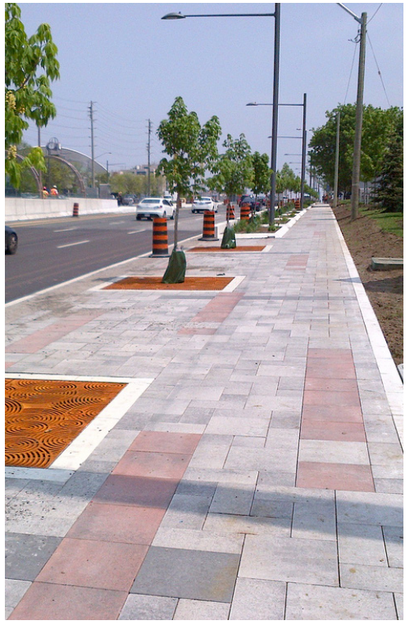
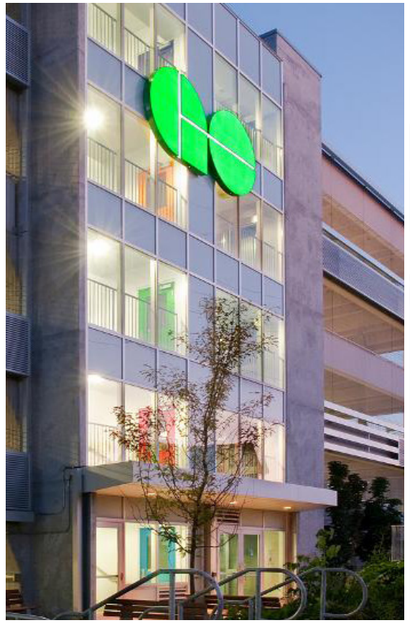
York Region

Transportation Master Plan

Advisory Task Force

Recommended Policy Principles | September 2015





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Purpose

This guidebook provides a summary of the background for development of recommended policy principles. For each policy area, information is provided on the existing problem and opportunity, rationale, policy context, snapshot of best practices, policy principles considered, as well as value to residents.

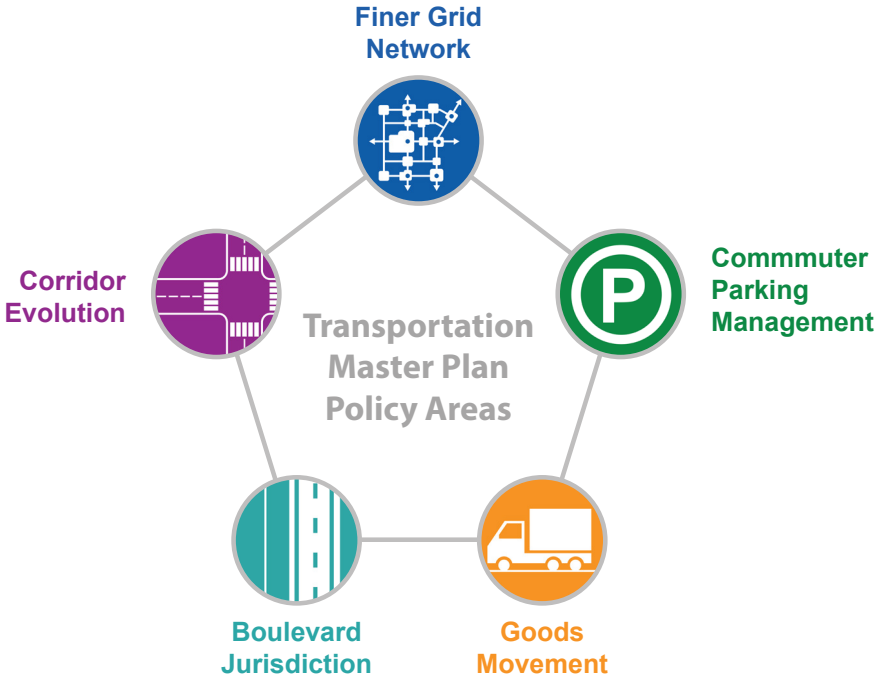
Importance of Transportation Policy Framework

Transportation policies exist because of the importance of moving people, goods and services in almost all aspects of economic, social, environmental and political activities. Transportation is a key mechanism in promoting, developing and shaping the Region's economy, public safety, environmental sustainability, accessibility and mobility.

The goal of transportation policy is to make effective decisions concerning the allocation of resources, including the management and regulation of existing transportation activities. These policies are incorporated into legislative tools that serve as a framework for developing network planning solutions to achieve a particular goal.

The Transportation Master Plan Policy Areas and Principles

There are five main Transportation Master Plan policy areas currently under review. Policy principles were developed for each policy area. Benefits and strengths were analysed for each policy principle under consideration, which were then evaluated against a set of criteria. Qualitative 'PESTLE' criteria (**P**olitical Viability, **E**conomic Efficiency, **S**ocial/Cultural Feasibility, **T**echnical Feasibility, **L**egal Feasibility, **E**nvironmental Sustainability) as well flexibility, effectiveness and ease of implementation were used. The principles under consideration were evaluated on how well they responded to the criteria based on a 'high', 'medium', or 'low' ranking.



Evaluation Criteria

Political Viability

Acceptability from York Region residents, stakeholders, politicians and partners at all levels of government

Economic Efficiency

Ability to achieve cost-effective solution; ability to support York Region's economy and increased fiscal responsibility; consideration for rehabilitation/replacement value

Social/Cultural Feasibility

Responsiveness to the needs of residents; consistency and support for Regional policies and programs; ability to achieve social equity; ability to make communities become more "livable"

Technical Feasibility

Availability of necessary resources and competencies; ability to meet Transportation Master Plan objectives within the Regional network; ability to implement within Regional capabilities

Legal Feasibility

Consistency with current Provincial, Regional and area municipal policies, legislation and mandates, as appropriate

Environmental Sustainability

Ability to reduce greenhouse gas and carbon emissions through management of congestion while improving mobility and accessibility; responsiveness to climate change and environmental sustainability

Flexibility

Ability to create a more diverse and flexible transportation system that can respond to variable and unpredictable conditions

Effectiveness

Overall effectiveness to respond to resident and stakeholder mobility and accessbility needs

Implementation

Ability to deliver projects and programs that most effectively meet required service levels for mobility and transportation

FINER GRID STREET NETWORK

Opportunity

The current major collector road network lacks connectivity to support a multi-jurisdictional network grid, and therefore provides limited Regional functionality. Missing, discontinuous or inadequate links in the network increase congestion on arterial roadways.

Development blocks in York Region are designed to be supported by a permeable system of major local collector roads; however, the majority of concession blocks in York Region lack major collector roads.

Constructing missing links and developing continuous finer grid streets will improve mobility for all modes and increase network capacity.

Policy Context

Road Network Jurisdiction

The road network in York Region falls under three jurisdictions.

- The Province has jurisdictional responsibility for Provincial highways
- York Region owns and operates arterial roads
- Area municipalities own and operate major collector roads as well as local residential streets.

Municipal Act

An upper-tier municipality may add a lower-tier highway, including a boundary line highway, to its highway system from any of its lower-tier municipalities.

Provincial Policy Statement

Land use patterns, densities and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.

Planning authorities shall promote compact form and a structure of nodes and corridors to support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions and climate change adaptation.

Mid-Block Collector Road Crossings

York Region policy is to fund a one third share for mid-block collector road crossings of 400-series highways. Recent requirements imposed by the Province indicate that mid-block collector road crossings of freeways may also require funding by York Region and area municipalities for long-term capital replacement cost.

Regional Road Assumption Policy

The Regional Road Assumption Policy provides flexibility to allow non-arterial roads to be assumed into the Regional road network. A Regional road is one that:

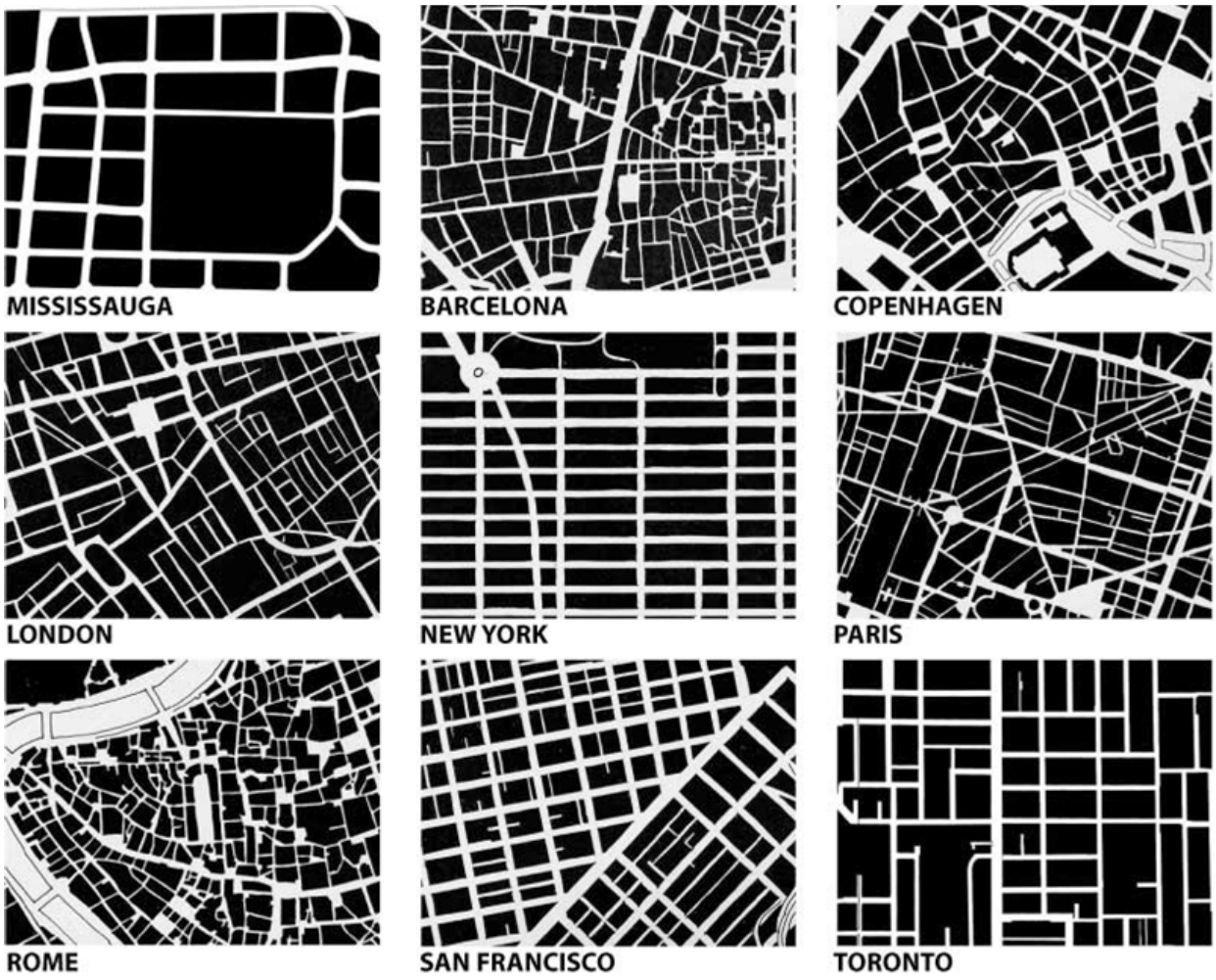
- Performs a cross-boundary, inter-regional or inter-municipal function
- Provides a local connection in the Regional road network to fill a gap where one exists
- Provides a direct link to the Provincial highway system
- Supports an existing or planned rapid transit route or connection to a major transit hub

Regional Official Plan

Regional Centres and urban areas will support the construction of a finer grid street network that facilitates the flexible and efficient movement of people and goods.



What Others Are Doing



Source: Toronto Star, "Beyond Density", Jan. 26, 2008

What We Heard From Local Municipalities

Need to address the finer grid network and support a continuous collector road network.

Increased Regional role in implementing a finer grid network is generally supported.

Collector roads are easier to implement in greenfield development areas and more challenging to implement in existing built-up residential areas.

High priority items include mid-block freeway crossings, ramp extensions, and better east-west connectivity.

Municipalities currently face difficulties implementing crossings of Provincial highways due to MTO's requirement for upfront life cycle costs and would benefit from assistance from York Region.

A finer grid network will result in more permeability and increased capacity of the network, improving mobility for all modes including transit, walking, and cycling.

OPTIONS CONSIDERED

Option 1A:	York Region develop Arterial Road Classification Study to plan, protect, and address the needs of the major collector network, area municipalities to construct and operate
Option 1B:	York Region plan, protect, and cost share implementation of major collector road network, area municipalities to operate
Option 1C:	York Region assume responsibility and jurisdiction of major collector roads
Option 2:	York Region carry out the design, construction and maintenance of mid-block crossings over 400-series highways
Option 3:	York Region carry out the design and construction of ramp extensions at freeway interchanges; area municipalities to operate

Evaluation

● High ● Medium • Low

	Option 1A	Option 1B	Option 1C	Option 2	Option 3
Political Viability	●	●	●	●	●
Economic Efficiency	●	●	•	●	●
Social/Cultural Feasibility	●	●	●	●	●
Technical Feasibility	●	●	●	●	●
Legal Feasibility	•	●	●	●	●
Environmental Sustainability	●	●	●	●	●
Flexibility	•	●	●	●	●
Effectiveness	●	●	●	●	●
Implementation	●	●	•	●	●
Recommendations	✔			✔	✔

What is the Value to Residents?

An Arterial Road Classification Study will provide much needed direction to stakeholders and area municipalities regarding the intended function of the major collector road network to support the arterial road network.

Providing a finer grid street network will increase intersection density and therefore spread left turn movements, which consume valuable capacity on the arterial road network. It also provides increased connectivity to transit which makes walking and cycling a more viable option for residents. More permeability in the network alleviates pressure on arterial roads to provide a multi-jurisdictional transportation network that is more responsive to traffic congestion.

York Region planning, building, constructing and operating mid-block crossings over 400-series highways will ensure there is much needed permeability across freeways, while ramp extensions help improve car and truck capacity.

Notes:

CORRIDOR EVOLUTION

Opportunity

As multi-modal corridors, roads must accommodate a variety of modes including passenger cars, transit, active transportation modes and goods movement vehicles. Current policy in York Region indicates widening for six lanes is only permitted for high-occupancy vehicles (HOV) or reserved bus lanes. However, a 'one size fits all' approach is problematic where corridors cannot support HOV or dedicated transit lanes in the short to medium term. Further, in some cases, it is not practical to dedicate lanes for HOVs where a connected HOV network does not yet exist.

Providing a flexible network that can respond to the needs of HOV, transit, goods movement or other future needs allows the Region to adapt to changing conditions, pressures and priorities.

Policy Context

Provincial Policy Statement

Corridors and infrastructure, including transportation and transit, shall be planned and protected to meet current and projected needs.

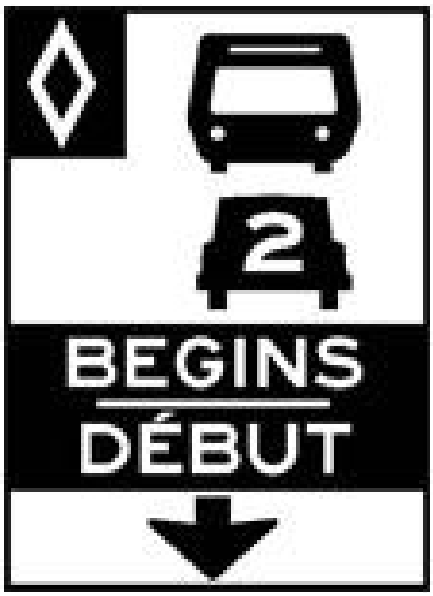
Places to Grow Act

In planning for the development, optimization, and/or expansion of new or existing transportation corridors, the Province, other public agencies and municipalities will ensure that new or existing transportation corridors shall be identified and protected to meet current and projected needs for various travel modes.

Regional Official Plan

High-occupancy vehicle lanes on all 400-series highways within and/or adjacent to York Region should be implemented.

The Region shall work with partners to complete the transit network, including subway line extensions, Metrolinx enhancements, the 407 Transitway and other rapid transit corridors.



What Others Are Doing

Province of Ontario: 2015 Pan Am/Parapan Am Games Route Network and Temporary High-Occupancy Vehicle (HOV) Lanes

The Games Route Network

The Games Route Network is a series of existing roads linking the CIBC Pan Am/Parapan Am Athletes' Village to Games venues and the Toronto Pearson International Airport. The Games Route Network provided a safe and reliable network for Games' participants (athletes, officials, and media). The Province worked with the City of Toronto and surrounding municipalities to determine primary and alternate routes to and from each venue. Flexible traffic management measures used during the games included:

- Temporary HOV lanes
- Turning bans and parking restrictions in some high traffic areas
- Coordinated response from police and road crews to clear delays
- Coordinated construction schedules to keep lanes open

Following the success of the temporary HOV lanes, the Province has announced that it is exploring the implementation of HOT lanes on 400-series highways.

HOT Lanes

High-occupancy toll (HOT) lanes allow vehicles with a limited number of occupants to pay a toll for the right to use HOV lanes. California introduced North America's first HOT lanes in 1995. The U.S. now has approximately 473 kilometres of HOT lanes in operation.

What We Heard From Local Municipalities

One size does not fit all.

The Transportation Master Plan should identify road classification or function for consideration of road transfer to upload or download.

York Region should consider revenue tools, such as toll roads; these tools can help offset maintenance costs.

Creating a flexible network will allow York Region to maximize benefits in responding to changing conditions.

OPTIONS CONSIDERED

Option 1: Expand the network in accordance with the current council policy for six-lane roads

Option 2: Ensure that transportation network is designed to be flexible to accommodate changing future needs

Option 3: Widening for general purpose with defined triggers for conversion for HOV, transit, goods movement, or other future needs

Analysis of Options

High Medium Low

	Option 1	Option 2	Option 3
Political Viability	Medium	High	Low
Economic Efficiency	Medium	High	High
Social/Cultural Feasibility	Medium	High	High
Technical Feasibility	High	Medium	High
Legal Feasibility	Medium	High	Low
Environmental Sustainability	Low	Medium	High
Flexibility	Low	High	High
Effectiveness	Medium	High	High
Implementation	Medium	Medium	Low
Recommendations		✔	✔

What is the Value to Residents?

Incorporating flexibility into how York Region uses its transportation system network ensures that York Region is equipped to respond to changing needs. The ability to readily adapt functional use of the Regional road network to improve service levels provides York Region the ability to maximize the effectiveness of its transportation infrastructure with minimal impact on the overall network, saving time, money, and resources.

Notes:

COMMUTER PARKING MANAGEMENT

Opportunity

Although parking management supports key Regional priorities, such as increasing transit ridership and viability of Centres and Corridors, area municipalities are relied upon to develop parking policies, programs and services. Until now, York Region has had a little influence in the supply and operation of parking. Market trends have resulted in an abundance of free parking and relaxed parking Bylaws that encourage higher parking ratios, limiting the ability to change travel behaviour. Free parking at GO transit stations increases congestion around stations and discourages the use of sustainable modes of transportation.

There is an opportunity to improve transit service levels in combination with commuter parking strategies to manage congestion and increase transit ridership.

Policy Context

Municipal Act

Area municipalities regulate private and local parking lots.

Places to Grow Act

When planning lands for employment, municipalities are to facilitate the development of transit-supportive, compact built form, and minimize surface parking.

Regional Official Plan

Secondary Plans and Zoning Bylaws require parking management policies and standards that include reduced minimum and maximum parking requirements, appropriate site design with pedestrian friendly urban form, surface parking to support redevelopment and include preferential locations for carpooling.

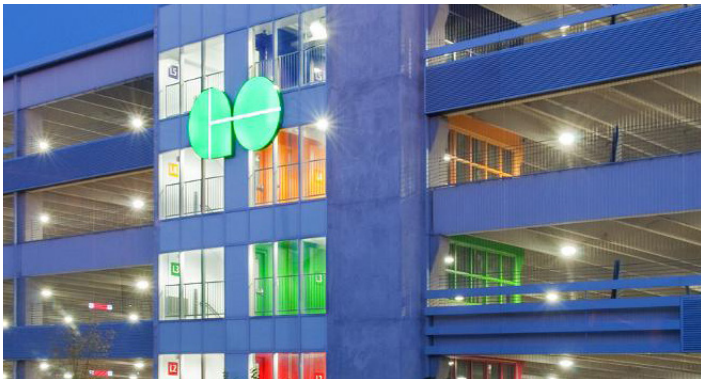
Regional Official Plan

Within Regional Centres, York Region works with area municipalities to establish a system of municipal parking authorities to develop and/or operate shared public parking facilities, cash-in-lieu-of-parking policies, and, the planning for parking by structured or underground facilities for all site development.

The supply of parking within Regional Centres and Corridors is managed in accordance to Section 5.4 of the Regional Official Plan.

Improvements in service, convenient access, including, creating a system of parking and drop-off facilities for commuters, will achieve higher transit usage.

Planning lands for facilities such as transit stations including intermodal terminals, mobility hubs, subway, bus, and light rail stations, and related passenger drop-off and commuter parking lots will support the transit network.



What Others Are Doing

Shared Parking Facilities

Collective shared parking facilities provide more efficient parking than single lots.

Parking Authority

Kitchener, ON - Parking Enterprise is based on user-pay and supports transportation demand management initiative to support active transportation.

Stratified Parking

Can increase land efficiency through a flexible approach.

Toronto, ON - 51-storey Bay and Adelaide Centre has parking underneath a public park.

Park and Ride

TransLink - TransLink manages nine of 18 Park and Ride locations in Metro Vancouver with respective municipalities managing the remaining lots. Rates vary between $2 to $3 per day.

Variable Priced Parking

San Fransisco, CA - SFpark uses demand-responsive pricing to open up parking spaces on each block and reduces double-parking and circling. Rates go up or down based on supply and demand.

Advanced Parking Management System

Seattle, WA - ePark is a parking guidance system that provides real-time short term parking information at garages.

What We Heard From Local Municipalities

Parking supply should be limited in urban growth centres.

Some municipalities currently looking at strategies to manage parking, including development of a parking authority; others would benefit from some guidance on parking management.

Opportunities exist for partnerships with York Region and Province to coordinate municipal, transit, and carpool parking.

Municipal staff use parking as a tool to help influence development.

Managing parking can influence the mode people will choose to travel by.

OPTIONS CONSIDERED

Option 1: York Region complete YRT/Viva Park and Ride Strategy, integrate recommendations within Transportation Master Plan (include commuter parking sites and options)

Option 2: York Region coordinate with Metrolinx and MTO for new commuter carpool lots and freeway express transit lanes to reduce congestion in urban growth centres

Option 3: York Region work with area municipalities to develop governance and finance models for parking management

Option 4: York Region identify and implement pilot projects for paid parking

Option 5: York Region develop/refine on-street parking policy on Regional roads and main streets, including variable demand paid parking

Evaluation

● High ● Medium • Low

	Option 1	Option 2	Option 3	Option 4	Option 5
Political Viability	●	●	●	•	•
Economic Efficiency	●	•	•	●	•
Social/Cultural Feasibility	●	●	•	•	•
Technical Feasibility	●	●	•	•	●
Legal Feasibility	●	●	•	•	●
Environmental Sustainability	●	●	●	●	•
Flexibility	●	●	●	•	●
Effectiveness	●	●	●	●	•
Implementation	●	•	•	●	●
Recommendations	✔	✔	✔	✔	✔

What is the Value to Residents?

Developing a Regional Commuter Parking Strategy will comprehensively respond to Options 1 through 5. The strategy will make key recommendations regarding Regional and area municipal roles in providing commuter parking, enable the management, allow for analysis of parking management on travel behaviour, provide direction regarding on-street parking, and identify pilot projects for paid parking implementation.

Notes:

GOODS MOVEMENT

Opportunity

Regional roads connect major 400-series highways to employment areas and communities, and therefore must support all modes of transportation. There are often conflicts between land uses and the function of Regional roads, impacting safety, congestion, environment and the economy.

Regional Official Plan policies support a context sensitive "linked and efficient" goods movement network. However, there is a lack of clarity around which corridors are prioritized to facilitate the safe and efficient movement of goods to and from key origins and destinations including Provincial highways, intermodal rail yards and commercial/ industrial employment areas.

Policy Context

Provincial Policy Statement

Protection for major goods movement facilities and corridors shall be protected for the long term.

Places to Grow Act

Policy directions ensure that highway corridors are planned to promote efficient goods movement.

The first priority of highway investment is to facilitate efficient goods movement by linking inter-modal facilities, international gateways and communities within the Greater Golden Horseshoe.

The Province and municipalities will work with agencies and transportation service providers to co-ordinate and optimize goods movement systems; improve corridors for moving goods across the Greater Golden Horseshoe; promote and better integrate multi-modal goods movement and land-use and transportation system planning.

Places to Grow Act

Municipalities will provide for the establishment of priority routes for goods movement, where feasible, to facilitate the movement of goods into and out of areas of significant employment, industrial, and commercial activity and to provide alternate routes connecting to the provincial network.

Metrolinx Urban Freight Study

Contains strategic directions and actions to address challenges, including increasing network efficiency of goods movement and related impacts, collaboration and data sharing, improving operational practices, and planning and development.

Regional Official Plan

Provincial highways and Regional streets are generally corridors for goods movement, subject to existing truck and load restrictions.

A linked and efficient network for goods movement that supports economic vitality and minimizes conflicts with sensitive land uses should be promoted.

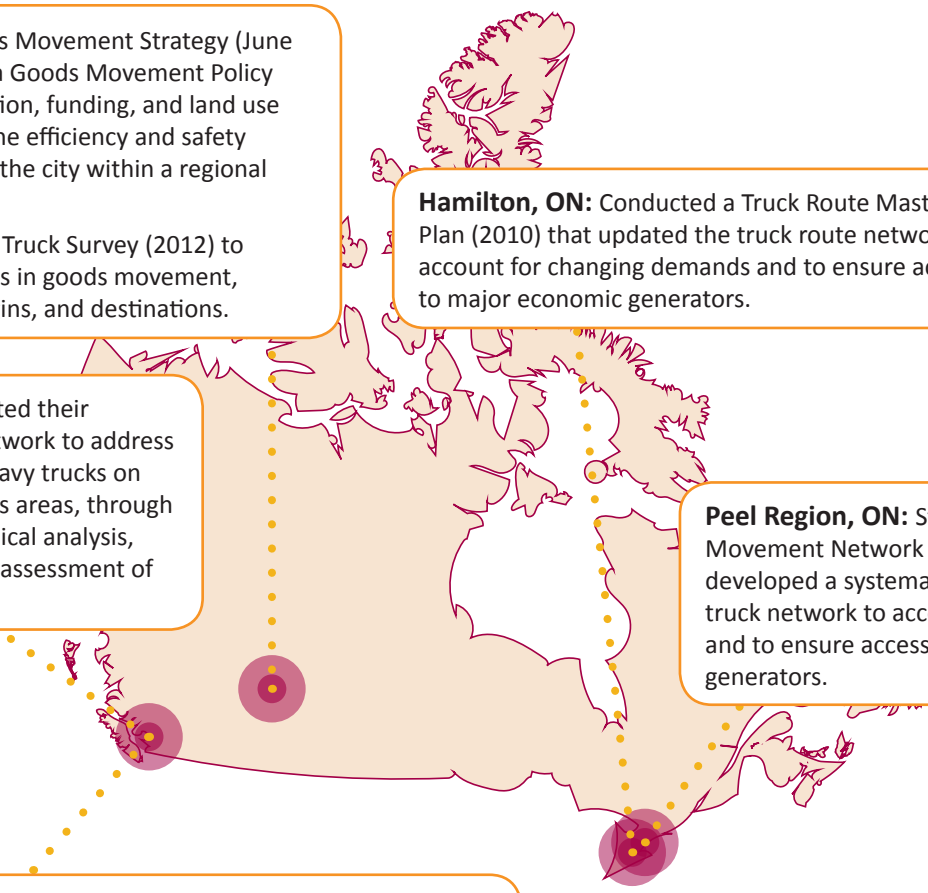
What Others Are Doing

Edmonton, AB: Goods Movement Strategy (June 2014) is supported by a Goods Movement Policy that guides transportation, funding, and land use decisions to enhance the efficiency and safety of goods movement in the city within a regional context.

Carried out a Roadside Truck Survey (2012) to understand the changes in goods movement, including volumes, origins, and destinations.

Hamilton, ON: Conducted a Truck Route Master Plan (2010) that updated the truck route network to account for changing demands and to ensure access to major economic generators.

Vancouver, BC: Updated their existing truck route network to address perceived impact of heavy trucks on residential and business areas, through a combination of technical analysis, stakeholder input, and assessment of existing routes.



Peel Region, ON: Strategic Goods Movement Network Study (2013) developed a systematic, hierarchical, truck network to account for demands and to ensure access to major economic generators.

TransLink: Working with Metro Vancouver to develop a Goods Movement Strategy as an integrated part of their Regional Transportation Strategy. They function as an intermediary between the public and private sectors. This is beneficial because they can leverage their influence and collaborate with the various stakeholders to identify an appropriate policy response.

What We Heard From Local Municipalities

Regional roads are for all traffic (including trucks) and safety for all modes should remain a priority.

Intermodal hubs (e.g. CP and CN) and communities/corridors with through truck movements (Bloomington Road) are areas of concern in regards to congestion.

A Goods Movement Strategy is needed to address the key generators for commercial vehicle traffic.

More Regional municipalities and transportation agencies are recognizing the importance of efficient movement of goods to the economic prosperity of their respective Regions.

OPTIONS CONSIDERED

Option 1: Develop a comprehensive, flexible and adaptable Goods Movement policy

Option 2: Develop a hierarchy of goods movement corridors

Option 3: Where possible, convert six-lane corridors to include truck-only lanes

Option 4: Support demand management approaches (off-peak deliveries, peak hour delivery restrictions)

Option 5: Establish a Goods Movement Task Force in conjunction with public and private stakeholders (e.g. MTO, Ontario Trucking Association, CN, CP)

Evaluation

● High ● Medium • Low

	Option 1	Option 2	Option 3	Option 4	Option 5
Political Viability	●	●	•	•	●
Economic Efficiency	●	●	•	●	●
Social/Cultural Feasibility	●	●	●	●	●
Technical Feasibility	●	●	•	●	●
Legal Feasibility	●	•	•	•	●
Environmental Sustainability	●	●	●	●	●
Flexibility	●	●	●	●	●
Effectiveness	●	●	●	●	•
Implementation	●	●	•	•	●
Recommendations	✓	✓		✓	✓

What is the Value to Residents?

Developing a Regional Goods Movement Strategy will comprehensively respond to the needs of York Region residents and businesses by providing more clarity around the function of Regional roads to support the efficient movement of goods.

A dedicated hierarchy of goods movement corridors will support economic prosperity and potentially alleviate operational, safety, and traffic congestion issues impacting the goods movement industry.

Notes:

BOULEVARD JURISDICTION

Opportunity

The *Municipal Act* assigns responsibility for construction and maintenance of sidewalks along Regional roads to area municipalities in which the road is located, unless otherwise agreed upon. Since the Act does not assign responsibility for illumination and cycling facilities within boulevards, area municipalities combine this responsibility with jurisdiction over sidewalks. Consideration for cycling facilities, as part of future Regional road projects, has increased the number of municipal requests for off-road cycling facilities. This requires agreements that extend beyond the conditions in *Municipal Act*. The coordination of sidewalks, illumination and cycling facilities on Regional roads may not be aligned with the implementation of active transportation in support of Regional transit.

York Region having more involvement in the construction and maintenance of boulevard elements can result in increased operational efficiencies and improved service levels.

Policy Context

All boulevard elements (all visible elements, and their related components)

The *Municipal Act* permits the transfer of responsiblity for construction, operations & maintainance of sidewalks, multi-use paths, and street lighting to York Region, if agreed upon.

Sidewalks

Area municipalities currently own, build and operate sidewalks along Regional roads, and manage associated liability.

The current model has resulted in gaps, maintenance challenges, and funding pressures.

Signalization

York Region is responsible for approximately 800 traffic control signals including all intersections on Regional roads.

Transit

York Region provides transit service and all associated facilities and amenities, including stops and standing areas.

Bicycle Facilities

Until recently, York Region plans, constructs and maintains on-street cycling facilities on Regional roads, while area municipalities have been responsible for multi-use paths. Since 2014, York Region began implementing hybrid solutions like cycle tracks and multi-use paths where these modified solutions still meet regional transportation needs.

Illumination

York Region is responsible for intersection illumination, and area municipalities are responsible for mid-block lighting between intersections (approximately 6,000 lights).

Grass and open areas

York Region is responsible for the installation and maintenance of street trees and grass cutting in road boulevards and medians. Instances where area municipalities have funded enhanced planting/ streetscaping operations and maintenance has been challenging.

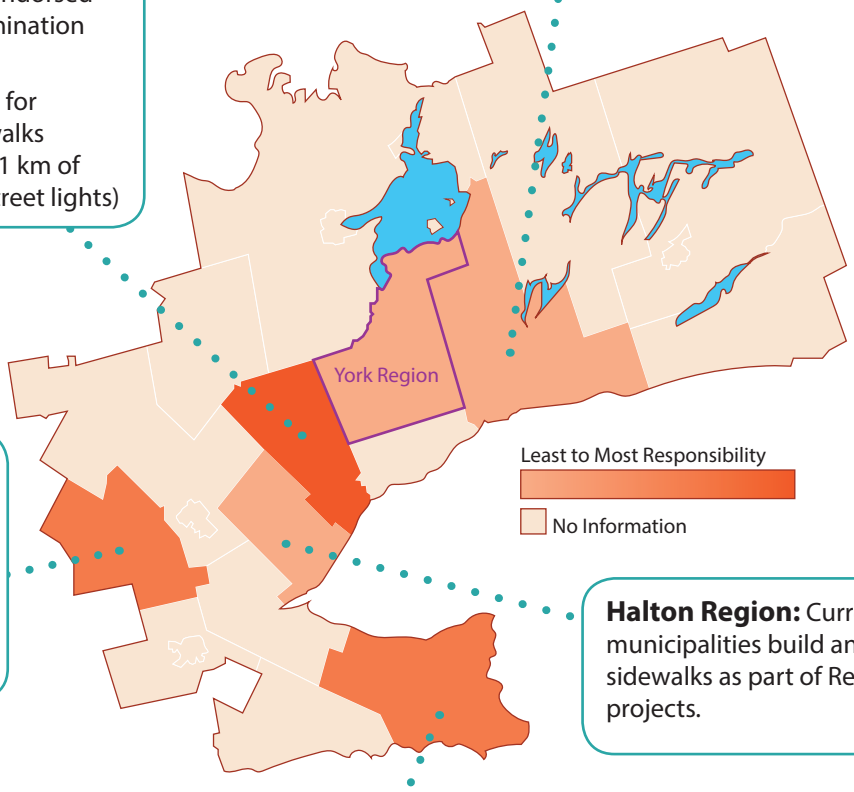
What Others Are Doing

Map of Boulevard Jurisdiction Regulation in the Greater Golden Horseshoe

Durham Region: Currently, area municipalities build and maintain sidewalks as part of Regional road projects.

Peel Region: In 2013, council endorsed the uploading of sidewalks, illumination and multi-use paths.

Operations & maintenance costs for assuming responsibility of sidewalks and illumination is $3.7M (for 271 km of sidewalks and trails, and 8,012 street lights)



Waterloo Region: The Region assumed responsibility for capital construction of sidewalks, illumination and cycling facilities and area municipalities operate and maintain.

Halton Region: Currently, area municipalities build and maintain sidewalks as part of Regional road projects.

Niagara Region: The Region, area municipalities and hydro are all responsible for illumination, depending on the road segment, however the Region is now working towards assuming full jurisdiction. Currently the Region constructs sidewalks and area municipalities operate and maintain them. The Region owns, constructs and maintains on-street cycling facilities.

What We Heard From Local Municipalities

Consensus to simplify the process.

York Region should assume responsibility for construction and operations of boulevard elements along Regional roads, including sidewalks, illumination, cycling facilities and streetscaping. However, municipalities would like to be consulted in the design of these facilities.

Fill in the gaps in the active transportation network, including partnering with the Region to fill in sidewalk gaps to support transit and the Province to address walking and cycling across freeway interchanges.

Regional municipalities in the Greater Golden Horseshoe are taking an increasing role in the planning, building, and operating of boulevard elements within Regional road right-of-ways.

OPTIONS CONSIDERED

Option 1: York Region to build sidewalks along Regional roads and transfer to area municipalities for operation

Option 2: York Region to assume *full* responsibility (construction, operations & maintenance) for *some boulevard elements* within right-of-way

Option 3: York Region to assume *full* responsibility (construction, operations & maintenance) for *all boulevard elements* within right-of-way (includes all visible elements, and their related components)

Evaluation

● High ● Medium • Low

	Option 1	Option 2	Option 3
Political Viability	●	●	●
Economic Efficiency	•	●	●
Social/Cultural Feasibility	•	●	●
Technical Feasibility	●	●	•
Legal Feasibility	●	●	•
Environmental Sustainability	•	●	●
Flexibility	●	●	●
Effectiveness	•	●	●
Implementation	●	●	●
Recommendation			✔

What is the Value to Residents?

York Region assuming a greater role in the construction and maintenance of boulevard elements increases service levels for active transportation; supporting increased walking, cycling and transit. York Region will be able to better coordinate the delivery of boulevard elements as part of Regional road projects, further streamlining the delivery of projects as well as increasing operational efficiency, safety and service delivery.

York Region assuming full responsibility for the boulevard elements along Regional corridors eliminates confusion and frustration among residents as to "who does what" and increases the ability to provide efficient public service.

Notes: