

Special City Council Revised Meeting Agenda

Wednesday, May 26, 2021, 6:00 p.m.

Remote meeting live streamed
on guelph.ca/live

Changes to the original agenda are noted with an asterisk "*".

To contain the spread of COVID-19, City Council meetings are being held electronically and can be live streamed at guelph.ca/live.

To listen to the meeting over the phone, call 1-416-216-5643 and enter access code 173 129 4212

Pages

1. Notice of Electronic Participation

1.1. City Council

This meeting will be held by Electronic Participation in accordance with City of Guelph Procedural By-law (2021)-20590.

2. Call to Order

3. Open Meeting – 6:00 p.m.

3.1. O Canada

3.2. Silent Reflection

3.3. First Nations Acknowledgement

3.4. Disclosure of Pecuniary Interest and General Nature Thereof

4. Transportation Master Plan - Our Preferred Future - 2021-137

1

Presenters:

Stephen O'Brien, Acting Deputy Chief Administrative Officer,
Infrastructure, Development and Enterprise

Terry Gayman, General Manager Engineering and Transportation
Services

Jennifer Juste, Manager Transportation Planning

Shawn Doyle, Partner and Consultant Lead, Dillon Consulting

Delegations:

James Fedosov, President, Speed River Cycling Club

Marty Williams, on behalf of the Downtown Guelph BIA

Mike Darmon, President, Guelph Coalition for Active Transport

Leah Nielsen, Unicorn Scoops

Martin Collier, Residents for a Safe Speedvale Avenue

Steven Petric, Chair, Transit Action Alliance of Guelph

Correspondence:

Shakiba Shayani, President and CEO, Guelph Chamber of Commerce

Mike Darmon, President, Guelph Coalition for Active Transport

Leah Nielsen, Unicorn Scoops

Steven Petric, Chair, Transit Action Alliance of Guelph

Recommendation:

1. That Council approve staff's recommendation to proceed with Alternative 3, the "Sustainability and Resiliency Focus" as the preferred solution for the Transportation Master Plan.
2. That staff be directed to develop an implementation plan, policies and financial strategy to support Alternative 3 for Council's approval in December 2021.

***5. By-laws**

Resolution to adopt the By-law (Councillor Allt).

Recommendation:

That by-law number (2021)-20606 is hereby passed.

***5.1. By-law Number (2021) - 20606**

42

A by-law to confirm proceedings of a meeting of Guelph City Council held May 26, 2021.

6. Adjournment

Staff Report



To	City Council
Service Area	Infrastructure, Development and Enterprise Services
Date	Wednesday, May 26, 2021
Subject	Transportation Master Plan– Our Preferred Future: Selecting the Preferred Alternative

Recommendation

1. That Council approve staff's recommendation to proceed with Alternative 3, the "Sustainability and Resiliency Focus" as the preferred solution for the Transportation Master Plan.
 2. That staff be directed to develop an implementation plan, policies and financial strategy to support Alternative 3 for Council's approval in December 2021.
-

Executive Summary

Purpose of Report

This report presents the work completed to date to develop the alternative solutions and to recommend a preferred solution to achieving the vision, values and goals of the Transportation Master Plan (TMP). The Transportation Master Plan is a key deliverable of the Strategic Plan to deliver a future-ready, connected transportation system and to support sustainable interregional travel.

Key Findings

The TMP established a vision that transportation in Guelph will be safe, equitable, sustainable, complete, affordable and supportive of land use. This is strongly aligned to the Navigating our Future pillar of the Strategic plan.

The TMP is built on a strong foundation of technical analyses and community engagement. The project team has conducted four rounds of engagement both in-person and virtually since the project launched, and collected over 2,000 responses to-date.

The "Sustainability + Resiliency Focus" is the recommended preferred solution to achieve the plan's goals based on technical studies, analysis and extensive community engagement.

Financial Implications

Full financial implications of this plan will be presented in December 2021 as part of the final Transportation Master Plan. This study is a [Tier 1 project](#) and is subject to quarterly public reporting on budget, schedule and scope. The project remains within budget.

Operating and capital impacts as a result of future capital project implementation will be provided to Council through the budget process.

Report

Introduction

The City has completed Phase 2 of the Transportation Master Plan (TMP) update, which is required to replace the City's [2005 Guelph Wellington Transportation Study](#) and support the work in progress on the City's A Place to Grow: Growth Plan for the Greater Golden Horseshoe conformity work ([Shaping Guelph](#)). Together, these studies ensure that population and employment growth in Guelph can be safely and adequately accommodated, leading to a future-ready, livable and prosperous community beyond 2031. The City's [Strategic Plan: Future Ready](#) Navigating our Future direction requires an updated TMP to lay out a path toward adopting clean and efficient technology, improving connectivity and safety, and providing affordable, attractive and reasonable transportation options for everyone.

Transportation industry practices are trending toward sustainable integrated multi-modal transportation master plans. Accordingly, this TMP is being developed as a sustainability-driven, equity-based plan that is innovative when compared to traditional car-focused TMPs. The TMP follows the Municipal Class Environmental Assessment (EA) framework. Phase 1, Problem and opportunity identification, was completed in 2020 and summarized in [Attachment 1 - January 2020 information report](#). As part of Phase 1, Council participated in a [workshop](#) on Complete Streets to learn about the benefits and approaches to inclusive street design within constrained areas.

Phase 2, Alternative solutions, is summarized in this report. As per the EA framework for Master Plans, the implementation plan for the TMP will conclude the engagement process and a notice of completion will be circulated upon Council's approval of the final TMP in December 2021.

This staff report explains the justification for recommending Alternative 3 as the preferred solution to Moving Guelph Forward. Full documentation of the TMP is available in [Attachment 2 - Virtual Open House StoryMaps](#) website and provides details on:

- The vision, values and goals;
- Strategic directions papers on topics including new mobility, road safety, and resiliency;
- Existing conditions including trends for trip length, purpose and mode of transportation (mode share);
- Description of the problem statements determined through a combination of technical analysis and public engagement;
- Description of the priority networks established to address the problem statements;
- Description of the alternative scenarios developed to integrate the priority networks; and
- Evaluation criteria and outcome to identify the preferred solutions.

Exploring and evaluating alternative solutions

The TMP has developed and evaluated four (4) alternative solutions to address the goals and problem statements. Details can be found in the [StoryMaps](#), and in [Attachment 3 - Evaluation Memo](#). Results of community engagement on this phase of work is available in [Attachment 4 – Engagement Memo](#). The four alternatives were compared against criteria as outlined in Attachment 3 to determine which alternative is the preferred solution for the TMP. This determination is required so staff can prepare a comprehensive implementation plan under the directions provided by the preferred solution. The four alternatives are generally described as follows (for full descriptions of the alternatives, the public and Council are encouraged to review the StoryMaps linked above).

Alternative 1: Do Nothing

The first option is a “do nothing” scenario in all EAs. This option assumes the City will carry out the existing commitments in the 2018 consolidated Official Plan and supporting master plans to completion but will not add any additional changes to the transportation network. Alternative 1 is not recommended for further consideration, as it does not address the goals and problem statements laid out in this plan.

Alternative 2: Sustainability Focus

This option prioritizes a mode shift to sustainable transportation (bike, walk, bus) with approximately 46 km of roads identified as candidates for future widening to accommodate improvements supporting a Quality Transit Network and Core Cycling Spine. Generally, congestion for vehicles (cars, trucks) is managed by supporting significant mode share shift toward sustainable modes; however, modest congestion is projected in future on some routes. Alternative 2 provides less flexibility in the future to accommodate emerging technologies and transportation trends such as driverless vehicles.

The evaluation of alternatives results in a tie between Alternative 2 and Alternative 3 as a preferred solution. Alternative 2 was supported by the public in the January 2021 survey and engagement.

Alternative 3: Sustainability and Resiliency Focus

This option acknowledges that the City needs to anticipate how changes in technologies, mobility services and personal travel choices will impact the road network. It protects additional arterial road corridors for future widening to accommodate these unknowns.

Alternative 3 maintains all the features of Alternative 2 to continue supporting a mode shift to sustainable modes of travel and maintaining vehicle levels of service through mode shift. It results in slightly less congestion in the future. It is slightly more costly because it includes approximately 68 km of potential road widenings. It scores higher on the improvements to the transportation network due to the flexibility and capacity (resiliency) it builds into the system to adapt and respond to emerging technologies, services and behavioural trends in the future.

Stakeholder engagement preferred this option, and community (public) survey data indicates it was slightly less preferred than Alternative 2 but was still viewed favourably.

Alternative 4: Car Focus

This option takes a traditional approach to ensuring adequate car capacity, and also identifies improvements to transit and active transportation infrastructure.

However, it assumes the road widenings serve both sustainable modes and vehicles simultaneously. A shared car and transit lane will be less able to deliver high-quality transit service, and therefore will result in slower and/or lower mode share shifts to transit.

This option also supports continued growth in trips by vehicles (“induced demand”), which puts pressures on parking supply, land consumption for future development, and greenhouse gas emissions. It also impacts the ability to design complete streets that reduce the risk of severe injury collisions on vulnerable road users. Accommodating vehicle demand with wider streets leads to higher speeds, longer crossing times, and potential for more severe collisions.

Alternative 4 is the most expensive and environmentally impactful plan, as it requires the most extensive road network widening to deliver sufficient space for all modes of transportation city-wide. It is not recommended for further consideration.

Common features in all alternatives

All four alternatives assume that the Hanlon Expressway improvements proposed by the Ontario Ministry of Transportation will proceed, but are unlikely to be completed before 2031.

All alternatives assume the existing permissive truck route, and will recommend a Goods Movement Strategy as part of the final TMP implementation plan.

All alternatives include Metrolinx’s plan for two-way all-day GO service and interregional bus service between Guelph and surrounding regions. The City will also continue coordinating with adjacent municipalities to support interregional transit services.

Alternatives 2-4 recommend the Cycling Spine Network, which provides protected, dedicated cycling facilities designed with all ages and abilities in mind. They also include the Quality Transit Network, which enhances transit service through protections for transit priority measures and for potential future transit priority lanes.

Staff recommend Alternative 3 as the preferred solution

Alternative 3 is best positioned to move Guelph forward to 2051. It maintains vehicle travel in Guelph, while supporting significant enhancements to the convenience and efficiency of sustainable modes of travel. It protects space for future needs, such as for curbside programming for rideshare services or other emerging mobility technologies such as autonomous delivery vehicles. Alternative 3 is future-ready, sustainability-focused, and protects the needs of people who drive. Details on the technical evaluation of alternatives is available in [Attachment 3 – Evaluation Memo](#).

Conscious of the environment and people’s well-being

Alternative 3 sets the City up for success in achieving the [Net Zero Carbon by 2050 goals](#) of the Community Energy Initiative by supporting a shift toward sustainable transportation and electric mobility, and resulting in improved air quality. Policies to support electric mobility and new technologies that are cleaner will be presented in

the final TMP. The recommended priority networks that support pedestrian and cyclist movement continue the City's progress toward improving opportunities for physical activity and access to parks and trails.

Goods movement is maintained

All alternative solutions assumed no change to the current [permissive truck route](#) network. The final TMP will recommend that the City develop a Goods Movement Strategy as a top priority next step. The proposed network improvements in Alternative 3 will improve goods movement by removing cyclists from the road along most truck routes, assigning them to protected spaces away from vehicles.

In all alternatives, there is anticipated to be some sections of road network where congestion is expected as the city grows. In Alternative 3, an additional 4% of the current permissive truck route will experience some congestion during peak hours by 2051, compared to the "do nothing" alternative. The proposed Goods movement strategy will look for opportunities to support efficient goods movement throughout the City.

Interregional travel is factored into the plan

Alternative 3 supports continued coordination and collaboration with Provincial and regional municipal partners to advance improvements to the Hanlon Expressway and to interregional transit (GO rail and bus transit and other transit service providers). This key strategic priority is important to addressing concerns about increased car and truck traffic through neighbouring municipalities.

Interregional travel must also consider parking, both for regional transit riders, and for visitors arriving by car. The TMP will make high-level recommendations on parking strategies to help guide the Downtown Parking Master Plan update and other future studies. Recommendations will be presented in the next phase of the TMP based on technical data analysis and stakeholder feedback.

Addresses equity through a Vision Zero approach

Equity is one of the core values of this plan and addressed in several goals, including Goal 1: People of all ages and physical ability will be able to travel safely using any transportation mode that they choose. The TMP Strategic Directions paper on road safety recommends the City formally adopt the Vision Zero approach and aspirational goal of zero serious injuries and deaths. The Community Road Safety Strategy was approved by Council in 2020 and provides a road safety approach that is already strongly aligned to Vision Zero principles.

Alternative 3 builds on this work and presents a path to achieving a network of complete streets for all road users, regardless of ability, income, ethnicity, employment status or age. This network supports more equitable access throughout the city by improving connectivity and convenience of non-auto modes of travel. Improvements through the Quality Transit Network help close the travel time gap between travel by car versus by bus. Protecting for a complete network of four-lane arterial roadways ensures future expansion of transit and other emerging forms of transportation remain possible city-wide, throughout all of our neighbourhoods.

Makes transit and active transportation a priority

The work of the [Community Plan](#), Strategic Plan and engagement for this plan all indicated strong desire for enhanced public transit and active transportation in

Guelph. This alternative presents network improvements that will support the goals to enhance these modes of transportation. The implementation plan presented next December will also support the development of a Connectivity Index to track progress on these and other mobility networks in the City, as noted in the Strategic plan action plan.

The TMP's proposed Quality Transit Network recommends a staged approach, starting with operational improvements, and eventually as ridership demand and operational needs dictate, moving to dedicated transit lanes:

- Stage 1: operational improvements throughout the network
- Stage 2: where four lanes exist, converting curb lane for transit priority use (either peak hours, or all day as determined through future transit studies)
- Stage 3: widening two-lane roads to four lanes for transit priority use of curb lane.

It is worth noting that ridership is not the only criteria for widening roads from two to four lanes: four-lane arterials improve transit service levels and operations even with traditional service by alleviating conflicts between stopped busses and moving vehicles.

COVID-19 Considerations

A Metrolinx-led survey on the impacts of the COVID-19 pandemic on transit ridership indicates there will be a delayed return to previous ridership growth levels. Teleworking is a significant impact to transit ridership, particularly amongst professional office and institutional workers, and especially for longer commutes. Essential workers and those with shorter commutes have not experienced the same shift away from using transit during the pandemic. Many office-based employers have indicated that some of the increased telework in offices is expected to continue post-COVID, likely through hybrid in-person and remote work arrangements. Remote school has also had a significant impact on post-secondary transit usage during the pandemic but in-person learning is largely expected to return post-COVID. The majority of pre-pandemic transit riders in the Metrolinx survey indicated they would return to transit once a vaccine is rolled out or the pandemic is declared over. More analysis on the impacts of the COVID-19 pandemic will be included in the next phase of the TMP.

Guelph Junction Railway

Guelph Junction Railway (GJR) is not recommended for passenger rail. A preliminary technical assessment of the GJR as a potential passenger rail corridor did not recommend further study or consideration. Population and potential demand would not support sufficient ridership. The corridor alignment presents many at-grade crossings that would impact traffic flow and safety considerations with increased train activity. There are also challenges to siting station locations. Finally, introducing passenger rail service would compete with the proposed Guelph North-South Bus Rapid Transit and the Stone Rd Priority Bus routes.

Access to Downtown is improved for all

The recommended alternative improves connections to and from the Downtown for all modes of transportation and does not compromise the ability to travel by car. Quality transit network improvements, protected and comfortable cycling routes, and more pedestrian connections will make it easier for people to get to and around

Downtown. This is also important to supporting the interregional travel goals of this plan and the Strategic Plan. The next phase of work will recommend opportunities to align the TMP with complementary policies, such as the Downtown Parking Master Plan.

Alternative 3 is the most “Future Ready”:

Alternative 3 – Sustainability and Resiliency Focus provides the most flexibility in the public right of way to address future changes to technology, social behaviours and mobility services.

The TMP recommendations developed as part of the implementation plan will be presented in December. Among them, and in line with the Strategic Plan and associated [action plans](#), will be support of the establishment of the Emerging Mobility Technology Office to provide continuous study, pilot projects, policy research and recommendations on how the City should position itself or adapt to new transportation technologies and services. This office will consider, for example, whether the City should embrace e-scooters, bikeshare, autonomous (driverless) vehicles, and ‘Mobility as a Service’ apps. Staff resources were identified in the 2022 to 2024 Operating Budget Forecast to support this work.

The TMP is built on a strong foundation of technical analyses and community engagement

The vision of the TMP is that transportation in Guelph will be safe, equitable, sustainable, complete, affordable, and supportive of land use. It draws inspiration directly from the tremendous engagement efforts of the [Community Plan](#) (May 2019) “we move freely” themes, which also inform our [Strategic Plan – Navigating our Future](#).

Through additional community engagement, the TMP team confirmed the vision, values and goals and established the problem statements. The results of this engagement are summarized in [Attachment 1 – January 2020 Engagement memo](#) and [Attachment 4 – March 2021 Engagement memo](#).

Technical work included updating the City’s transportation model to most accurately represent travel trends out to 2031. The transportation data analyses and updates to the model help to describe existing conditions such as mode share, trip distribution patterns, and existing capacity constraints in the network. It also helps to understand how different alternatives may impact road capacity and mode share into the future. The data, for example, allowed the team to determine traffic-zone level mode share targets specific to the local land use and travel characteristics, which then were rolled up to inform the city-wide mode share targets for 2051.

Limitations of the data

The TMP informs the City’s infrastructure, programs and policy changes required by 2051, but it is important to note that the foundational data analysis and modeling uses population and employment data projections to 2031 only because that is all that is currently available.

Forecasting travel beyond 2031: Shaping Guelph will ultimately result in a growth management strategy that will plan for growth in Guelph to 2051. Through this work, a preferred scenario for growth, which includes focus areas for both population and employment growth, will be selected. Once a preferred growth scenario is endorsed by Council, information on forecast distribution can be

integrated into the infrastructure master plans including the next update to the TMP. Once available, forecasts to 2051 will be used to update the transportation model and identify where there is a need to update the assumptions and recommendations of the final TMP. It is not expected that the updated data will have an impact on the recommendations of the TMP.

All trips versus only internal trips: The modeling information used in the TMP considers both trips that are completely internal to the City, as well as trips that start or end outside the city. However, for the purposes of proposing a mode share target for 2051, only internal trips are considered, as these are the trips that can be influenced by City policies, programs and capital investments.

Inclusion of undeveloped areas: The modeling work assumes that the Guelph Innovation District and the Clair Maltby Secondary Plan areas are included.

Impacts of COVID-19: The model uses data that predates the COVID-19 pandemic. There is very little certainty about how COVID-19 will change people's travel behaviours at this time. To be conservative, the model assumes trends for car ownership and trips based on pre-COVID patterns. A strategic assessment of potential impacts and trends resulting from COVID, including changes to active transportation trips and transit ridership, will be included in the final TMP.

Alignment of the TMP with other plans

The TMP project team is working closely with project leads on a number of master plans to ensure coordination and alignment of policies and projects, including but not limited to:

- Guelph's Community Plan
- Guelph. Future Ready. Strategic Plan
- Official Plan review update and Shaping Guelph
- Comprehensive Zoning Bylaw Review
- Clair-Maltby Secondary Plan
- 2020 Community Road Safety Strategy implementation
- Speed Limit Review
- Transit Route Review
- Transit Signal Priority Feasibility Study
- Downtown Parking Master Plan (future)
- Downtown Infrastructure Renewal Program
- Guelph Trails Master Plan
- Sustainable Transportation plans: Cycling Master Plan, Active Transportation Network and Sidewalk Needs Assessment

Existing policies and master plans are reflected in the direction of this TMP, while the TMP will also help inform and direct the upcoming plans and projects that are not yet completed.

Next Steps

Staff will proceed with the Council-approved preferred solution to develop the implementation plan for the TMP. This next step represents the fourth and final phase of work under this study. There will be additional opportunities for stakeholder and community engagement throughout this final phase. The implementation plan will include:

- Policy and program recommendations to support the preferred solution, such as developing a Goods movement strategy and establishing a new / emerging mobility program
- Capital plan and cost estimates for implementing the network improvements and other capital infrastructure and service improvements
- Strategic assessment of Covid-19 impacts on transportation trends
- Recommended street hierarchy and cross sections to support the goals of the TMP.

The final plan is scheduled to be presented to Council in December, 2021.

Financial Implications

The TMP study is being completed as a Tier 1 project with [quarterly reports](#) on budget provided to council. The project is currently within budget.

Total implementation cost estimates for the final TMP:

The next phase of work for the TMP will study the cost implications for the long-range capital budget, development charge background study, and operating budget.

Operating impacts of capital projects:

The preferred solution would result in an increase to operating impacts as more segments of protected cycling facilities are built to implement the Cycling Spine network. Winter maintenance is the primary operating cost. Operating impacts as a result of future capital project implementation will be provided to Council through the budget process.

Staff resourcing impacts:

The forthcoming implementation plan and final report will outline the future resourcing impacts of approving the TMP.

Consultations

The TMP has conducted exhaustive engagement of the community and stakeholders over the first three phases of the study: project launch, identifying issues and opportunities, and developing alternative solutions. A comprehensive summary of engagement is included in [Attachment 4](#).

Stakeholder groups include, among others:

- Metrolinx
- Ministry of Transportation Ontario (MTO)
- Adjacent Municipalities: Wellington County, Puslinch Township, Region of Waterloo and Town of Halton Hills.
- Business Community, specifically those involved in goods movement
- Chamber of Commerce
- University of Guelph
- Guelph Wellington Developer Association
- Downtown Guelph Business Association
- First Nations: Mississaugas of the Credit, Six Nations of the Grand River, and Haudenosaunee Confederacy
- General public and interest groups including but not limited to: seniors groups, active transportation groups, and neighbourhood coalitions

Strategic Plan Alignment

The TMP is one of the strategic actions required for delivery this year in the Strategic plan action plan. The TMP aligns with three of the five pillars in the Strategic Plan. The findings of this report most strongly align with Navigating our Pillar, by recommending a preferred solution that:

- Identifies opportunities to support the adoption of clean efficient transportation technology including electric vehicles and autonomous vehicles, smart/intelligent transportation systems, and services to improve mobility;
- Presents a clear path for providing safe, attractive and reasonable transportation options for everyone, including quality transit networks, first-last mile multi-modal connectivity to workplaces and transportation hubs, improved active transportation networks; and,
- Identifies opportunities to continue collaborations with regional transportation authorities to improve two-way all day GO train service and interregional highway operations.

The recommended solution also supports Building our Future by continuing to build strong, vibrant, safe and healthy communities that foster resilience in the people who live here.

Sustaining our Future is addressed through the climate and environmental goals met by Alternative 3. The recommended solution supports the efforts to reduce our carbon footprint resulting from transportation sector through policy change that prioritizes and supports lower-carbon transportation options

Attachments

Attachment-1 [January 2020 Engagement memo](#)

Attachment-2 [Virtual Open House "StoryMaps"](#)

Attachment-3 [Evaluation memo](#)

Attachment-4 [March 2021 Engagement memo](#)

Departmental Approval

Krista Walkey, General Manager, Planning and Building Services

Jason Simmons, Manager, Transit Operations

Doug Godfrey, General Manager, Operations

Gene Matthews, General Manager, Parks

Tara Baker, City Treasurer / General Manager, Finance

Report Author

Jennifer Juste, Manager, Transportation Planning Services

This report was approved by:

Terry Gayman, P.Eng.

City Engineer / General Manager, Engineering and Transportation Services
Infrastructure, Development and Enterprise Services

519-822-1260 extension 2369

terry.gayman@guelph.ca

This report was recommended by:

Stephen O'Brien

Acting Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

519-822-1260 extension 5644

stephen.obrien@guelph.ca



The future of **transportation** in Guelph

Transportation
Master Plan





Vision and Values

Vision and Values:

- Transportation in Guelph will be safe, equitable, sustainable, complete, affordable and supportive of land use.

Strategic Plan: Improve local transportation and regional transit connectivity (Navigating our future)

- Improving transportation connectivity and safety within city limits, while advocating for better regional connectivity with public transit and rail service



Policy Framework

Community Plan

Strategic Plan

**Community and corporate
targets**

e.g. Community Energy Initiative Net Zero Targets

Provincial Policy
and Legislation

Official Plan



Master Plans &
Strategies:
**Transportation
Master Plan**

Service Delivery



The TMP goals

All ages
and
abilities
by any
mode

Easy,
reliable
and
diverse
options

Transit
service
competitive
to driving

Reduces
GHGs
toward
net zero

Aligned
with land
use
objectives

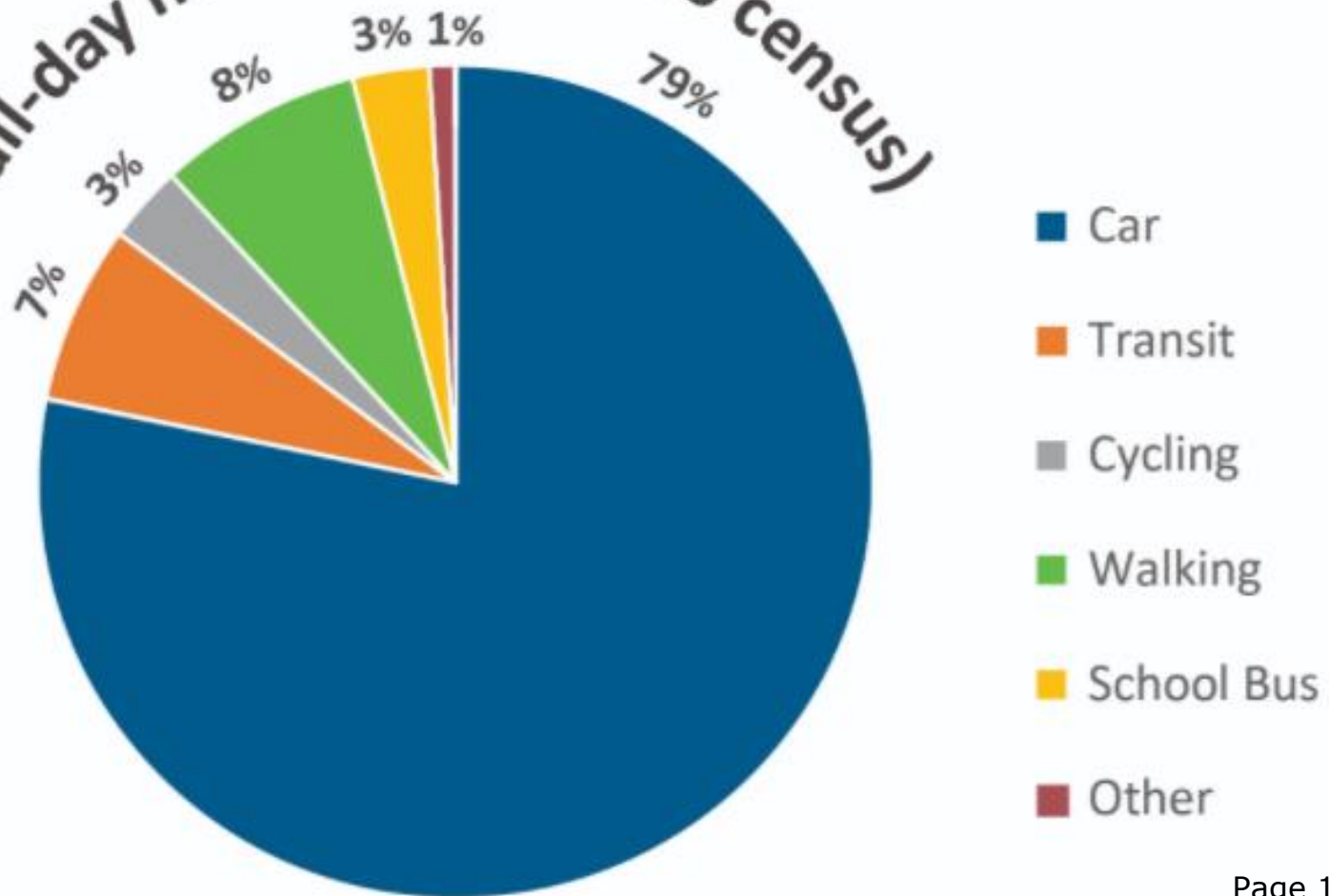
Investments
considers life
cycle costs

Future-ready
while
delivering
great service
today



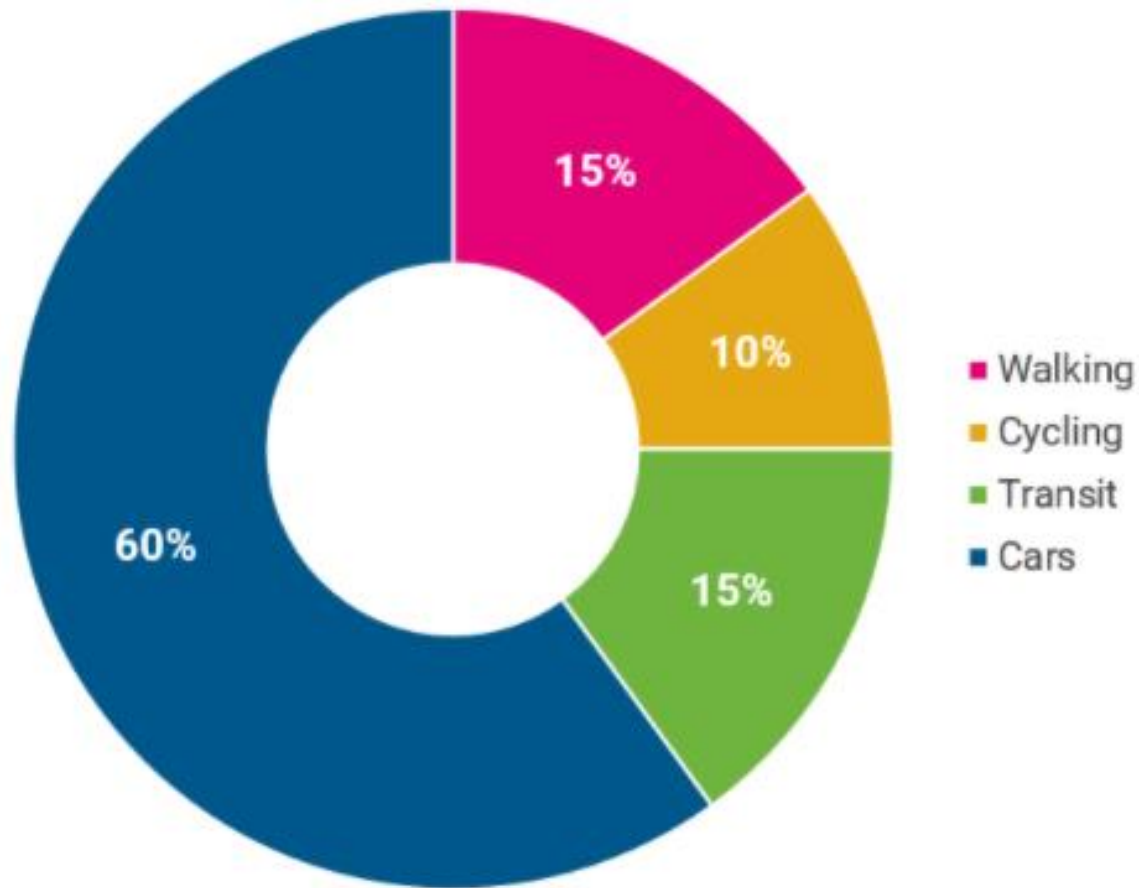
Existing Conditions – travel patterns

all-day mode share (2016 census)



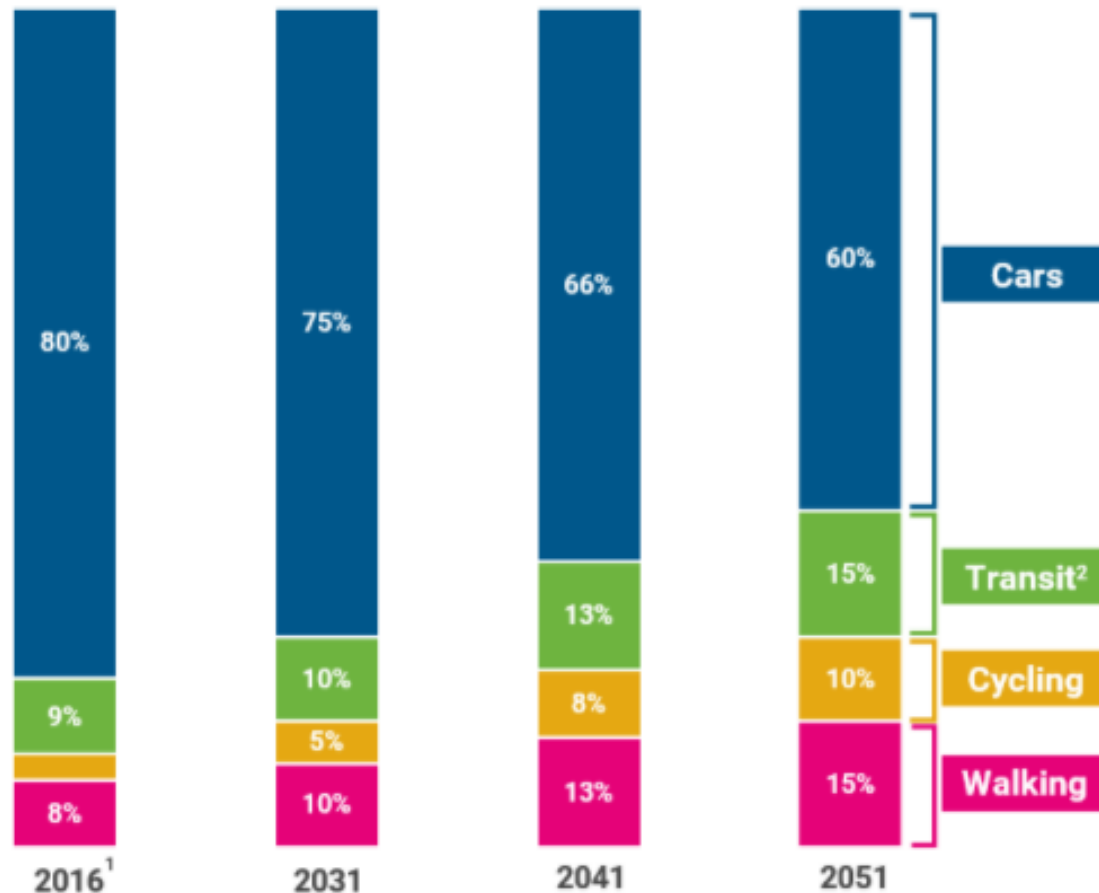


Proposed mode share target





Proposed mode share target continued



Target Milestone Mode Share Shifts (Daily Trips within Guelph)

¹ Source: 2016 Transportation Tomorrow Survey (TTS)

² The transit numbers include travel by Guelph Transit and by school bus, which is assumed to remain at 2.5% every year into the future.



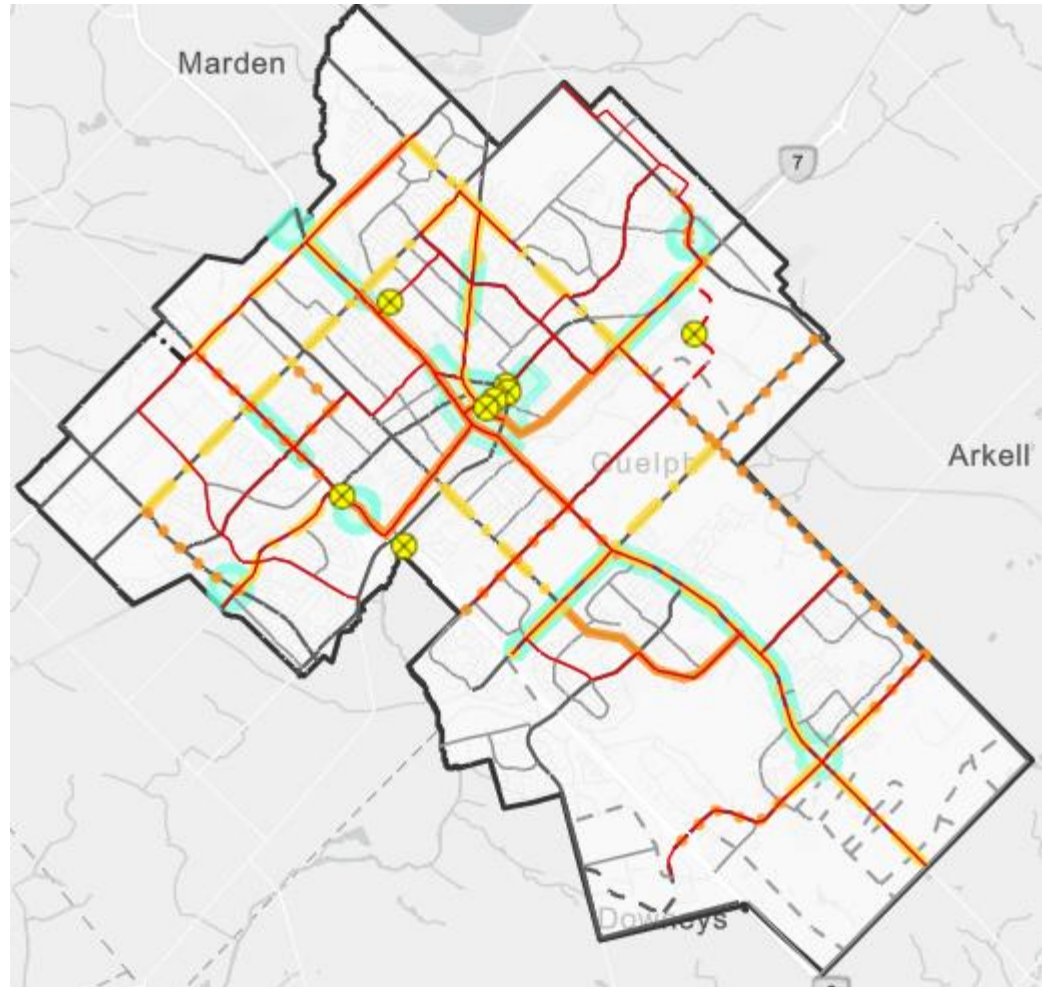
Alternative Solutions

- Do Nothing (ruled out)
- Alternative 2: Sustainability Focus
- Alternative 3: Sustainability + resiliency focus
- Alternative 4: Car efficiency focus (ruled out)



Alternative 2: sustainability

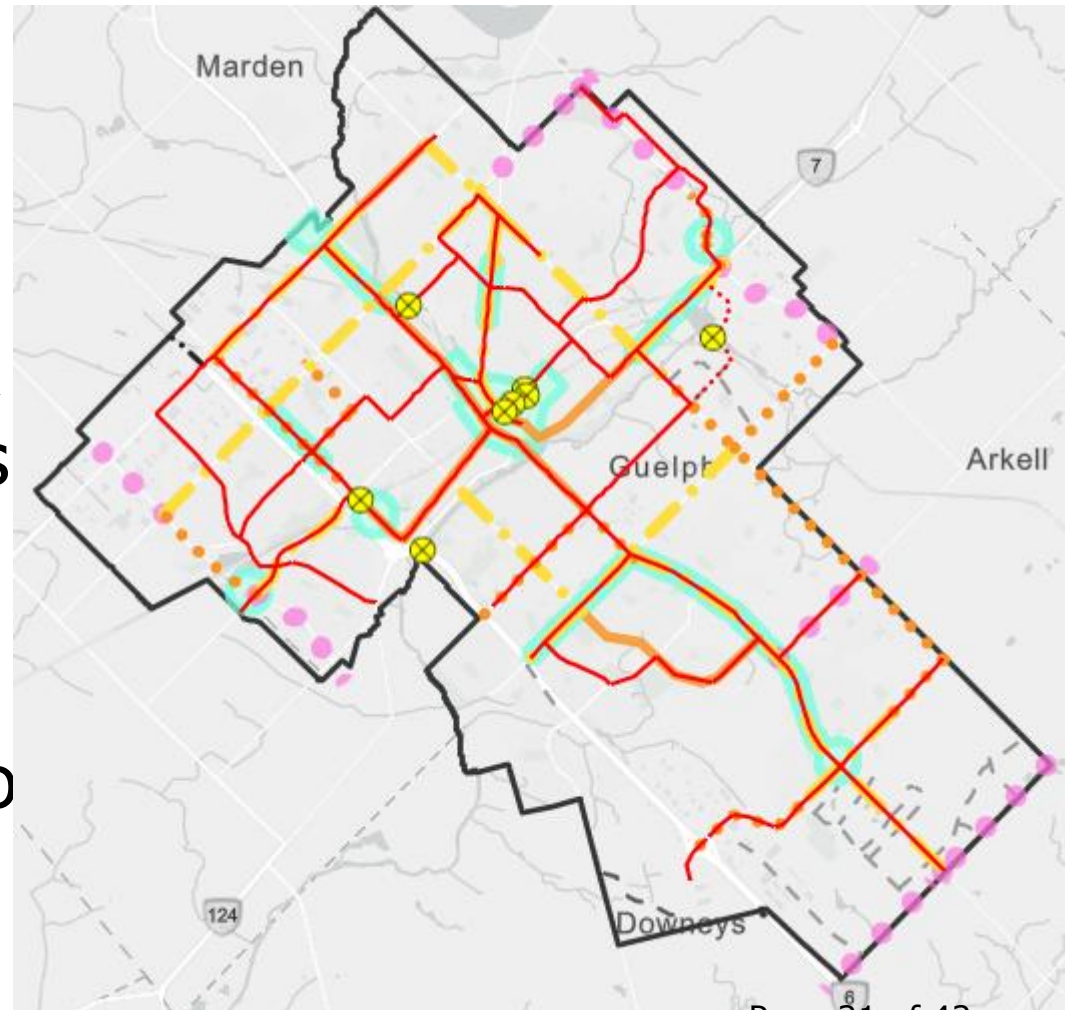
Alternative 2 shifts the mode share in Guelph towards sustainable modes of travel like walking, cycling and transit while not adding new street capacity for cars or new mobility.





Alternative 3: sustainability + resiliency

Alternative 3 adds resilience against future unknowns, such as emerging mobility technologies, or societal disruptions like the COVID-19 pandemic by extending the four-lane street network to offer flexibility and redundancy.





Evaluation of Alternatives

Table 6: Summary of Evaluation

Criteria	Alternative 1 <i>Do Nothing</i>	Alternative 2 <i>Sustainability</i>	Alternative 3 <i>Sustainability and Resilience</i>	Alternative 4 <i>Car Efficiency</i>
Natural and Social Environment				
Transportation Environment				
Cost Environment				
TOTAL				

** Full circle = most preferred, empty circle = least preferred



Support for Alternative 3

- Best meets Strategic Plan objectives to be “future ready”
- Responds to all the goals of the TMP (aligned with Community Plan and Strategic Plan)
- Provides best ‘balance’ between needs of drivers and supporting sustainable transportation
- Allows most flexibility to address future ‘unknowns’ without excessive impacts to property, natural heritage or cultural heritage assets



Corporate alignment

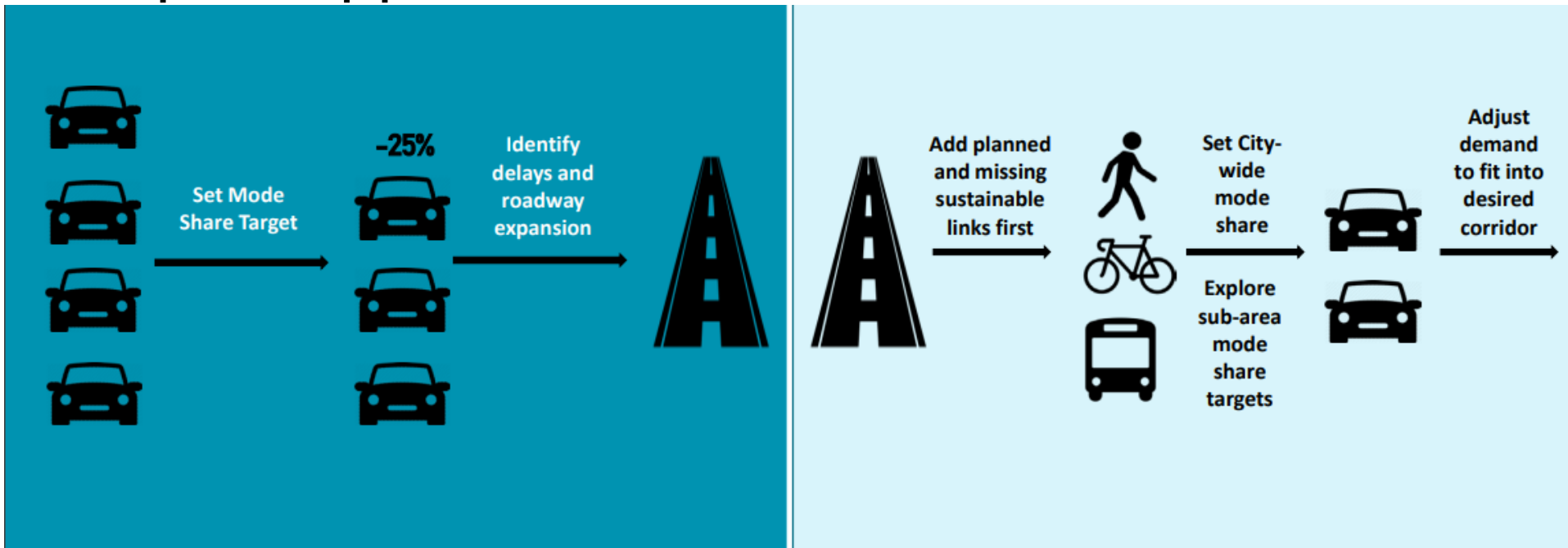
The TMP has been developed in alignment and coordination with the following existing and in-progress plans:

- Guelph's Community Plan
- Guelph. Future Ready. Strategic Plan
- Official Plan (2018 consolidation, Clair-Maltby Secondary Plan, Shaping Guelph)
- Comprehensive Zoning Bylaw Update
- Community Energy Initiative
- Guelph Trail Master Plan update
- others



Other city TMPs (1)

Burlington's Integrated mobility plan flips the traditional approach to TMPs, similar to Guelph's approach.

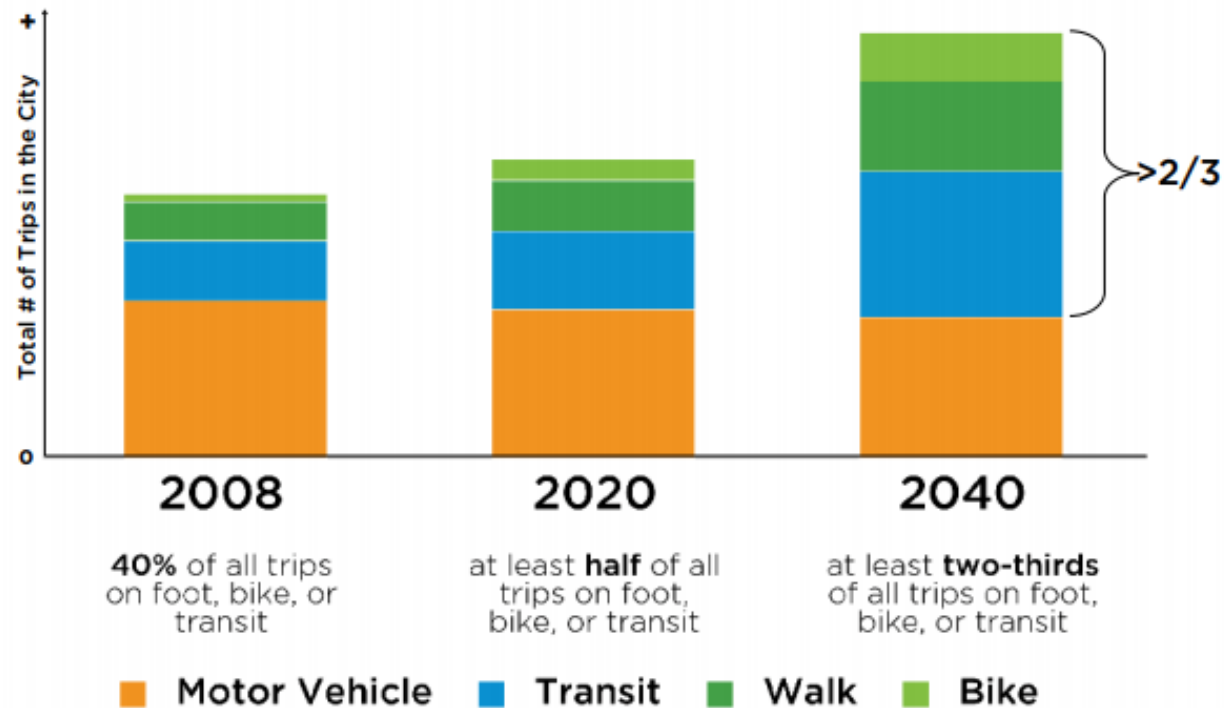




Other city TMPs (2)

City of Vancouver: hold auto trips constant

Mode Share Target for 2020 and 2040

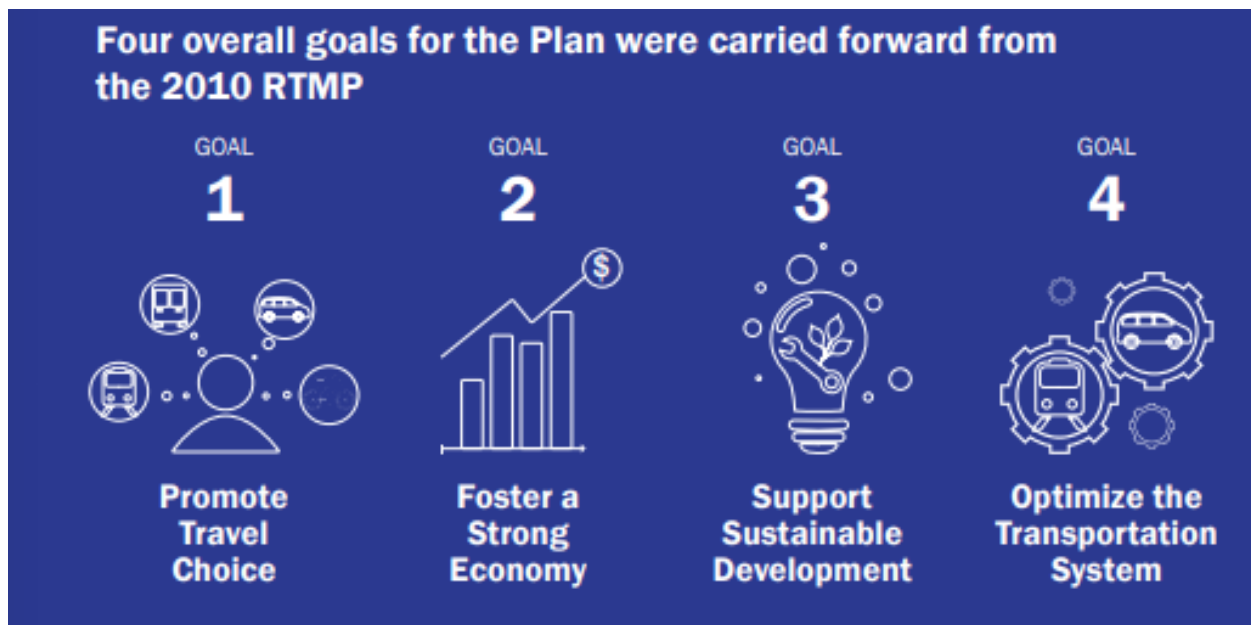


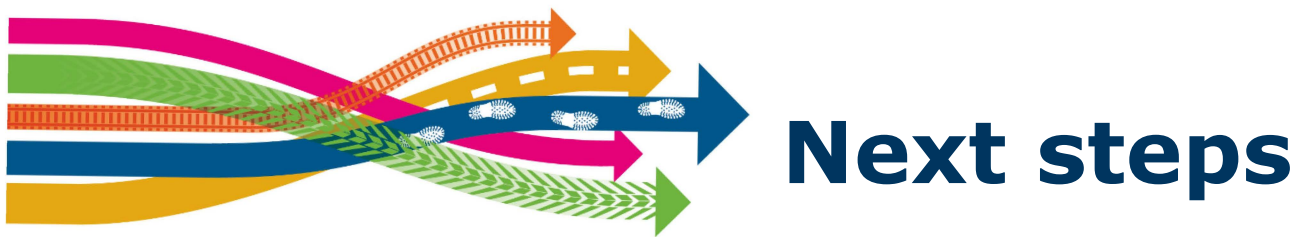
For all trips originating in the City of Vancouver.
Source: Data and analysis based on TransLink Trip Diaries. Opinions expressed do not necessarily represent the views of TransLink.



Other city TMPs (3)

Region of Waterloo took a more traditional approach, but landed on a hybrid of preferred alternatives that prioritized sustainable modes and new mobility to meet their goals.





- Approve the preferred solution
- Proceed to develop implementation plan, capital plan, and policy recommendations for the preferred solution
- Community engagement
- Present complete TMP report in December 2021

Transportation Master Plan



Discussion

May 20, 2021

Re: Transportation Master Plan

To Mayor Cam Guthrie and members of City Council:

The Guelph Chamber of Commerce participated in the Transportation Master Plan (TMP) stakeholder consultation and met with the Engineering and Transportation Services staff to provide insight and feedback for their consideration. The Chamber supports the vision of the TMP where transportation in Guelph is safe, equitable, sustainable, complete, affordable, and supportive of land use.

We support the principles of sustainability and resilience that Alternative 3 provides. We have however, urged that staff consider the population growth targets of the city. Over the short and medium term, car use will continue to grow and as such, attention to car infrastructure and capacity must be a priority as the city works towards the aspirational 2051 modal split.

The staff recommendation that the City develop and prioritize a Goods Movement Strategy is a critical next step. We have requested that resources be directed to a fulsome engagement with businesses who rely on our road infrastructure to transport their goods.

Sincerely,



Shakiba Shayani
President & CEO, Guelph Chamber of Commerce

Dear Mayor Guthrie and Council:

The Guelph Coalition for Active Transportation (GCAT) is a non-profit corporation whose mission is to increase the quantity, quality and safety of active transportation in Guelph.

GCAT wishes to congratulate City Staff, Jennifer Juste in particular, on the forward-looking, insightful and comprehensive work on the Transportation Master Plan Update (TMPU) project to date. We are excited by the prospect of moving around in a community in which active transportation modes are significantly expanded so that all of us can enjoy benefits such as:

- Invigorated local economy
- Physical and mental health, and wellbeing and happiness of participants
- Improved traffic flow due to fewer private automobiles on the roadways
- Reduced infrastructure capital and maintenance costs
- Better and more efficient use of public space
- Reduced energy use
- Alignment with CEI pathway to net zero carbon by 2050
- Less noise and air pollution
- Increased social interactions among citizens
- Independent children

GCAT notes the near perfect alignment between its own mission statement and the strategic directions articulated in the TMPU.

We are writing to encourage you to support the first of City Staff's recommendations regarding the TMPU, specifically, "that Council approve staff's recommendation to proceed with Alternative 3, the "Sustainability and Resiliency Focus" as the preferred solution for the Transportation Master Plan.

It should be noted that GCAT expressed our concern to staff that any resilience capacity associated with Alternative 3 must not be consumed by increased demand for car traffic at the expense of active transportation. Through our dialogue with staff, GCAT is satisfied that active transportation modes will not be compromised in this way.

Though we are extremely supportive of the project work to date, and we are eager for staff to proceed with implementation, it must be recognized that the plan at this stage remains mostly strategic and highly conceptual. We believe that there are many issues with respect to implementation that Council should consider before it grants wholesale approval to proceed. We make the following comments regarding the plan's next steps:

1. **Vision Zero**: The TMPU Strategic Directions paper on road safety recommends the City formally adopt the Vision Zero approach and aspirational goal of zero serious injuries and deaths. To our knowledge Council has not yet formally adopted Vision Zero, and it is unclear whether, in approving Alternative 3, this constitutes such a formal adoption.

GCAT acknowledges the principles and value of Vision Zero as a guiding philosophy in the design and implementation of the transportation system. However we are concerned that, as has been the case in many other municipalities, a formal adoption of Vision Zero by the City of Guelph, without a true commitment of political will that translates into the necessary short- and long-term investment, would be both undesirable and perhaps even counterproductive.

Consequently, GCAT believes that it is vitally important for Council to formally adopt the Vision Zero approach and aspirational goal of zero serious injuries and deaths prior to directing staff to proceed with formulating implementation and financial plans.

2. **Modal Share Targets:** Although GCAT does not have the research resources required to form a basis for specific mode share targets into the future, we would like to suggest that shifts to active transportation should be made more ambitious than those defined in the staff report.

For example, intuitively, we believe that aiming for a cycling modal share increase of only 3% in the entire decade starting in 2031, and then another 2% only in the following decade up to 2051 will not make a sufficient contribution to Guelph's achieving Net Zero on emissions. The proposed gains in pedestrian modal shares are similarly modest. We speculate that, infrastructure investments aside, more progressive land use decisions alone could achieve such modest gains.

We note also that bicycle retailers have sold out their inventories last year and again this year. We have heard of retailers taking orders for delivery in 2023. In addition, even if only from casual observation, it is clear that more community members are walking and cycling than before the pandemic. While much of this activity may be for recreation or exercise as opposed to purposeful transportation, at least this trend demonstrates the ability, capacity and willingness of the community to walk and cycle for short distances. If this is true, then the problem becomes convincing people that the very same amount of walking or cycling can serve them for purposeful transportation as well when distances are short.

Consequently, GCAT recommends that Council direct staff to re-cast modal share targets to be more ambitious and that these targets be stated in terms of minimum, likely and maximum levels to be attained.

3. **Need for Programming Expertise:** GCAT believes that infrastructure investments are necessary but insufficient to cause modal shifts to more sustainable forms of transportation. As staff has pointed out in its analysis reports, the majority of peoples' trips are short, with a large proportion of those trips well within the practical range for pedestrians and cyclists.

If we focus for a moment on walking, we must ask why more people aren't walking where they need to go right now. GCAT believes that a lack of infrastructure is probably not the biggest barrier to walking, which leads us to hypothesize that peoples' choices may be more a matter of behavioural and attitudinal factors. (It must be noted that, given

the lifespan of this plan, many of Guelph's citizens who will be making transportation mode choices haven't yet been born.)

Clearly the TMPU has been formulated within the paradigm of urban planning and engineering, and this, of course, is both necessary and to be expected. However, GCAT argues that successful implementation of Alternative 3 over the many years of this plan, should it be adopted by Council, will require perspectives that go beyond the traditional municipal planning paradigm. Specifically, we believe that successful implementation will require not only infrastructure investments and policy development, **but also programming investments supported by sustained messaging.**

Consequently, GCAT recommends that, while infrastructure and policy play a vital role in effecting modal share shifts, as part of its implementation of the TMP, staff leadership should be directed to source and contract with consultants whose expertise is in change management, and specifically behavioural and attitudinal change.

4. **Essential Transportation:** One of the obstacles to shifting to more sustainable transportation modes is the widely-held perception, particularly among many who do not use active transportation, that walking and cycling are recreational activities, not legitimate transportation options in their own right.

In an effort to establish active transportation modes on an equal basis with more dominant modes within the overall transportation system, GCAT recommends that pedestrian and cycling infrastructure and amenities become officially designated as "essential transportation" in all relevant City plans and documents, including the Official Plan.

5. **Model for Ongoing Collaboration:** The GCAT Board is proud of the fact that we practise a unique brand of advocacy that is characterized by maintaining positive working relationships with its government, business and other organizational partners. GCAT acts as the collective advocacy voice for our members and social media followers now numbering over a thousand. Having supported this community of pedestrians and cyclists, we believe that GCAT is well-positioned to contribute to the City's development of the transportation system's networks, policies and programs on an ongoing and formal basis. While we do not bring specific engineering expertise to the table, that is not the only expertise needed to achieve the desired result. What we do bring is the real and authentic lived experience of our Board, members and followers who walk and cycle throughout Guelph.

Prior to the pandemic, GCAT accepted the invitation of engineering staff to consult with them regarding the Gordon Street improvements project. Over two meetings, we held very fruitful discussions with staff and the project consultant.

More recently, GCAT and other stakeholder groups have had very satisfying and mutually-beneficial discussions with staff regarding the Trails Master Plan Update. As part of this interaction GCAT and others were afforded the opportunity to help formulate lists of priority projects to extend and improve the trails network.

GCAT would like to hold up these experiences as models for future interactions with Transportation Department staff as it moves forward into the next stages of developing the TMPU.

Consequently, GCAT recommends that Council direct staff to organize and conduct stakeholder meetings with the purpose of considering the options for active transportation network improvements, extensions and priorities.

Finally, GCAT fully supports the creation of the Emerging Mobility Technology Office and the expansion of staffing to implement the TMP. Again, GCAT wishes to congratulate City staff on its exemplary work to date on this project and we look forward to ongoing collaboration. Thank you.

Mike Darmon,
President, Guelph Coalition for Active Transportation





Leah Nielsen, Unicorn Scoops



Friday, May 21st, 2021

Re: Transportation Master Plan– Our Preferred Future: Selecting the Preferred Alternative

Transportation is more than moving people, services, and goods on Guelph's roads, rails, buses, sidewalks, and trains. It is an essential infrastructure that shapes our urban form, is a primary determinant of our city's environmental, financial, and social sustainability, and impacts our economic well-being.

How efficiently and quickly we move through our city, the distances we must travel, the transportation choices we have, and how readily we can move between different transportation modes profoundly affects our relationship with our city, the environment, and each other. As one of the Places to Grow in the Province of Ontario's Growth Plan for the Greater Golden Horseshoe Area, our city's transportation system contributes to the economic vitality and competitive advantage of Guelph and the surrounding area.

The Transportation Master Plan is a crucial component to helping shape Guelph into a "Future Ready" 21st-century city that can meet the needs of our diverse and growing urban and regional population. Increasing environmental concerns, acknowledging the ongoing investment needed to maintain our transportation infrastructure, and the rapid growth of our city demand a shift in transportation priority setting. The need to shift from single-passenger vehicles to more public transit use means building outward to a compact urban form. From an auto-oriented view of transportation to a more holistic view of an interconnected, multimodal transportation system where Guelphites can walk, bike, bus, and train efficiently and conveniently to their desired location.

The recommendation from City Staff for Alternative 3 - Sustainability and Resiliency Focus, combines the Sustainability focus of Alternative 2 while also acknowledging that the City needs to anticipate how changes in technologies, mobility services, and personal travel choices will impact the road network. It protects additional arterial road corridors for future widening to accommodate these unknowns.

Both Alternative 2 and 3 fully implement the Pedestrian, Cycling Spine, and Quality Transit Networks.

In a traditional sense, Alternative 2 – Sustainability offers a more conventional route to gaining an increase in modal share. It prioritizes sustainable modes of travel like walking, cycling, and transit over cars and does not add new street capacity for them.

Alternative 3 - Sustainability and Resiliency Focus keeps all the features of Alternative 2 to continue supporting a mode shift to sustainable modes of travel and maintaining vehicle levels of service through mode shift. It results in slightly less congestion in the future but will be more costly because it includes approximately 68 km of potential road widenings. However, it allows for flexibility and capacity (resiliency) to adapt and respond to emerging technologies, services, and behavioral trends in the future.

Stakeholder engagement preferred this option (Alternative 3), and community (public) survey data indicates it was slightly less preferred than Alternative 2 but was still viewed favourably.



The Transit Action Alliance of Guelph supports either Alternative 2 or 3 - with minor concerns for the latter.

The message Guelphites have sent to Council via the consultation is loud and clear: City roads designed for cars above all else are unsafe and unhealthy, not only to people but also communities.

Creating a better balance between how much room we dedicate to cars, buses, pedestrians, and cyclists is crucial for fulfilling our goal of making Guelph genuinely accessible for all.

Placing higher priority on sustainable options (biking, walking, transit) is highly encouraged. Creating a Multimodal Transportation Plan provides a viable, attractive transportation alternative for citizens, including walking, cycling, and transit is critical in building a healthy, sustainable community. While each model can work individually, they must and can work together to create a balanced, integrated network.

Close to a decade ago, the City reorganized and separated Guelph Transit from the Operations and Transportation Departments. This situation caused silos to form and struggle to implement key parts of the Transportation Master Plan and the Transit Master Plan.

While there is now some coordination between departments but for the long term, this will not be efficient or nor economical for our city. More and more cities have realized how important it is to have Transit alongside Transportation Services, Economic Development, Planning, and Tourism. The recent discussions over citywide parking minimums showed the huge disconnect between transit and planning.

The Transit Action Alliance of Guelph strongly recommends that Guelph Transit, Engineering, and Transportation Services and Economic Development and Tourism no longer be in separate silos and be reintegrated together under one DCAO head to bring a more efficient service to our city.

Public Transit is a strategic asset that can be leveraged more to direct development, grow the economy, improve public health, and future-proof the transportation network.

Rideshare programs, hailing apps, and autonomous vehicles stand ready to transform urban transportation into an interconnected network that brings together different modes of transportation into an efficient and compelling whole.

Underpinning it all will be public transit. The Quality Transit Network has the bones to become a strong network of frequent, affordable, and accessible transit which are attractive to people looking to reduce car use. We look forward to the Transit Master Plan discussions in 2022 where we can further expand on this topic.

Whichever preferred solution Council confirms tonight, we look forward to the development of the implementation plan for the TMP and providing additional input during the stakeholder and community engagement later this year.

Thank you.

Steven Petric
Chair
Transit Action Alliance of Guelph
taaguelph@guelph.ca
www.taaguelph.com



Appendix 1:

Balanced Modes or Prioritization of Modes

We do have some concerns over some conflicting language used with both Alternative 2 and 3.

The website states that *“The preferred solution for transportation in Guelph prioritizes equitable access for all transportation modes”* and in the presentation states that it *“Provides best ‘balance’ between needs of drivers and supporting sustainable transportation.”*

After careful research, and looking at the examples given in the report, we have determined that the best way to balance the modes is to prioritize them. The Vancouver, BC, and Burlington, On. examples did just that. Walking first, then biking, then transit, then goods movement, then the single occupancy vehicle or car share. In Vancouver, they did not ban the car and do not talk about “car-lite” or any of those kinds of things. They just prioritize them last. And in doing so, they make all ways of getting around better and successful. Just look at their modal share compared to 1991 when the TMP started the “prioritization.”

If you design and build a multimodal city, it works better for everybody, including drivers.

“Reconsider this word ‘balance.’ Let’s say, for argument’s sake, your end goal is balance. Picture a 100-yard dash where you’ve given the car a 90-yard head start. That’s kind of where you are. Even if your goal is an outcome of balance, by definition you have to prioritize the other modes even to just catch up — let alone be where you should be in urban places.” - Brent Toderian



Brent Toderian  @BrentToderian

Replying to @BrentToderian

I haven't seen a North American city with a stated goal of mobility “balance” that has designs/budgets that would actually achieve balance.



3

124

158





This should not be seen as a war on the car. Making cities delightful for walking, biking & transit makes cities work better for everyone – including car drivers. Buses move more people per hour than a single person in a car. Taking this type of approach is strongly recommended for both Alternatives 2 and 3.

Multimodal needs a plan to be integrated.

We also encourage Council to watch our recorded webinar on “[Multimodal Integrated Transportation](https://taaguelph.com/2021/03/25/video-learn-about-transit-webinar-multimodal-transportation-integration/)” with Transportation Planner Dennis Fletcher for some additional insight on how we can better integrate modes.

<https://taaguelph.com/2021/03/25/video-learn-about-transit-webinar-multimodal-transportation-integration/>

Quick Thoughts

What we like:

- Re-allocating space to all modes and creating Complete Streets.
- Active transportation infrastructure improvements such as protected bike lanes.
- A frequent quality transit network that would give people the freedom to take transit on a whim and not fret over schedules. This will be a game-changer for ridership.
- Putting in a Vision Zero program that takes a systematic, evidence-based approach to eliminating traffic deaths and injuries.

Other Suggestion Points:

- Altering the convenience of driving requires a fundamental re-think of transportation planning, which has typically viewed getting from A to B as quickly as possible as its chief aim.
- Over the past decade, our municipalities and provincial government have poured hundreds of millions into the widening of our roads and highways, in the (mistaken) belief that greater road capacity means less congestion. It does not – after a brief initial speedup, it just induces more people to drive.
- What if we stopped widening our roads and allowed congestion at key points to moderate car use? Further still, what if we adjusted traffic signal timing to favour pedestrians and transit, or re-purposed turning lanes to make room for bike lanes, optimizing for the kinds of transportation choices we actually wanted to encourage?
- None of these suggestions prohibit anyone from being able to hop in their cars and drive where they want. But by changing the incentives, more people will be able to rationally choose different options for getting around.

Areas of Concern:

- The whole process did put the cart before the horse (or is it the car before the house?) Transportation plans are being made in the midst of an update with the Official Plan. Changes in the Official Plan could impact travel patterns used to establish the transportation plan. As Brent Toderian says, “[the best transportation plan is a great land use plan.](#)”
- A lot of handwringing seems to be taking place over transfers between buses (and soon, GO trains). High frequency transit networks reduce the ‘pain’ of transfers, but it can be hard to get to higher frequencies if transit networks are designed to minimize transfers.
- There seems to be a lot of faith put into ‘flexible’ transit with adaptive routes or smaller vehicles. This may be useful in poorly designed, sparse areas, but planners should be careful not to expect this to scale well into denser, urban areas.



- There needs to be a co-ordinated plan to integrate cycling infrastructure alongside transit.
- Making sure we are doing the best to implement Vision Zero and not watering down recommendations.

Land Use Planning

Great cities have great transportation systems. Transit needs good land use planning. Transit thrives in areas with a tight mix of homes, shops, offices, schools and parks. Whether urban or suburban, complete communities complement transit and active transportation. Guelph's Official Plan directs development into specific growth areas. Today, most of these growth areas don't have high frequency transit: our network would connect many suburban and urban growth areas. The plan also directs growth into the urban core, where our network provides excellent service. A permanent, high frequency network will improve access and quality of transit to residents all over the City, helping Guelph thrive. Dense employment hubs like downtowns, main streets, universities and hospitals are strong transit markets. To support transit ridership, Guelph should direct most new office space to Downtown Guelph, and major transit corridors for a transit-oriented future.

The policies and actions of the TMP should reflect the shift in how people want to live and travel today, building on recent work and existing initiatives to rethink and transform our mobility network. The movement of people, rather than vehicles, should be at the heart of this plan.

In an ideal scenario, we would choose our destination based on the nature and quality of the personal experience at that destination.

Quality Transit Network

As Guelph grows so will its transit needs. A high frequency network (15 minutes or better) is just the beginning: more buses; commuter rail; new high frequency lines; bus rapid transit lines; or even light rail and streetcars are exciting options. Our network's transit lanes are the foundation for transit corridors connecting the entire city and region. Whatever modes we chose, the biggest commitments will be building more infrastructure to keep transit out of traffic and providing more residents with frequent service.

Further Reading (Links)

[Essential Elements of Good Transit](#)

[A guide to a more frequent, affordable, and accessible transit system for Guelph](#)

[How to make public transport an attractive option in your city](#)

[Why change can be hard for Transit in Guelph](#)

[Is Your Bus Late or Full? Find Out Why And Some Solutions To Fix It](#)

The Corporation of the City of Guelph

By-law Number (2021) – 20606

A by-law to confirm proceedings of a meeting of Guelph City Council held May 26, 2021.

The Council of the Corporation of the City of Guelph enacts as follows:

1. Subject to Section 3 of this by-law, every decision of Council taken at the meeting at which this by-law is passed, and every resolution passed at that meeting, shall have the same force and effect as if each and every one of them had been the subject matter of a separate by-law duly enacted.
2. The execution and delivery of all such documents as are required to give effect to the decisions taken at the meeting at which this by-law is passed and the resolutions passed at this meeting, are hereby authorized.
3. Nothing in this by-law has the effect of giving to any decision or resolution the status of a by-law where any legal prerequisite to the enactment of a specific by-law has not been satisfied.
4. Any member of Council who disclosed a pecuniary interest at the meeting at which this by-law is passed, shall be deemed to have disclosed that interest in this confirmatory by-law as it relates to the item in which the pecuniary interest was disclosed.

Passed this twenty-sixth day of May, 2021.

Cam Guthrie, Mayor

Dylan McMahon, Acting City Clerk