

TRANSPORTATION MASTER PLAN 2020 UPDATE

TABLE OF CONTENTS AND INTRODUCTION



TRANSPORTATION MASTER PLAN UPDATE
LOOKING AHEAD



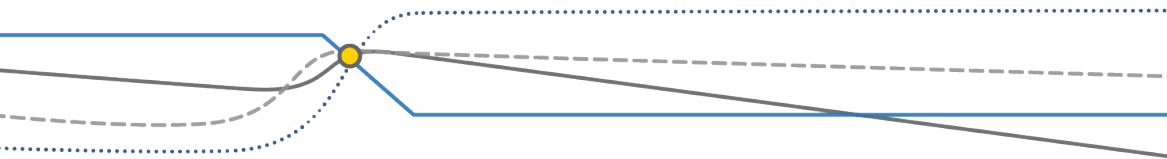


CONTENTS

1	INTRODUCTION	1
1.1	Context	1
1.2	Purpose and Objectives of the Transportation Master Plan	1
1.3	Municipal Class Environmental Assessment Process	1
1.4	Ambitions and Achievements of the 2011 WTMP	2
1.5	Report Organization	6

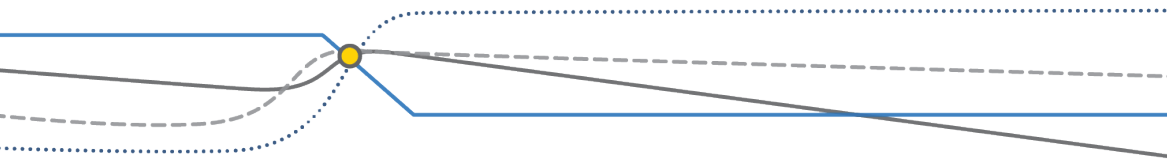
VOLUME 1 – FOUNDATIONS

2	COMMUNITY AND STAKEHOLDER ENGAGEMENT	7
2.1	Program Overview	7
2.2	Notices of Study Initiation and Completion	7
2.3	Online Engagement	8
2.4	Phase One Summary	8
2.5	Phase Two Summary	11
2.6	City Council	14
3	PLANNING CONTEXT	15
3.1	Overview	15
3.2	Province of Ontario	15
3.2.1	Provincial Policy Statement (2020)	15
3.2.2	Places to Grow Act and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)	17
3.2.3	Accessibility for Ontarians with Disabilities Act (2005)	17
3.2.4	2041 Regional Transportation Plan for the Greater Toronto and Hamilton Area (2017)	18
3.2.5	Ministry of Transportation Transit Supportive Guidelines (2012)	18
3.2.6	#CycleON Ontario’s Cycling Strategy (2013)	19
3.2.7	Ontario Trails Strategy (2005)	19
3.3	Region of Waterloo	20
3.3.1	Region of Waterloo Official Plan	20
3.3.2	Region of Waterloo Transportation Master Plan (2018)	20
3.3.3	Walk Cycle Waterloo Region (2014)	21





3.4	City of Waterloo	22
3.4.1	City of Waterloo Strategic Plan (2019 – 2022)	22
3.4.2	City of Waterloo Official Plan.....	22
3.4.3	Northdale Land Use and Community Improvement Plan Study – Urban Design and Built Form Guidelines (2012).....	23
3.4.4	Uptown Public Realm Strategy (2019).....	24
3.4.5	Rapid Transit Station Area Plans.....	25
4	EXISTING ENVIRONMENT	27
4.1	Geographic Setting	27
4.2	Natural Features	28
4.3	Cultural Heritage	30
4.4	Socioeconomic and Demographic Profile	32
5	CURRENT TRANSPORTATION SYSTEM	35
5.1	City Networks	35
5.1.1	Active Transportation.....	35
5.1.2	Roadway.....	41
5.2	Other Transportation Services	47
5.2.1	Regional.....	47
5.2.2	Provincial.....	49
5.2.3	Private	49
5.3	Travel Behaviour	50
5.3.1	Current Trends	50
5.3.2	Change Over Time	51
5.3.3	Potential Impact of Transportation Innovation.....	55
5.3.4	Implications of 2020 Coronavirus Pandemic	55
5.4	Demand and Level of Service	56
5.4.1	Active Transportation.....	56
5.4.2	Roads	58
6	FUTURE OUTLOOK	63
6.1	Growth and Development	63
6.2	Opportunities and Challenges	64
6.3	Transportation Vision, Principles and Objectives	66
6.4	Alternative Planning Strategies	67
6.5	Assessment of Alternative Strategies	68

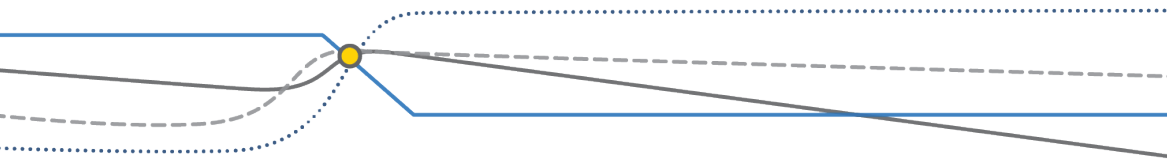




6.6	Preferred Alternative	69
7	IMPLEMENTING THE PLAN	71
7.1	Use of the Plan.....	71
7.2	Implementation Processes and Tools	71
7.2.1	Official Plan.....	71
7.2.2	Development Approval Process.....	72
7.2.3	Future Environmental Assessment Requirements.....	72
7.2.4	Capital Budget and Development Charges Background Study	72
7.2.5	Asset Management Plan	73
7.3	Funding Opportunities	74
7.3.1	General Tax Levy	74
7.3.2	Development Charges.....	74
7.3.3	Provincial and Federal Programs.....	74
7.3.4	Other Funding Mechanisms	75
7.4	Monitoring	77
7.4.1	Strategy	77
7.4.2	Performance Measures.....	78
7.4.3	Data Collection.....	78
7.4.4	Reporting	80
7.5	Plan Review and Updates.....	80

VOLUME 2 – ACTIVE TRANSPORTATION STRATEGY

8	ACTIVE TRANSPORTATION STRATEGY	82
8.1	Overview	82
8.1.1	Plan Process.....	83
8.1.2	Active Transportation Guidance.....	84
8.2	Active Transportation Access	85
8.2.1	Access to Transit	86
8.2.2	Access to Schools.....	86
8.2.3	Access to Community Resources.....	89
8.3	Active Transportation Barriers	91
8.3.1	Influencing Factors	91
8.3.2	Safety Issues	91
8.3.3	Network Gaps.....	94
8.4	Proposed Active Transportation Facilities.....	96

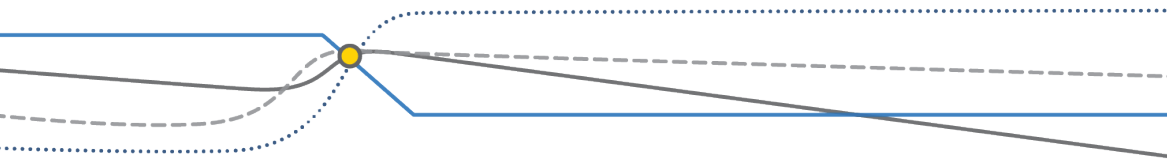




- 8.4.1 Ultimate Cycling Network..... 96
- 8.4.2 The Pedestrian Environment..... 104
- 8.4.3 Primary Network..... 112
- 8.4.4 Intersections and Road Crossing Design..... 113
- 8.4.5 Highway 85 Crossings..... 114
- 8.4.6 Planning Level Cost Estimates..... 115
- 8.5 Active Transportation Priorities.....123**
 - 8.5.1 Active Transportation Prioritization Criteria..... 123
 - 8.5.2 Active Transportation Priorities..... 124
 - 8.5.3 Sidewalk Prioritization Methodology..... 124
- 8.6 Active Transportation Operations and Maintenance.....131**
 - 8.6.1 Existing Practice for Maintenance of Active Transportation Facilities..... 131
 - 8.6.2 Recommended Practices 132
- 8.7 Active Transportation Opportunities135**
 - 8.7.1 Bicycle Friendly Community 135
 - 8.7.2 Facilities in Regional Right-of-Ways 136
 - 8.7.3 Sidewalk Widening at Key Locations..... 136
 - 8.7.4 Re-routing of The Great Trail 137
 - 8.7.5 Improved Active Transportation Crossing at Columbia Street West and the Laurel Trail 138
 - 8.7.6 Coordinating with Adjacent Jurisdictions..... 138
 - 8.7.7 Active Transportation Connection to Woolwich 139
 - 8.7.8 Incorporating Counters in Projects 139
 - 8.7.9 Trail Lighting 139
 - 8.7.10 Wayfinding..... 143
 - 8.7.11 Funding Opportunities..... 148
 - 8.7.12 20-Minute City..... 149

VOLUME 3 – ROADS, TRANSIT AND FUTURE MOBILITY STRATEGIES

- 9 ROADS..... 154**
 - 9.1 Complete Streets154**
 - 9.1.1 Philosophy..... 154
 - 9.1.2 Recommended Policy Changes..... 156
 - 9.1.3 Multi-Modal Level of Service 158
 - 9.2 Vision Zero.....161**
 - 9.2.1 Philosophy..... 161
 - 9.2.2 Recommended Action Plan 164

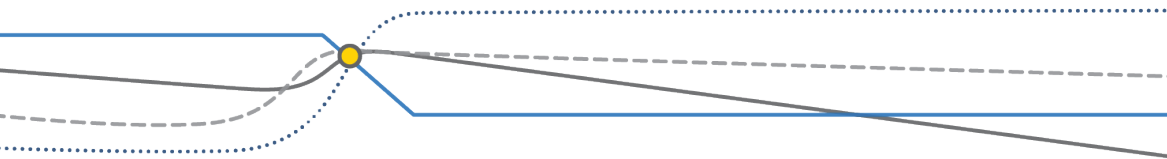




9.2.3	Residential Neighbourhood Speed Limits	165
9.2.4	Addressing Identified Collision Locations.....	167
9.3	Roadway Classification and Design.....	168
9.3.1	Lane Widths.....	168
9.3.2	Roadway Classification.....	172
9.4	Proposed Road Works.....	179
9.4.1	Philosophy.....	179
9.4.2	Network Capacity.....	180
10	TRANSIT AND FUTURE MOBILITY.....	183
10.1	Supporting Transit	183
10.2	Shared and Micro Mobility.....	184
10.3	Automated, Connected and Electric Vehicles.....	190
10.4	Parking and Curb Space Management	194
10.4.1	Parking Reform.....	194
10.4.2	Uptown Waterloo Parking.....	195
10.4.3	Curb Space Management	196
10.5	Smart Cities and Big Data	197

APPENDICES

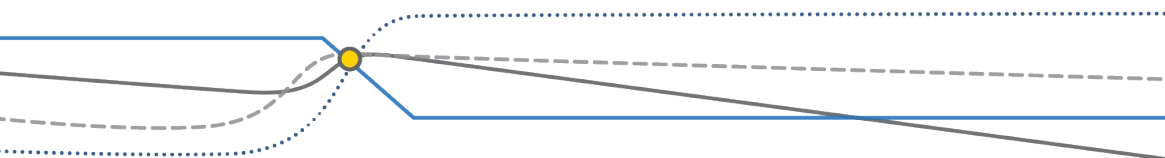
- Appendix A Engagement Program
- Appendix B Updated Sidewalk Policy
- Compendium of Working Papers (Under Separate Cover)





FIGURES

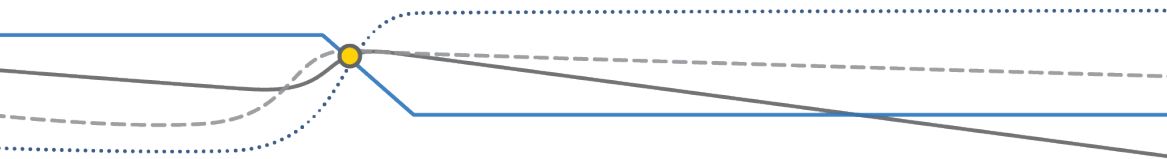
Figure 3.1:	Policy Framework.....	15
Figure 4.1:	Land Use Plan.....	27
Figure 4.2:	Natural System.....	29
Figure 4.3:	Wellhead Protection Areas.....	30
Figure 5.1:	Hot Spot Analysis for Drive Times for 2018 City of Waterloo Fire Rescue Emergency Incidents.....	43
Figure 5.2:	Grand River Transit System Map.....	48
Figure 5.3:	Trip Purpose, 2016.....	50
Figure 5.4:	Travel Mode Share, 2016.....	51
Figure 5.5:	Total Daily Trips By Ward, 2011-2016.....	52
Figure 5.6:	Total Daily Trips by Purpose, 2011-2016.....	53
Figure 5.7:	Active Transportation Mode Share of Trips 8 Kilometres or Less by Ward, 2011- 2016.....	54
Figure 5.8:	Existing Weekday AM Peak Hour Intersection Level of Service.....	61
Figure 5.9:	Existing Weekday PM Peak Hour Intersection Level of Service.....	62
Figure 7.1:	Monitoring Process.....	78
Figure 8.1:	Inputs into the Planning Process.....	84
Figure 8.2:	20-Minute City Concept in Waterloo.....	151
Figure 8.3:	Connectivity Analysis Methods.....	153
Figure 9.1:	Complete Streets 2.0 Principles.....	157
Figure 9.2:	New Vision for Safety.....	162
Figure 9.3:	Gateway Speed Limit Signs.....	166
Figure 9.4:	Narrow Curb Lanes with Buffered Bike Lanes.....	170
Figure 9.5:	Arterial Road Conceptual Cross-Section.....	170
Figure 9.6:	Major Collector Road Conceptual Cross-Section.....	171
Figure 9.7:	Minor Collector Road Conceptual Cross-Section.....	171
Figure 10.1:	Relating Mobility on Demand and Mobility as a Service.....	186
Figure 10.2:	Examples of Shared Mobility.....	186
Figure 10.3:	EcoMobility Hub Concept.....	189
Figure 10.4:	Automated, Connected and Electric (ACE) Vehicles.....	192





MAPS

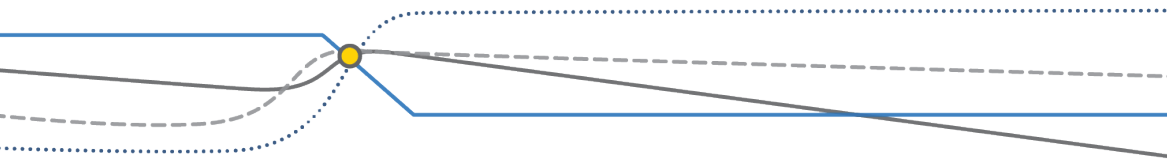
Map 5.1:	Existing Pedestrian Network	36
Map 5.2:	Existing Cycling Network.....	39
Map 5.3:	Existing Road Network.....	42
Map 5.4:	Emergency Response Routes.....	45
Map 5.5:	Truck Routes.....	46
Map 5.6:	Live Work Play Demand Analysis	57
Map 8.1:	Cyclist Access to Transit	87
Map 8.2:	Cyclist Access to Schools.....	88
Map 8.3:	Cyclist Access to Community Resources.....	90
Map 8.4:	Pedestrian- and Cyclist-Involved Collisions	93
Map 8.5:	Active Transportation Network Gaps	95
Map 8.6:	Proposed Ultimate Cycling Network.....	102
Map 8.7:	Proposed Cycling Priority Projects.....	130
Map 9.1:	Proposed Road Classifications	176
Map 9.2:	Recommended Road Network Capacity Projects	182





TABLES

Table 2.1:	Phase One Community Engagement Summary	10
Table 2.2:	Phase Two Community Engagement Summary	12
Table 4.1:	Change in Socio-Demographic Characteristics, 2011-2016	34
Table 4.2:	Change in Population by Ward, 2011-2016	34
Table 5.1:	High Priority Network	40
Table 5.2:	Change in Mode Share, 2011-2016.....	53
Table 5.3:	High Priority Network Counts	58
Table 5.4:	Level of Service Descriptions	59
Table 6.1:	Development Forecasts	63
Table 6.2:	Evaluation Criteria and Measures.....	68
Table 6.3:	Multiple Account Evaluation of Alternative Planning Strategies.....	69
Table 8.1:	Cycling Facility and Treatment Selection Table	97
Table 8.2:	Existing and Proposed Bikeway Classification Terminology	98
Table 8.3:	Proposed Pedestrian Facilities Classification Terminology.....	101
Table 8.4:	Proposed Active Transportation Projects	105
Table 8.5:	Proposed Priority Network Facility Composition.....	112
Table 8.6:	Proposed Project Planning Level Costs	117
Table 8.7:	Cycling Priority Projects	126
Table 9.1:	City of Waterloo Complete Streets Policy	155
Table 9.2:	National Complete Streets Coalition: Elements of a Complete Streets Policy .	159
Table 9.3:	Cross-Section Components and Required Right-of-Way	172
Table 9.4:	City of Waterloo Road Classification Criteria.....	174
Table 9.5:	Proposed Road Classification Changes	177
Table 9.6:	RecommenDed Road Projects	181
Table 9.7:	Recommended Road Projects in the City of Waterloo in 2018 Region of Waterloo TMP	181





1 INTRODUCTION

1.1 Context

The first **City of Waterloo Transportation Master Plan (WTMP)** released in 2011 outlined the recommended transportation policies and plans intended to support a “*City that is truly accessible to all*” to 2031. With a new 2041 horizon, the City is “*Looking Ahead*” and updating the plan. The WTMP 2020 Update builds on the principles of the previous plan, updating policies and actions in some areas and formulating new ones to address evolving transportation and land use issues facing the City of Waterloo.

1.2 Purpose and Objectives of the Transportation Master Plan

A Master Plan is an all-encompassing planning document that strategically directs all aspects of the program it addresses. The WTMP considers all modes of transportation in the City of Waterloo that are under the jurisdiction of the City, namely cycling facilities, pedestrian infrastructure, and roadways. It must be aligned with and comply with the City’s Strategic Plan and Official Plan (see **Section 3.4.1** and **Section 3.4.2**).

The purpose of the WTMP is to provide an implementation strategy for the coordination and integration of the transportation system that will guide the decision-making process for the next 20 years to 2041.

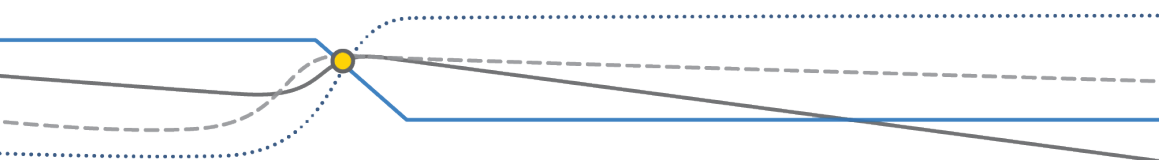
The transportation system recommended by the WTMP integrates the transportation infrastructure requirements of existing and future land use, with the community planning vision and objectives of the City for growth management, public safety, affordability, economic vitality and quality of life developed through the City’s Official Plan.

**The
planning
horizon of
the
WTMP
Update is
2041.**

1.3 Municipal Class Environmental Assessment Process

The Municipal Engineers Association *Municipal Class Environmental Assessment* (October 2000, as amended in 2007, 2011 and 2015) (MCEA) recognizes that it is sometimes advisable to plan municipal infrastructure as part of an overall system, rather than as specific projects such as a roadway improvement project. The planning provisions of the MCEA describe the scope of a master plan as being broad and comprehensive, usually including analysis of an entire system such as a municipal transportation system, to develop a framework for future works and developments. The master plan is not typically prepared to address site-specific problems such as traffic operations at individual intersections or in specific neighbourhoods.

The WTMP was prepared in conformance to the master planning process of the MCEA. This accepted master planning process applies to long range transportation plans that integrate





municipal infrastructure including roads, public transit systems, bikeways, pedestrian systems and the parts of air, marine and rail systems that involve municipal responsibility. To help expedite these types of transportation projects, the MCEA provides alternative approaches for the preparation of master plans, each designed to address at least Phases 1 and 2 of the process.

The WTMP conforms to the MCEA description of a master plan using **Approach #1** from the Class EA document. Following this approach, Phases 1 and 2 of the MCEA process were concluded by broadly establishing the problems and opportunities associated with the City's transportation system over the next 20 years and selecting a preferred transportation planning solution to address these needs and opportunities.

The WTMP follows master planning Approach #1 of the MCEA process.

Once approved by the municipality, the WTMP then provides the context for the implementation of specific minor (Schedule B) projects such as intersection improvements, and major (Schedule C) transportation infrastructure projects such as road widening and extensions. As such, the WTMP satisfies Phases 1 and 2 of the Class EA process, once again by establishing the problem or opportunity that such projects address and selecting the preferred transportation planning solution.

More detailed investigations will be required for specific Schedule C projects recommended in this WTMP. Schedule B projects will require the filing of the project file for public review, while Schedule C projects will have to fulfill Phases 3 and 4 of the MCEA process prior to filing an Environmental Study Report (ESR) for public review. In both cases, the public review period includes a Part II Order appeal mechanism, where an individual can make a written request to the Minister of the Environment to extend the project to a higher level of EA investigation.

Note: A Part II Order request can only be made on a project-specific Schedule B or C Class EA, and not on a Transportation Master Plan on which such a project is based.

1.4 Ambitions and Achievements of the 2011 WTMP

The previous 2011 City of Waterloo Transportation Master Plan (2011 TMP) supported a healthy and sustainable city through the implementation of a more “balanced” transportation network. The plan established a policy framework to encourage development of a multi-modal system of walking, cycling, and transit, while recognizing automobiles will remain the primary form of transportation for the foreseeable future. The plan also established the need to maintain a reliable road network to sustain economically competitive movement of goods and services.

The 2011 TMP included 20 action items divided into short, medium, and long-term timeframes. **Table I.1** outlines the status of these action items.

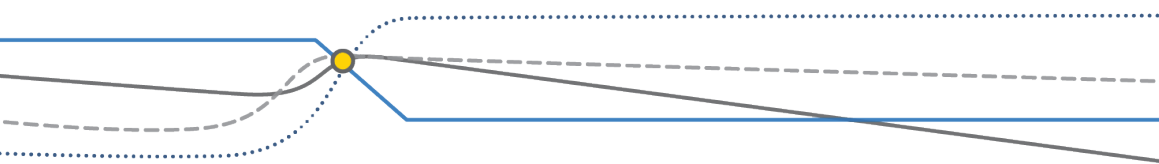




TABLE I.1: 2011 TMP ACTION ITEMS

Action	Status				
	Complete	In Progress	Not Started	To be Reviewed	No Longer Required
Short Term: 0 -5 Years					
Integrate key TMP recommendations into Official Plan Update including: Transportation Vision and Objectives, Complete Streets Policy, Road Classification, and Roadway Widening.	X				
Integrate a Transportation Demand Management (TDM) checklist and incentives into the City's Zoning Bylaw and development approval process.	X				
Create an Active Transportation / TDM Manager staff position in the CAO's office to guide implementation of the TMP.					X
Update the City's Traffic Calming Policy as recommended in the TMP with new processes for initiating new projects, conducting associated traffic calming studies, approving the studies, and monitoring the results.	X				
Continue to apply the guiding principles and recommendations of the 2008 Uptown Parking Strategy that are compatible with the transportation vision and objectives set in the 2011 TMP. Review Uptown Waterloo public parking costs to ensure they do provide a financial incentive to use public transit.		X			
Update the City's sidewalk winter control practice with staged implementation of City responsibility for winter sidewalk maintenance (snow and ice removal). This begins with the City taking responsibility for sidewalk winter control in key high pedestrian areas of the City in response to the Complete Streets and transit-oriented objectives.				X	
Develop a new overnight on-street parking policy that permits overnight on-street parking in areas of the City where such parking is compatible with the street context. This includes implementation of a process for City staff to determine where such parking is appropriate and compatible.	X				

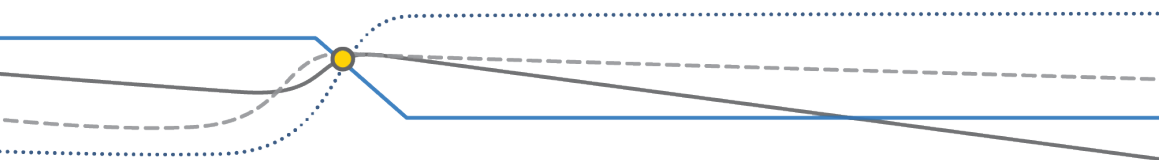




TABLE I.1: 2011 TMP ACTION ITEMS

Action	Status				
	Complete	In Progress	Not Started	To be Reviewed	No Longer Required
Implement the recommended Bikeways and Trails Master Plan with seven (7) recommended bikeway and trail projects in Year 1 (\$105,000), followed by 36 projects in Year 2-5 (\$1.7 Million) as identified in the 2011 TMP.		X			
Provide annual “State of the Transportation System” reports to City Council.		X			
Medium Term: 5-10 Years					
Conduct the first TMP review and update in 2016 in association with review of the Official Plan, followed by the second review and update in 2021.		X			
Prioritize and implement Bikeways and Trails Master Plan projects within the 5+ Year timeframe (approximately 50 projects).		X			
Construct road improvements to Columbia Street West between Fischer-Hallman Road and Erbsville Road in accordance with the TMP and an approved Municipal Class Environmental Assessment.	X				
Support the Region of Waterloo in the approval of Municipal Class Environmental Assessments and construction of improvements to the following road sections as recommended in the City and Region TMPs: a. Erb Street West from Erbsville Court to Beechwood Drive (widen to 4 lanes), Northfield Drive from Davenport Road to University Avenue (widen), University Avenue from Fischer-Hallman Road to Keats Way (widening and transit priority) and Ira Needles Boulevard from City boundary to Erb Street West (widen).		X			
Provide annual “State of the Transportation System” reports to City Council.			X		
Long Term: 10-20 Years					
Conduct the third TMP review and update in 2026, and fourth in 2031 in association with Official Plan reviews.			X		

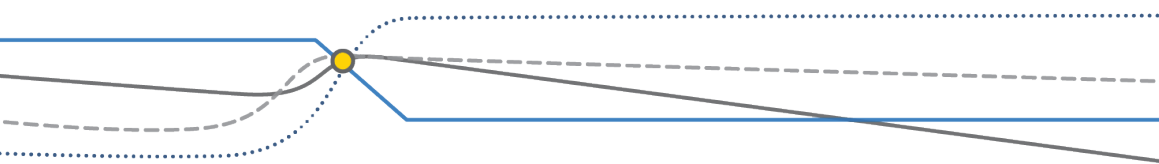
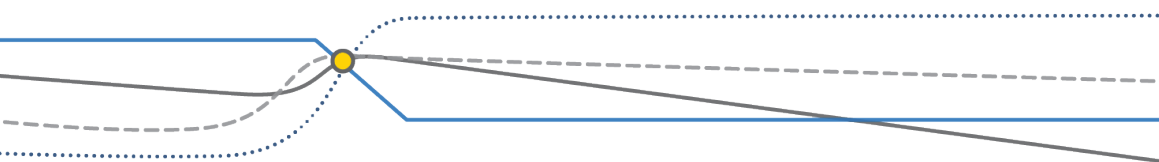




TABLE I.1: 2011 TMP ACTION ITEMS

Action	Status				
	Complete	In Progress	Not Started	To be Reviewed	No Longer Required
Prioritize and implement Bikeways and Trails Master Plan projects within the 5+ Year timeframe (approximately 50 projects).				X	
Construct an extension of Laurelwood Drive from Bearinger Road to Westmount Road	X				
Support the Region of Waterloo in the approval of Municipal Class Environmental Assessments and construction of improvements to the following road sections as recommended in the City and Region TMPs: Northfield Drive from Westmount Road to Davenport Road (transit improvements), Bridge Street from University Avenue to Northfield Drive (transit priority), Fischer-Hallman Road from Highway 7/8 to Columbia Street (transit lanes), Fischer-Hallman Road from Columbia Street to Westmount Road (widen), Erbville Road from Erb Street to Columbia Street (widen) and Bridge Street West from King Street to Northfield Drive (widen or new road).			X		
Support the Ministry of Transportation Ontario in widening Highway 85 from the city boundary to King Street North interchange.			X		
Provide annual “State of the Transportation System” reports to City Council.			X		





1.5 Report Organization

The remainder of the report is organized into three volumes:

▶ Volume 1 – Foundations

- **Chapter 2 – Stakeholder Engagement** summarizes the engagement activities carried out in developing the WTMP with details of the program content, communication methods and feedback received.
- **Chapter 3 – Planning Context** details the policy framework for the WTMP.
- **Chapter 4 – Existing Environment** describes the natural, cultural and socio-economic environments.
- **Chapter 5 – Transportation System** documents current transportation networks and travel characteristics at the time of preparing the plan.
- **Chapter 6 – Future Outlook** identifies anticipated transportation opportunities and challenges, the alternative planning solutions considered to address expected needs, and the City's transportation vision and objectives.
- **Chapter 7 – Implementation** explains the process and tools for implementing the WTMP, highlights operating and maintenance considerations, and proposes monitoring strategies and a process of continual review and updates to the plan.

▶ Volume 2 – Active Transportation Strategy

- **Chapter 8 – Active Transportation** presents the proposed cycling and pedestrian networks and supporting policies, guidelines, and end-of-trip facilities, with a description of the process followed to develop this component of the plan.

▶ Volume 3 – Roads, Transit and Future Mobility Strategies

- **Chapter 9 – Roads** sets out the roadway network strategy to meet future transportation needs.
- **Chapter 10 – Transit and Future Mobility** outlines new and developing transportation considerations including measures to support transit, emerging mobility options, mobility as a service and mobility on demand, and connected and autonomous vehicles.

The report includes two **appendices** containing the details of the Engagement Program and the Updated Sidewalk Policy. A compendium of the technical memoranda prepared in developing the WTMP are also provided.

