

The Regional Municipality of York

Committee of the Whole
Transportation Services
June 16, 2022

Report of the Commissioner of Public Works

Final 2022 Transportation Master Plan

1. Recommendations

1. Council approve the 2022 Transportation Master Plan, included as Attachment 1 to this report.
2. The Regional Clerk circulate this report to the Clerks of the local municipalities, Toronto and Region and Lake Simcoe Region Conservation Authorities, Ministry of the Environment, Conservation and Parks, Ministry of Transportation and Ministry of Municipal Affairs and Housing.

2. Summary

This report requests Council approve the 2022 Transportation Master Plan (2022 TMP) (Attachment 1), which summarizes long-term transportation projects required to meet growth needs to 2051. Upon Council approval of the plan, staff will notify agencies, Indigenous communities, partners, stakeholders and the public the 2022 TMP has been finalized. This will commence the 30-day public review period in accordance with the Municipal Class Environmental Assessment process.

Key Points:

- The 2022 TMP is a long-term transportation plan identifying infrastructure and initiatives required to support population and employment growth to 2051, as envisioned through the Regional Official Plan and aligns with the financial sustainability principles embedded in the Region's Fiscal Strategy
- The 2022 TMP was developed in coordination with the Region's Municipal Comprehensive Review Process, which includes updates to the Region's Official Plan and Water and Wastewater Master Plan
- Recommendations in the 2022 TMP are based on best practices research, technical assessment of the transportation network, and informed by Council priorities and feedback received throughout the engagement and outreach process
- The 2022 TMP aligns with provincial plans, including the Metrolinx 2018 Regional Transportation Plan and the Ministry of Transportation 2022 Greater Golden Horseshoe Transportation Plan

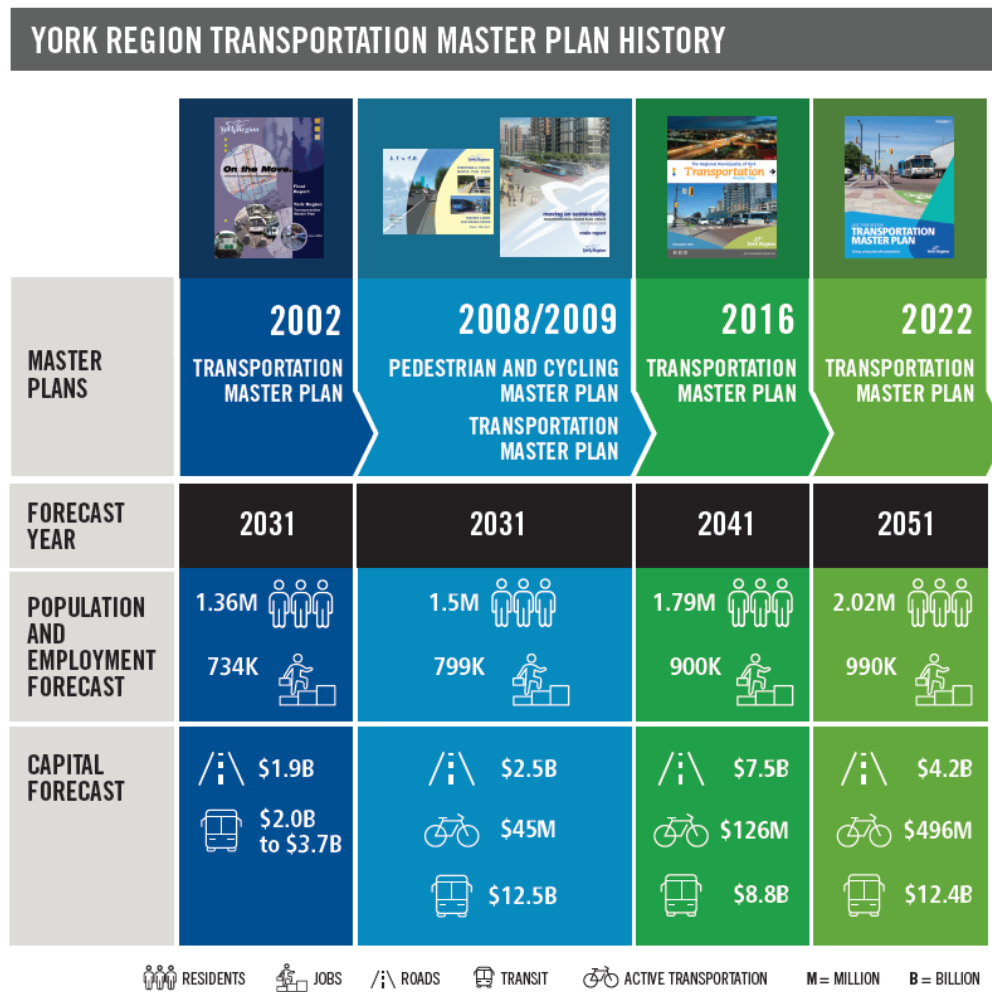
- Implementation of the 2022 TMP will involve monitoring to ensure delivery of initiatives and actions identified through five focus areas and prioritizing transportation improvement projects through the 10-year Roads and Transit Capital Program

3. Background

2022 Transportation Master Plan builds upon prior studies

York Region reviews the Transportation Master Plan every five years to ensure long-term strategies reflect evolving transportation requirements supporting growth and changing needs of travellers across the Region over the next 30 years. Regular updates to the plan have been undertaken since 2002 (Figure 1).

**Figure 1
Transportation Master Plan History**



The capital forecasts shown in Figure 1 includes investments by all levels of government in transportation and transit infrastructure. The 2022 TMP was completed in accordance with the Municipal Engineers Association Municipal Class Environmental Assessment process, as

were previous Transportation Master Plans. It builds upon elements identified in the 2016 TMP, with revisions made to address updated population and employment growth forecasts and planning horizon to 2051. The 2022 TMP aligns with the Region's Fiscal Strategy and supports the corporate vision of "Strong, Caring and Safe Communities" and the four priorities of the Region's Corporate Strategy: Economic Vitality, Good Government, Healthy Communities and Sustainable Environment.

2022 Transportation Master Plan is coordinated with Municipal Comprehensive Review process, including updates to Regional plans

Balancing improvements to the transportation network with planned population and employment growth is critical, and this alignment is achieved through the Municipal Comprehensive Review process. This integrated process accounts for planned growth included in the York Region Official Plan update and servicing infrastructure identified in the Water and Wastewater Master Plan to ensure coordinated implementation.

The 2022 TMP supports the 50-55% intensification targets included in the York Region Official Plan update as well as the update to the Development Charge Bylaw. As part of the Municipal Comprehensive Review process, the 2022 TMP and 2022 Water and Wastewater Master Plan updates are aligned.

Technical analysis that underpins the 2022 TMP was supported by a state-of-the-art travel demand forecasting tool and extensive public engagement with residents, stakeholders and partners using digital consultation platforms. External consulting expertise on emerging topics of importance helped augment staff's insights and understanding of key issues.

Final 2022 Transportation Master Plan incorporates feedback and enhancements from the draft plan received by Council in March 2022

Since [March 2022](#), staff completed presentations to local Councils and consulted with municipal and government agency partners, stakeholders and the public. The draft 2022 Transportation Master Plan presented in March was updated to reflect input received.

4. Analysis

2022 Transportation Master Plan identifies transportation infrastructure supporting the Region's communities and economic growth to 2051

The 2022 TMP reflects Council's priority for a safe, reliable, future-ready, and sustainable transportation network that is accessible for all travellers. It aligns with the financial sustainability principles embedded in the Region's Fiscal Strategy and identifies transportation infrastructure to support plans for 2.02 million people and 990,000 jobs in the Region over the next 30 years. It supports the Region's vision for complete communities that are accessible, walkable, and where most amenities are nearby to meet people's needs for daily living through all stages of life. The connection between transportation and land use planning is integral to creating quality places where people want to live, work, play and learn.

Long-term transportation infrastructure required to support the Region's communities and economic growth to 2051, includes road cycling, trail cycling, rapid transit and road networks. Together, these networks create a transportation system to connect travellers safely and reliably to their destinations and efficiently move goods across the Region's cities and towns.

2022 Transportation Master Plan was informed by extensive consultation and engagement

The 2022 TMP was shared with Council in March and was informed by extensive community consultation and engagement, including: surveys (close to 2,000 responses), meetings, three public information sessions, social media and the project website (over 20,000 page views). The following is a summary of engagement with residents, Indigenous communities, stakeholders and partners, including:

- Presentations to local municipal councils, as requested, providing an update on the 2022 TMP progress to date and seeking feedback on the proposed 2051 transportation network maps and focus areas
- Meetings with six Indigenous communities, providing an overview of the 2022 TMP and receiving comments on proposed transportation network maps and focus areas (over 50 comments received)
- Meetings with local municipal staff and government agency representatives through the Transportation Master Plan Partnership Advisory Group and related discussions (over 150 comments received)
- A third virtual public information session held on April 21, 2022, sharing the draft 2022 TMP, including a summary of “what we heard, how we applied feedback and what actions are now planned” throughout the 2022 TMP development process; close to 450 individuals attended the three public information sessions and 250 comments were received

2022 Transportation Master Plan network maps are based on comprehensive analysis and informed by feedback

A technical assessment of the Region's transportation networks and focus areas was completed using a state-of-the-art travel demand forecasting model and informed by Council priorities, the Region's Fiscal Strategy, industry expertise and feedback received through consultation and engagement. Based on analysis and input, the Region has recommended long-term transportation infrastructure needs, as shown on the maps in Attachments 2 to 5.

Interest in walking and cycling is a growing trend

Although this was occurring prior to the COVID-19 pandemic, having easy access to walking and cycling facilities over the past two years has become even more important to Regional residents and travellers. The recommended 2051 Regional Road Cycling and Trail Networks (Attachments 2 and 3) provide options for cyclists to use Regional roads and the inter-regional trail system that enhances safety, connects to other systems, and aligns with the

Region's Pedestrian and Cycling Planning and Design Guidelines. The Regional Road Cycling Network is generally used for commuter cycling with more direct routes along the Regional Road network while the Regional Trail Network, spanning York Region and crossing regional boundaries with less direct routes, is typically used by cyclists for recreational purposes.

While the pandemic has impacted ridership in the short term, there is increased interest in rapid transit use going forward

Throughout the 2022 TMP, staff heard that people are increasingly interested in using transit for travel when it is convenient, reliable and has competitive travel times compared to travel by car. The recommended 2051 Rapid Transit Network (Attachment 4) identifies and protects for rapid transit corridors to support the Region's planned growth needs. The rapid transit network aligns with provincial plans and protects additional corridors to address York Region's rapid transit interests over the longer term. The focus of the rapid transit network is on infrastructure rather than service improvements given the 2022 TMP is a long-term plan.

Although there is increased interest in cycling, walking and taking transit, for many who live in the Region, the car is still their primary mode of travel

The recommended 2051 Road Network (Attachment 5) focuses on maximizing the benefit to travellers by connecting communities. The road network was informed by the Region's priority-setting process while recognizing the Region's financial realities now and into the future. The road network recommended for the next 30 years prioritizes improvements in the Region's most congested corridors, areas of new development and major employment and in areas that facilitate access to freeways, Regional Centres and rapid transit corridors.

Input received on the network maps since March informed updates to the draft 2022 Transportation Master Plan

Feedback received from local Councils, municipal and government agencies, Indigenous communities, partners, stakeholders and the public informed updates to the 2022 TMP. The changes summarized below were mostly minor in nature.

- Regional Road Cycling and Trail Networks - adding some recently constructed cycling facilities and updating proposed cycling facilities and trails with arrows indicating inter-regional connections
- Rapid Transit Network - adding arrows showing rapid transit linkages into neighbouring municipalities, the rapid transit north-south corridor in east Markham (subject to further study) and GO station status and location updates
- Road Network – revised how grade separations, mid-block crossings and interchange improvements were shown

2022 Transportation Master Plan focus areas are based on industry best practices and informed by stakeholder engagement

Through the 2022 TMP development process, five focus areas, addressing key transportation issues, were identified for further exploration over the next five years:

- **Safety for all travellers** - Although safety is always ‘top of mind’ for transportation projects and initiatives, this focus area explores the need to develop a Regional plan for traveller safety. The plan will be based on the Safe System Approach and developed in consultation with stakeholders. It will include an engagement plan, a web-based repository of traffic data, exploration and expansion of current and new road safety measures, and an action plan for each type of traveller.
- **Transportation equity and inclusion** - This focus area is about providing transportation options that are inclusive of all ages, abilities, income levels, genders, races and cultures. This focus area will explore opportunities for all travellers to access transportation facilities and services in York Region and proactively identify if new policies or initiatives are needed, for example, in fare and service integration.
- **Reduce car travel, especially during rush hours** - This focus area looks at options that allow travellers, who are able and interested, to use methods of travel (other than car) during the busiest travel times, for example, through projects like the Yonge North Subway Extension.
- **Fiscal and environmental sustainability** - Ensures transportation investment decisions are affordable and consider environmental impacts. The Region continues to leverage federal funding opportunities to build electric vehicle charging stations to support transition to electric vehicles.
- **Role and function of Regional corridors** - Explores several actions including:
 - Reviewing ownership and maintenance of separated cycling lanes and streetlighting located adjacent to Regional roads
 - Identifying the best way to safely accommodate walking, cycling and newer options such as e-scooters and e-bikes along Regional roads
 - Evaluating effectiveness of high occupancy vehicle and transit lanes, and whether the current six-lane policy needs to be updated
 - Determining whether the Region needs a more standardized approach to parking on streets and how/where parking on Regional roads is permitted
 - Assessing the impact of large trucks on Regional roads; balancing the need to move goods and possible negative impacts on communities

These focus areas will explore opportunities for further study and consultation to develop recommendations and action plans for Council's consideration over the next term of Council.

2022 Transportation Master Plan aligns with provincial plans

In May 2018, Metrolinx released the [2041 Regional Transportation Plan for the Greater Toronto and Hamilton Area](#), as a blueprint for creating an integrated, multimodal regional transportation system that will serve the needs of residents, businesses and institutions.

In March 2022, the Province released [Connecting the GGH: A Transportation Plan for the Greater Golden Horseshoe](#), which aims to “support population and employment growth, reduce gridlock, connect communities, and improve people’s access to jobs, housing, health care and education.” A memorandum to Council in [April 2022](#) summarizes key features of this GGH Plan and how the 2022 TMP aligns with the provincial plan.

The 2022 TMP aligns with the Ontario Ministry of Transportation and Metrolinx’s transportation plans while advocating for what York Region needs to support planned growth into the future from a transportation perspective.

Staff will continue to work with provincial partners to ensure alignment of Regional plans.

Implementation of the 2022 Transportation Master Plan will involve monitoring and evaluation as actions identified are being delivered

Upon approval of the 2022 TMP, staff will develop an implementation plan to monitor, measure, evaluate and report back on initiatives identified through the five focus areas. Continuous monitoring and regular reporting will ensure the 2022 TMP remains flexible, allows for advocacy of major infrastructure investments and considers fiscal implications as planning evolves. Transportation Network projects identified in the 2022 TMP will be prioritized on an annual basis through the 10-year Roads and Transit Capital Construction Program.

5. Financial

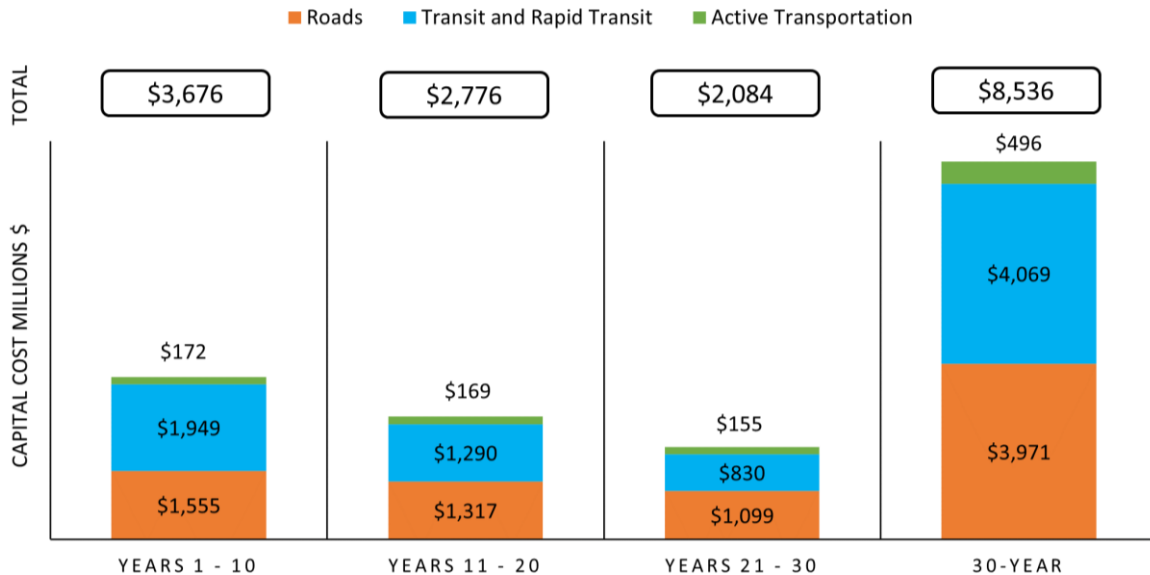
Funding the 2022 Transportation Master Plan aligns with the Region’s Fiscal Strategy

The 2022 TMP is guided by the Region’s Fiscal Strategy and phasing policies in the Regional Official Plan to address transportation needs of travellers. Consistent with policies in the ROP, the 2022 TMP recognizes the importance of integrated land use, infrastructure and financial delivery. Recommended improvements in the 2022 TMP balance community needs with capital investment and lifecycle costs including rehabilitation, operations and maintenance.

York Region’s contribution to the estimated costs of the 2051 transportation networks and programs identified within the 2022 TMP is about \$8.54 billion. This includes \$4.07 billion for transit, \$3.97 billion for roads (also providing for active transportation improvements) and \$496 million for stand-alone active transportation projects. A breakdown of the Region’s share of the capital costs for transportation projects identified in the 2022 TMP is shown in Figure 2.

Figure 2

York Region's Contribution to Growth-Related Capital Infrastructure Costs



Transportation projects are funded by development charges, tax levy and other sources

The 2022 Development Charge Background Study and Bylaw, approved by Council on May 26, 2022, are aligned with infrastructure recommendations in the 2022 TMP. Under this bylaw, 75% to 90% of the cost of growth-related projects are eligible for recovery through development charges. Remaining cost of projects are funded through property taxes, grants, subsidies and cost-sharing opportunities with third parties, including other levels of government.

Tax levy funding is required to support long-term operating and asset management costs of the proposed transportation network after infrastructure is built. The fiscal impact of building, operating and maintaining the transportation network in the 2022 TMP was evaluated as a part of the Fiscal Impact Analysis prepared for the Regional Official Plan update (Attachment 8 of the Regional Official Plan update report).

Key findings of the Fiscal Impact Analysis related to the 2022 TMP include:

- Aligning infrastructure investment to the actual pace of growth is key to ensuring the level of debt remains manageable
- Proactively managing contributions to asset management reserves that help fund the cost of maintaining existing and new infrastructure in a state of good repair across generations
- Continuing advocacy and engagement with the provincial and federal governments are needed to secure funding for expansion of the Rapid Transit network

- Partnering with other levels of government to help fund and deliver road-related infrastructure such as missing links, highway interchanges and road-rail grade separations, is needed to provide a seamless and integrated road network

Implementing the 2051 transportation network requires investment by all levels of government

Significant investment from all levels of government, including anticipated federal, provincial and municipal contributions, is needed to support transportation projects in the Region. Table 1 summarizes the anticipated contributions towards funding the 2022 TMP.

Table 1
Summary of Funding Contributions for 2022 TMP Projects

Project Category	Total Cost (\$ millions)	Regional Cost Contribution (\$ millions)	Cost Contribution by Others (\$ millions)
Transit and Rapid Transit	12,429 *	4,069	8,360
Active Transportation	496	496	0
Roads	4,237	3,971	266
Total	17,162	8,536	8,626

* Includes estimated cost for Yonge North Subway Extension

Of the total anticipated investment of \$12.43 billion in transit and rapid transit infrastructure, the table indicates there is a forecasted \$8.36 billion cost contribution by others. Of this, \$4.48 billion is for the Yonge North Subway Extension project. Expansion of the bus rapid transit (BRT) network constitutes the remaining contribution by others of \$3.88 billion. Regional investment in the future BRT network will be phased over time, subject to provincial funding commitments. The table also includes 100% Regional contribution to transit facilities, fleet expansion and the environmental assessments and preliminary engineering to support future BRT projects.

For the \$4.24 billion total investment in roads, the table indicates the Region is the primary funder at \$4 billion. This investment funds major improvements to the Region's arterial road network, including new roads (missing links), expansion of existing Regional roads and four grade separations. The cost contribution of others to roads infrastructure is anticipated to increase over the next 30 years, depending on the number of future highway interchanges and road-rail grade separations initiated by the Province. Staff will continue collaborating with the Province on advancing these projects, including funding.

Active transportation projects identified in the 2022 TMP assume a 100% Regional contribution.

Regional contribution of capital investment in transportation projects led by others is reviewed and approved by Council through the annual budget process

Major capital projects in the 2022 TMP align with project prioritization and programming in the 10-year Roads and Transit Capital Program approved annually by Council. Additional commitments for Regional contributions to provincial or third party roads projects, such as the Region's share of provincially led BRT projects, highway interchanges and road-rail grade separations, will be presented to Council for approval through the annual budget process.

6. Local Impact

Engagement with local municipal Councils and staff occurred throughout the 2022 TMP development process through regular Partnership Advisory Group meetings, presentations to local municipal staff and councils, and ongoing consultation. Local municipalities were kept informed, and input received was incorporated into the final plan, where applicable, to ensure it supports a Regional transportation system that is safe, accessible, equitable and meets the needs of the entire Region.

The provincial, regional and local transportation networks function as an interconnected system. The 2022 TMP guides how local municipalities identify and plan for infrastructure required to support growth forecasts. It further provides support to local municipal transportation master plans, secondary plans and development charges bylaws by identifying synergies between roads, transit and active transportation improvements supporting growth, and guiding local development and land use planning decisions.

7. Conclusion

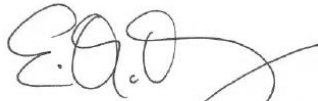
The 2022 Transportation Master Plan identifies long-term transportation infrastructure required to support the Region's communities and economic growth for the next 30 years. The plan was completed in coordination with the Municipal Comprehensive Review process and 2022 Development Charge Bylaw.

The 2022 TMP is aligned with provincial plans, strives to consider the unique needs of the communities we serve, and reflects feedback received from extensive consultation and engagement with residents, stakeholders and partners.

This report seeks Council approval of the 2022 TMP. Upon approval, staff will notify agencies, Indigenous communities, partners, public and stakeholders of its completion. A 30-day public review period will commence, when interested parties may provide comments on the plan. Following completion of the review period, staff will review and respond to comments, which will be taken into consideration in implementing the final plan. The 2022 TMP will be available online at [York.ca/TMP](https://york.ca/TMP).

For more information on this report, please contact Brian Titherington, Director, Transportation Infrastructure Planning. Accessible formats or communication supports are available upon request.

Recommended by:



Erin Mahoney, M. Eng.
Commissioner of Public Works

Approved for Submission:



Bruce Macgregor
Chief Administrative Officer

June 3, 2022
Attachments (5)
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