular destinations in the village.

From this map we can see that the highest concentration of destinations is around the heart of the village, with some key areas

stretching out along the western portion of the map. This pattern is closely associated with recent trends in the development of the town, as many new destinations are increasingly being located in this area creating a second commercial district which includes Tim Hortons, a grocery store and beer store. The Head Lake Trail travels parallel to CR21/Highland St.. Both the Head Lake Trail and CR21/Highland St. provide important connections between the village core, residential areas and other destinations outside the study area such as Fleming College, Glebe Park, a hospital, health centre and schools. This poses new challenges for cyclists and pedestrians as the denser, more walkable roads in the village give way to roads that are designed for higher speed car oriented travel.



# Local road network

This section of CR21/Highland St. connects to a number of local roads that bring together a variety of users. At the termination in the Village, Highland St. connects to a series of local roads that form a network of small scale commercial and residential uses, serving the day-to-day needs of the year round population while also providing key amenities for tourists and seasonal visitors. Moving west, local roads connect with a large hospital as well as two local public schools, the high school and the well known ‘Fleming College’ which attracts students from all over the province. Further west, the

local roads connect to areas of new residential development as well as older industrial uses. On both ends, the road connects to many recreational and tourist destinations, the industry which forms the backbone of the local economy.

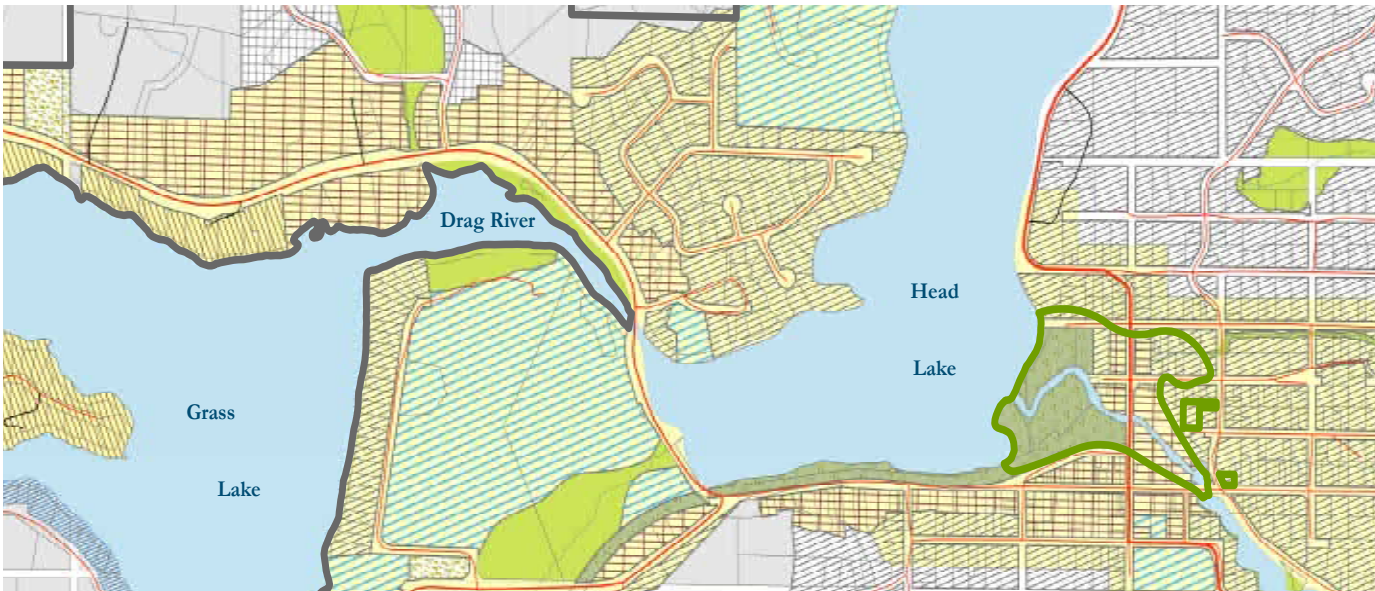
The users of the road are travelling for many different reasons, and the level of familiarity with the environs is highly varied. Thus clear markings and signage are crucial to maintain road safety.



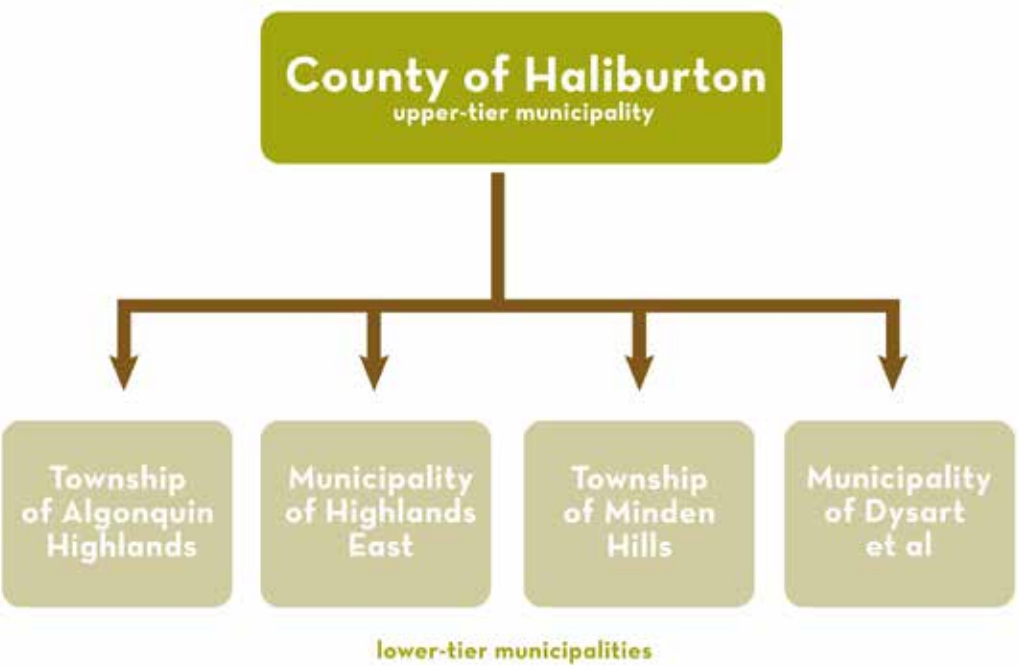
# Zoning Parameters

According to Dysart et al’s comprehensive zoning by-law 2005-120, this section of CR21 is surrounded by a variety of different land use types. Towards the Village it is primarily ‘Urban residential’ and ‘Commercial’, with extensive open space on the shore of Head Lake. The western portion of the road along the Drag River is primarily ‘Highway commercial’ and ‘Suburban residential’.

It is also evident from this map that the size of the land parcels are substantially larger towards the western end, diminishing the density seen in the Village, increasing the travel time between destinations and effectively promoting car travel as the more convenient option.



# Local Government Structure



Lower tier municipalities are responsible for local service delivery, serving residents in their own municipality.

These responsibilities include building permits, property standards, bylaw enforcement, police and fire emergency services, roads and public works, sidewalks and trails, parks and recreation, and local planning.

Upper-tier municipalities are responsible for providing large-scale services across the lower-tier municipalities.

The County of Haliburton provides services including social and housing services, regional planning and GIS, tourism, finance, broadband internet, and the Haliburton County Rail Trail.



# Transportation and Health

Many things impact an individual’s health. Among these, factors such as income, education, employment and race have been called the social determinants of health. In fact, it has been estimated that 50% of all illnesses can be explained by socio-economic factors, 15% relate to biology and genetics, and the physical environment accounting for 10% (Simcoe Muskoka District Health Unit, 2012). The transportation network is a key part of the physical environment of a community.

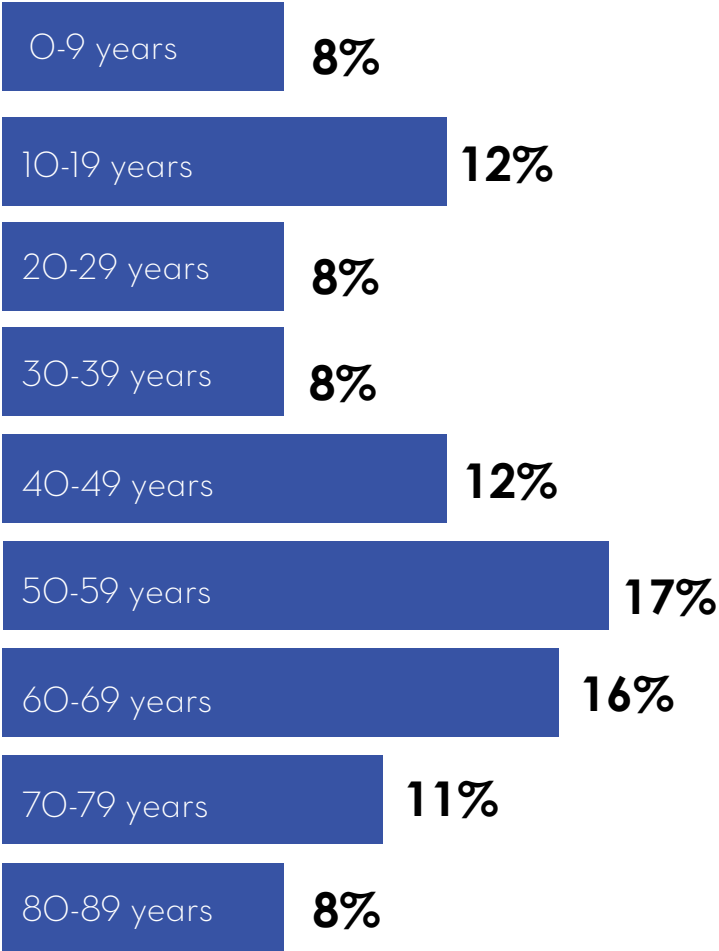
Everyone deserves to be able to get to where they need to go in a safe, convenient and accessible way, whether by walking, cycling, wheelchair or private automobile. Many people do not or cannot drive due to age, disability, or because they cannot afford to own or operate a car. When roads are planned and built focused on only motorized use, the transportation needs of many people are not met. It is important that these equity aspects of transportation are considered, in order to provide options for people of all ages, abilities and incomes to connect to employment, social activities, recreation, and to participate in and contribute to the community.

Safe options beyond private vehicle use are needed to create healthy rural transportation systems. Improving opportunities for active transportation is identified as one part of the solution to addressing transportation needs in Haliburton County (Poverty Reduction Strategy for CKL and County of Haliburton, 2014). Interventions that improve accessibility and safety for active transportation can help to address health equity and encourage healthy, active living opportunities for all.

# Age Distribution

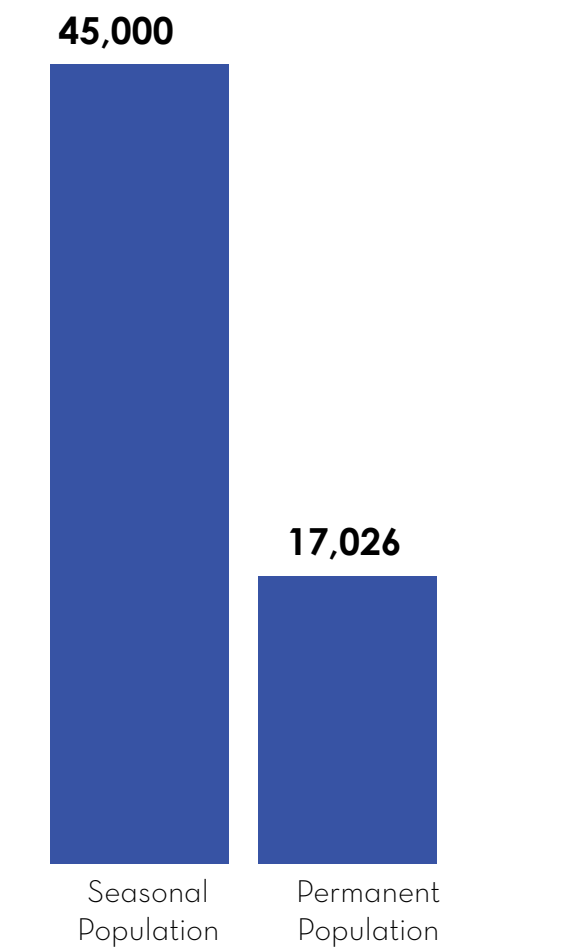
The population in Haliburton is aging. Currently the population distribution is weighted towards the 50-69 year category. Projections for 2033 show a further exaggeration of this trend with a growing population of people in the 65-90 range. Potentially, the roads will need to accommodate a smaller share of drivers and a larger group of both pedestrians and those using mobility devices.

**Age Distribution, 2011  
(Haliburton County)**



# Population

Haliburton County’s population varies by season, reflecting its destination status as part of Ontario’s cottage country. Over the summer and fall months, the population nearly triples. This highlights how the county’s roads, particularly those roads travelling through municipalities and townships, have to appropriately balance the high volume of traffic travelling through local communities to their vacation properties in the region with local traffic needs to and from specific destinations. The population of Dysart et al itself is roughly a third of the permanent population in the County – 5,966 (Statistics Canada, 2011).



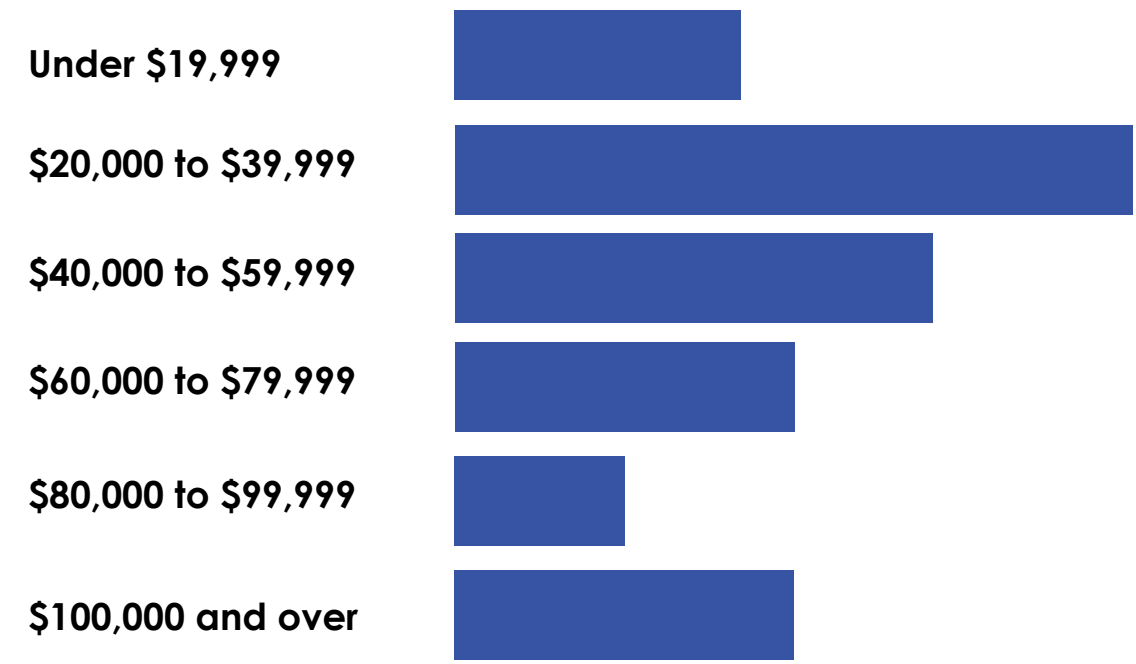
Source: CIA Evaluation Report, 2013



# Income & education

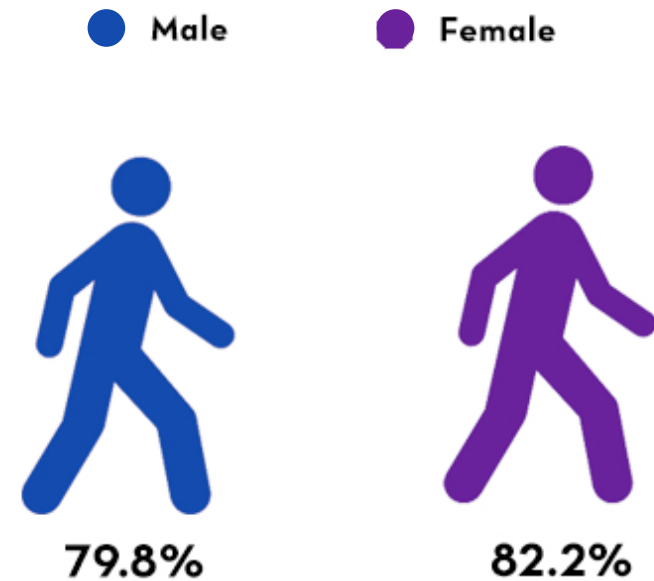
In 2006, the median household income In Dysart et al was \$45,186 (Statistics Canada) compared with \$60,445 at the provincial level while 7% of all people and 9% of all children in Haliburton County were below the low-income cut-off (LICO) established for the region. Across the County the unemployment rate in 2006 was 7.5% compared to the Ontario wide rate of 6.4%. With regards to education, 52% of adults aged 25-64 years in Haliburton County had complete post secondary education in 2006, compared with 62% at the provincial level (Statistics Canada).

## Household Income, 2005 (Haliburton Village)

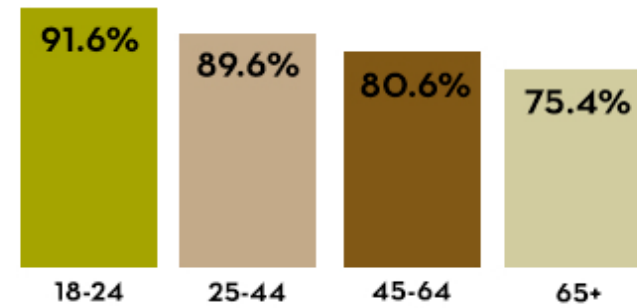


# Activity Levels

Percent of Adults (18+) Who Report They Spend Time Walking Around Their Neighbourhood Either for Fun, Exercise, or to Go From Place to Place, by Sex, HKPR District, 2012



Percent of Adults (18+) Who Report They Spend Time Walking Around Their Neighbourhood Either for Fun, Exercise, or to Go From Place to Place, by Age Group, HKPR District, 2012



DATA SOURCE: RRFS (JAN-SPR 2012), HKPR DISTRICT HEALTH UNIT AND INSTITUTE FOR SOCIAL RESEARCH (ISR), YORK UNIVERSITY  
(The HKPR District includes the County of Haliburton, the City of Kwartha Lakes and Northumberland County)

Haliburton is an active place. People enjoy getting out on foot, or by bike in order to enjoy the beautiful scenery. Data on activity levels in the county shows that the majority of people are pedestrians, however, those that use active means as their primary mode of transportation is still quite low.

There are recreational trails in the area which are primarily used for recreational purposes. Some trails provide connections between destinations with the potential to be used for transportation purposes. It was noted in the focus groups that the trails are often not maintained at a level that is accessible to all.

***“Walkway from town needs work, hurts too much\*. Very rough even for a bike” -focus group participant***

\*Referring to bumps in the walkway that hurt his back when using his scooter.

Population (15+) who reported walking, and cycling as their primary mode of transportation to get to work HKPR District, 2006



--- Walking Trail

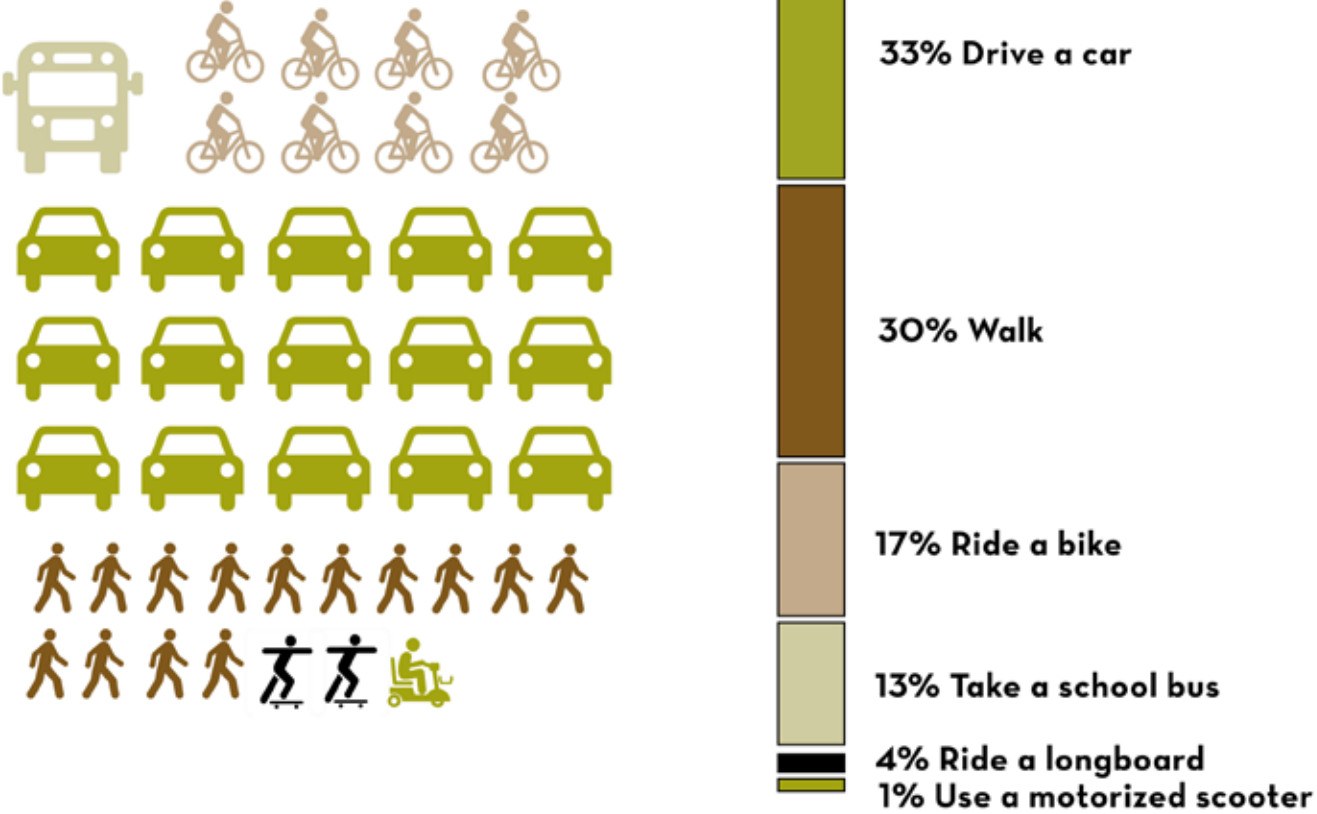


# Movement Patterns

## How do you get around?

Being a rural area, Haliburton can generally be described as a car-dominated landscape in terms of mode share. However, when we asked our focus groups this question, we saw a much more even distribution between modes, with walking as a close second to driving. This tells us that certain populations (youth, people with limited mobility) are much more likely to use other modes, especially active ones. This also tells us that many people may use multiple modes in their daily travels.






### What is your primary method of transportation?



Mode Share, Focus Group  
Participants 2015

## Vehicular Traffic

Traffic counts from 2000-2012 show an overall steady increase in the number of cars using the road, with most of the increase happening in the off-season months. The reasons for the off-season growth are unclear but may be influenced by the addition of recent destinations, however it is evident that vehicular traffic will continue to increase as the population grows, creating more congestion and potential conflicts with other modes of travel on the roadway.

Vehicular Traffic Counts					
	2000	2003	2006	2009	2012
  July - August	4680 8080	5430 9040	5590 10330	5400 10360	4800 9520
  November - February	2610 3910	3240 5910	3270 6560	3540 5350	3390 6800
 Annual	3710 3270	3920 6610	3900 7560	3780 7460	3920 7660

O.10km E of Peninsula Rd  
O.20km E of Wallings Rd

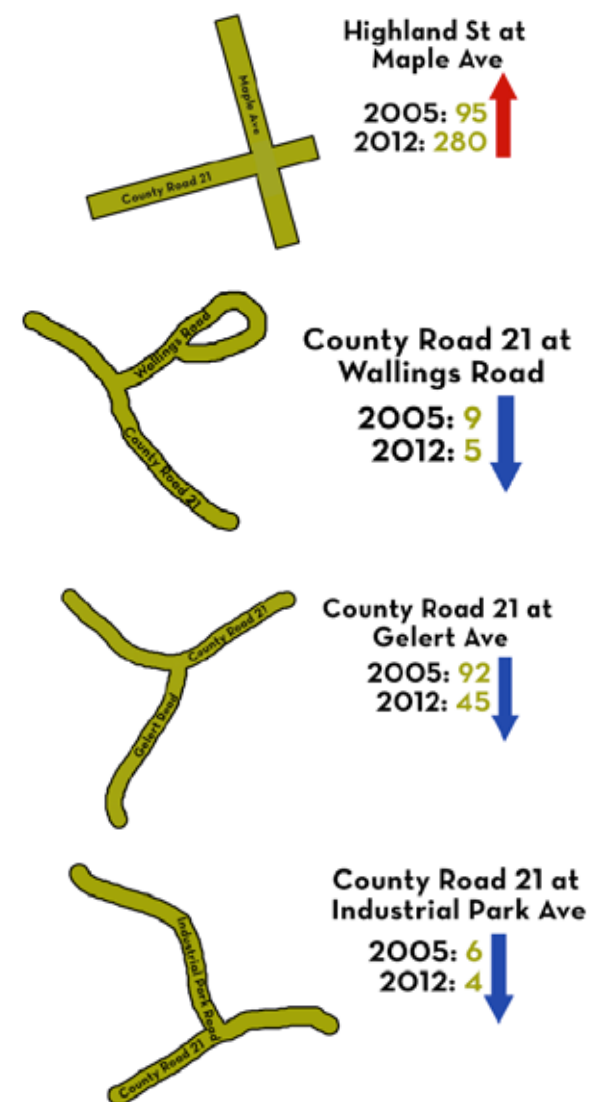
## Active Transportation

Improvements to the streetscape in Haliburton Village appear to have contributed to significant increases in the amount of people using active transportation between 2005 and 2012, particularly at Highland St. and Maple Ave. Over the same time, the number of people using AT along CR21 has dropped. Below are active transportation counts conducted by CIA at key points in Haliburton.

### Strongest factors that would encourage people to use active transportation more often

- ☒ Better infrastructure maintenance
- ☒ Better sidewalks/trails
- ☒ More paved shoulders

For more information on Active Transportation in Haliburton check out "Seven Years Later" a report by CIA at:  
[www.communitiesinaction.ca](http://www.communitiesinaction.ca)



## Bus services

Students in Dysart et al have access to school bus services even at walkable distances from their school largely due to safety issues with students walking to school along routes like CR21 and a school policy on bussing. This demonstrates the how safety is of prime concern for those using these routes, especially students.

Additionally, those living in Dysart et al with impaired mobility would benefit greatly from a reliable and available bus service in the township. Without this kind of service the independence of these residents is significantly limited.

***"I believe in independence; if there was a bus, you better believe I'd use it."***

***"I would like to see a more frequent bus. The problem with DYMO is I have to set up a ride 2-3 days in advance and it can't always come."***

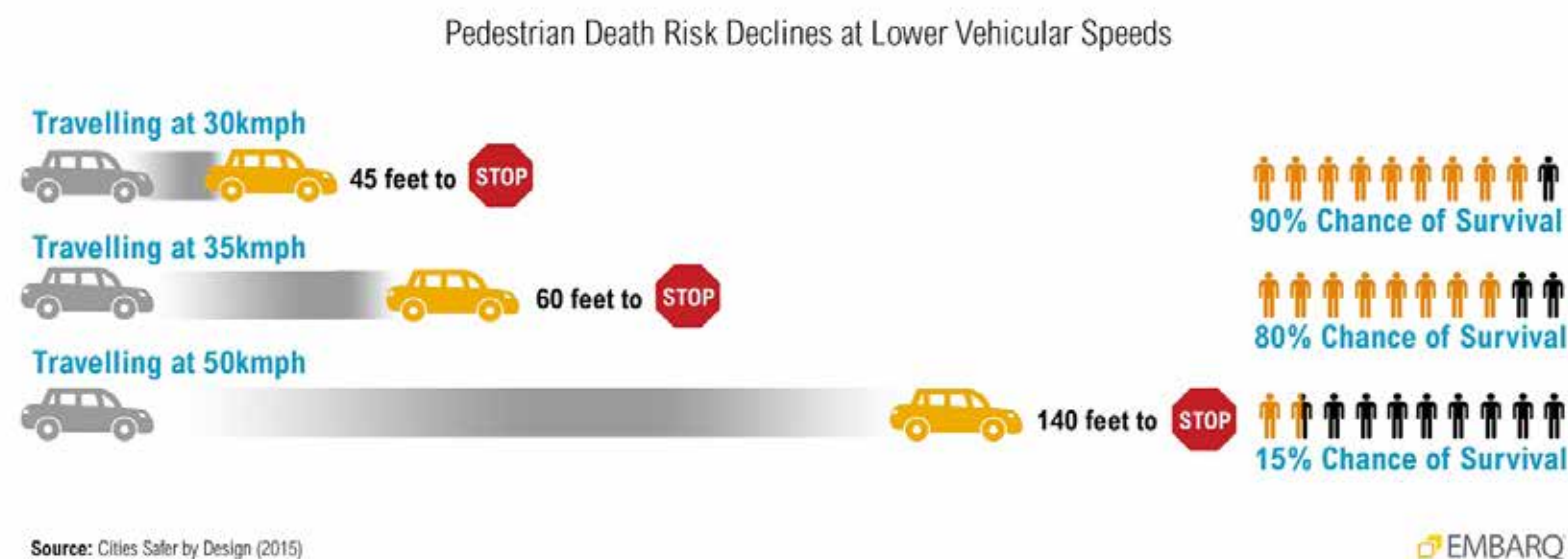
***"HHHS van came out but nothing really came of that; the days he was available didn't coincide with when the foodbank is open."***

***-focus group participants***

## The Impacts of Speed

As driver speed goes up, it becomes more likely that any incident involving a pedestrian or cyclist will result in serious injury or fatality (Pasanen, 1991). Arterial roads, like CR21, are designed to accommodate higher volumes of traffic and their higher speed limits allow traffic to travel more quickly. This raises concerns when people use the shoulder of this road to walk, cycle or use other forms of active travel. Creating space for active transportation separate from vehicle traffic, or using traffic calming measures can help to improve safety for all users while maintaining the function of the road as a major arterial in the County.

During focus groups with local residents, concerns about vehicle speed, driver behaviour and pedestrian or cyclist safety regarding the paved shoulders of the road were consistently brought up. At each focus group, residents described close calls. For example, gravel along the shoulders contributed to difficulty using both assisted mobility devices and bicycles. Residents also mentioned how drivers appear largely unaware of other people using the roadway. They described having to choose carefully when they walk, cycle or use mobility devices along the road and as a result described feeling stuck when they could not access vehicular transport during these times.



Source: Cities Safer by Design, 2015. <http://www.wri.org/blog/2016/12/bigger-isnt-always-better-narrow-traffic-lanes-make-cities-safer>

### How does the traffic volume or speed on CR21 make you feel?

***“Nervous - so as a result, you shape your walks because of that; I know when to avoid walking, because I’ve made that adjustment. For example it’s stupid to go out when buses are running”***

***“Most people drive too fast. Speed limit of 50, 60 is sometimes base, sometimes it’s 70 and people go even faster”***

***-focus group participants***



# Local experience

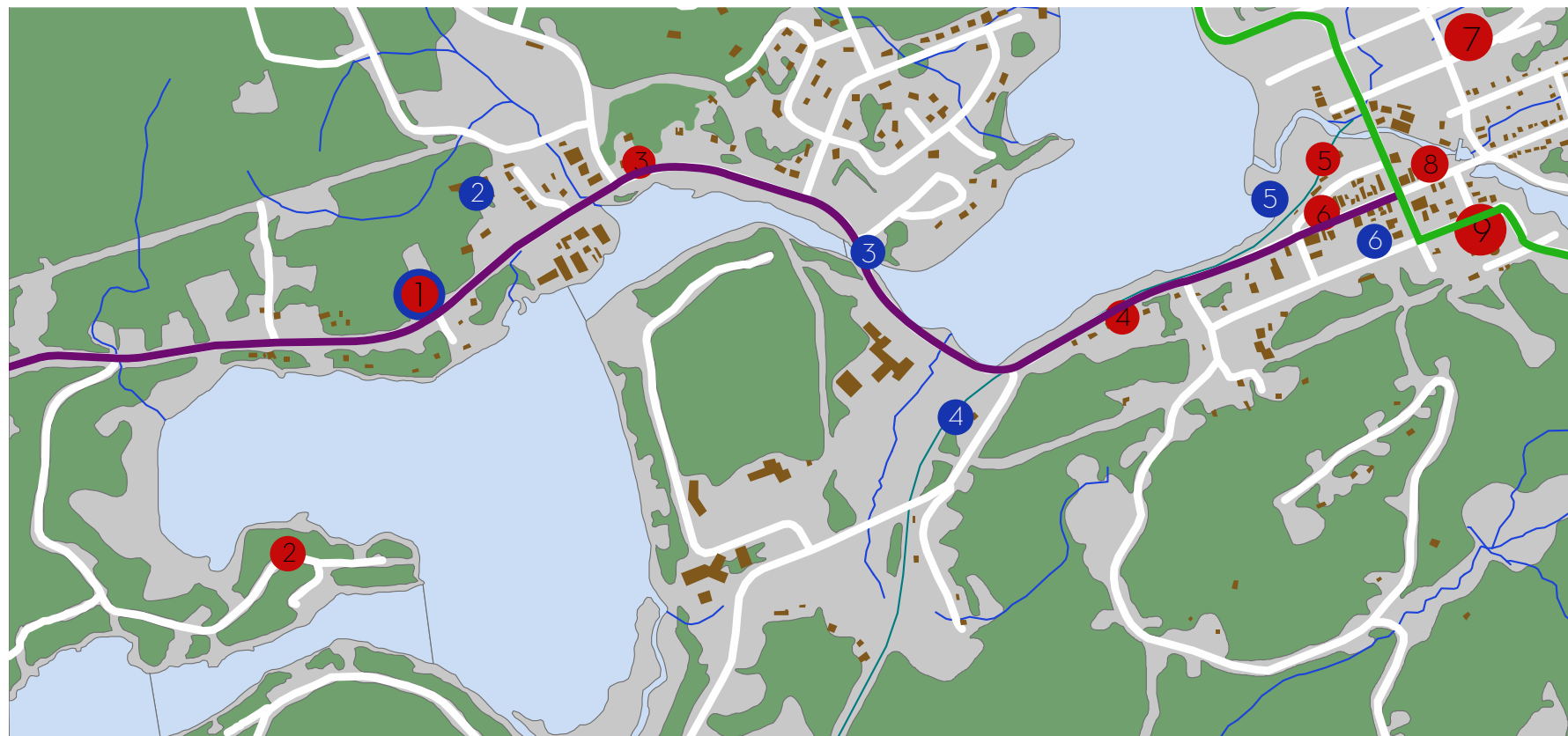
Haliburton Village is a well-loved, desirable location for both residents and visitors. We asked focus group participants to let us know what their favourite destinations were and also to talk about what places they don't like. Many of the popular places were local businesses where people spent time for recreation or food/socializing. Many of the unpopular places highlighted obstacles which prevented getting to those places safely or easily. It is especially evident that although people are interested in visiting the new developments west of the Village, there is trepidation about the distance, the condition of the roads and the bridge crossing.

***"The Tim Hortons is so far that I don't like its location"***

***"[I don't enjoy] crossing the bridge; winter not pleasant, might not be plowed"***

***-focus group participants***

## What places along CR21/Highland St. do you enjoy/not enjoy?



Enjoy ●

- 1 Tim Horton's
- 2 Peninsula Drive
- 3 County Rose Garden Centre
- 4 Head Lake Grill
- 5 Head Lake Trail
- 6 241 Pizza
- 7 Haliburton Dance Academy
- 8 Pet Valu
- 9 A.J. LaRue Arena

Not Enjoy ●

- 1 Tim Horton's
- 2 Todd's Independent Grocer
- 3 Bridge Crossing
- 4 Haliburton County Rail Trail
- 5 Lakeshore
- 6 Foodland

 County Road 21/Highland St.

 Highway 118

# Active travel barriers

The experience of walking, cycling and using other forms of active transportation in Haliburton was generally noted as a positive experience, however there were many specific barriers noted that contributed to feeling unsafe as a pedestrian or cyclist. For example: The Head Lake Trail is great, but when it's iced over in the winter the usability is very limited; the timing of traffic lights means you wait a

significant time before you can cross and when you can cross the signal for pedestrians is too fast; drivers take turns very quickly and it feels very unsafe to be a pedestrian near the Tim Hortons and the Independent Grocer. Finally, a lack of places to cross the road makes it frustrating to try and live actively by walking for transportation.



“Lots of people take fast turns into Tim Horton’s”

“No provision for pedestrians to get to Independent Grocer”

“Traffic light has traffic priority so walker ends up waiting”

“Uncomfortable because of all the car traffic and frustrating because there is no where to cross the road”

“Trails are not nice when icy”

# Safety Concerns

We asked citizens in Haliburton Village to rate the safety of the study area using a scale of 1-5, where 1 represents the most dangerous, and 5 represents the most safe. They were asked to rate CR21/Highland St. for walking, cycling, or using an assisted mobility device and why. Below you will see three sections of CR21/Highland St. each with its own safety rating on the 1-5 scale.





# Guiding Principles

## Guiding principles based on community and professional input

The last few chapters are a synthesis of our findings from the first phase of the Active Neighbourhoods project in Haliburton Village, where we had the opportunity to talk to multiple groups of road users to gain valuable qualitative data on the experience of County Road

21/Highland St. These guiding principles are a reflection of the broad themes that came out of these discussions as well as a reflection of ideas generated at the professional workshop. These form the basis of design concepts put forward in the 20 year vision.

### 1 TRAFFIC CALMING

County Road 21/Highland St. is both a through road and a village street, thus it is crucial to provide road markings and targetted reconfigurations that will slow down traffic passing through town in areas where there is pedestrian traffic.

### 2 SAFE CROSSINGS

Through community focus groups we learned that crossing County Road 21/Highland St. is dangerous. Additional and enhanced locations for safely crossing the road are an important piece of creating a more walkable environment.

### 3 AESTHETICS

Using repetitive aesthetic elements such as streetlights, distinctive bollards, plantings and/ or road markings, the expanding Haliburton Village can begin to have a more cohesive feeling, signaling to drivers that they are entering a village and not just a through road.

### 4 CONNECTIONS

An important element of planning for the future of County Road 21/Highland St. is to properly manage the westward expansion of the Village and to provide physical connections for all modes of travel between the two commercial centres.

# 1 TRAFFIC CALMING

Traffic calming is a system of design and management aimed at slowing down motor vehicle traffic in order to make an environment safer and friendlier for people on foot and on other modes of transport. Strategies can be simple and inexpensive, such as painting lines or patterns on pavement or installing flexible bollards. Or they can be more involved and require more investment, for example installing curb extensions, building traffic circles or making corners tighter<sup>1</sup>. The results of traffic calming measures could be some or all of the following: reduced vehicle speeds, reduced traffic volume, reducing number of conflict points between users, improved visibility of vulnerable road users or increased driver alertness. All of these contribute to reducing the likelihood of collisions and improving road safety<sup>2</sup>.

Traffic speed throughout the study area was identified as a safety concern by community members at focus groups, and a barrier to using active transportation. The county set up tubes to measure traffic volume and speed from September 27 to September 29. The location was about 100 metres west of Lake Ave. During this period,

1 - "Traffic Calming 101". Project for Public Spaces <http://www.pps.org/reference/livememtraffic/>

2 - "Urban Traffic Calming and Road Safety: Effects and Implications for Practice". National Collaborating Centre for Healthy Public Policy. January 2012.

about 75% of vehicles were going over the posted limit of 50 km/hr, with a significant number within the 50 – 60 km/hr range. The mean exceeding speed was 66 km/hr. Traffic volume and speed data indicate opportunity for traffic calming, which could include measures such as narrowing of lane widths or adding pavement markings and crosswalks. Aesthetic elements such as plantings and lighting also serve to calm traffic by adding visual 'noise' to the roadway.

An additional consideration is making some or all of the study area a community safety zone, with a reduced speed limit of 40 km/hr. Given that this stretch of CR21/Highland St. includes residences, school, businesses and affordable housing, a strong case can be made to make this designation. Vehicle-activated speed signs can be an effective way to alert motorists of their travel speed in a community safety zone.



**Traffic calming using flexible bollards in Pelham, ON.**

**Note mid-street speed sign.**



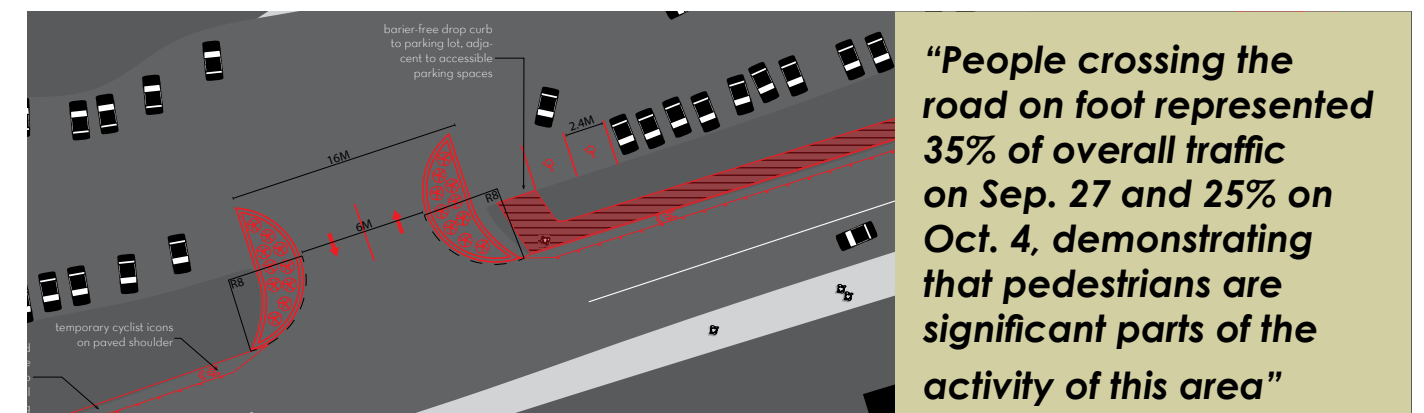
## traffic calming pop-up

'Pop-ups' are temporary installations that use easy-to-install props to demonstrate possible changes to a location. They are ways to show how the environment can influence activity and behavior.

The Communities in Action Committee (CIA) set up 'pop-up' traffic calming demonstration at the entrance/exit driveway of the municipal parking lot off of Highland St. Through community consultations this location was identified as a problem spot for pedestrians due to high traffic volume, traffic speed, and traffic coming in and out of parking lots. There is significant foot traffic in this area, with people crossing Highland St. to access a busy restaurant and a dentist's office. The parking lot driveway is about 15 metres wide and has no lane markings or edges. The width and lack of visual boundaries or defined space mean that it can be unclear who is going where, creating a confusing and unpredictable environment.

The pop-up was held on September 27, 2016 from 8 am to 4 pm. The

design (pictured below) defined and narrowed the entrance to calm traffic driving through and turning into and out of the parking lot, thus making it safer and easier for people to cross the road. The pop-up used temporary pavement markings, cones and planters. Members of the CIA counted pedestrians crossing the road, and vehicles entering and exiting the parking lot. For comparison, counts were also done the following week, October 4, without the pop-up.





## 2 SAFE CROSSINGS

As a through-road/main street condition, CR21/Highland St. has the challenging double role of serving vehicles that are traveling at high speeds into and out of the village, and serving pedestrians and slower traffic moving between destinations on CR21, Highland St. and in town. For this reason, it is paramount that there are multiple opportunities for people of all modes and abilities to be able to cross the road safely.

There were a number of areas of concern identified in the focus groups with respect to crossing Highland St. The challenge of crossing at 'Baked and Battered', a popular food destination, has been an ongoing issue since it opened in 2013. The municipality commissioned a traffic study, which recommended against installing a crosswalk at this location. However, there is strong demand for improved safety for pedestrians to cross at this location, which will only grow as both vehicle and foot traffic increase.

It is also evident that many highschool students and others are regularly accessing businesses on foot, such as Tim Hortons at the west end of the study area, though limited safe crossings are available to accommodate them. Improvements near the highschool and generally along the developing western stretch of CR21 will be necessary to improve safety and to encourage people to use active



Person stands patiently waiting to cross at 'Baked and Battered' to the dock parking lot transportation. The County is planning to conduct a traffic study at Industrial Park Road, to determine if a traffic light is warranted. This is one step towards providing sufficient safe crossings on CR21.

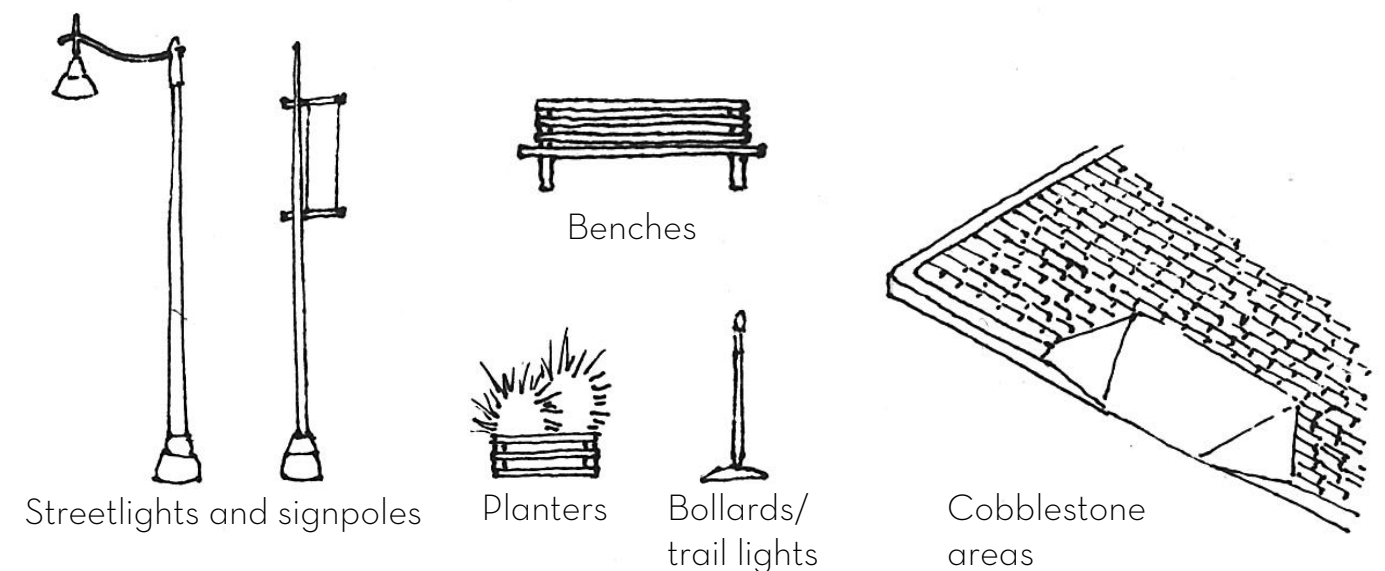
Recent amendments to the Highway Traffic Act and OTM Book 15 on Pedestrian Crossing Facilities provide municipalities with more cost effective solutions to ensure pedestrian safety. For example, a Type D Pedestrian Crossover (PXO) is designed for medium to low volume, low speed, single lane roadways. The PXO consists of roadside mounted signage at the crossing along with pavement markings. This crossing facility allows pedestrians to cross safely with the right-of-way and is low cost to install.

In future, there will be more commercial and residential development west of Haliburton Village, which will generate more vehicle activity. Provision of safe crossing is key in order to encourage more people to use active transportation for short trips between destinations. Safe crossings at multiple locations will also contribute to traffic calming, by indicating to drivers that they should expect pedestrian activity along this stretch of road.

### 3 AESTHETICS

Currently, the central business district on Highland Street in Haliburton Village has a design language that is pedestrian-focused and reminiscent of an historic downtown whereas the outlying area has the language of a highway, with few pedestrian amenities and utilitarian highway lighting.

A recurring theme in the professional workshop was the idea of creating a 'brand' and a cohesive design language for the village, Highland St. and extending west on CR21. The purpose of this was twofold: to strengthen the identity in an effort to attract tourists, and also to encourage drivers to slow down. Using repetitive aesthetic elements such as streetlights, distinctive bollards, plantings and/ or



Possible repetitive design elements to introduce/replicate in order to extend the village feeling towards the new developments

road markings, as well as 'gateway' signs that are integrated into this language, Haliburton Village can begin to have a more cohesive feeling, signaling to drivers that they are entering a village district and not just on a highway.





## 4 CONNECTIONS

Haliburton Village is growing, and is currently experiencing development pressures to the west. The stretch of CR21 west of the bridge is now becoming a second commercial centre, and as this trend continues, it is seen as a high priority by both community members and professionals to create strong connections for all modes of travel between these two centres.

CR21, west of the bridge is currently designed primarily to accommodate cars, as it is lacking sidewalks and has no pedestrian-oriented crossings. The recent addition of a Tim Hortons as well as new housing developments nearby are quickly making the demand for pedestrian infrastructure more critical. Further, with the future addition of a proposed Home Hardware, a proposed senior's housing complex on Wallings Road, and the planned expansion of Whispering Pines housing complex, providing active transportation options will become more important as development continues.

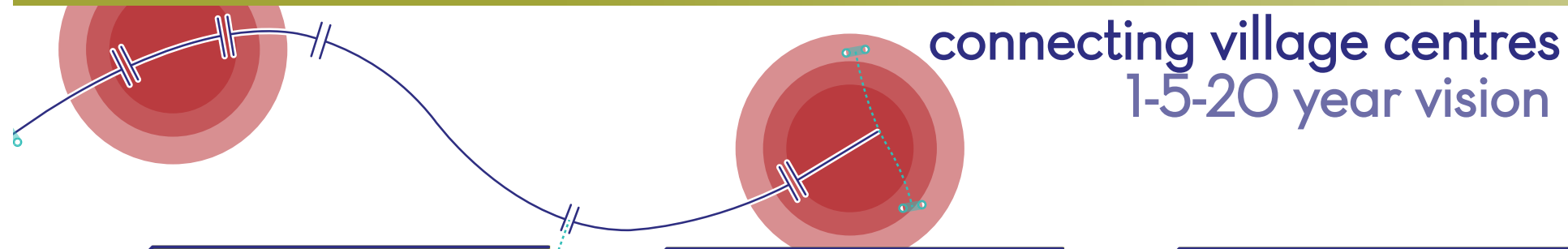
Throughout our study area, there are a number of existing active transportation assets to draw on when considering how to make the connection between the village downtown and new commercial centre stronger. These assets include sidewalks that exist in some areas, as well as two separated trails that run along the road. The Head Lake Trail is well-used but was seen as unsafe in winter and



was also seen as too rough for those using assisted mobility devices. There is also an unpaved trail that leads to Patient News west of the bridge. All of these right-of-ways already existing for pedestrians have the potential to be improved in order to form useful and safe routes for non-motorized travelers. motorized travelers.



# County Road 21/Highland St./20 Year vision



The graphic on the left outlines the short, medium and long-term goals proposed. This is meant as a conceptual vision and elements will have to change and be adapted as development occurs and further consultation and/or study happens in the future.

1

- Targeted enhanced road maintenance including snow removal and gravel removal on shoulders
- Organize mechanism for building further collaboration between Municipal & County governments
- Launch & publicize an ambitious plan that aims to showcase complete streets leadership in rural Canadian Locales
- Hold pop-up traffic calming demonstration at municipal parking lot
- Designation of community safety zone in some or all of study area

5

- Cohesive streetscape design implemented
- Enhance connection of existing trail network to link to more destinations
- Introduce 'gateways' that signal the entrance to the 'urban' area, and encourage lower traffic speed
- Reduced lane width overall through painted markings
- Safety improvements to municipal parking lot and staircase
- Sharrows in town to denote shared space where active transportation tail ends
- Pedestrian intersection improvements at highschool, Halbiem, Independent & Industrial Park Road
- Continuation of sidewalk from York St. to parking lot entrance on north side of Highland St.

20

- CR21/Highland St. is a complete street that accommodates all road users
- Cohesive streetscape elements are extended to connect both 'village centres'
- Active transportation trail leading west from bridge connecting to on road 'active corridor' west of Industrial Park Road
- Pedestrian bridge or addition to existing bridge to better accommodate pedestrians in both directions



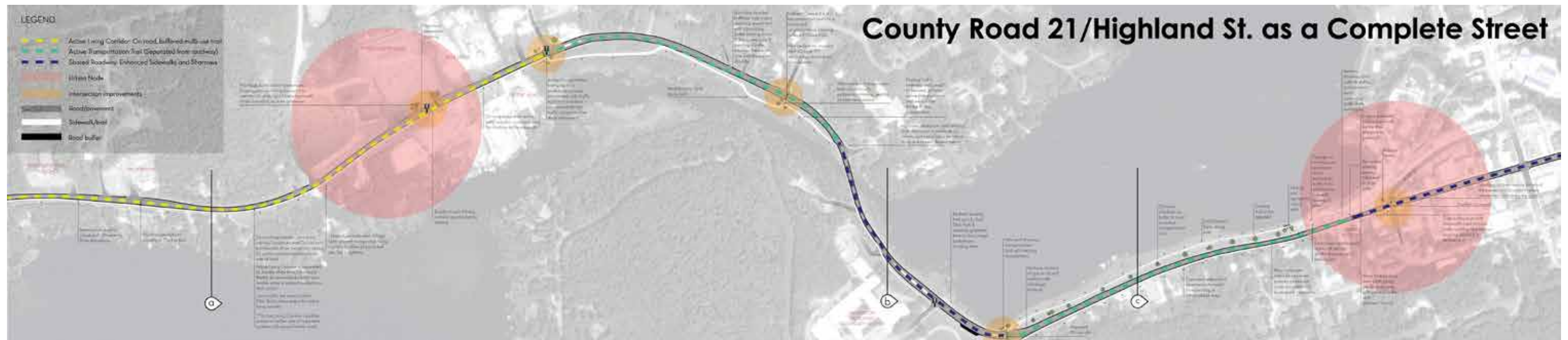
## Overview of recommendations

Through the data and ideas collected in phase 1 and phase 2 of the Active Neighbourhoods Haliburton Project, this section outlines a proposed vision for CR21/Highland St. that can guide it towards becoming a more complete street, accounting for the needs of all road users into the future.

Making changes to the built environment takes time and long-term investment. For this reason we have separated out stated goals between 1, 5 and 20 year actions. This way people can begin to see changes with quick-win, low cost actions within the first year and these can also be connected to larger changes that must be planned for as a component of overall road improvements and town development initiatives.

The short-term goals involve simple actions, such as clearing gravel off the shoulders to improve safety for scooters and cyclists, while medium goals are generally those that involve road markings. Long term goals are those that involved major changes to the roadway.

We have also separated the road into three distinct conditions that respond to existing infrastructure; these are (section a) the active living corridor, (section b) the shared roadway and (section c) the active transportation trail.



(see fold-out map for enlargement)

## Three distinct sections of road

Three types of roadway have been identified in the County Road 21/ Highland St. study area each with a distinct design response.

The 'active living corridor' along the western section is a separated on-road lane designated for pedestrians and cyclists. This type of trail has precedent in Ontario, having been successfully implemented in Thunder Bay. It uses road markings and bollards to create a safe space for non-motorized travel without the prohibitive cost burden of a separated trail. The active living corridor is illustrated on the south side of the road in this document, however, the most advantageous and feasible side to position it should be decided based on further analysis.

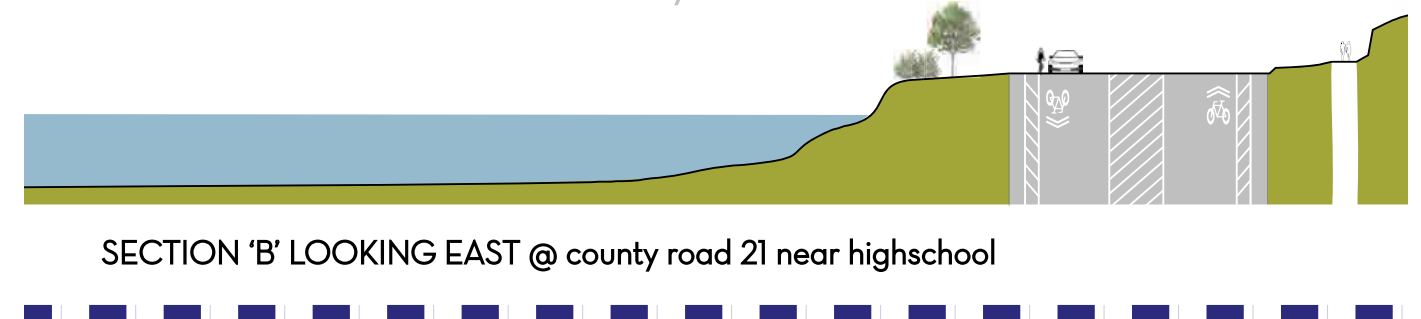
The 'shared roadway' is for areas where it is impractical to separate modes, and drivers are notified by sharrows that they are using a shared roadspace. This response is required where there is no space for a separated trail that includes space for cyclists. In this section it is also important to ensure there is a safe sidewalk for pedestrians and any necessary improvements in these areas should be prioritized.

The 'active transportation trail' refers to areas where there is a completely separated trail for AT users. In both cases these sections of road have an existing trail parallel to the road that can be improved to provide better access for all non-motorized modes.

### active living corridor



### shared roadway

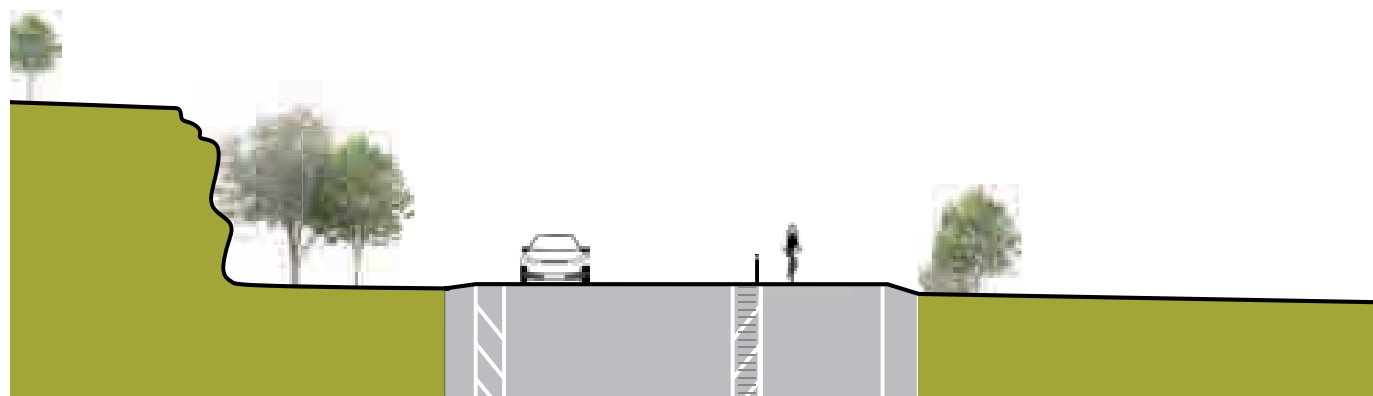


### active transportation trail





## Active living corridor



The traffic along the western section of County Road 21 is expected to increase with the development of new businesses and residences in the near future; this will also stimulate increased pedestrian traffic. Given the spatial constraints of the road and the prohibitive cost of building sidewalks, the active living corridor is a great way to provide a lower cost alternative. The narrowing of the roadway and painting of road markings will also serve to provide visual noise and encourage drivers to slow down in this area.

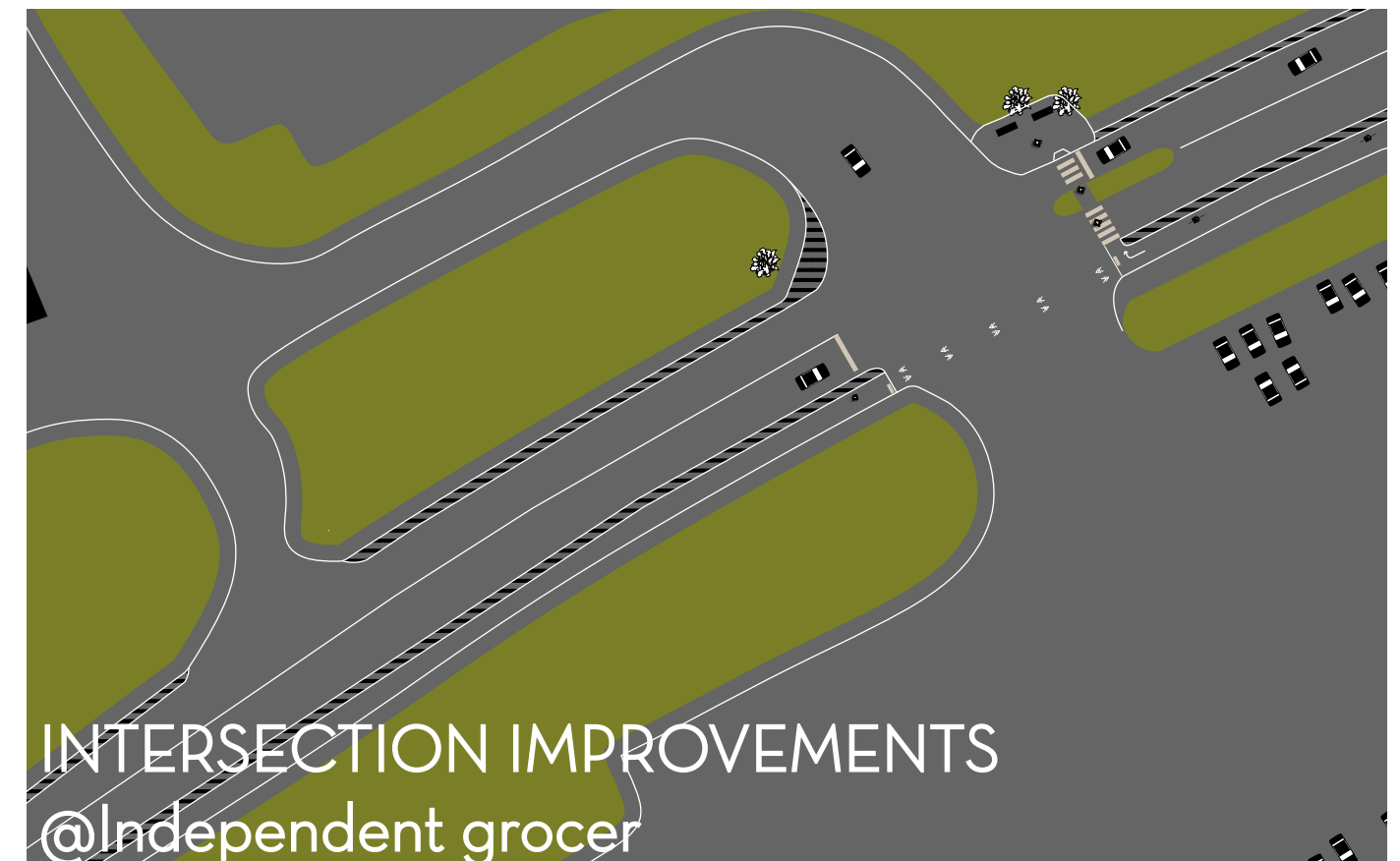
## Intersection improvements

The Active Neighbourhoods project has identified key problem areas around intersections that are in need of changes to make them safe for all modes. It is important to note that all of these proposals are only conceptual and any road improvements will require study and design detailing by traffic engineers in order to be implemented.

The first intersection, where Industrial Park Road intersects with CR21 is where the proposed active transportation trail ends and the active living corridor begins. A crosswalk & a new traffic light are proposed that will meet up with a small area at the end of the trail with seating to provide a safe and inviting junction between the two trails and

the access to businesses on the north side of the road. The County is currently assessing this intersection for potential changes to road infrastructure.

The intersection at the turnoff for the Independent grocer currently has a traffic light without a crosswalk. There is an opportunity here to improve crossing for pedestrians coming off the active living corridor by adding a crosswalk and a small 'landing pad' or seating area. It is also recommended that accommodations for pedestrians such as a staircase or trail along the road be provided to give people the option of walking safely to the grocery store.





## Intersection improvements



The bridge on CR21 was a major area of concern that came up in many of the conversations in phase 1. Residents felt that this was a difficult and dangerous place to walk, and felt that the sidewalk, which is only on one side, was too narrow. Improvements have been recently completed with the widening of the existing sidewalk, however as increased development in this area puts pressure on the infrastructure here, it is recommended that a long-term strategy include an investment in a pedestrian bridge that connects to the active transportation trail.



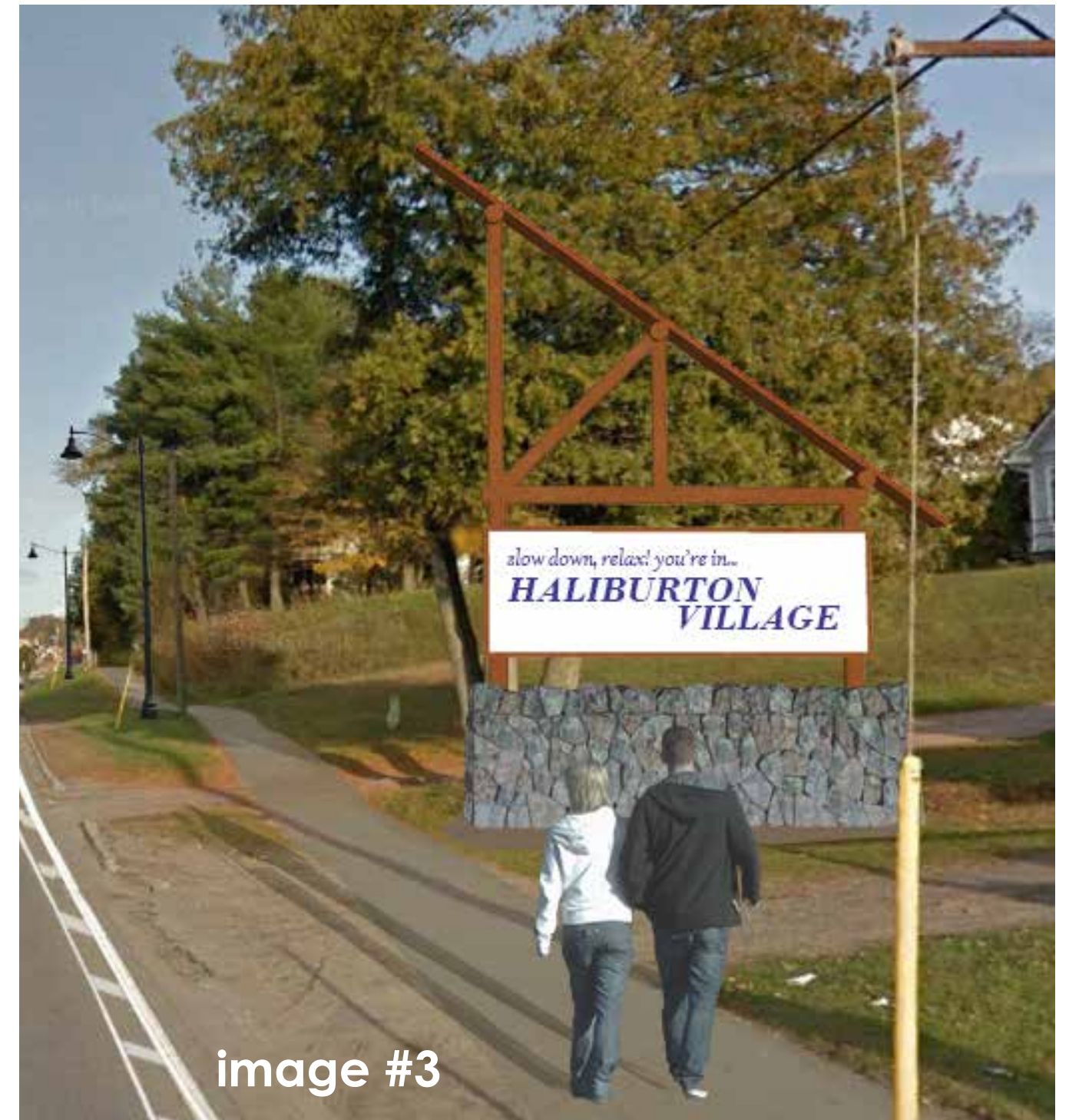
The entrance to the municipal parking lot is an area where some simple improvements could go a long way. The current entrance is not well-defined and is ~15 meters wide. There is also a gap in the landscaping that acts as an unofficial entrance which adds to confusion for drivers. Further, this area has a high rate of foot traffic crossing the road to access businesses across from the parking lot. It is recommended that the throat of the parking entrance be reduced in width, the turning radii reduced to slow large vehicles & the entry and exit should be clearly marked. Over the short-term, this could be done with painted lines. Longer term improvements could include curbs and landscaping. This proposal was demonstrated in the traffic calming pop-up initiated by CIA in September 2016. Further, the secondary 'entrance' should be closed to vehicles.



## Gateway & aesthetic elements

In order to encourage drivers to slow down and also to create an identifying landmark for the town, a village 'gateway' is proposed. Although exact location can be determined in the future, it is pictured here as an entry into the main commercial district of the Village, between Gelert Road and York Street. The gateway would be integrated with the materials and aesthetic of other public amenities and would invite drivers to 'slow down, relax'.

In addition to the gateway, in order to continue a more 'village' like aesthetic along CR21 and Highland St. outside the village core, distinctive elements such as decorative street & path lighting are proposed as well as plantings that provide a buffer between the trail and the road and road markings that visually narrow the right of way in order to calm traffic.



# Guiding documents and resources

## ***Comprehensive Zoning By-Law Municipality of Dysart et al.***

(<http://www.dysartetal.ca/wp-content/uploads/2013/04/Combined-ZBL-2005-120-Jan-Dec-2013.pdf>)

## ***Seven Years Later: Evaluating Impact on Active Transportation in Haliburton County***

([http://www.haliburtoncooperative.on.ca/CIA/images/stories/pdfs/final%20report%20-%20communities%20in%20action\\_new%20logos.pdf](http://www.haliburtoncooperative.on.ca/CIA/images/stories/pdfs/final%20report%20-%20communities%20in%20action_new%20logos.pdf))

## ***County of Haliburton Official Plan***

(<https://haliburtoncounty.ca/wp-content/uploads/2015/02/Draft-Official-Plan-2016.pdf>)

## ***Statistics Canada Census Profile for Haliburton County, Ontario***

([https://www12.statcan.gc.ca/census-recensement/2011/dp-pd/prof/details/page\\_Map\\_Carte\\_Detail.cfm?Lang=E&G=1&Geo1=CD&Code1=3546&Geo2=PR&Code2=61&Data=Count&SearchText=&SearchType=Begins&SearchPR=01&B1=All&Custom=&TABID=2&geocode=3546](https://www12.statcan.gc.ca/census-recensement/2011/dp-pd/prof/details/page_Map_Carte_Detail.cfm?Lang=E&G=1&Geo1=CD&Code1=3546&Geo2=PR&Code2=61&Data=Count&SearchText=&SearchType=Begins&SearchPR=01&B1=All&Custom=&TABID=2&geocode=3546))

## ***Book 15: Ontario Traffic Manual; Pedestrian Crossing Treatments. June 2014***

(<http://www.tcat.ca/wp-content/uploads/2017/01/OTM-BOOK-15-Pedestrian-Crossing-Treatments-June-2016-ONLINE.pdf>)

## ***Poverty Reduction Strategy for City of Kawartha Lakes and the County of Haliburton***

([https://www.city.kawarthalakes.on.ca/residents/house-and-home/Poverty\\_Reduction\\_Strategy\\_2012.pdf](https://www.city.kawarthalakes.on.ca/residents/house-and-home/Poverty_Reduction_Strategy_2012.pdf))