



STAFF REPORT

Prepared by: Dawn Recoskie, Public Works and Fire Services Coordinator **Report No.:** PW-10-2025

Agenda date: April 28, 2025

Subject: Off-Road Vehicle By-law 1597/23 – Phase 3 Survey Review

Recommendation:

That Council provides direction to staff.

Background:

Phase 3

At the March 10, 2025 Council-In-Committee meeting, Council provided direction to staff to conduct a public survey in consideration of expanding the existing designated ORV routes under Phase 3.

Council also decided not to permit access for “off-road motorcycles” and “extreme terrain vehicles” on municipal roads.

Discussion:

Public Survey

The public survey was published online on Friday March 14, 2025, with a closing date of 11:59 p.m. on Sunday March 30, 2025.

The survey was published as follows:

- Town website – March 14th.
- Town Facebook page – March 14th, 19th, 26th, & 30th.
- Circulated via the Town’s electronic agenda package circulation list – March 14th.
- Print advertisement in The Pembroke Observer and News – March 20th.
- Newspaper article in The Pembroke Observer and News – March 27th.
- The survey was also featured on myFM’s website
<https://www.pembroketoday.ca/2025/03/14/petawawa-considers-expanding-orv-access-with-phase-3-of-by-law/> and The Pembroke Observer and News website

Survey Results

The Town of Petawawa received 700 responses to the public survey, with 90% of respondents in favour of expanding the Algonquin Trail Off-Road Vehicle Access Route onto urban municipal roads east of Highway 17. Of the 700 respondents, 559 self-identified as being Petawawa residents, with the result being 89% in favour of expanding. If we narrow the respondents down further to just those who self-identified as “urban residents” (the area east of Highway 17), the result is the same at 89% in favour of expanding.

Question #1: Are you in favour of expanding the Algonquin Trail Off-Road Vehicle Access Route onto urban municipal roads east of Highway 17?					
Category	All Respondents	Petawawa Residents Only	Urban Petawawa Residents Only	Garrison Petawawa Residents Only	Non-Residents
Yes	90% (628)	89% (499)	89% (381)	100% (21)	91% (129)
No	9% (66)	10% (54)	10% (45)	0% (0)	9% (12)
Undecided	1% (6)	1% (6)	1% (4)	0% (0)	0% (0)
Total	100% (700)	100% (559)	100 (430)	100% (21)	100% (141)

Question #2 asked, If you are in favour of expanding the Algonquin Trail Off-Road Vehicle Access Route onto urban municipal roads east of Highway 17, please indicate why (choose all that apply). Of the 628 respondents in favour of expansion, the following are their reasons:

- 571 – Promote recreation/outdoor activities
- 548 – Better and/or more direct access to trails
- 536 – Reduce the need to trailer off-road vehicle to access trails
- 532 – Promote family activities/outings
- 502 – Increase tourism to Petawawa
- 489 – Promote social/community group activities/outings
- 494 – Increase economic benefits to Petawawa
- 17 – Other (full comments attached in Expanded Survey Results document)

The majority of responses in the “other” category indicated they wanted the same ORV by-laws/rules for all residents.

Question #3 asked, If you are not in favour of expanding the Algonquin Trail Off-Road Vehicle Access Route onto urban municipal roads east of Highway 17, please indicate why (choose all that apply). Of the 66 respondents not in favour of expansion, the following are their reasons:

- 58 – Speeding/lack of enforcement
- 57 – Safety of pedestrians/bicyclists
- 57 – Increase in noise
- 44 – Interfere with Automobile traffic
- 44 – Reckless/dangerous/impaired driving
- 43 – Negative impacts to quality of life
- 32 – Dirt/rocks/sand thrown onto roadway
- 18 – Air pollution
- 6 – Other (full comments attached in Expanded Survey Results document)

Question #4 asked, There are approximately 11 urban municipal roads east of Highway 17 that have raised curbs which may present challenges that are not present on municipal roads with flat shoulders. In your opinion, should ORVs be permitted on any of the following urban roads with raised curbs? Of the 700 respondents, the overwhelming majority was to allow ORV operation on the following urban roads with raised curbs, the numbers below are the responses for “Yes”:

- 575 – Albert Street
- 578 – Canadian Forces Drive
- 574 – Civic Centre Road
- 574 – Island View Drive
- 543 – Leeder Lane
- 594 – Murphy Road (from Petawawa Boulevard to Doran Road)
- 555 – Petawawa Boulevard (from Limestone Trail to Paquette Road)
- 601 – Portage Road (from Petawawa Boulevard to Dustin Drive)
- 585 – Town Centre Boulevard
- 567 – Volunteer Way
- 578 – Wolfe Avenue (from Victoria Street, around curve, to snowplow turn-around)

Question #5: In your opinion, are there any urban municipal roads east of Highway 17 that should be excluded from ORV access?					
Category	All Respondents	Petawawa Residents Only	Urban Petawawa Residents Only	Garrison Petawawa Residents Only	Non-Residents
Yes	7% (52)	8% (46)	8% (37)	10% (2)	4% (6)
No	78% (546)	78% (435)	78% (334)	71% (15)	79% (111)
Undecided	15% (102)	14% (78)	14% (59)	19% (4)	17% (24)
Total	100% (700)	100% (559)	100 (430)	100% (21)	100% (141)

Question #6 asked, If Yes, please provide the names of some of the streets that should be excluded.

- All of them (15 responses)
- Any residential street where many children walk to school or parks (1 response)
- Any road where there is not sufficient space for traffic to continue in both directions simultaneously if an off road vehicle is present (1 response)
- Expanding use of this will cause more disturbance to the people who live next/near to the trail. The noise and dust is very disruptive to residents. (1 response)
- Roads within high traffic school routes (1 response)
- Entire Limestone and Highland Park Subdivisions (1 response)
- Airport Road (1 response, access is already permitted)
- Biesenthal Road (1 response, access is already permitted)
- Canadian Forces Drive (3 responses)
- Civic Centre Road (7 responses)
- Doran Road (3 responses)
- Elmer Avenue (1 response, access is already permitted)
- Gutzman Road (1 response, access is already permitted)
- Laurentian Drive (1 response, access is already permitted from Petawawa Terrace to Petawawa Boulevard)

- Leeder Lane (1 response)
- Len Hopkins Drive (6 responses)
- Limestone Trail (1 response)
- Murphy Road (8 responses, access is already permitted west of Highway 17)
- Paquette Road (1 response)
- Petawawa Boulevard (10 responses)
- Poplar Street (1 response, access is already permitted)
- Sunset Crescent (2 responses, access is already permitted)
- Town Centre Boulevard (1 response)
- Veterans Way (1 response, they may have been referring to Volunteer Way, Petawawa does not have a Veterans Way)
- Victoria Street (1 response)
- Volunteer Way (3 responses)
- Winston Avenue (1 response)

Question #7: Do you own and/or operate an off-road vehicle?					
Category	All Respondents	Petawawa Residents Only	Urban Petawawa Residents Only	Garrison Petawawa Residents Only	Non-Residents
Yes	74% (521)	74% (412)	72% (308)	90% (19)	77% (109)
No	18% (127)	19% (106)	20% (87)	0% (0)	15% (21)
Plan on purchasing one	6% (40)	6% (31)	6% (26)	10% (2)	6% (9)
Prefer not to answer	2% (12)	1% (10)	2% (9)	0% (0)	2% (2)
Total	100% (700)	100% (559)	100 (430)	100% (21)	100% (141)

Question #8: Do you live in the urban area of Petawawa east of Highway 17?	
Category	All Respondents
Yes	61% (430)
No	13% (93)
No, I live in the rural area of Petawawa that already has ORV access to the Algonquin Trail	14% (96)
No, I live on a private road within the Town of Petawawa	2% (12)
No, I live on the north townsite of Garrison Petawawa	2% (11)
No, I live on the south townsite of Garrison Petawawa	1% (10)
Prefer not to answer	7% (48)
Total	100% (700)

Question #9 asked, Do you have any other concerns or suggestions that haven't been addressed so far in this survey?

A copy of the complete responses is included in the Expanded Survey Results document attached to this report. A total of 206 responses were received. 134 responses from residents, 27 responses from non-residents, and the remaining 45 responses were a combination of "no comment/no/nothing" etc.

Risk Management

Prior to expanding ORV access as part of Phase 3, our insurer has recommended that the Town conduct road inspection reports on all proposed roads as well as conduct secondary road inspection reports on the roads from Phase 2.

Our insurer further provided the following comments:

- To strengthen risk management of the road inspection reports, it is recommended that, where risks/hazards/defects are identified, the Town should document actions to be taken and maintain records of the actions taken to address the risk/hazard/defect. *(For example, if a fixed object hazard is located on the shoulder, can it be addressed through removal, relocation or installation of a warning sign?)* If there are any highways/roads where significant risks/hazards cannot be adequately addressed or mitigated, the Town may want to prohibit ORV use in these locations

- It appears that the Town has done a good job communicating and engaging the public regarding ORV use in the Town. With the potential further expansion of ORV use into urban areas/all roads, the Town may want to consider additional/enhanced public education for all road users to encourage road safety around ORVs. Especially as it pertains to their use in urban settings where there will be more frequent interactions with other road users (motor vehicles, pedestrians, cyclists, etc.). The Town may also be able to explore collaboration/partnership with the Renfrew County ATV Club to assist with education efforts.
- The Town and its Council should review and assess whether permitting ORV usage on municipal roads may require enhanced operations and maintenance levels of service to ensure safe and suitable highway infrastructure for ORVs. For example, ORVs may be more vulnerable to roadway hazards such as potholes (including those in gravel shoulders), shoulder drop-offs, cracks and surface discontinuities, which may necessitate enhanced maintenance practices from the Town.
- As noted in the “Risk Management Considerations for Off Road Vehicles on Municipal Roads” article, the risk of collisions between motor vehicles and ORVs may be heightened in locations with significant speed differentials between motor vehicles and ORVs. *(For example, on an 80 km/h road where ORVs are only permitted to go 50 km/h; or in a 50 km/h zone where ORVs are only permitted to go 20 km/h.)* Sight line issues from steep hills and sharp curves exacerbate the speed differential issue, leaving little time for evasive maneuvers. In these situations, as well as for locations with observed speeding issues and/or high ORV usage, the Town may want to consider implementing reduced speed limits.
- The Town should coordinate with other road authorities (county, province, etc.) where municipal highways with ORVs permitted intersect or cross their roads. The other road authorities may want to consider additional safety features such as improved sightlines, warning signage, etc., where ORVs are crossing their roads.

Road Inspection Reports

Public Works staff conducted secondary road inspection reports on the rural municipal roads from Phase 2. These road inspection reports were reviewed by Chris Mantha, Director of Public Works, and he did not note any abnormal damage to any of the roads that may have been caused by ORV travel.

Public Works staff conducted road inspection reports on the proposed Phase 3 urban roads east of Highway 17. The road inspection reports were reviewed by Chris Mantha, Director of Public Works, and he is of the opinion that there are no impediments that

would negatively affect the operation of ORVs on the urban roads east of Highway 17 within the proposed Phase 3 designated routes.

ORV Day & Time of Use Statistics

Staff was trying to determine when ORV users would travel the most on municipal roads. Following research, staff was unable to locate a report outlining the demographics of ORV users and day and time of use statistics (other than in relation to ORV collisions).

Staff has theorized that ORV users in Petawawa would typically travel on municipal roads after working hours and on weekends mostly, unless they are retired or on vacation. The only local data we had to review was the speed statistics from the Algonquin Trail from October 2024.

After further reviewing the Algonquin Trail speeding statistics from October 1-22, 2024, staff was able to determine the following:

- The busiest day of the week for ORV travel was Saturday (414 vehicles recorded);
- The second busiest day was Friday (334 vehicles recorded) and the third busiest day was Sunday (318 vehicles recorded);
- The busiest time of day for ORV travel for the above-noted days was between 12:00 p.m. and 4:00 p.m.;
- The busiest time of day for ORV travel on Mondays to Thursdays was also 12:00 p.m. to 4:00 p.m., with the second busiest being 8:00 a.m. to 12:00 p.m.

It should be noted that this is a small sample of ORVs travelling on the Algonquin Trail and not on municipal roads, but it partly supports staff's theory regarding weekend ORV travel. The detailed statistics are in the chart below.

Algonquin Trail October 1, 2024 to October 22, 2024							
Time of Day	0:00-4:00	4:00-8:00	8:00-12:00	12:00-16:00	16:00-20:00	20:00-24:00	Total # of ORVs
Sunday	2	31	99	153	26	7	318
Monday	1	18	60	70	22	5	176
Tuesday	5	12	60	91	31	3	202
Wednesday	5	44	52	54	31	2	188
Thursday	3	38	68	68	59	1	237
Friday	4	32	82	140	72	4	334
Saturday	1	23	104	208	73	5	414
						Total:	1869

Options for Consideration:

Roads to be excluded from ORV access

Staff suggests the following roads be excluded from ORV access, and that an Appendix “D” be created and added to the ORV By-law to specifically state the names of the roads where ORV access is not permitted:

- Garwin Street (portion south-west of Petawawa Boulevard, no homes on this portion of Garwin Street, interfere with operations of Shaw Lumber [**already implemented as part of Phase 2**])
- Industrial Avenue (no homes on this road, does not lead to Algonquin Trail)
- Leeder Lane (raised curb, deter teens from driving ORV to school)
- Len Hopkins Drive (no homes on this road, located along Airport property, deter areas of concern with trespassing in the unofficial trails and hydro corridors on private property)
- Paquette Road (no homes on this road, would interfere with Garrison Petawawa vehicles, and ORV access is not permitted on the north townsite of Garrison Petawawa)
- Petawawa Boulevard (from 2991 Petawawa Boulevard north-west to Paquette Road, the Algonquin Trail runs parallel with this portion of Petawawa Boulevard)
- Sharon Street (portion south-west of Petawawa Boulevard, no homes on this portion of Sharon Street, interfere with operations of Shaw Lumber and would be trespassing on private property should ORV travel past the end of Sharon Street road allowance [**already implemented as part of Phase 2**])
- Water Tower Road (no homes on this road, does not lead to Algonquin Trail, deter areas of concern with trespassing in the unofficial trails and hydro corridors on private property)

Permit ORV access on some urban roads with raised curbs

Staff suggests ORVs be permitted to access the following nine (9) urban roads with raised curbs:

- Albert Street (residents living on Alexandra Street, North Street, Louise Street, and Tall Pines Road would need to access Albert Street to get to Victoria Street to travel to the Algonquin Trail using the shortest most direct route)
- Canadian Forces Drive (permits ORVs to travel from the Algonquin Trail to Food Basics, Ottawa Valley Coffee etc. for tourism/core services)
- Civic Centre Road (**Phase 1 already permits travel from Petawawa Boulevard to Dairy Queen** for tourism/core services. The rest of Civic Centre Road would permit ORV travel to the Petawawa Heritage Village, Mount Molson Dairy Bar

etc. for tourism/core services, and would permit access to the large parking lot by the Scentral Bark Dog Park should there be special events/ORV rides etc.)

- Island View Drive (residents living on Amy Lane, Leopold Street, and Island View Drive would need to access Island View Drive to access either East Street or Albert Street to get to Victoria Street to travel to the Algonquin Trail using the shortest most direct route)
- Murphy Road, from Petawawa Boulevard to Doran Road (residents living on this portion of Murphy Road as well as other intersecting roads such as Butler Boulevard, Bedard Boulevard, Nuthatch Drive would need to access Murphy Road to travel to the Algonquin Trail using the shortest most direct route)
- Portage Road, from Petawawa Boulevard to Dustin Drive (residents living on this portion of Portage Road as well as Dustin Drive, Durant Street, Terrance Drive, Gerald Avenue, Daniel Avenue, Wilson Avenue would need to access Portage Road to travel to the Algonquin Trail using the shortest most direct route)
- Town Centre Boulevard (permits ORVs to travel from the Algonquin Trail to Tim Horton's and Harvey's/Swiss Chalet etc. for tourism/core services, deter ORV drivers from driving up the grassed berm)
- Volunteer Way (residents living on Dutch Drive and Vereyken Crescent would need access to Volunteer Way to access Civic Centre Road to travel to the Algonquin Trail using the shortest most direct route; access would also permit ORVs to travel to the Container Market and food trucks etc. for tourism/core services; should the Garrison permit ORV access in the future on Dundonald Drive then these residents could use Volunteer Way to travel to the Algonquin Trail)
- Wolfe Avenue, from Victoria Street, around curve, to snowplow turn-around (residents living on Wolfe Avenue would need access to Wolfe Avenue to access Victoria Street or Mohns Avenue to travel to the Algonquin Trail using the shortest most direct route)

Permit ORV access on urban roads east of Highway 17

Staff suggests ORVS be permitted to access the following urban roads east of Highway 17 to travel to the Algonquin Trail using the shortest most direct route (if Council approves access to the nine (9) urban roads with raised curbs as noted above, they would be added to the list below):

- Abbie Lane
- Alexandra Street
- Alfred Street
- Algonquin Street

- Alice Street
- Amy Lane
- Armstrong Road
- Audrey Street
- Bayshore Drive
- Bedard Boulevard
- Bert Street
- Bluejay Way
- Boulder Creek Trail
- Briarwood Drive
- Butler Boulevard
- Cardinal Crescent
- Carla Street
- Chad Street
- Chickadee Trail
- Concord Street
- Constance Street
- Craig Place
- Daniel Avenue
- Derek Drive
- Doran Road (from Petawawa Boulevard to Murphy Road, will require permission from County of Renfrew)
- Doran Road (from Murphy Road to Highway 17 included as part of Appendix “A”, Town of Petawawa Designated Routes, will require permission from County of Renfrew)
- Drew Street
- Durant Street
- Dustin Drive
- Dutch Drive
- Earl Street
- East Street
- Edith Street
- Edward Street
- Ethel Street
- Florence Street
- Fred Street
- Gardner Crescent
- Gerald Street
- Greenbank Street

- Greenvale Crescent
- Harry Street
- Hemlock Street
- Herman Street
- Highland Park Drive
- Hilda Street
- Hummingbird Lane
- James Street
- Jamie Crescent
- Jan Drive
- Janet Street
- Jason Street
- John Street
- Laroche Crescent
- Laura Street
- Laurentian Drive (from Victoria Street to 333 Laurentian Drive, will require permission from County of Renfrew)
- Leopold Street
- Liam Street
- Limestone Trail
- Lisa Crescent
- Louise Street
- Irma Street
- Maple Avenue
- Marquis Drive
- Mary Street
- McNamara Street
- Mohns Avenue
- Morning Star Street
- Murphy Road (from Doran Road to Highway 17, included as part of Appendix “A”, Town of Petawawa Designated Routes, will require permission from County of Renfrew)
- Newport Drive
- Nick Street
- Nile Street
- Noble Crescent
- Norman Street
- North Street
- Northbrook Road

- Nuthatch Drive
- Oak Avenue
- Oriole Crescent
- Park Drive
- Patricia Street
- Petawawa Boulevard (from Town Centre Boulevard southerly to Golf Course Road to accommodate residents living on Petawawa Boulevard, will require permission from the County of Renfrew)
- Pine Place
- Point Crescent
- Portage Road (Dustin Drive to Murphy Road)
- Renfrew Street
- Riverstone Trail
- Roy Street
- Russell Street
- Samantha Crescent
- Sammy Drive
- Sandstone Crescent
- Scott Avenue
- Selkirk Street
- Spruce Street
- Steffen Street
- Summit Trail
- Tall Pines Road
- Terrance Drive
- Turning Stone Crescent
- Van Hoof Street
- Vereyken Crescent
- Vermont Meadows
- Victoria Street (will require permission from the County of Renfrew)
- Violet Street
- West Street
- Whippoorwill Drive
- Wilbert Street
- Willard Street
- William Thomas Drive
- Winfield Street
- Wilson Avenue
- Winston Avenue

- Woodland Crescent
- Zachary Street

If ORV access is approved, the above noted roads will be added to Appendix “C”, Algonquin Trail Off-Road Vehicle Access Route, of the ORV By-law.

Any new roads east of Highway 17 that are assumed into the Town’s road network, following the adoption of this by-law, will be added once annually to keep amendments to the ORV By-law at a minimum.

Pinehurst Estates

Pinehurst Estates (mobile home park) is privately owned and roads are not maintained by the municipality. The owner will need to determine if they will allow ORV access on their roads. Should the owner decide not to permit ORV access, Public Works can assist with the installation of signage at either entrance to their property (Portage Road and Petawawa Boulevard entrances).

Appendix “A”, Town of Petawawa Designated Routes

Staff suggests that Appendix “A”, Town of Petawawa Designated Routes, be amended to include the addition of Murphy Road from Doran Road to Highway 17, and include the addition Doran Road from Murphy Road to Highway 17, to alleviate some of the ORV traffic on Black Bay Road;

The list of Town of Petawawa municipal roads that ORVs can travel on to access core services will also need to be amended subject to Council’s approval of ORV access to the urban roads east of Highway 17.

For example, if ORV access is permitted on Mohns Avenue then the following sections of Appendix “A” can be deleted, and so forth:

- Mohns Avenue, from Petawawa Boulevard north-easterly to the entrance to civic address 3389 Petawawa Boulevard;
- Mohns Avenue, directly across from the exit of civic address 3389 Petawawa Boulevard south-westerly to Petawawa Boulevard;

Appendix “B”, County of Renfrew Designated Routes

Staff suggests that Appendix “B”, County of Renfrew Designated Routes, be amended by adding the following intersections to access core services:

- Norman Street/Petawawa Boulevard (CR-51)/Fred Street (in anticipation of the construction of the new entrance to Norman Street)
- Victoria Street (CR-16)/Petawawa Boulevard (CR-51)/Portage Road

Direction:

Staff is seeking direction from Council regarding the following:

- Does Council want to allow ORV access on the nine (9) urban roads with raised curbs? (Albert Street, Canadian Forces Drive, Civic Centre Road, Island View Drive, Murphy Road [from Petawawa Boulevard to Doran Road], Portage Road [from Petawawa boulevard to Dustin Drive], Town Centre Boulevard, Volunteer Way, and Wolfe Avenue [from Victoria Street, around curve, to snowplow turn-around])
- Does Council want to restrict ORV access on the following roads? (Garwin Street, Industrial Avenue, Leeder Lane, Len Hopkins Drive, Paquette Road, Petawawa Boulevard [from 2991 Petawawa Boulevard north-west to Paquette Road], Sharon Street, and Water Tower Road)
- Does Council want to allow ORV access on the full list of urban roads east of Highway 17 as indicated above?
- Does Council want to amend Appendix “A” and Appendix “B” as indicated above?

Following direction from Council, staff can prepare the necessary amendments to the ORV By-law for Council’s review at a future meeting.

Financial Implication:

Following the adoption of By-law 1664/24, staff purchased and installed signage at a rate of \$1,866.65 plus HST. Depending on the direction received from Council, new signage may need to be purchased. The number of signs is dependent upon the direction received from Council. The QR code has been well received by the public; staff is hopeful to retain the same QR code if the designated routes are altered/expanded (a new QR code tab sign would cost approximately \$20.00 + HST per sign).

The print advertisement in the March 20th edition of The Pembroke Observer & News cost \$200.24 + HST. There were no other fees associated with the survey other than staff time.

Regarding our insurer’s suggestion to consider additional/enhanced public education for all road users to encourage road safety around ORVs, staff is prepared to continue to communicate with the public via our social media channels and website. As we are not the authority on ORV safety, staff would share information from the Ministry of Transportation and other governing bodies, thus there would be no charge to create content other than staff time to prepare the social media posts.

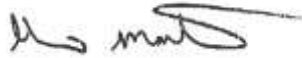
Signature:



Date: April 24, 2025

Dawn Recoskie, Public Works and Fire Services Coordinator

Reviewed by:



Date: April 24, 2025

Chris Mantha, Director of Public Works

Approved by:



Date: April 24, 2025

Scott Randolph, Chief Administrative Officer

Attachment #1: Survey Results

Attachment #2: Expanded Survey Results

Attachment #3: Consolidated Version of By-law 1597/23, as amended by By-law 1664/24 on June 3, 2024