



# **DRAFT**Discussion Paper

## **Short Term Action Plan**

June 12, 2003







#### A. INTRODUCTION

A critical component of the Brampton Transportation and Transit Master Plan is the Short Term Action Plan for the City. This action plan will set the stage for the longer term transportation network and policy/program enhancements, and address the concerns raised with respect to existing conditions.

The elements of the Short Term Action Plan have been outlined in the Phase 1 Progress Report, which is now complete. This discussion paper elaborates on these elements, in order to provide further direction for the City.

All readers are encouraged to submit comments on this paper to both the City and the Consultant Team by contacting the individuals below:

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#### B. CONTEXT OF A STRATEGIC DIRECTION

This Short Term Action Plan has been developed in context of the strategic direction for the Transportation and Transit Master Plan. The long term strategic direction must address transportation network and policy issues in an environmentally, economically and financially sustainable manner.

Based on public input and background research, three options for the strategic directions have been designed. Each of thee options address all elements in transportation – namely roads, transit, cyclists and pedestrian facilities, as well as land use strategies, policies and programs, goods movement and funding. The ultimate preferred alternative may contain elements of two or more of the following three options.

**Option 1: Auto Focus (Status quo).** Transportation infrastructure improvements in the City will be concentrated on automobile needs, such as intersection improvements, road widenings and building new roads and highways. The approach is based on the assumption of dispersed land use and auto-focused development.

**Option 2: Multi-modal Focus.** Recognizing the need for multi-modal transportation services to serve the mobility requirements of all Brampton residents, transportation investment will balanced among modes. Development will be more transit oriented, with nodes and corridors as the focus of higher-density development. The City would implement policies and programs to support transit and higher density land use. Examples include Transportation







Demand Management (TDM) and transit priority. A grid of 4-lane arterial and collector roads would support transit services.

**Option 3: Transit Focus.** This option would focus on supporting transit to accommodate future growth, in terms of land use planning and development, investment and engineering design. The City would shift their investment focus to supporting transit instead of roads, to accommodate future growth in a truly compact way that is strongly focused on containing sprawl. Policies to discourage auto use, such as limits on parking supply, restrictions on development and location of parking, would be implemented.

#### C. CURRENTLY PROGRAMMED AND IDENTIFIED IMPROVEMENTS

In defining the need for future improvements, it is important to first understand what has already been programmed by the City, the Region of Peel, the Ministry of Transportation (MTO) and 407ETR. Table 1 summarizes those projects in relation to the areas of concern identified through this and other relevant studies.

Area of Concern	Currently Programmed Actions / 10-Year Capital Plan	Juris- diction	Date
Roads:			
Queen Street (*)	<ul> <li>Widening to 6 lanes, between Hwy 410 and Centre Street</li> <li>Widening to 6 lanes between Hwy 50 and Hwy 410</li> <li>Widening to 4 lanes, between McLaughlin Road and Chinguacousy Road</li> </ul>	City Region Region	2008 2003-06 2005
Bovaird Drive / Castlemore Road (*)	<ul> <li>Widening to 6 lanes between Hwy 50 and Airport Road</li> <li>Widening to 6 lanes between Main Street to Worthington Avenue/Lake Louise Drive</li> <li>Widening to 4 lanes between Worthington Avenue/Lake Louise Drive and Mississauga Road</li> </ul>	City Region Region	2012 2003 2004
Steeles Avenue	<ul> <li>Widening to 6 lanes between Chinguacousy Road and Main Street</li> <li>Widening to 4 lanes between Mississauga Road and Winston Churchill Boulevard</li> </ul>	Region Region	2004 2007
Williams Parkway	<ul> <li>Widening to 6 lanes between Torbram Road and Humberwest Parkway</li> <li>Construction of eastern extension as 4-lane roadway (as extension of North Park Drive).</li> </ul>	City City	2011 2007
	<ul> <li>Construction of 4-lane extension from Chinguacousy Road to Mississauga Road</li> </ul>	City	2012

#### Table 1 - Areas of Concern and Programmed Improvements







Area of Currently Programmed Actions / 10-Year Capital Concern Plan		Juris- diction	Date	
Sandalwood Parkway	• Completion of the missing link, connection to the northern extension of Hwy 410	City	2003	
	• Widening to 4 lanes first, then to 6 lanes between Torbram Road and Dixie Road	City	2005-10	
	Construction of 4-lane extension from Chinguacousy Road to     Mississauga Road	City	2012	
Wanless Drive	• Widening to 4 lanes between Hurontario Street and Chinguacousy Road	City	2006	
Humberwest Parkway (Goreway Drive) (*)	• Construction of the southern extension to Williams Parkway and widening to 6 lanes between Queen Street and Hwy 407	City	2003-04	
Highway 410	• Construction of the extension, north of Bovaird Drive reaching Hwy 10	МТО	2003-05	
Highway 50	Widening to 6 lanes between Castlemore Road and Queen Street East	Region	2005	
Chinguacousy Road (*)	Widening to 4 lanes between Williams Parkway and Wanless     Drive	City	2004	
	• Widening to 6 lanes between Queen Street West and Steeles Avenue	City	2012	
McVean Road	Widening to 4 lanes between Queen Street and Castlemore Road	City	2009	
Gore Road	Widening to 4 lanes between Queen Street East and Mayfield     Road		2007	
Mississauga Road (*)	• Widening to 4 lanes between Queen Street West and Hwy 407	Region	2006	
Kennedy Road	Widening to 4 lanes south of Steeles Avenue	City	2005	
Bramalea Road	Widening to 4 lanes between Sandalwood Parkway and Countryside Drive	City	2005	
Torbram Road	Widening to 4 lanes between Sandalwood Parkway and Countryside Drive		2005	
Creditview Road			2009	
Bramwest Parkway	• Construction of the road between Steeles Avenue and Embleton Road	City	2012	
Intersections				
Queen Street & Main Street	• Left turns have recently been prohibited in all directions			
Bovaird Dr. & Main Street	Widening of Bovaird Drive	Region	2002/03	
Bovaird Dr. & Hwy 410 (Trinity Common Shopping Centre)	City MTO MTO	2003 2004-05 2004		

#### Table 1 - Areas of Concern and Programmed Improvements







Area of	Juris-	Date		
Concern Plan		diction		
<b>Central Bram</b>	oton Screenlines:			
Steeles Avenue	Intersection Improvement at McLaughlin Road	City	2004	
screenline, from	Intersection Improvement at Main Street	City	2009	
McLaughlin				
Road to				
Rutherford Drive				
Highway 410	• Widening of Queen Street wet of Highway 410	City	2008	
screenline, fom				
Bovaird Drive to				
Steeles Avenue				
Trucks on and	d across Steeles Avenue – impact on traffic operation	าร:		
Steeles Avenue,	Intersection Improvement at Torbram Road	Region	2007	
between Main	Intersection improvement at Main Street	City	2009	
Street and	Intersection improvement at Tomken Road	City	2003	
Torbram Road	1			

Table 1 - Areas of Concern and Programmed Improvement
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(\*) These improvements are included in "Road Improvement Priorities Study Phase-2" Report

#### MTO

In Brampton's Strategic Plan, the following MTO projects are cited as goals:

- Complete the construction of Highway 410 from Bovaird Drive to Highway 10 by 2001
- Plan, design and construct the interchange of the Bramwest industrial major arterial road with Highway 407 (between Heritage Road and Winston Churchill Boulevard)

None of these projects has been realized to date. The City continues to press MTO for the first two projects to be completed. The City is working with MTO to assess the third project in light of long-term provincial highway planning initiatives. The planning and environmental assessment studies for the extension of Highway 427 has been initiated.

#### 407ETR

407ETR is planning to widen Highway 407 by one lane per direction between Pine Valley Drive and Highway 27 in 2003. While not in the City of Brampton, this would relieve congestion in the east end of the City. A widening from Highway 401 to Hurontario Street is also under consideration.

#### City of Brampton/Region of Peel

Three sources have been consulted to define programmed or previously identified improvements. These are

- The City's Ten-Year Construction Plan,
- The approved Capital Works budgets; and







• The Region of Peel's <u>City of Brampton Road Improvement Priorities Study (Phase 2: 2003-06)</u>.

#### C. ROAD IMPROVEMENTS

#### C.1 Addressing Areas of Concern

**Table 2** summarizes areas of traffic concern, with the associated issues. Proposed short term actions and potential additional long term measures have also been included, to provide a strategic framework for addressing areas of concerns and related issues.

The improvements listed in Tables 1 and 2 are in addition to the new links that are specific to implementation of Secondary Plans and Plans of Subdivision. These combined improvements are expected to meet the City's needs within the five-year time frame. Oversupply of road capacity can lead to further auto dependence. The results of the existing condition analysis show that there is currently an imbalance against transit, which needs to be addressed prior to adding to this program of road improvements.

#### C.2 Additional Principles for Road Network Development

#### 1. Collector Roads

As a principle with respect to the road network, the City should continue to plan for implementation of a continuous network of collector roads which can provide improved continuity across the City, and accommodate additional development-related demands away from the Regional arterial network. In particular, opportunities for providing additional road connections across freeways and for creating "bypasses" of key nodal intersections should be explored (see **Figure 1** for examples).

Additional road crossings of freeways parallel to the arterial network can enhance the potential for intensification at major highway nodes (see **Figure 2** for illustration). The example of the Vaughan City Centre along Highway 7 is one case where this principle is being applied. This can be a strategy that supports transit access as well as private vehicular access.

In general, collector roads should be developed at a spacing of 500 to 1000 metres, to provide for adequate vehicular circulation and transit access.<sup>1</sup>

This principle should be reflected in any Secondary Plans or Tertiary Plans.

#### 2. Planning for Improved Road Connections through Redevelopment

As a principle with respect to any major redevelopment applications (e.g. Brownfield sites), the City should continue to plan for implementation of additional local or collector road

<sup>1</sup> Transit Supportive Land Use Guidelines, Province of Ontario, 1992







connections where these would assist in distributing traffic and improving pedestrian and/or transit access. Safety and efficiency of traffic operations should be maintained, however.

The principles of continuous collectors at less than 1000-m spacing and introduction of new road connections should be reflected in Secondary Plans.

### 3. Planning Roads that work for Alternate Modes and a Safe and Involved Community

Roads and streets have a role beyond merely conveying people and goods. The design of access and frontage also plays a role in community development. Where possible, direct access should be provided on collector roads. In the case of low-density housing on these roads, designs exist which can limit the number of accesses while maintaining frontage on the street, such as service road concepts (see **Figure 3** for illustration).

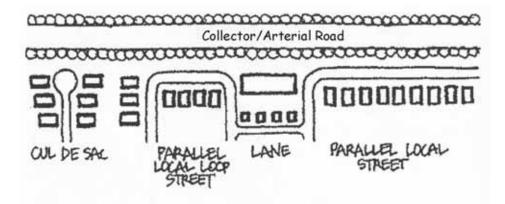


Figure 3 – Streetfront design concepts

Reverse frontage along arterial roads should be avoided where possible. Reverse frontage tends to create communities which "turn their back on the street", decreasing the involvement of residents in the civic life of the Brampton. This means a less safe and secure environment for pedestrians, transit riders and cyclists, which in turn discourages use of these modes and creates an increased cycle of auto dependence and reduced involvement in the City. Cities need to be interactive at the basic level to encourage residents to feel a sense of ownership and responsibility. "Eyes on the street", as this type of development is known, will in turn support initiatives such as the Brampton Safe City Program.

#### D. PUBLIC TRANSIT

The detailed short-term action plan for transit is being developed as part of Phase 3 of this project. The elements that were designated in the Phase 1 Progress Report are listed below, together with the currently proposed actions:







- 1. Enhanced marketing of Brampton Transit and GO Transit services, to reinforce the availability and convenience of these services
  - Review current Marketing Plan for Brampton Transit
  - Update marketing plan and budget of in light of current and short term service changes
- 2. Designating two streets as "transit priority corridors" in the City's Official Plan. These are Hurontario Street / Main Street from Bovaird Drive to the Mississauga boundary, and Queen Street from Chinguacousy Road to the Vaughan boundary
  - The City is initiating the Official Plan Amendment process for this
- 3. Introducing express services on Queen Street East and Main Street as the first stage in Bus Rapid Transit (BRT), "branded" as separate enhanced services to encourage commuter usage
  - This is being addressed under the AcceleRIDE initiative
- 4. Working with Peel Region to implement transit priority on the following streets:
  - Queen Street East connecting to York Region
  - Main Street/Hurontario Street, connecting to Mississauga City Centre
  - Airport Road south of Queen Street, connecting to Pearson Airport and the Airport Corporate Centre
  - Steeles Avenue east of Shoppers World, connecting to York Region and Toronto
  - This is being addressed under the AcceleRIDE initiative
- 5. Working with Peel Region and TransHelp to provide transit services for persons with disabilities
  - These agencies have the responsibility for specialized transit service. Brampton can support them in this through implementation of barrier-free access to buildings, sidewalk design and implementation of the Urban Braille system of guidance
- 6. Improving transit access to and from transit terminals in the City (including GO Stations). This would include changes to signals, pavement markings and signing to give transit vehicles priority
  - This is being addressed under the AcceleRIDE initiative. A detailed plan should be developed for each terminal
- 7. Working with York Region and their private sector partner and Mississauga Transit to introduce improved inter-regional transit and develop a plan for long-term expansion of this concept
  - This is being addressed under the AcceleRIDE initiative
- 8. Reintroducing express services linking key residential areas to GO and Brampton Transit terminals in the City
  - Long term plan and staging plans will address this more fully
- 9. Improving service connections and integration with Mississauga Transit







- BRT/AcceleRIDE, and long term plan and staging plans will address this more fully
- 10. Continuing transit service expansion in the north-east, and
  - Long term plan and staging plans will address this more fully
- 11. Improving service connections to employment zones in the airport area
  - Long term plan and staging plans will address this more fully, together with the *AcceleRIDE* and *BRT* initiatives

These actions will be enhanced in the Phase 3 Strategy. That strategy will refer back to the benchmarks cited in the Phase 1 Progress Report.

#### E. PARKING POLICY

The strategic actions designated in the Phase 1 Progress Report were as follows:

Review parking policies in the City Centre (both on and off-street together) and define a staged plan for the adjustment of rates and rate structures to encourage transit use and discourage long-term parking on street. This could include limiting the permitted parking duration in metered spaces to one hour. They could also include promoting shared-use of parking, which would limit parking over-supply, a key factor in auto dependence.

The existing parking conditions in the vicinity of Main Street and Queen Street are as follows:

- Most of the streets are narrow and accommodate two lanes or two lanes plus parking;
- Widening of existing roads to expand supply is not feasible because of the narrow rightsof-way and existing development;
- To facilitate through traffic, left turns are prohibited at a few important intersections;
- In the downtown core, on-street parking is metered on a few streets, enforced from 9 a.m. to 6 p.m;
- "No parking/stopping" restrictions are enforced according to directional peak traffic on weekdays. Restrictions are either between 6 a.m. and 9 a.m. or between 4 p.m. and 6 p.m., reflecting the direction of peak flow;
- On the east side of Main Street between John Street and Nelson Street, there is no peak period parking prohibition;
- On-street parking restricts the reliability of transit operations;
- Loading and unloading operations are done on street for many small business in the area;
- Most of the parking on-street is for a maximum of one hour with a fee of \$1.00/hour;
- City Hall and Market Square underground parking is free for the first hour and an additional 50¢ for each half-hour, to a maximum of \$5 for each day. There is also an option of a monthly permit for \$35 or year-long parking permit at \$200.

It would be advisable to complete a focused downtown parking operations strategy, to ensure that parking policy is consistent with the overall direction of the TTMP. In September 2000, iTRANS completed a <u>Downtown Brampton Parking Standards Study</u> to recommend new









parking standards for the downtown area. This plan did recommend a moratorium on parking requirements for new development downtown, and formulae for shared parking. The moratorium is passed by the Council and will be effective until December 31, 2003. The moratorium and shared parking policy are expected to be supportive of transit, walking and cycling. Further extension of the moratorium should be considered.

The report also indicated that there is significant surplus parking supply in the downtown area, even during peak times. For the proposed Bus Rapid Transit service, unimpeded access along Queen Street and Main Street will be required.

Therefore, the issue of whether parking should be permitted on Main Street and Queen Street should be studied. Given the surplus parking supply, there is a possibility to re-arrange, relocate or further restrict parking on Main Street and Queen Street, in order to accommodate BRT. The iTRANS on-street parking usage data should be reviewed/subdivided by area, in order to define the potential for relocating existing parking demand elsewhere, such as other streets in the downtown area. A parking operational strategy should be defined to balance transit needs and business needs along Main Street and Queen Street.

Potential changes for parking in the downtown area would include:

- Consider adding metered parking on additional side streets;
- Retain "first hour free" provision in the municipal parking garages, to support business, but increase hourly rates to discourage day-long parking, and thereby encourage transit use;
- Review parking rates in the downtown area relative to other similar downtown areas, and increase through a staged program. Relate stages to implementation of BRT/transit priority on Queen and Main Streets;
- Review loading times with area businesses: consider limiting on-street loading/unloading to off-peak times.

#### F. TOOLS FOR ASSESSMENT OF DEVELOPMENT APPLICATIONS

#### 1. Connectivity Index for Assessing Support for Multi-modal Accessibility

The strategic action designated in the Phase 1 Progress Report was as follows:

Definition of a "Connectivity Index" for development applications, and implementation of this Index in the secondary plan/plan of subdivision/rezoning review processes as a tool for staff. This Index would be intended to measure the connectivity to (existing or planned) transit services, pedestrian and bike facilities. This Index would be defined to address the design of plans of subdivision as well as applications for commercial and industrial uses. As time goes by and the Index is used on a series of







applications, staff will enhance their understanding of what works and what doesn't in terms of accessibility for alternate modes.

This is presented as a work-in-progress, for consideration by the City. The Connectivity Index can be an important tool for development of communities oriented to travel by public transit, walking and cycling. Short interconnected blocks with direct pedestrian connections to transit would have a higher Connectivity Index rating. This type of development favours pedestrians and cyclists because short interconnected streets facilitate these modes while discouraging speeding and dispersing vehicular traffic. Direct routes that shorten trips for pedestrians and cyclists encourage the use of these modes and support healthy, safe communities.

#### How would this be used?

Developments with higher Connectivity Index scores should be promoted. Stakeholders in the development industry should be informed about this index, and encouraged to plan and develop their projects accordingly. Developments with low scores should be revisited to try to obtain an "above-average" score. It is not conceived that failure to achieve a certain score would mean that the application would necessarily be rejected entirely, as there may be other factors to consider.

**Table 3** shows a number of draft suggested factors and ratings for the Connectivity Index, for plans of subdivision, secondary plans and rezonings. The spatial values generally reflect the 1992 Provincial Transit Supportive Land Use Guidelines. The ratings of 0/5/10 are subjective, and the relative weightings among and between factors would be subject to the City's review.







#### **TABLE 3 - CONNECTIVITY INDEX FACTORS**

Development application: \_\_\_\_\_

Applicant:

Planning Scale	Factor	Rating		Development Rating
		Range	Value	
Secondary Plan	<ol> <li>Residential density to support transit service (adjacent to bus route)</li> </ol>	37 units/ha - supports frequent bus service at 1 km spacing	10	
		17 units/ha - supports 1/2 hour bus service at 1 km spacing	5	
		10 units/ha - supports 1 hour bus service at 1 km spacing	0	
	2. Average spacing of collector roads	< 401 m	10	
Secondary Plan		401 - 1000 m	5	
		> 1000 m	0	
Secondary Plan/ Plan of Subdivision	<ol> <li>Average spacing of local roads / transit stops on transit routes</li> </ol>	< 201 m	10	
		201 - 400 m	5	
		> 400 m	0	
Plan of Subdivision	<ul> <li>4. Unobstructed distance to complementary land uses</li> <li>e.g. neighbourhood retail is a complementary land use for residential development, restaurant uses are complementary to office uses</li> <li>distance is based on Brampton walking distance standards for public transit</li> </ul>	Within 400 m	10	
		400-1,000 m	5	
		> 1,000 m	0	
Plan of Subdivision / Site	<ol> <li>Frequency of Transit Service(s) within walking distance of 400 m</li> </ol>	≤10 min	10	
		10 min to 30 minutes	5	
		>30 minutes	0	









#### **TABLE 3 - CONNECTIVITY INDEX FACTORS**

Planning Scale	Factor	Rating		e Bevelopine	Development
		Range	Value	Rating	
		All Day	10		
Plan of Subdivision	<ol> <li>Hours of Transit Service(s)</li> </ol>	Peak Period	5		
Cabarrision	0011100(0)	None	0		
	7. Presence of sidewalks	Both sides	10		
Site	linking to the arterial	One side	5		
	street	None	0		
Secondary		5 minute ride/10 minute walk	10		
Plan/ Plan		10 minute ride/20 minute walk	5		
of Subdivision	lanes/routes/paths on within:	More than 10 minute ride/20 minute walk	0		
/ Site		None	0		
Site 9. Pedestria Streets		Direct to building	10		
	<ol> <li>Pedestrian Connection to Streets</li> </ol>	Through or adjacent to parking area, with designated walkway	5		
		No designated walkway through parking lot	0		
	10.Presence of bike facilities	Bike lock-up/ showers/ change rooms (as applicable)	10		
Site		Bike racks in secure location	5		
		None	0		
	11. Brampton Transit bus service access	On-site	10		
Site		Within 400 m	5		
		> 400 m	0		
Site	12. Proximity to rapid transit service for long distance trips; for example, GO	On-site	10		
		Within 400 m	5		
	rail	> 400 m	0		
	TOTAL SCORE:				

Total possible scores: Secondary Plan = 40, Plan of Subdivision = 60, Site = 80.





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#### 2. Transportation Impact Study Guidelines

It is our understanding that the City does not have transportation impact study (TIS) guidelines for assessment of development applications. Creation and application of TIS guidelines would enable Staff to analyze development impacts more quickly and thoroughly, while also permitting development to proceed more effectively. The TIS guidelines should address vehicular, transit, and pedestrian/cycling needs, as well as Travel Demand Management. They should also include the Connectivity Index.

#### G. OTHER POLICY AND PROGRAM INITIATIVES

Other policy and program initiatives that should be included in the Short Term Action Plan are as follows:

- 1. Continuing implementation of the City's Pathways Cycling Plan, to enhance bike and pedestrian accessibility. Actions are as follows:
  - a) Providing secure bike parking and shower/change facilities at City Hall is suggested as a way of leading by example in support of alternate modes;
  - b) Consideration of intersection treatments and route signage to promote and facilitate bike and pedestrian accessibility;
  - c) Minimize the opportunity for theft by locating parking facilities in publicly visible and secure locations;
  - d) Allocation of bike and pedestrian rest and staging areas. These can be at transit stations, lookouts, restaurants and other attractions;
  - e) To promote cycling and transit together, bike lockers and racks should be installed at major transit stops; bike docks could be installed on transit buses similar to the transit system in Washington, D.C..
- 2. Introduction of a Travel Demand Management program for City staff. Elements of the TDM plan could include facilitating carpools through a rider matching service, providing preferred parking for high occupancy vehicles, subsidizing Brampton Transit passes for employees and permitting transit pass purchase through payroll deduction. Carpools can be supported by providing transit vouchers for employees who must miss their ride home due to scheduling conflicts. Actions:
  - a) Review these concepts with Senior Management;
  - b) Implement measures for trial period of one year, and monitor changes in travel behaviour;
  - c) Make TDM a requirement in Transportation Impact Study guidelines;
  - d) Make a required component of site plan application for major developments. For example, any employer with a staff complement of over 200 could be required to submit a TDM plan showing how they will contribute to minimizing single occupant vehicle trips







It should be noted that the City is a participant in the Urban Transportation Showcase Program proposal for the GTA TDM program, which is being headed by the City of Toronto (in cooperation with all the GTA Regional municipalities and Hamilton).

- **3. Provision of City support for car-sharing programs.** The City could provide subsidized space for a trial program until it becomes established. This would include a small one-person office for the car-sharing co-ordinator and a number of parking spaces. Car-sharing programs in other Ontario cities have been quite successful. Actions:
  - a) Review concept with Senior Management;
  - b) Advertise for interested parties, noting provision of subsidized spaces;
  - c) Implement program on subsidized space basis for one year
- 4. Consider setting up Travel Management Associations (TMA's) in areas of high commercial/industrial activity. The TMA can act as joint public-private forum for development and implementation of programs that are locally appropriate. For example, they can arrange carpools among neighbouring businesses. Actions:
  - a) Review with Stakeholders Advisory Committee (e.g Board of Trade, etc.) and Council;
  - b) Implement on trial basis for one year in Kennedy/Highway410/Steeles area, facilitated by City staff (in terms of monthly meetings, and action plans).

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