



Staff Report for Committee of the Whole Meeting

Date of Meeting: December 6, 2023

Report Number: SRIES.23.004

Department: Infrastructure and Engineering Services
Division: Infrastructure Planning and Development Engineering

Subject: **SRIES.23.004 – 2023 Transportation Master Plan Update**

Purpose:

To present the 2023 Transportation Master Plan Update (TMP) to Council for adoption.

Recommendation(s):

- a) That the 2023 Transportation Master Plan Update be adopted by Council.

Contact Person:

Dan Terziewski, Director, Infrastructure Planning and Development Engineering, extension 6358

Hubert Ng, Manager, Transportation and Traffic, extension 6501

Report Approval:

Submitted by: Paolo Masaro, Executive Director of Infrastructure and Engineering Services

Approved by: Darlene Joslin, City Manager

All reports are electronically reviewed and/or approved by the Division Director, Treasurer (as required), City Solicitor (as required), Commissioner, and City Manager. Details of the reports approval are attached.

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Background:

The Transportation Master Plan (TMP) is a master planning document that is conducted in accordance with the Municipal Class Environmental Assessment process for Master Plans. The document is reviewed and updated every 5 to 10 years, as appropriate,

The Transportation Master Plan is a comprehensive strategic plan that will support how people will travel in Richmond Hill over the next 30 years

The 2023 TMP is an update to the City's Transportation Master Plan completed in 2014. In addition, the 2023 TMP also aims to update the City's 2010 Pedestrian and Cycling Master and the 2004 Trails Master Plan, consolidating all three master plans into one seamless strategic document that will validate, update or identify new growth related transportation improvements and long-term policies and strategies required to ensure that Richmond Hill can support the planned growth and changing needs of travelers across the City based on the projected population, growth, and land use forecasts prescribed by the Province, Region of York, and the City's Official Plan to 2051. The 2023 TMP Update is included as **Attachment 1** for reference.

The 2023 TMP Update is aligned with key City, Regional and Provincial plans

The 2023 TMP Update has been completed as part of a larger municipal comprehensive review process that is currently underway for Richmond Hill, which also includes updates to the City's Official Plan as well as the City's Development Charges By-Law. This process ensures that the 2023 TMP Update is aligned with the Official Plan and Development Charges By-Law, while at the same time guiding and informing the transportation policies and infrastructure projects contained in both of these Plans.

The 2023 TMP Update is also informed by and aligned with a number of both Provincial and York Region plans, in terms of growth and land use forecasts, policy direction, and regional infrastructure. These plans include:

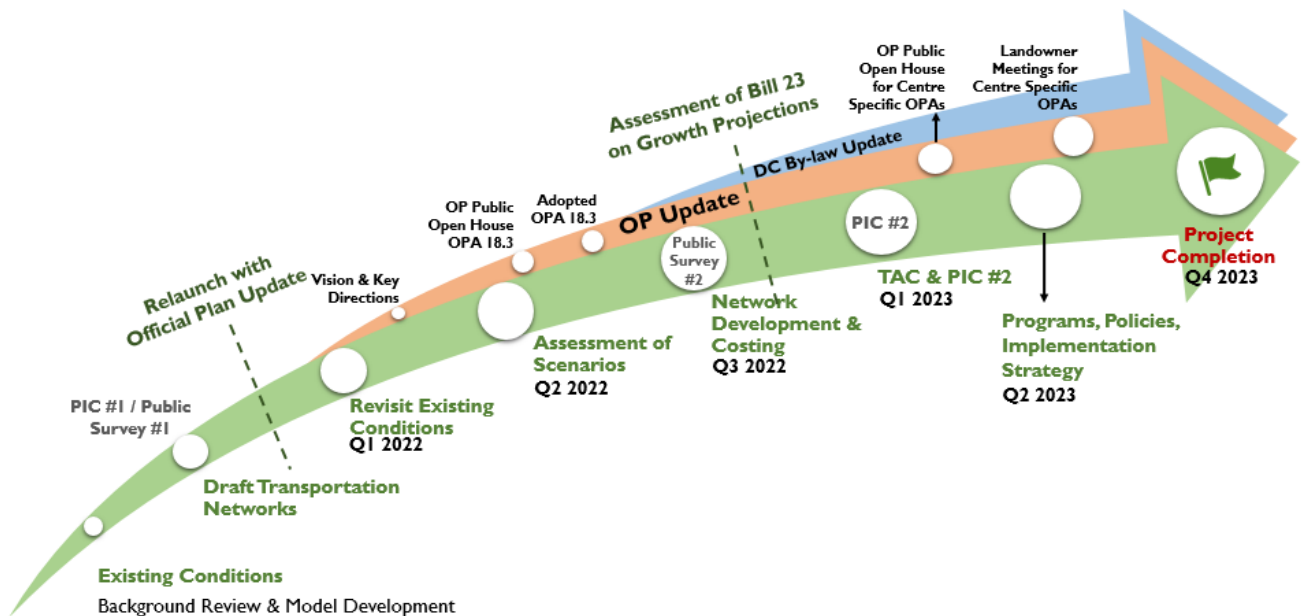
- The Provincial Policy Statement (PPS) and Growth Plan for the Greater Golden Horseshoe;
- The Metrolinx 2041 Regional Transportation Plan; and
- The 2022 York Region Transportation Master Plan

Approach:

The 2023 TMP Update was initially started in 2018. However, the project was temporarily paused in late 2019 and relaunched in 2022 to ensure alignment with York Region Municipal Comprehensive Review as well as City's own municipal comprehensive review process. Since the relaunch, the project timeline has also been adjusted in coordination with new legislation including Bill 23 and alignment with the Official Plan Update's evolving schedule.

An overview of project schedule and milestones is presented in **Figure 1**.

Figure 1: TMP Project Schedule and Milestones



Extensive public and stakeholder consultation has been conducted to help inform the update of the Transportation Master Plan

As illustrated in Figure 3, extensive public and stakeholder engagement was conducted throughout the TMP Update process in order to gain input and feedback from the public and key stakeholders. This engagement involved a number of public information centres, public surveys, Official Plan open houses, key stakeholders meetings and presentations, and advisory committee meetings, including:

- Public Information Centre #1
 - Oak Ridges Community Centre – November 15, 2018
 - Richmond Green Sports Centre – November 16, 2018
 - Elvis Stojko Arena – November 20, 2018
- Technical Advisory Committee Meeting #1 – November 8, 2018
- Public Survey #1 (568 responses) – November 14 to December 21, 2018
- Stakeholder Presentation to Municipal Engineers Association – November 9, 2018
- Stakeholder Presentation to Richmond Hill Board of Trade – December 14, 2018
- Stakeholder Presentation to York Region Public Works – May 6, 2022
- Internal Technical Advisory Meeting – June 6, 2022
- Public Survey #2 (889 responses) – August 31 to September 21, 2022

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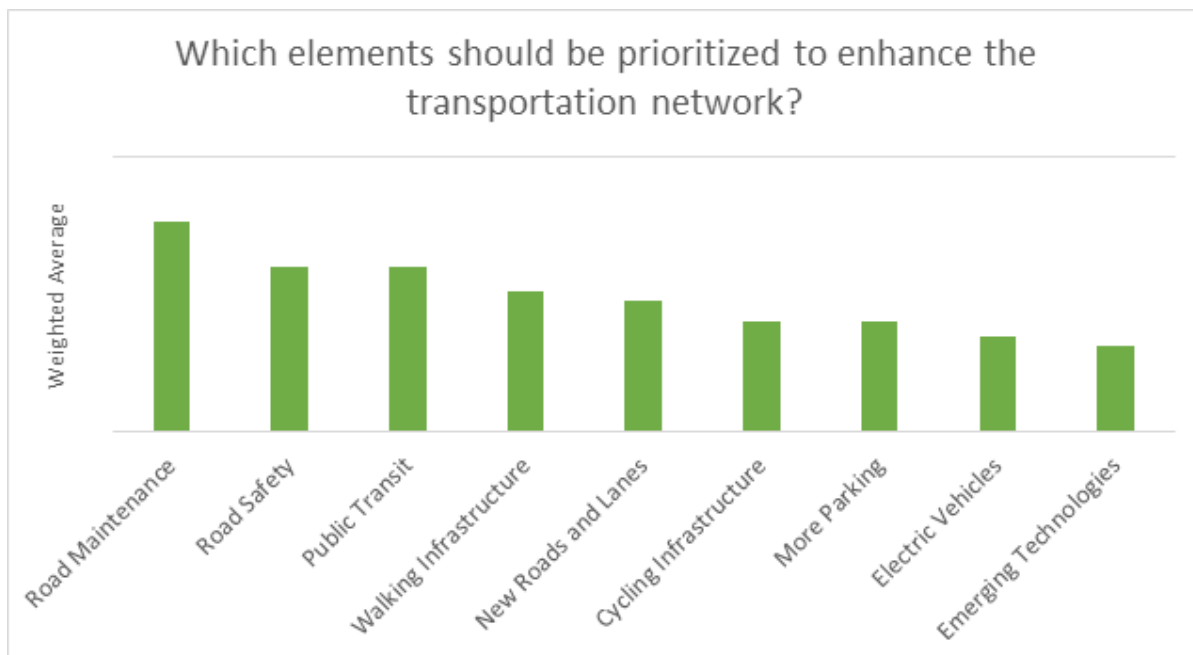
- External Technical Advisory Meeting – November 3, 2022
- Public Information Centre #2 – February 7, 2023
- Public Review Period on Draft Transportation Networks - Feb 7 to March 30, 2023
- Virtual Official Plan Update Open House for OPA 18.3 and 18.4, April 26, 2022
- Official Plan Update Open House, M.I. McConaghy Seniors' Centre, June 7, 2023
- Landowner Meetings for Centre Specific OPAs, August to September 2023

A substantial amount of public and stakeholder input was received through these consultation efforts, including over 1,500 responses from the two online surveys that were conducted. This formation was used to inform and guide the priority focus areas for the TMP Update.

Transit, Road Safety, and Active Transportation Infrastructure are top priorities for Richmond Hill residents

As shown in **Figure 2**, the results from the public surveys identified road safety and transit as top priorities for Richmond Hill residents, followed by walking infrastructure, road improvements and cycling infrastructure. The results also showed that municipal parking, electric vehicles, and emerging technologies such as micromobility, were also of interest to the public.

Figure 2: Priority Transportation Issues from Public Feedback



Comments received from the public through the consultation process also confirmed a number of these priorities, suggesting that transportation infrastructure should be

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prioritized to improve connectivity in the City, with a focus on improving safe and efficient pedestrian and cycling facilities year-round to help manage congestion.

A full list of comments and feedback obtained from stakeholder engagement activities conducted throughout the project can be found in the attached final 2023 TMP Update report.

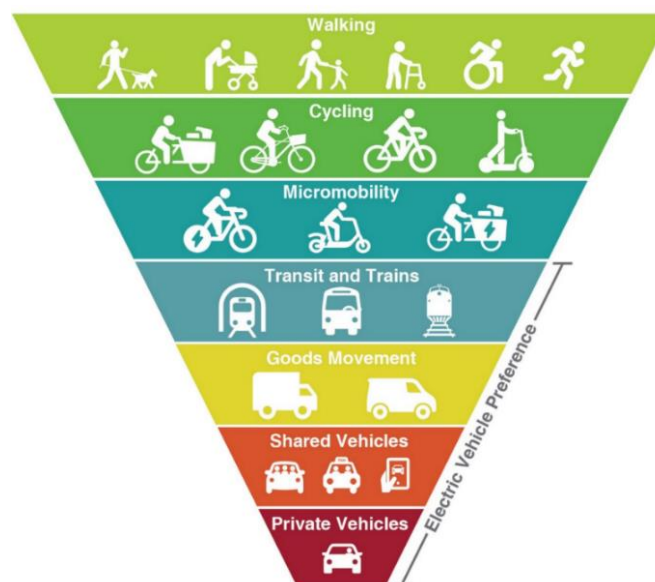
The 2023 TMP Update is dedicated to prioritizing multi-modal and sustainable mobility choices and being ready to adapt to the changing technologies and needs of the public

A vision was established for 2023 TMP Update, which embodies the priorities established through the consultation process, and is consistent with priorities, policies, and directions set out through Provincial, Regional, and City Plans. It is a forward-thinking vision, guided by four fundamental principles: connectivity, sustainability, multi-modality, and inclusivity. The vision statement is outlined as follows:

*Richmond Hill will provide a **well-connected, sustainable, multi-modal, and inclusive** network for all users, including **pedestrians, cyclists, transit users, and motorists**. We will plan for the mobility needs of our community today, and for future generations.*

This vision is supported by the mobility hierarchy, depicted in **Figure 3**, which was adopted as part of OPA 18.3

Figure 3: City of Richmond Hill Mobility Hierarchy



Based on this mobility hierarchy, and recognizing that it is not possible to “build our way out of congestion” with road expansion, the 2023 TMP Update aimed to prioritize infrastructure for sustainable travel, such as walking, biking, micromobility and transit; make sustainable travel more accessible and attractive than driving, and ensure that appropriate strategies and policies are in place to allow the City to adapt to the

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changing technologies and needs of travelers over the next 30 years. As a result, four key focus areas were established for the TMP:

- Expanding and enhancing the active transportation and Off-road Trail Network
- Planning for better roads that improve connectivity, safety, operation, and mobility
- Advocating for Regional and Provincial transit and infrastructure investments in Richmond Hill
- Developing policies, strategies, and programs to promote safe and sustainable modes of travel and prepare the City of the future

Key Findings and Recommendations

The key recommendations from the TMP are presented below, and have been developed based on the principles and approach outlined in the report. These recommendations include transportation infrastructure improvements, policies, strategies, programming and advocacy for Regional and Provincial projects needed to support the growth in Richmond Hill to 2051.

The TMP identifies and prioritizes multi-modal transportation infrastructure improvements for 2031, 2041 and 2051 horizon

As noted in the previous sections, the 2023 TMP Update re-evaluates and builds on recommendations from the 2014 TMP, 2010 Pedestrian and Cycling Master Plan and 2004 Trails Master plan, in order to identify the road and active transportation infrastructure improvements needed to support the growth in the City to 2031, 2041 and 2051, consistent with the growth and land use projections of the City's Official Plan Update.

A summary of the proposed road, road-related and active transportation infrastructure is presented in **Table 1**. A detailed map showing these proposed improvements is also included in **Attachment 1**.

Table 1: Summary of TMP Infrastructure Projects

INFRASTRUCTURE TYPE	2031	2041	2051	TOTAL
Active Transportation				
Sidewalks	27 km	44 km	29 km	100 km
Cycling Infrastructure	101 km	31 km	6 km	138 km
Off-Road Trails	14 km	5 km	50 km	69 km
Region Boulevard Improvements	35 km	30 km	41 km	106 km
# Pedestrian and Cycling Bridges Locations	3	1	7	11 locations
Roads				
New Roads or Road Extensions	10.4 km	13 km	6 km	35.7 km
Road Widening	6 km	0.3 km		6.3 km
# Traffic Signals Locations	10	15	3	28 locations
# Bridges and Grade Separations Locations	1	1	5	7 locations
Highway 404 Flyovers	1	1	1	3 locations

The TMP develops policies and makes recommendations for strategies and programs that will help enhance and improve all mobility options and allow the City adapt to changing transportation technologies and needs in the future

The 2023 TMP Update makes several policy directions and recommends a number of strategies and programs to help improve transportation mobility in the City, with a focus on promoting and supporting sustainable modes of travel such as transit, walking, cycling and micro-mobility. It should be noted that several of the strategies have been completed, are currently underway, or have been included in the 2024 Capital Budget. In addition, the relevant transportation policy directions, such as stratification and complete streets, have been completed and are incorporated in the City’s Official Plan Update. An overview of key these key recommendations is presented below.

- 1. Complete Streets and Road Classification:** The TMP presents a comprehensive complete streets approach that emphasizes the need to accommodate all transportation modes and users. This approach is supported by the development of new complete street policy directions, urban roadway cross-sections and classifications that improve mobility and safety for all road users. As part of this exercise, **stratification policies** have been developed to provide flexibility and help support the growth objectives of the City, while also still being able to achieve the City’s transportation objectives.

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2. **Active Transportation and Trails:** The TMP identifies several policy and program directions to support the use of active transportation facilities and trails such as planning and design recommendations, education and outreach, strategic studies, maintenance recommendations, and installation of active transportation amenities.
3. **Travel Demand Management (TDM):** The TMP identifies and presents the framework for the City to develop **TDM Strategy** that will identify recommendations to both municipally-led and development driven TDM initiatives. Work of the TDM strategy is currently underway, as it relates to new development.
4. **Traffic Safety:** The TMP identifies the need for a City's **Traffic Safety and Operations Strategy (TSOS)** which aim to create safer road environments, educate the community, and enhance compliance with speed limits through clear policy direction, enhanced program, and the consistent and proactive application of traffic safety tools and methodologies. This strategy has been completed.
5. **Municipal Parking:** The TMP includes several recommendations related to vehicular parking in the City including developing an overall **Municipal Parking Strategy** to address on-street and off-street public parking needs across the City, as well as a **Curbside Management Strategy** to assess current and future competing demands on curb space. In addition to this, staff continue to work on the **Parking and TDM Strategy** for new developments that will set parking and travel demand management requirements for new development through the Comprehensive Zoning By-law.
6. **Micromobility:** The TMP recommends the development of a **Micromobility Strategy** that would assess the feasibility of micro-mobility options in Richmond Hill, and how to manage these across the City.
7. **Emerging technologies:** The TMP includes recommendations and research on emerging technologies in transportation, such as autonomous vehicles, micro-transit, and electric vehicles in the Richmond Hill, including the development of an **EV Strategy** for the City.

The 2023 TMP Update advocates for Regional and Provincial transportation investments in Transit and Roads to improve mobility options and support the growth of the City

The TMP Update advocates for Regional and Provincial transportation improvements in Richmond Hill in alignment with planned growth of the City and identifies financial support for Regional projects such as boulevard improvements and Highway 404 flyover projects in Richmond Hill.

In addition, the TMP Update also continues to support and advocate for Provincial and Regional investment in transit projects in Richmond Hill, and includes a number of key projects in its recommendations in alignment with York Region and Provincial Plans. These improvements are shown in **Attachment 1** and include:

- Completion of the Bus Rapid Transit Network Along Yonge Street

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- Advancement of new BRT lines along both Major Mackenzie Drive and Leslie Street
- Extension of the Yonge North Subway beyond High Tech Station to Elgin Mills to service MTSA’s along Yonge Street
- Implementation of new GO stations at Yonge and 16th Avenue and Yonge and Elgin Mills

Beyond this, the TMP Update encourages partnerships with York Region, the Province, and other agencies on other programs and initiatives such as traffic safety, micromobility and emerging technologies, on-demand transit, and boulevard maintenance.

Implementation of the 2023 TMP Update will involve on-going monitoring and evaluation to keep the plan on track

The TMP Update also includes a comprehensive monitoring plan that will rely on resident surveys, census data, Transportation Tomorrow Survey data and an enhanced traffic data collection program that will help the City monitor transportation conditions and allow staff to appropriately prioritize plan for transportation infrastructure projects through the City’s Capital Planning budget and forecasts. Through regular monitoring, the City can also proactively identify any gaps or challenges that may arise and make necessary adjustments to keep the plan on track.

Financial/Staffing/Other Implications:

As part of 2023 TMP Update, high-level costing was prepared for the proposed active transportation and road infrastructure improvements as well as the strategies and programs that are being proposed to 2031, 2041, and 2051. These estimated costs are summarized in the **Table 2**. Note that these total values include projects that are not included in the DC Background study such as those delivered by third-party or funded entirely by tax.

Table 2: Estimated Cost of TMP Projects

Project Category	2031	2041	2051	Total
Active Transportation	\$105 M	\$73 M	\$139 M	\$317 M
Roads	\$115 M	\$100 M	\$347 M	\$562 M
Strategies and Programs	\$1.0 M	\$0.7 M	\$0.9 M	\$2.6 M
Total	\$221 M	\$173.7 M	\$486.9 M	\$882.6 M

The projects identified in the TMP are driven by growth and will be largely funded through development charges, and sources other than tax

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The infrastructure projects identified through 2023 TMP are primarily growth related, and therefore will be largely funded from development charges. As such, all of the infrastructure projects that are fully or partially eligible for development charges funding will be incorporated into the City's ongoing DC By-Law Update, to ensure appropriate collection of funds.

It should be noted that DC Act only permits collection of development charges for projects planned to occur within the planning horizon up to 2041. Notwithstanding, all of the TMP projects to 2051 will be shown in the DC By-Law to allow for long-term fiscal and capital planning, but development charge collection for those project beyond the 2041 horizon will not occur as their benefits are considered to be post-period. Development charge collection for these project will occur in the future, once they fall within the prescribed time-frame.

Funding for the remaining balances for these infrastructure projects will come from various other sources other than development changes. A breakdown of the estimated funding sources by infrastructure category is presented in **Table 3**. As a result of new legislation brought forward via Bill 23, DC revenue collection for projects included in the TMP will produce some funding gap mostly driven by the phase-in of new DC rates over 5 years, DC exemptions, and discounts. With respect to the strategies and programs identified in the TMP, the new Bill 23 legislation introduced by the Province no longer permits these types of projects to be funded through development charges. Staff is committed to exploring other funding sources for these projects including community benefit charges, Canada Community Building Fund and grants.

Table 3: Estimated Cost of TMP Projects

Project Category	2031	2041	2051
Active Transportation	90% DC 10% Tax/Other	90% DC 10% Tax/Other	90% DC 10% Tax/Other
Roads	75% DC 16% Third-Party 9% Tax/Other	60% DC 40% Third-Party <1% Tax/Other	84% DC 7% Third-Party 9% Tax/Other
Strategies and Programs	100% Tax/Other	100% Tax/Other	100% Tax/Other
Total	82% DC 9% Third-Party 9% Tax/Other	72% DC 23% Third-Party 5% Tax/Other	88% DC 3% Third-Party 9% Tax/Other

In order to ensure the long term financial sustainability of the City, staff are committed to seeking a number of funding sources for the remaining funding balances for these infrastructure projects. This includes allocating costs to the developer under the City’s local service policies, through third-party cost sharing with other levels of government such as the Region and Province, as well as other agencies such as CN Rail, through potential grant opportunities, and finally through taxes.

The TMP infrastructure projects will be delivered in a fiscally responsible manner and their final delivery timing will coincide with growth in the City

While the infrastructure projects from the TMP have been generally planned for 2031, 2041, or 2051 horizons based on the growth forecasted from the City’s Official Plan, the final delivery timing of these projects will coincide with actual needs, which is dependent on the actual timing of growth in the City, and where this growth is occurring. As such, a number of these projects are already included in the City’s 2024 Capital Forecast, including 11 roads projects, 16 active transportation projects, and 10 recreational trails projects. The remaining projects will be included in future forecasts once Council has adopted the TMP. In all cases, the delivery timing for the TMP projects will be adjusted and prioritized annually through ongoing monitoring of growth, traffic, and active development applications in the City. Furthermore, budget approval for these projects will only be secured when these projects are needed to be delivered, and will be completed through the City’s annual Capital Budget process. As such, no budget approval is being requested at this time.

Staff also considered the approved recommendations from the 2019 Capital Sustainability Steering Committee (CSSC) in the development of the 2023 TMP Update. A full list of commitments and how they are addressed in the TMP is presented in **Attachment 2**. Through addressing these commitments, the TMP demonstrates a fiscally responsible approach to project planning in line with the City’s long-term objectives. These recommendations will be brought forward to the 2024 CSSC for consideration.

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Relationship to Council's Strategic Priorities 2020-2022:

The TMP is identified as a Council Strategic Priority under "Getting around the City" that prioritizes the ease of movement around the city by all modes of transportation. The TMP also aligns with other key priorities such as "Balancing Growth & Green," "Strong Sense of Belonging," and "Fiscal Responsibility." The TMP is committed to improving sustainable mobility options based on industry best practices, standards, and planning principles, with a focus on creating inclusive "complete streets" networks for all ages and abilities. This involves enhancing roads, road-related infrastructure, active transportation, and off-road trails to efficiently handle local and multi-modal traffic, connecting to regional arterial roads, provincial highways, and transit networks, and will also allow the City to adapt to the evolving transportation technologies that will further improve mobility options for the Richmond Hill residents.

Climate Change Considerations:

The TMP identifies multimodal transportation improvements, policies and programs to support sustainable modes of transportation, including walking, cycling and taking transit as well as strategies to support emerging technologies including electric vehicles. This will contribute to climate change mitigation by enabling more walking, cycling and transit use as well as supporting the use of greener technologies, reducing the need for gas powered vehicular transportation, helping lower GHG emissions in Richmond Hill.

Conclusions:

- The 2023 TMP Update is a comprehensive strategic plan that outlines the future of transportation in Richmond Hill for the next 30 years. It serves as an update to the 2014 TMP, 2010 Pedestrian Cycling Master Plan, and the 2004 Trails Master Plan, and aligns with Council Strategic Priorities, the City's Official Plan (OP) Update, Development Charges By-Law, and key Regional and Provincial plans.
- The TMP recommends a well-connected, sustainable, multi-modal, and inclusive transportation network supports and all users, including pedestrians, cyclists, transit users, and motorists. The TMP also recommended policies, strategies and programs that will help to support and encourage more sustainable multi multi-modal travel in the City, while also preparing the City for evolving transportation technologies and the changing needs of residents.
- The funding of the TMP projects will be largely through development charges, and supplemented by other sources of funding. As such, all relevant infrastructure projects will be included in the City' Development Charges By-Law Update. To ensure efficient implementation and fiscal responsibility, infrastructure will be delivered through development applications where possible, focusing on just-in-time delivery to match the pace of development. This optimization of resources and efficient allocation of funds demonstrates the City's commitment to responsible financial management within the TMP. As a result of new legislation brought forward via Bill 23, DC revenue collection for projects included in the TMP will produce funding gap mostly driven by the phase-in of new DC rates over 5 years, and numerous DC exemptions and discounts, as well as the elimination of development charge collection for studies and programs. Staff is committed to exploring other

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funding sources for the shortfall of DC collections. In a fiscally responsible manner which will look to minimize impacts on the tax rate.

- Overall, the TMP aligns with the Council's Strategic Priorities and provides a comprehensive framework to support the future transportation needs of Richmond Hill while promoting sustainability, connectivity, and the well-being of its residents. It is recommended that Council adopt the attached TMP.

Attachments:

The following attached documents may include scanned images of appendixes, maps and photographs. All attachments have been reviewed and made accessible. If you require an alternative format please call the contact person listed in this document.

- Attachment 1 – 2023 Transportation Master Plan
- Attachment 2 – Status of TMP Capital Sustainability Steering Committee Commitments

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Report Approval Details

Document Title:	SRIES.23.004 2023 Transportation Master Plan Update.docx
Attachments:	- SRIES.23.004 - Attachment 1 – 2023 Transportation Master Plan Update- compressed.pdf - SRIES.23.004 - Attachment 2 - Addressing Capital Sustainability Steering Committee Commitments.docx
Final Approval Date:	Nov 16, 2023

This report and all of its attachments were approved and signed as outlined below:

Dan Terzievski - Nov 15, 2023 - 5:47 PM

Paolo Masaro - Nov 15, 2023 - 5:50 PM

Darlene Joslin - Nov 16, 2023 - 8:33 AM