

**Date:** 2020-12-24

**Subject:** **Transportation Master Plan Review – Objectives and Principles**

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**RECOMMENDATIONS:**

1. **THAT** the report from Andria Oliveira, Transportation Project Manager, Planning, Building & Economic Development Department to the Planning & Development Committee Meeting of February 1, 2021, **Transportation Master Plan Review – Objectives and Principles**, All Wards, be received;
2. **THAT** Council endorse the guiding principles outlined in this report to inform the Transportation Master Plan Review and Update;
3. **THAT** the Clerk be directed to send this report to Peel Region and adjacent municipalities.

**OVERVIEW:**

- **The Transportation Master Plan (TMP) is the City’s long term strategy to guide decision-making for multi-modal transportation planning and investment.**
- **The Transportation Master Plan is reviewed every 5 years to reflect updated plans, policies, and best practices. The current Transportation Master Plan was endorsed in 2015.**
- **Staff is initiating a comprehensive Transportation Master Plan Review and update that will take its broad direction from the Brampton 2040 Vision and emergent Complete Street principles.**
- **The 2040 Vision for “Transportation and Connectivity” is that Brampton will be a mosaic of safe, integrated transportation choices and new modes, contributing to civic sustainability, and emphasizing walking, cycling, and transit.**

- **Staff is seeking endorsement of the objectives and guiding principles that will frame the Transportation Master Plan Review.**
- **The TMP Review's Guiding Principles are to:**
  - **Enhance Mobility and Travel Options for People and Goods**
  - **Advance Multi-Modal Transportation Equity**
  - **Integrate Transportation and Land Use Planning**
  - **Protect Public Health and Safety**
  - **Improve Environmental Sustainability**
  - **Leverage Technology**
  - **Emphasize Community Engagement and Collaboration**
- **The TMP Review will kick-off in early 2021 with an 18-month work plan.**
- **Among the multi-modal issues that the TMP Review will address are road widenings from 4 to 6 lanes that had been proposed in previous plans. While the TMP Review is underway, Planning and Capital Works staff will develop an interim approach to address 6 lane road widening projects that are already in advanced stages of planning or design.**

## **BACKGROUND:**

Brampton's Transportation Master Plan (TMP) is the City's blueprint for strategic mobility planning. The TMP provides guidance for investing in and developing multi-modal solutions to address travel demand as a result of population and employment growth over a 20-year horizon, and to do so in a manner that is environmentally and economically sustainable.

The TMP has also informed the Development Charges By-Law Update and 10-Year Roads Capital Program. The TMP explores high level, long term needs for road infrastructure, transit infrastructure, freight and active transportation linkages to 2041. The plan makes recommendations for implementation of actions and policies to implement over a 5-10 year period. The TMP is reviewed and updated approximately every 5 years to respond to changing policy, demographics, and transportation planning best practices. The Review tests previous and new strategic recommendations for meeting future aspirations (e.g., Vision 2040) to ensure the TMP remains consistent and relevant.

The City's current TMP was approved in 2015 and built on recommendations from the 2004 and 2009 plans. Over the course of implementing previous plans, there have been achievements and emerging considerations that need to be further explored and resolved in the upcoming TMP Review.

## 2015 TMP Achievements

- The 2004/2009/2015 plans empowered the City's transit portfolio, seeing major increases in ridership, the implementation of the Züm network, service coordination with other transit providers and early planning for the Hurontario-Main Light Rail Transit (LRT).
- The 2015 TMP developed a city-wide candidate cycling network and recommended a more detailed study, the **Active Transportation Master Plan**, to rationalize and refine the implementation of the network, which was endorsed by Council in 2019.
- The 2015 TMP recommended that the City undertake a review of its roadway and design standards to ensure that all roadways are designed and planned for all road users with a focus on pedestrians and cyclists. In this regard, staff has undertaken the development of a **Complete Streets** approach/guidelines, which is currently in progress.

## Emerging Considerations

- Past TMP reviews/updates have been paired simultaneously with the transportation background study component of the Development Charges By-Law Update. Through this process, forecasts and travel demand modelling have informed the road projects to accommodate population and employment growth for development charges. This has emphasized automobile levels of service and growth related road projects. In this TMP Review, the policy and development charges components have been divided into two separate processes. However, the policy component of the TMP will establish the multi-modal transportation needs for the city, which will influence the next Development Charges By-Law Review.
- Building on previous plans, the 2015 TMP took a conventional approach for **road network** planning. This approach is informed by travel demand modelling, which projects auto demand on the transportation network based on forecasted population/employment growth to 2041. The model identifies capacity constraints that are "resolved" through road widening; however, previous plans have confirmed that we cannot build our way out of congestion by continually adding more vehicle lanes. Travel demand modelling is a widely used tool that has evolved since the 1960s and 1970s to plan for the mobility needs of rapidly growing low-density suburbs. The need to accommodate auto traffic will continue to play an important role in transportation decision-making, however, impacts for planning that is biased in favour of accommodating levels of service for automobiles has impacts to neighbourhoods and sustainable travel modes that needs to be acknowledged and addressed.

- Through detailed program planning, staff are finding plans to widen roads – particularly from 4-lanes to 6-lanes in a limited right-of-way – have consequences that affect the attractiveness of communities, and that can compromise the network’s ability to shift people to more sustainable travel options, particularly walking and cycling. In recent projects, more detailed analysis of 6-lane road widenings, such as Williams Parkway, have highlighted the challenges of addressing mobility needs in the context of the 2040 Vision and community design.

## **The Transportation Master Plan Review – Drivers of Change**

The TMP Review and update will consider issues in the implementation of the 2015 plan, changes in policy, and industry best practices. Since the 2015 TMP was approved, changes in policy directions include:

- Brampton 2040 Vision
- Brampton’s Official Plan (Brampton Plan) is under review and will be updated to reflect the 2040 Vision and other key policy changes
- A recognition that the city is shifting from a suburban growth model of greenfield development to an urban approach of intensification
- A shift in focus toward intensification around Major Transit Station Area (MTSA’s), Mobility Hubs and Intensification Corridors
- Changes in technology and the future of mobility – shared and autonomous vehicles, micro-mobility, etc.
- The Metrolinx Regional Transportation Plan Update
- Ongoing Regional Official Plan Update
- Brampton Community Energy and Emissions Reduction Plan
- Brampton Active Transportation Master Plan
- Ongoing Brampton’s Complete Streets Study + Guidelines

The key drivers informing this TMP Review are alignment of the City’s long-range transportation strategy with the 2040 Vision more broadly, and more specifically through the guiding principles of Complete Streets.

## **Brampton 2040 Vision: Living the Mosaic**

The Vision establishes key themes that underpin the transformation of Brampton – Sustainability, Livability, Diversity and Health, with a focus on more public engagement and collaboration, elevated civic design, and utilizing technology to enhance the image

and identity of Brampton. A key consideration for the TMP Review is that it have an understanding and regard for how transportation decision-making influences city-building factors beyond mobility.

The Brampton Vision aims for a more sustainable, urban and vibrant direction for the city. It emphasizes an urban future, focusing on Uptown, Downtown and Town Centres for strategic development and intensification. Design and development will need to be mixed use, higher density, transit-oriented, with a priority for attractive pedestrian and cycling infrastructure.

The Vision refers to the need to declare a ‘pedestrian-first’ decision-making framework. The Vision suggests that rethinking street design is a top priority for Brampton to achieve safety, local culture and place-making opportunities, integration of environmental features, and accommodation of multiple users.

According to the Vision 2040, a primary direction of transportation planning and management is providing travel choices as alternatives to the car, and reclaiming road space for other users and activities. The Vision establishes a hierarchy of priorities for the City’s transportation agenda, emphasizing first walking, then cycling, transit, goods movement, and then shared vehicles and private vehicles.

## **Brampton Complete Streets**

Taking its cues from the Transportation Master Plan (2015), the 2040 Vision, and emerging industry best practices, the City has been developing an approach for Complete Streets in Brampton, which is currently in progress. The Brampton Complete Streets Guidelines is being developed to inform a rethink of street design to facilitate a more equitable planning and design process that considers service levels and experience of roads for all users, and not just automobile drivers – emphasizing needs of pedestrians, cyclists, and transit users.

The Vision for Brampton’s Streets is:

*“Streets in Brampton are critical component to create and support a healthy, prosperous, and beautiful city for everyone. Brampton will have a comprehensive, integrated transportation network with streets that provide safe, equitable and convenient travel for people of all ages and abilities and accommodate all users, including pedestrians, cyclists, transit users, and motorists.”*

To achieve this Complete Streets Vision for Brampton all street projects shall adhere to the following guiding principles:

- Create safe and accessible streets

- Promote healthy and active living
- Improve transportation choice and balance priorities
- Develop connected networks
- Respect existing and planned development context
- Create vibrant and beautiful places
- Enhance economic vitality
- Improve sustainability and resiliency

The principles underlying Complete Streets are embodied in Vision 2040, and are intended to inform the upcoming TMP Review.

## **CURRENT SITUATION:**

### **Transportation Master Plan Review – Objectives and Guiding Principles**

Based on guidance from Vision 2040 and Complete Streets, staff have developed objectives and principles to inform the approach for the TMP Review.

#### *Objectives*

- The review of the TMP will be informed by the directions in the 2040 Vision, which for transportation planning and management is to provide travel choices as alternatives to the car, reclaiming road space for other activities, and to establish a “pedestrian-first” decision-making framework. While the need to accommodate the movement of vehicular traffic cannot be denied, it must be balanced with other modes of travel.
- This review process will rethink the more conventional, auto-centric approach and tools utilized for network planning. It will emphasize multi-modal needs for city building and make recommendations for policy and projects for a more sustainable, green, attractive, healthy and safe city.
- The review will leverage public engagement to enhance Brampton’s integrated mobility network, and to apply a decision-making framework that strongly considers impacts of transportation planning, beyond mobility. This includes impacts to community life, travel choices, and the natural and built environments.

This TMP process will enhance the coordination between strategic directions and a technical review to support key issues and outcomes of the TMP. The objectives and guiding principles will support a policy framework to identify and evaluate the

prioritization of the City's plans for capital investment, projects, and strategic actions in the short, medium, and longer terms.

*Guiding Principles:*

- **Enhance Mobility and Travel Options for People and Goods**
  - Consider long term needs for a seamless, connected and integrated mobility network that supports travel options
  - Accommodate travel demand ensuing from growth in a more sustainable way
  - Connect people to places and move goods to market
  - Support prosperity and economic development
- **Advance Multi-Modal Transportation Equity**
  - Increase trips made by walking, cycling and transit
  - Prioritize universal accessibility, meeting the needs of all ages, abilities and modes of travel
  - Prioritize infrastructure decisions to 'complete' streets, balancing the needs of road users
  - Understand and communicate the trade-offs between road design options and resulting travel behaviours/ mode choices
  - Provide attractive and comfortable travel choices
- **Integrate Transportation and Land Use Planning**
  - Plan for mobility solutions that support compact, high density, mixed land use development in strategic centres
  - Prioritize sustainable infrastructure improvements to connect transit and active transportation networks to facilitate short trips
  - Design great streets for people that emphasize strong neighbourhood image and identity
  - Recognize implications of street design on built form and travel behaviour
- **Protect Public Health and Safety**
  - Embrace Vision Zero objectives – reduce and ultimately eliminate fatalities and serious injury from collisions, while enhancing protection for pedestrians and cyclists
  - Prioritize vulnerable users in planning and design

- Integrate active living into the transportation network for daily trips to reduce instances of chronic disease
- Enhance attractiveness, liveability and well-being of the community – planning for people and place goals beyond conventional mobility
- **Improve Environmental Sustainability**
  - Manage travel demand to reduce auto travel, especially single occupant trips, and to increase sustainable transportation trips
  - Integrate trees and green infrastructure in design to reduce heat island effect, manage stormwater, and reduce energy consumption
  - Reduce greenhouse gas emissions and improve air quality
- **Leverage Technology**
  - Optimize existing auto network capacity to accommodate future travel demand through the use of technology, advanced traffic management and Travel Demand Management measures
  - Plan for the future of mobility and the impacts of new travel technologies
- **Emphasize Community Engagement and Collaboration**
  - Engage citizens in a systematic and inclusive way addressing mobility issues to support the implementation of 2040 Vision
  - Coordinate public engagement opportunities for the TMP Review and the Brampton Plan (Official Plan Review)

These principles may evolve and be refined over the course of the TMP Review process as more technical work and public consultation is undertaken.

## **Next Steps**

The official TMP Review process will begin in early 2021, with an 18-month work plan. Over the past year there have been several ongoing activities that are key elements/prerequisites for the overall review exercise, including the development of a Complete Streets approach and guidelines, and an update of the City's strategic travel demand model. Planning staff will be working closely to align the work of the TMP with the work plan for the Brampton Plan to coordinate policy directions, discussion papers, public engagement activities, etc.

The TMP Review will assess the problems and opportunities to achieve a multi-modal transportation network that prioritizes sustainable modes and that supports the intensification of strategic growth areas. An important component of this TMP Review



will be to assess the need, effectiveness, and implications of widening urban roads to 6-lanes, given the Vision objectives of a safe, healthy, green and “people-oriented” Brampton. The TMP Review will develop a policy framework to implement the objectives of the 2040 Vision, and a process through which the implications of widening or not widening roads on a city-wide basis will be assessed.

The question of how to deal with programmed 6-lane road widening projects (particularly those in Environmental Assessment or in detailed design) while the TMP Review is underway is an issue that requires further consideration and direction. The recent Williams Parkway exercise has yielded a number of lessons in reassessing such projects and applying a Complete Streets approach, reflective of the City’s Vision. On the basis of these lessons learned, and the TMP principles described in this report, Planning and Capital Works staff will develop an interim strategy to address proposed “near-term” 6-lane projects, and will update Council accordingly. This review could include opportunities to refocus capital improvements that deliver on the Term of Council Priorities to equalize all modes of transportation and to improve streets for people.

## **CORPORATE IMPLICATIONS:**

### **Financial Implications:**

There are no direct financial implications associated with this report.

### **Other Implications:**

There are no other implications associated with this report.

## **TERM OF COUNCIL PRIORITIES:**

The TMP Review supports the following Council Priorities:

Council Priority: Brampton is a Green City

Strategic Priority: 3.1 Equalize All Forms of Transportation

Project: 3.1.1. Update the TMP to prioritize active transportation and non-auto modes

Council Priority: Brampton is a Safe and Healthy City

Strategic Priority: 4.2 Streets for People

Project: 4.2.1. Incorporate the Vision Zero framework into transportation planning, design an operations to prevent fatal and serious injury from motor vehicle collisions within the City Right-of-Way.

## **CONCLUSION:**

The Brampton 2040 Vision provides an exciting outlook for the future, and Complete Streets provide important goals and objectives to rethink Brampton's transportation network. To achieve Vision 2040 and Complete Streets, Brampton will need to reassess its current approach to transportation decision-making to guide the city's future transportation improvements and investments. The TMP will be more strategic in its approach, resulting in a more future-oriented plan, that will align with Brampton 2040 and important City objectives, plans and strategies.

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