



REPORT

Planning, Design & Development Committee

Standing Committee of the Council of the Corporation of the City of Brampton

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Subject: STATUS REPORT

Transportation and Transit Master Plan (TTMP)

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OVERVIEW:

- **The TTMP Study was launched at a project initiation meeting held on August 21, 2002;**
- **This status report documents work carried out since project initiation and concludes the Phase 1 of the Study work plan;**
- **The Phase 1 Report, authored by the TTMP consultant team, and entitled “Assessment of Existing Transportation System” includes a review of the existing transportation system, the results of initial consultation including the Mayor’s Town Hall Meeting on Transportation, a summary of needs deficiencies and opportunities, and a short term action plan (attached as Appendix A);**
- **An additional discussion paper prepared by the consultant team outlines Brampton’s options for a strategic transportation direction (attached as Appendix B);**
- **Work is underway on Phases 2 and 3 of the TTMP Study work plan, which involve computerized travel demand modeling, analyzing major transportation**

alternatives, and developing a comprehensive road network and transit strategy for the City;

- **Opportunities for continued public input include comment sheets, newsletters, web site presence, a dedicated e-mail address, and a Public Information Centre to be scheduled for March 2003;**
- **The Recommendations of this Status Report include direction for City staff to continue to take appropriate actions, including further reports to Committee and Council to address the short term priorities identified in the Phase 1 Report.**

RECOMMENDATIONS

1. **THAT** the Staff Report dated January 13, 2002 and entitled “Status Report, Transportation and Transit Master Plan” be received;
2. **THAT** Works and Transportation and Planning Design and Development staff be directed to continue to take appropriate actions including further reports to Committee and Council to address the short term priorities identified in the Phase 1 Report, including:
 - a) Initiating work towards an amendment to the Brampton Official Plan to specifically identify transit priority corridors on Queen Street and on Main Street/Hurontario Street, linking to York Region and the Airport corporate centre, and to Mississauga, respectively;
 - b) Continuing to encourage and work with the Province of Ontario and the Region of Peel towards the extension of Highway 410 from Bovaird Drive to Hurontario Street as soon as possible;
 - c) Continuing to work with the Region of Peel and the development industry to ensure that the planned widening of Bovaird Drive west of Hwy 410 is constructed as soon as possible;
 - d) Commencing construction of the Sandalwood Parkway connection between Heart Lake Road and Dixie Road as soon as possible;
 - e) Working with the TTMP consultants to ensure that the design of proposed City and Region road construction projects to be carried out in 2003/04 (where planning and detailed design are currently underway) takes into consideration specific transit-supportive opportunities, particularly at intersections and potential transit stop locations;
 - f) Continuing to pursue funding opportunities and partnerships to advance transit service in priority areas through existing GTIP applications (and considering enhancements), federal funding opportunities, and discussions with the Regions of

Halton and York, the City of Mississauga, and GO Transit.

g) Continuing to review options and bring forward solutions to address traffic operations problems that exist in the vicinity of the Trinity Commons shopping mall.

BACKGROUND

On July 17, 2002, the consulting firm of Marshall Macklin Monaghan was approved by City Council as the successful bidder to carry out and complete a Transportation and Transit Master Plan (TTMP) that will guide the management of Brampton's transportation system to the year 2031. ENTRA Consultants Inc. is a part of the MMM team, and will be lending its expertise in transit planning to the TTMP Study.

The TTMP is intended to provide a framework to ensure a coordinated and comprehensive approach in dealing with overall transportation issues in Brampton, with particular attention devoted to optimizing the role of transit and providing a transportation model and related staff training that will enable the City to address transportation and growth consistently and on a continuing basis.

The overall TTMP Study consists of a "Two-Stage" approach. The information, analysis and recommendations that will culminate in a final Master Plan document comprise Stage 1 of the Study. The findings of the Stage 1 component will provide the basis and background for the transportation component of the City's Development Charges (DC) By-law Update in Stage 2. Accordingly, Stage 2 of the Study will provide the necessary transportation infrastructure timing and cost information for the purposes of DC By-law calculations.

The work plan for Stage 1 of the TTMP is divided into four phases:

Phase 1: Data Collection and Issues Identification

Phase 2: Travel Demand Modeling and Road Network Assessment

Phase 3: Comprehensive Transit Strategy

Phase 4: TTMP Recommendations/Implementation Plan

Interim recommendations are anticipated in advance of Stage 1 being completed. This will allow commencement of work on Stage 2 of the project, (i.e., development charges calculations), as requested by Finance Department staff to meet the timelines for the DC By-law Update. Stage 1 is to be completed in May 2003.

CURRENT SITUATION

Phase 1: Data Collection and Issues Identification

Phase 1 of the TTMP Study has been completed, with the findings of the data collection and issue identification exercise presented to the Steering Committee on December 4, 2002. The Phase 1 report entitled “Assessment of Existing Transportation System,” is attached as Appendix A, and includes an Executive Summary.

The Phase 1 report documents the following:

- Official Plan Context
- Existing Travel Patterns and Performance
- Preliminary Review of Transit Services
- Growth Trends and Projections
- Public Input from the Mayor’s Town hall Meeting and other Comments Provided
- Summary of Needs Deficiencies and Opportunities
- Short Term Action Plan

Phases 2 - 4

Work on Phases 2 “Travel Demand Modeling and Road Network Assessment” and Phase 3 “Comprehensive Transit Strategy” is underway, and will proceed concurrently. This work includes developing a refined computer transportation model for the City; developing mature state travel demand forecasts; defining and evaluating major road network and transit system alternatives; and developing a preferred road network and transit strategy.

Immediate tasks in Phase 2 include the acquisition of all necessary components of the Region of Peel EMME/2 travel demand model and calibrating it to the base year of 2001, projecting demands at the defined future horizon years, and validating the future demand levels.

Immediate tasks in Phase 3 include the establishment of a consultation process specific to transit (i.e., focus groups), evaluating opportunities and constraints for integration, and developing future demand forecasts.

Phases 2 and 3 are expected to be complete in early 2003.

Phase 4, the “Recommendation and Implementation Plan” is scheduled for completion in May 2003.

DISCUSSION

Summary of Issues, Needs, and Opportunities

Phase 1 of the TTMP Study documents conditions of the current Brampton transportation system to serve as the starting point from which future improvements, programs, and enhancements can be identified, and identifies an action plan to address current and short-term needs.

Assessment of Existing Conditions

- Current travel patterns indicate that Brampton is closely tied to adjacent municipalities, including Mississauga, southern York Region, and the City of Toronto;
- Many residents of Brampton work outside of the City. Pearson International Airport is a major employment zone;
- The vast majority (80%) of Brampton residents rely on private vehicles for work and other trip purposes;
- Brampton has a high percentage of trips made on foot or by bicycle (13%), when compared to many municipalities in the GTA;
- Many Brampton streets experience high levels of truck traffic (up to 20% or more), indicating the importance of goods movement in the City;
- The rapid pace of growth over the past several years has strained the ability of the road system to meet demands. Key areas nearing capacity include:

~ The boundaries with Mississauga and Vaughan

~ Steeles Avenue, Queen Street, Bovaird Drive, Airport Road, Highway 50, all key links for industrial and commuter traffic

Larger areas of concern, including the Four Corners, the Trinity Commons mall area, and the Highway 410/Steeles area.

Transit

- Brampton Transit ridership levels have been steadily growing since 1994;
- There has been a significant decline in cost recovery (between 2000 and 2001), where transit operating costs increased by 20%, while transit revenues increased by only 7%;
- Data gathered through a peer group transit system comparison indicates that Brampton Transit:

~ ranks last in terms of resources used to serve ridership;

has the lowest passengers per capita in its peer group (i.e., while the system is running cost-effectively, it is not attracting the ridership that systems of similar size are);

service is not effective or attractive to choice riders.

- Brampton Transit continues to be proactive in terms of servicing new areas as they develop (where existing populations do not warrant service) in order to build a transit orientation to trip-making.

Public Input

The first TTMP Public Information Centre and the Mayor's Town Hall Meeting on Transportation (October 23, 2002) yielded considerable public response, and helped to validate much of the demographic data relating to transportation issues and trends in Brampton. Key findings based on public comments and survey results indicate that:

- Brampton residents prefer to drive;
- Despite having access to public transit, the majority of residents do not use it;
- Walking and cycling are important modes of travel in Brampton;
- Transit services need to be more direct;
- Major challenges include congestion (esp. on Highway 410, and on Bovaird Dr), traffic (access and signals), and service levels for public transit;
- Preferred major transportation improvements include road widenings and extensions, Brampton Transit/GO Transit service improvements, and traffic operations (e.g. signal progression, access, traffic calming).

Short-Term Roads and Transit Needs and Opportunities

The data gathering, issues identification, and public involvement exercises have yielded a list of needs and opportunities to be considered in an integrated manner, consistent with the goals of the TTMP Study, the City and Region Official Plans, the Growth Management Program, and the Strategic Plan, and which should not preclude consideration for a longer-term multi-modal vision (further discussed in the following section, “Options for Strategic Transportation Direction”).

Needs and opportunities are summarized as follows:

- Increased capacity across Highway 410, Steeles Avenue, Brampton/Vaughan and Brampton/Halton Hills screenlines is needed. In the short-term, these and other congestion location need to be addressed primarily through road improvements. The Highway 410 extension should be considered as the highest priority road improvement needed in Brampton;
- A strategy to move people and vehicles in the Four Corners area is needed. Options include road and transit improvements, and operational strategies to improve traffic/transit vehicle flow;
- A goods movement strategy is needed. Goods movement is closely integrated with the structure of the City’s transportation system, urban form, and the location and manner in which businesses operate;
- There is both a need and an opportunity for improved inter-regional transit links, which are required to cope with current deficiencies and projected growth. There are opportunities to pro-actively define a “made-in-Brampton” transit program that can shift some of the City’s travel demands away from auto dependency, and to link to rapid transit initiatives being proposed for York Region;
- There is a need to balance vehicular and transit demands, to prepare the groundwork for coping with projected growth within Brampton, and will involve operational strategies, transit service enhancements, intelligent transportation system initiatives, and supporting policies/programs;
- Given the issues surrounding auto-dominated areas of the City (e.g., Trinity Common), there is a need and opportunity to redirect thinking with respect to nodes and corridors, in terms of the integration of land use, urban design, and transportation. This is an elemental goal of the TTMP to develop a future for Brampton which is economically and environmentally responsible, and which supports continued growth;
- Improved transit services in the Highway 7/Queen Street and Hurontario/Main Street corridors;
- Improved connections and integration with Mississauga Transit;

- Re-introduction of express bus services linking Brampton Transit and GO Transit terminals to major residential areas;
- Continued transit expansion in the north-east;
- Improved transit connections to employment zones in the airport area.

Short-Term Action Plan

Through the Phase 1 work completed to-date by the consultant team, some specific short term issues and recommendations have been identified which will assist in addressing current deficiencies and opportunities, as identified above (A detailed discussion of the Short-Term Action Plan is found in Section 7.2 of the Phase 1 Report, attached). Although many of these issues are currently on the work plan for various City staff and departments, it is recommended that specific direction be provided to staff to ensure these issues are accorded the appropriate priority.

Options for Strategic Transportation Direction

A strong future planning direction or ‘vision’ for the City’s transportation system is needed as the foundation of the TTMP which will guide decision making and budgets related to transportation issues. Extensive growth is projected in Brampton over the next 30 years. The City faces many strategic challenges and there is a range of strategic directions it can pursue.

The consultant team has developed a discussion paper entitled “Options for Strategic Transportation Direction”, and which is attached as *Appendix ‘B’*. The purpose of this paper is to stimulate discussion on the key strategic issues and challenges that the City faces and subsequently the range of strategic directions open to the City. Three distinct options are discussed:

Option 1: Roads Focus

- This strategic direction represents the status quo, in terms of single-occupant auto-based planning, whereby growth is accommodated by constructing more roads. While it represents a “do nothing” approach, capital improvements would still be required to address deficiencies. Other improvements would be made incrementally to deal with local problems, and would be limited to operational strategies such as ITS (Intelligent Transportation System) technologies and maybe HOV lanes.
- Key elements of this strategy include major freeway improvements and extensions, and a grid network of high order arterial roads (4-6 lanes, potential for 8 lanes) supported by 4-lane collector roads.
- Development would continue to be auto-focused, i.e., dispersed land use and

generally low density.

Option 2: Multi-Modal Focus

- A Multi-modal focus looks to a balanced expenditure of investment in roads and transit, and would address links within Brampton and connections to adjacent municipalities. Development would be more transit-oriented, and growth in travel demand would be accommodated through a significant increase in transit modal split.
- Travel demand would be proactively managed through programs and policies that encourage transit use without excessively penalizing auto use. Policies and programs such as TDM (travel demand management) and transit priority measures would also supplement transit capital and operating expansion.
- Key elements of this strategy include: inter-regional Bus Rapid Transit (BRT) service on Queen Street, Hurontario Street, and to the Airport Corporate Centre; increased GO rail and bus service; grid network of bus services through Brampton; strong grid of transit links to Mississauga; transit focus in subdivision/land use planning; limited freeway expansions and extensions; 4-lane arterial and collector grid to support transit service.
- Development would be increasingly transit-oriented, with nodes and corridors as the focus of higher-density development.

Option 3: Transit Focus

- With a transit focused direction, investment in roads will gradually decrease as funding is directed primarily to transit to accommodate future growth. Planning policies and investment would aim to maximize transit modal split. Conversely, auto disincentive policies would also be implemented.
- Key elements of this strategy would include those listed in Option 2, above, as well as: subdivision planning based primarily on transit/pedestrian accessibility; land use allocation re-focused to encourage transit use; auto disincentives, such as limits on parking and restrictions on development and location of parking; grid of HOV/RBL (Reserved Bus Lane) lanes throughout the City; limited freeway expansion, including tolls and HOV/RBL lanes, as well as potential conversion of one existing lane per direction to HOV/RBL.
- The land use implications of this strategic direction include a strong re-orientation of land use to transit-supportive forms; re-focusing of development densities to support nodes and corridors; and the designation of transit terminals as primary development intensification sites.

The definition of a strategic direction or 'transportation vision for Brampton' is an evolutionary process, and is intended to be a cooperative effort with input from City

staff, Council, and the public. With regard to the immediate requirements of the TTMP Study, the modeling and analysis work now being initiated will be carried out in the context of the “Multi-modal” strategic direction. Without precluding further stakeholder/public input into refining an ultimate ‘transportation vision,’ the multi-modal focus best represents a strategic direction that is achievable and that reflects the most realistic framework for accommodating growth in the City, and that recognizes the emphasis on transit and alternative modes of transportation, as specified in the Terms of Reference for this study.

The “Options for Strategic Transportation Direction” discussion paper will be made available to the public for review and comment via the TTMP web site.

Next Steps

As noted earlier, work on Phases 2 and 3 is actively underway. A second Public Information Centre is tentatively scheduled for late March 2003. Communications continue through the TTMP web page which has been posted on the City’s web site, and which will continue to be updated. A TTMP Newsletter is also to be sent out later this month. Comment sheets can still be submitted to City staff or directly to the consultant team and feedback can be e-mailed directly to TTMP@brampton.ca. In addition, focus groups are being organized by ENTRA Consultants Inc. to obtain feedback on transit issues.

Staff will continue to provide further Status Reports to keep the Committee informed as work on the TTMP proceeds, and will advise of any upcoming key activities (e.g., Public Information Centre) as defined in the Study work plan.

Respectfully Submitted,

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APPENDIX A “Draft Phase 1 Progress Report”,

Marshall Macklin Monaghan and ENTRA Consultants Inc., Jan
2003

APPENDIX B “Options for Strategic Transportation Direction”

Marshall Macklin Monaghan and ENTRA Consultants Inc., Jan
2003

APPENDIX A

Transportation and Transit Master Plan

Draft Phase 1 Progress Report

APPENDIX B

Transportation and Transit Master Plan

Options for the Strategic Transportation Direction