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# PLANNING

HEALTHY COMMUNITIES • SUSTAINABLE COMMUNITIES

Journal

## INTEGRATED MOBILITY:

*Transportation from  
the customer's  
perspective*





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Rendering depicting potential green trackway and future entrance to Serena Gundy Park at Eglinton Avenue and Leslie Street, Toronto. Image courtesy of Lorna Day

## Integrated Mobility

# Breaking down transportation silos



By Dennis Kar, contributing editor

**A**s planning professionals, our focus has historically been to look at mobility from an infrastructure and operations perspective, addressing each mode in isolation. Transit planners work to identify the structure of routes and services that make the best use of resources and boost ridership. Cycling advocates address missing links in the network to promote connectivity and safe and convenient cycling routes. Traffic engineers address traffic flow by adjusting traffic signal timing and adding capacity when prompted by service trigger levels. Even land use planners often work in isolation of their mobility counterparts. Transit supportive design is often focused on pedestrian mobility, enhancing pedestrian places, while in many cases paying little attention to the connectivity of the place within the larger transportation network.

Integrated mobility is a holistic approach that breaks down transportation silos and addresses mobility from the customer perspective. Simply defined, it is about connecting travellers from trip origin to their final destination using all transportation modes through the integration of barrier-free planning, design, infrastructure and technology solutions.

The concept is simple: When people travel, they typically use more than one mode of transportation. Transit riders are pedestrians before boarding and after alighting a bus, streetcar or train. Cyclists may bicycle on sunny days but prefer other modes during inclement weather. Making a choice to purchase one less household vehicle or to be car-free does not mean you will never need access to an automobile. Trips to the Home Depot by transit are not as attractive as the downtown work commute, particularly when carrying your purchases on the return trip home. Taxis, car-share vehicles and personal vehicles are reasonable travel choices for this type of trip and should continue to be accommodated.

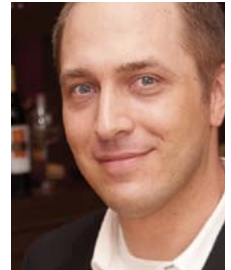
As customers, we must have convenient choices that meet all of our daily, weekly and monthly travel requirements if we are to switch to more sustainable modes. Integrated mobility means planning and operating systems that provide customers a choice, and recognizing that it is not an all-or-nothing approach. Cyclists can be transit users, transit users can be pedestrians, and pedestrians can be auto drivers. People have different travel needs

and will often switch modes to suit a particular need. As transportation and land use professionals, we must recognize the integrated nature of travel and approach our planning, design and engineering of transportation systems in an integrated manner.

The concept of integrated mobility is having a renewed focus in the planning profession. Complete Streets address integrated mobility from the design perspective, creating streets that are designed for all ages and abilities and all modes of travel. Success starts with an effective working relationship between land use and transportation planning professionals to help balance the needs of mobility and place-making. Complete streets typically include sidewalks, bike lanes, dedicated lanes for ride share and transit, auto travel lanes and place-making opportunities for pedestrians. The emphasis on each element will depend on the role of the street in creating great places and connecting the network.

Technology is also an important component of how we travel and is essential to developing an integrated transportation network. Many transit users now benefit from knowing in real-time when their next bus will arrive, thus reducing the uncertainty that comes with a scheduled service. This helps to increase transit ridership in areas where land use does not accommodate frequent service.

Commuters can use a Google Trip Planner to identify the best route to work and make smart decisions about when to travel. The addition of alternative modes (transit, cycling and walking) to trip planning apps has provided commuters with essential information to compare travel times, identify cycling routes and navigate the transit network. The next evolution of travel planning apps will offer an increased focus on integrated mobility, providing more information on travel modes and allowing commuters to adapt in real time. This will include providing commuters with information on all aspects of their trip decision process (e.g., parking costs and transit fares). It will also allow commuters to plan trips using multiple modes (e.g., trip option 1: transit to car share to walking; trip option 2: taxi to rail to bike share). And it will inform commuters of incidents, in real time,



Dennis Kar

which may cause delays on their usual trip and identify alternative travel options that will allow them to get to their destination on time.

Technology will continue to provide valuable information that will allow customers to make smarter travel choices and should be an essential part of any approach to integrated mobility.

The role of the planning profession is to continue to build communities that allow sustainable modes to become viable alternatives. To do this, we must continue to remind ourselves that there is not a one-size-fits-all solution to mobility and people need the flexibility to change their travel choices and easily connect among multiple modes. To be successful, we must continue to break down the silos and view mobility from the customer's point of view.

This issue of the *Ontario Planning Journal* highlights the concept of integrated mobility and its practical application throughout

Ontario. Articles include a look at new approaches to transportation impact assessments that are changing the way traditional developments are reviewed and approved; valuable research on bicycle parking and zoning by-law mechanisms to enhance this form of mobility; new insights into the ongoing debate between offering free subsidized parking at transit stations or charging for parking at fair market value; the evolution of Transportation Management Associations and the role of Transportation Demand Management in the development review process.

Enjoy.

*Dennis Kar, MCIP, RPP, MUP, is an associate and transportation planner at Dillon Consulting Limited and the transportation contributing editor for the Ontario Planning Journal. He can be reached at [dkar@dillon.ca](mailto:dkar@dillon.ca). Thank you to Darryl Young for helping put this issue together.*

## Ottawa TMP

# Context drives design

By Colin Simpson

Ottawa's 2013 Transportation Master Plan (TMP) sets a new standard for sustainable transportation planning in Canada. The plan, unanimously approved by Ottawa council on November 26, 2013, sets ambitious targets for sustainable modes and represents a significant paradigm shift away from the traditional "predict and provide" approach to transportation planning. Although most master plans now prepared in Canada place a policy emphasis on sustainability, few go this far in moving from vision to action.

In managing road networks for the greatest public benefit, cities frequently must make difficult trade-offs. To address this, the Ottawa TMP introduces a new complete streets policy that offers safety, comfort and convenience to all users regardless of age or ability.

At the heart of this policy is the notion that context will drive the design of streets. In areas with high pedestrian and cycling volumes, the needs of the most vulnerable street users—pedestrians and cyclists—will be considered first. Where high demands from multiple modes exist, the city will seek to balance the needs of all users in a sustainable way. The policy has already resulted in a review of the city's road design guidelines, which will integrate current best practices to illustrate ways of rebalancing street space distribution within the right-of-way among the various uses.



Colin Simpson

### Linking land use, transportation and financial planning

Land use and transportation planning are two of the most important drivers of the sustainability of an urban region. The City of Ottawa recognizes this important relationship and conducted its land use planning (official plan review) and transportation planning (TMP update) concurrently. In so doing, future transportation infrastructure is located to serve the changing city, while new population and employment areas can be strategically zoned close to rapid transit stations.

However, the TMP goes a step further to ensure that economic

sustainability is also a priority in the plan. The city's finance department was engaged to conduct a comprehensive assessment of how much the city can afford to spend on growth-related transportation projects over the 18-year planning horizon. The analysis considers capital, operating, maintenance and life-cycle costs and guided the infrastructure phasing plans for the TMP. The result of the process is an affordable transportation network that provides the infrastructure required to achieve the city's sustainability targets, while also ensuring that its costs will not be unduly borne by future generations.

### Improving environmental performance

Ottawa's TMP update sets an aggressive target for environmental sustainability: by 2031, at least 50 per cent of peak-period trips to, from and within Ottawa will be made by sustainable modes (i.e., walking, cycling, public transit and carpooling). The plan also specifies more detailed targets by mode and by geographic area. For example, the share of cycling trips will nearly double to 5 per cent, while transit share within the inner suburbs will increase from 16 to 22 per cent. While these targets are important, it is the plan's actions that will ensure the goals of the plan are actually met. Examples of these actions include more than \$135-million dollars of dedicated funding for walking and cycling projects and nearly \$2.5-billion of rapid transit and transit priority funding. In fact, investments in sustainable modes are more than triple the investment in roads.

As a result of the plan's sustainable vision, it is projected that greenhouse gas emissions from Ottawa's transportation system will be reduced by 14 per cent per capita by 2031. With continued efforts to shift to sustainable modes the city is on track to reduce the overall GHG tonnage from its transportation system.

### Putting affordability at the forefront

While a TMP may have the most noble of ambitions, it is its implementation that will determine its success. For this reason, Ottawa has taken steps to ensure that the plan it has developed for its transportation system can actually be achieved using



conservative capital and operations funding assumptions. It is believed that this is one of the first TMPs in Canada to have explicitly considered affordability in this way.

How much the city can afford to invest was determined by looking at existing council policies and existing revenue sources to establish an affordable envelope. Specifically, it was assumed that tax increases would match inflation, the city's debt load would not be increased substantially to pay for projects, and senior governments would contribute two-thirds of the required capital cost for rail projects.

Perhaps most importantly, affordability was assessed not only on capital cost, but on complete lifecycle cost. For transit projects, this involved an assessment of the costs to operate and maintain infrastructure, as well as to renew the fleet. For road projects, lifecycle costs include costs to resurface as well as completely rehabilitate roads over a 50-year timeframe.

This process had a profound importance to the establishment of the TMP priorities. Whereas most plans establish needs and then assign costs to meet those needs, Ottawa's approach allocated a fixed amount of money among different modes. The end result was a plan that considerably constrained the number of road projects to be built over the plan's horizon in comparison to past TMPs.

### Shifting the focus from mobility to accessibility

Traditionally, transportation planning has sought to provide unlimited mobility for travellers. However, in reality the achievement of this goal is impossible—congestion is a reality in every major city around the world and will likely continue to be for the foreseeable future. In recognition of this, the focus of infrastructure provision in the TMP was altered from the goal of mobility to the goal of accessibility. In essence, this means that although travellers may encounter congestion during their trip, they will be able to complete the trip using the mode of their choosing.

This was achieved in two different ways. First, the transportation network was designed to accommodate demand during the 2.5-hour peak period rather than the peak hour. In so doing, infrastructure requirements were reduced. Second, the ability of a particular road project to improve accessibility was given equal consideration to the ability to reduce congestion. This resulted in fewer recommended projects whose sole purpose was to relieve congestion.

### Developing multi-modal levels of service

For nearly 50 years, the Transportation Research Board's Highway Capacity Manual has used the concept of "level of service" to describe the performance of roadways. The manual translates the magnitude of delays experienced due to congestion into discrete, easy-to-understand letter grades (A, B, C, D, E and F). Unfortunately, the manual's focus is exclusively on the experience of drivers and, while there has been much research in recent years to expand the approach to other modes, there is no accepted practice for evaluating multi-modal level of service at the TMP level.

As part of the Ottawa TMP, the study team reviewed methods for multi-modal levels of service adopted in other jurisdictions and then conducted primary research into how levels of service could be applied to cycling, pedestrians and transit in Ottawa. These help to facilitate the decision-making process when trade-offs are required.

### Designing for the peak period

As part of the shift in focus from mobility to accessibility, a policy decision was made to design road capacity to accommodate the total demand experienced during the 2.5-hour peak period rather than during the peak hour. This is done in recognition that the use of

hourly capacity is, in essence, arbitrary and often results in road infrastructure that is under-utilized throughout most of the day.

To accommodate this change in policy, the study team developed a peak period modelling technique that can be easily transferred to any other municipality. Whereas the traditional approach to travel demand modelling is to simulate the highest hour during the day and provide sufficient capacity to meet that demand, modelling for the Ottawa TMP used the average hour within the 2.5 hour peak period. Using the average hour inherently means that the simulated demand is lower, meaning that less road infrastructure is required to meet demand.

### Moving away from predict and provide

Most importantly, it is the overarching process used in the Ottawa TMP that is transferable to other municipalities. Rather than just identifying infrastructure to meet forecast future demand across all modes, the Ottawa TMP instead takes an iterative approach that first determines what is affordable. From this, priorities regarding how much should be spent on each mode are informed by policy, and infrastructure projects are specified under the affordable envelopes for each mode. The impacts of this infrastructure can then be assessed using modelling techniques and can be used to inform a new iteration of the process. Although fundamentally different from traditional TMP methodologies, this process ensures that TMP goals can be achieved and therefore is an attractive alternative for municipalities.

*Colin Simpson, MCIP, RPP, is a senior project manager in the Transportation Planning Branch of the City of Ottawa. He is an avid year-round cyclist and daily jogger along the Rideau Canal. The City of Ottawa Transportation Master Plan is a 2014 Excellence in Planning winner in the Municipal Statutory Planning Studies, Reports, Documents category.*

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# Approaches to bicycle parking standards

By Jana Neumann

**A**s we transition to healthier and more sustainable communities, it is becoming the norm across Canada for new development to include bicycle parking as a basic amenity for residents, workers and visitors who arrive on two wheels. This trend is supported by municipal zoning by-laws that increasingly require short-term and/or secure bicycle parking facilities be provided as part of new non-residential and multi-unit residential developments.

As with many other planning tools, the findings of a recent Canada-wide planning survey reveal that there is a great deal of variation in how bicycle parking standards are applied. This article is intended to highlight these variations, including best practices and approaches to avoid.

## The survey

In 2012 and 2013, The Planning Partnership completed a series of Canada-wide planning surveys on behalf of the Real Property Association of Canada (Realpac). These national surveys analyzed how major cities across the country compare in terms of the cost and timing of development, as well as their approaches to automobile and bicycle parking, transit-oriented development and sustainable development standards. Participating cities included Vancouver, Victoria, Yellowknife, Edmonton, Calgary, Regina,

Saskatoon, Winnipeg, Ottawa, Toronto, Mississauga, Hamilton, Kitchener, London, Montreal, Quebec City, Charlottetown, Moncton, Fredericton and Halifax.

Of the 20 cities surveyed, 15 had adopted citywide bicycle parking requirements and two had adopted bicycle parking requirements only within specified zones, including waterfront and college districts.

While all of the 17 cities that require bicycle parking have standards for short-term parking facilities, nine have also developed standards for secure bicycle parking. Short-term bicycle parking includes outdoor bicycle racks, which may or may not be covered. Secure, or long-term bicycle parking includes access-controlled indoor bicycle rooms and bicycle lockers.



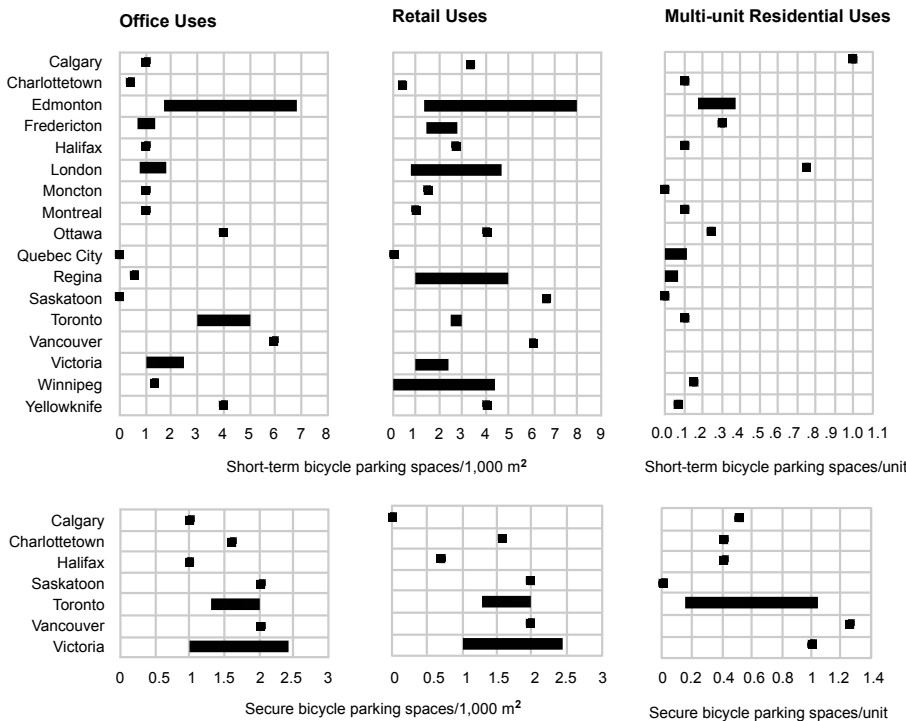
Jana Neumann

Secure bicycle parking facilities are preferred by users who require bicycle storage for longer periods of time, such as a full workday or overnight. The lack of secure bicycle parking may act as a deterrent to cycling for many people, especially after they have had one or more bicycles stolen—an all too common occurrence. Not only do secure bicycle parking facilities help to prevent theft, they also provide weather protection, which significantly extends the life of a bicycle.

## Calculating the bicycle parking requirement

Canadian municipalities use a diversity of approaches to calculate their bicycle parking requirements. These range from floor area calculations such as 1 space/1,000 m<sup>2</sup>, to car parking calculations, such as 5 per cent of the required number of car parking spaces. Other approaches, such as GFA-based triggers and exemptions, and minimum and maximum requirements, are based on the scale of development relative to the cost of providing bicycle parking.

It should be noted that linking bicycle parking requirements to car parking requirements can be problematic. For example, where municipalities require fewer car parking spaces in denser areas, this approach will have the unfortunate effect of generating fewer bicycle parking spaces where they are most needed. Also, as municipalities adopt transportation demand management programs that include reduced parking standards, the bicycle parking requirement would also be reduced, which is counterproductive to promoting active transportation.



Source: 2012 & 2013 Canada-Wide Development Process Survey, The Planning Partnership / Real Property Association of Canada

Bicycle parking requirements in major Canadian cities

**Table 1—Minimum rates for bicycle parking**

Use	Short-term bicycle parking spaces	Secure bicycle parking spaces
Office	1/1,860 m <sup>2</sup>	1/930 m <sup>2</sup>
Retail	1/465 m <sup>2</sup>	1/1,115 m <sup>2</sup>
Multi-unit residential	0.05/bedroom	0.5/bedroom

A key objective of the Canada-wide surveys was to quantify and compare planning requirements among major cities. In this regard, the survey findings revealed that the number of bicycle parking spaces required for different types of land uses varied greatly among participating municipalities:

Office uses—short-term bicycle parking requirements ranged from 0.4 to 6.8 spaces/1,000 m<sup>2</sup> and secure bicycle parking requirements ranged from 1 to 2.44 spaces/1,000 m<sup>2</sup>.

Retail uses—short-term bicycle parking requirements ranged from 0.4 to 6.7 spaces/1,000 m<sup>2</sup> and secure bicycle parking requirements ranged from 0.7 to 2.44 spaces/1,000 m<sup>2</sup>.

Multi-unit residential uses—short-term bicycle parking requirements ranged from 0.005 to 1 space per unit and secure bicycle parking requirements ranged from 0.15 to 1.25 spaces/unit.

At the low end of these ranges, the requirement is unlikely to generate a sufficient supply of bicycle parking. For example, 0.15 secure bicycle parking spaces/unit would only generate one space

per seven units and at 1 space/1,000 m<sup>2</sup> very few short-term bicycle parking spaces would be required for small-to-mid-sized retail businesses.

Based on a bicycle mode-share target of 5%, the Association of Pedestrian and Bicycle Professionals 2010 guidelines recommend minimum rates for bicycle parking by land use (see Table 1).

In addition, the guidelines recommend a minimum of two short-term and two secure bicycle parking spaces per building. If a municipality were to adopt a higher mode-share target than 5 per cent, higher bicycle parking requirements would be needed to achieve that target.

In addition to specifying the number of bicycle parking spaces required for a given land use, most municipal zoning by-laws also provide guidance on where bicycle parking should be located and the minimum dimensions for different types of bicycle parking spaces. This guidance helps to ensure that the bicycle parking that is provided is accessible, practical, safe and secure.

### Lessons learned

Without a doubt, the introduction of mandatory bicycle parking is a positive innovation in zoning that is consistent with the trend towards healthier and more sustainable developments. As municipalities contemplate introducing or updating their bicycle parking standards, the following best practices should be considered: Require bicycle parking for all non-residential and multi-unit residential land uses and include standards for both short-term and secure bicycle parking. Use bicycle parking rates

## Approaches to calculating bicycle parking standards

APPROACH	EXAMPLE
<b>Non-residential Uses</b>	
Floor area-based requirements	0.1 space/100 m <sup>2</sup> of GFA
A percentage of car parking spaces	5% of required car parking spaces
Variable bicycle parking rates by GFA	0.1 spaces/100 m <sup>2</sup> for the first 500 m <sup>2</sup> 0.05 spaces/100 m <sup>2</sup> for the next 1,000 m <sup>2</sup> , etc.
GFA triggers	Bike parking only required for buildings with a minimum GFA of 2,000 m <sup>2</sup>
GFA exemptions	First 500 m <sup>2</sup> of GFA is exempt from bike parking requirements
Minimum and/or maximums	3 spaces minimum, plus 0.1 space/100 m <sup>2</sup> of GFA, 50 spaces maximum
Bike parking type ratios	80% secure, 20% short-term
District-specific bicycle parking standards	0.1/100 m <sup>2</sup> in District A 0.3/100 m <sup>2</sup> in District B, etc.
<b>Multi-unit Residential Uses</b>	
Unit-based requirements	1 space/unit
Occupancy-based requirements	0.25 spaces/bachelor unit 0.5 spaces/1-bdrm unit 0.75 spaces/2-bdrm unit 1 space/3-bdrm unit
A percentage of car parking spaces	10% of required car parking spaces
Minimum and/or maximums	5 spaces plus 0.1 spaces/unit, maximum 50 spaces
Bike parking type ratios	80% secure, 20% short-term
Building size triggers	Bike parking not required for buildings with less than 10 units
Entrance-based requirements	6 spaces per entrance

that are based on GFA for non-residential uses and occupancy for multi-unit residential uses, rather than rates that are linked to the automobile parking requirement. Test parking standards on model development scenarios to make sure that a sufficient number of spaces will be provided to meet existing demand and future mode-share targets. Consider including safeguards, such as a minimum number of bicycle parking spaces per building and a maximum to make sure the parking can be accommodated on a typical site without unreasonably impacting the development model. Include

site planning requirements and design standards to ensure the bicycle parking spaces that are provided are accessible, practical, safe and secure.

*Jana Neumann, MCIP, RPP, is an associate with The Planning Partnership and a member of OPPI's Transportation Working Group, as well as the Association of Pedestrian and Bicycle Professionals. She would like to acknowledge Realpac for commissioning the Canada-wide planning surveys.*

## The Story of Eglinton

# Growing into its future

By Lorna Day

Connecting the past to the future: a once-in-a-lifetime opportunity to combine a city-building vision with the design of new transit in the heart of Toronto.

I recently saw a photo essay that showed the evolution of Toronto's main

street from a muddy rural track to the intensely animated and diverse street it is today. These kinds of transformations fascinate me and they ignite my imagination not only as a citizen of Toronto but also as an urban designer. I was therefore delighted to find myself guiding the future of Eglinton Avenue as manager of the Eglinton Connects Planning Study on behalf of the City of Toronto planning division. The study focused on a 19-km. light rail transit corridor girding the city's midsection. City-building opportunities like this don't come along every day.

Planning study is code for: "How do we envision the future of our city?" It is a complicated question that involves cultural values, legal frameworks, social justice, mobility, buildings, economics and much more. In order to make good decisions about the city we will bequeath to the next generation of Torontonians, a lot of detailed background information must be assembled, digested and interpreted. In the case of Eglinton, a dedicated team of city staff and consultants looked at the evolution of Toronto, the factors that stimulate growth and the role that Eglinton plays in the region, the city and its neighbourhoods.

If you look at a map of Toronto, Eglinton Avenue is located halfway between Lake Ontario and the city's northern boundary of Steeles Avenue. More Torontonians live in proximity to Eglinton than to any other east/west avenue. It spans all six of the former municipalities that make up the amalgamated city and it connects Mississauga and Pearson International Airport in the west to the Scarborough waterfront in the east.

Historically, Toronto's centre of gravity has moved northward from the shore of Lake Ontario. In the days of Muddy York, Front Street was the main east/west thoroughfare, running perpendicular to Yonge Street. The city then pushed north towards College Street, then Bloor Street. Completion of the Eglinton LRT line in 2020 will move Toronto's centre of gravity northward yet again, establishing Eglinton Avenue as the city's new main east/west street.

Eglinton Avenue today is a remarkably diverse corridor. Along its length you will encounter just about every type of industrial,

retail, institutional, residential, commercial and recreational use to be found in Toronto. It connects the Golden Mile to Midtown, Weston to Leaside and Flemingdon Park to Forest Hill. It is anchored by two of Toronto's amazing ravines—Black Creek in the west and Don Valley in the east—and about 72,000 jobs and residents front onto the street.

The city's official plan designates certain thoroughfares as avenues, meaning properties fronting the street generally have the capacity to be re-urbanized and accommodate some intensification. Much of Eglinton falls in this category.

The need to guide growth took on a new urgency when the Province of Ontario, as part of Metrolinx's Big Move, announced funding to construct the 19-km. Crosstown LRT, making it possible to travel by transit from Jane Street in the west to Kennedy Road in the east in under 38 minutes.

The unique alignment of existing planning priorities and new, large-scale infrastructure investment led to an unprecedented opportunity for the Eglinton Connects team. This was not the first time the city had conducted an avenue study, but it was the first time it had attempted a study of such magnitude. The study encompasses six unique focus areas, two mobility hubs and the Yonge-Eglinton Centre, an Environmental Assessment for 11 km. of roadway and a 19-km. streetscape plan.

The planning study involved compiling and examining facts, including history, existing properties, demographics, geology, topography, existing zoning, traffic patterns, trees, etc.; listening to experts, residents and other stakeholders; influencing the design of the LRT to ensure it harmonized with the emerging vision; and evaluating information and developing recommendations that could be implemented in stages.

Compiling information—A heritage study formed the starting point for this work. Staff learned how Eglinton evolved not as a single entity, but as a series of nodes that grew around the various drivers of growth. Close to 1,500 properties were studied and information was tabulated about building setback, frontage, depth, zoning, parking, laneways, density and more. The historic and existing demographics of the corridor were studied to learn about the ethnicities, incomes, ages and professions of the people living in proximity to the corridor. Community services and facilities were inventoried and analyzed. To ensure the roadway meets the needs of all future users an environmental assessment examined traffic patterns and volumes along the 11-km. corridor where the Crosstown runs underground.

Listening—The study generated an overwhelming amount of



Lorna Day



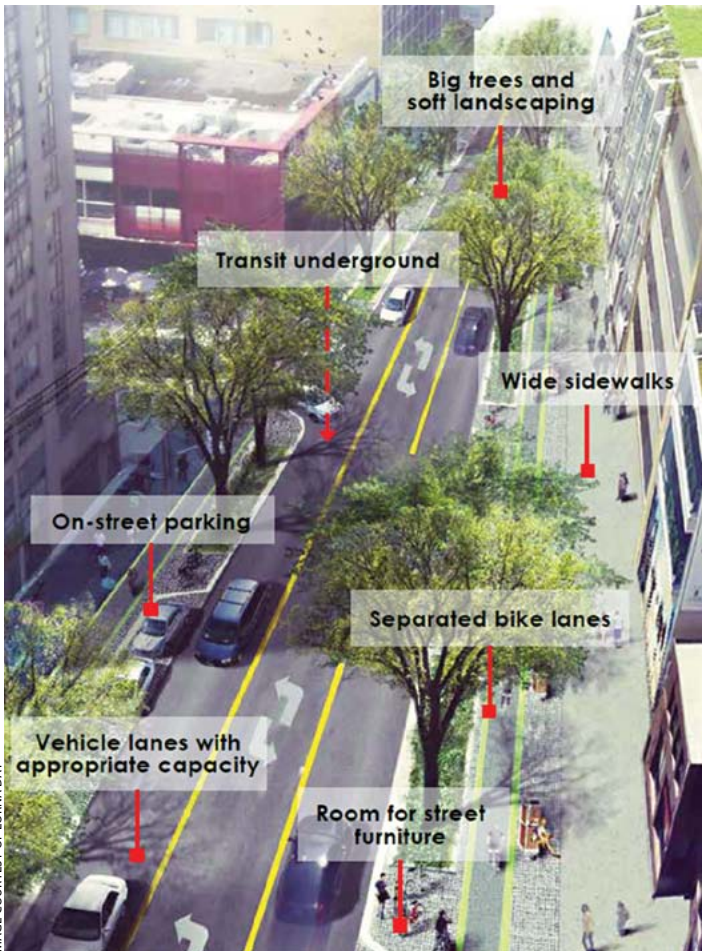


IMAGE COURTESY OF LORNA DAY

Rendering depicting future 3-lane roadway cross section in the vicinity of Yonge Street

**Influencing**—The truly unique aspect of this study was the opportunity to work with Metrolinx on the detailed design specifications of the transit infrastructure itself. Each of the 15 underground stations has at least two entrances; there will be nine km. surface trackway with 10 stops; three stand-alone emergency exits; four traction power substations and a major maintenance and storage facility at Black Creek near the Crosstown's western terminus. Each component was carefully integrated into the design vision and measured against public feedback, the city's policies and Metrolinx's design standards. The greatest challenges came from inserting this major piece of infrastructure into tight urban areas between Keele Street and Mount Pleasant Avenue, as well as making sure that some of the future growth potential of the corridor would be integral to many of the stations.

**Evaluating**—The Eglinton Connects study began in 2011 and wrapped up during the summer of 2014 when Toronto council approved five reports comprising the study's 21 recommendations, the environmental assessment, a report directing funds to be spent on some of the recommendations and two further reports making policy and zoning by-law changes to implement the study.

A vision is only words, a study is only paper. What really matters is how well the city grows into its future.

*Lorna Day, B. Arch., MCIP, RPP, is manager of the Eglinton Connects Planning Study and the 2010 Avenues and Mid Rise Building Study with the City of Toronto Planning Division. Eglinton Connects received the 2013 ITE Project of the Year Award.*

information but staff needed to weigh the facts against the values of Torontonians, so public consultation became critical. Close to 70 consultation events were held, engaging over 6,000 people. These consultations proved crucial to the evolving vision and recommendations of the study.

The issues were sorted into three themes: travelling, greening and building. This allowed the many conversations to be targeted, tracked and documented, and provided the framework for the final recommendations. The travelling theme was about use of the public right-of-way portion of Eglinton, namely the roadway and the sidewalks. The final outcome was a nuanced approach recognizing that user needs change across the corridor. In every case, the study provides for protected bike lanes and adequate sidewalks. This balancing act takes into account the fact that travelling behaviours will change with the advent of new Crosstown transit. The greening theme covered both public and private lands, and gives direction about tree planting, public art, access to ravines and general sustainability. Building addresses the incremental development of private lands fronting Eglinton. While seemingly counterintuitive, increased density will actually decrease traffic congestion as more people walk, cycle or take transit for their daily needs. It will also provide residents with a fuller range of housing options within their own communities. In some key locations, higher buildings are anticipated as part of large-scale master plans that will include new streets, parks and community facilities. As a result of the study, long-term capacity was identified for as many as 130,000 jobs and residents.

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# No such thing as free parking

By Maria Doyle

**O**n a recent visit to a Greater Toronto and Hamilton Area hospital situated in a low-density, car-oriented neighbourhood, I paid \$12 for one hour of parking during an off-peak time. Yet, at a local rapid transit station, (connecting to commuter rail/bus, subway, bus rapid transit, light rail and express bus) located in a mid-density neighbourhood well-served by bike lanes and transit, parking is offered free-of-charge during peak hours. The hospital understands that parking is a service, with real costs that can also provide a much needed revenue stream. The challenge for transit agencies is finding a balance between fair pricing and not discouraging transit use.

Parking at rapid transit stations is supplied free of charge for numerous reasons: to encourage people to get out of their cars for the main portion of their trips; to reduce congestion on highways and in downtown areas; and in particular, to encourage transit ridership. The challenge with providing free transit station parking is that it ignores localized congestion around station areas and does not account for the revenue that can be gained from parking.

There really is no such thing as free parking as there is an inherent price to each parking space with “the cost of parking is hidden in higher prices for everything else.” (Shoup 2005) Research has shown that free parking contributes to automobile dependence and environmental damage. Subsequently, the bountiful supply of free parking at transit stations may be contrary to the larger objectives of reducing environmental impacts of automobile use and shifting station access to more sustainable modes. It may be time for a change to making transit station park-and-ride a user-pay system with comprehensive parking policies.

The primary motivations for parking charges are cost recovery and demand management. Recent estimates for the construction costs of surface parking lots range between \$2,500 - \$5,000 per space and rise to approximately \$40,000 for parking structures (Bond 2014) and annual maintenance costs per space range between \$200 with no attendant and \$800 with an attendant. (Translink 2014) Conservatively, the combined construction and maintenance costs to supply a parking space are between \$1.50 and \$3.00/weekday. This does not include the soft costs associated with stormwater run-off and GHG emissions and the adverse effects on health, deterioration of buildings and reduced agricultural production. (Chester, Horvath and Madanat 2011)

Parking charges are also a way to shift travel behaviour to/from the rapid transit station. Reduced demand means less land allocated to parking, allowing transit-oriented development to occur adjacent to transit stations. In particular, parking charges can encourage alternative modes of station access including cycling and walking, feeder buses and passenger drop-offs. A recent study by Hamre and Buehler (2014) noted that disincentives to auto use, such as charging for parking,

actually increase transit ridership more than transit incentives alone.

While parking fees at rapid transit stations have clear benefits, several concerns typically arise. The biggest fear is that passengers will opt to drive the entire length of their trip rather than pay for previously free-parking services, discouraging transit use overall. This fear, however, is not realized if the appropriate pricing structure is put in place. Bay Area Rapid Transit (BART) in the San Francisco area, Calgary Transit and Massachusetts Bay Transportation Authority (MBTA) in Boston found that although there was an initial softening of parking use immediately after the introduction of pay parking, lot use recovered within about three to six months, and ridership remained unaffected. Further, BART noted an increase in alternative station access modes with more passengers walking or taking feeder buses to the station.

A common criticism of parking charges is that some rapid transit station lots are located in areas that are only accessible by automobile. Offering lower prices or free parking only at rapid transit stations where no other viable alternatives exist may be one solution. Parking restrictions may also add an incentive for the transit agency to introduce feeder bus services to the transit station. This will provide commuters who do not wish to pay the parking fee with an alternative travel option and help mitigate the potential for travellers to drive all the way to their final destination.

Essentially, each situation needs to be addressed in-context: Pricing needs to be location sensitive and should consider the overall cost of travel. Pay parking at rapid transit stations is also more effective when there is paid parking at the final destination, which is more expensive than the combined cost of the two-way transit fare and rapid transit parking fee. However, even when auto access may be the only option, it is not a strong case to counter free parking, since someone still has to bear the costs of lot construction and maintenance.

Overflow parking on local residential streets is often seen as a consequence of charging parking fees at transit stations. Transit agencies often report this kind of abuse with free transit parking in high-demand areas. Nuisance parking needs to be addressed in cooperation with local municipalities and police, so that on-street parking policies can correctly address violations and visible enforcement is in place, addressing the needs of local residents.

Another concern is that parking payment systems may cause traffic congestion at lot entry and exit points. While the traditional gated payment system has limitations, new plate scanning technology can eliminate problems of vehicle queuing and traffic congestion. Privacy concerns surrounding plate scanning have been noted in some jurisdictions, such as in Denver, Colorado, however the Calgary Parking Authority has overcome privacy laws to implement plate scanning, a solution that may be applicable in other Canadian jurisdictions. Other payment systems, like pay-and-display, have been effectively used at frequent-service transit lots by the Boston MBTA system and Toronto TTC. As well, as noted previously, the reduction in overall demand for parking, may actually reduce localized congestion issues, with more people walking, cycling or taking feeder bus services to get to the station.



Maria Doyle

The greatest barrier to the introduction of transit lot parking fees may be political will. Free parking is often seen as a right, especially in car-centric areas. Calgary transitioned to parking fees at its transit lots in 2009 with no evidence of a decline in ridership. Instead, the charges reduced parking demand and increased station access by other modes such as feeder bus, walking or biking. Unfortunately, after political promises to improve rapid transit access, in 2011 Calgary council voted to have Calgary Transit lots revert back to free parking with a limited paid reservation system. Currently, Calgary Transit is in discussion with Calgary Parking Authority to take over lot operations, which may also mean a return to transit lot parking fees. To mitigate resistance and ease transition, transit agencies should employ a strong communications program to inform and educate the public about parking fees. BART's approach was to introduce station area and lot improvements along with the introduction of parking fees.

Parking at many transit stations remains a necessity to encourage commuters to use transit for the main portion of their trip, however this does not mean that it should be free. Much like the hospital, transit agencies should leverage all revenue streams. Numerous transit agencies in North America, from BART in San Francisco to the TTC in Toronto, have successfully introduced fees to help supplement transit revenues, reduce parking demand and shift modal access to transit stations.

Some may argue that a more connected transit network is necessary to reduce parking at transit stations. However, pay-parking is not intended to eliminate the provision of parking at rapid transit stations, rather, it is meant to provide a new revenue stream for transit infrastructure and operations. At a minimum, parking fees can recover the hard construction and maintenance costs of parking lots. In addition, charging at higher price points or

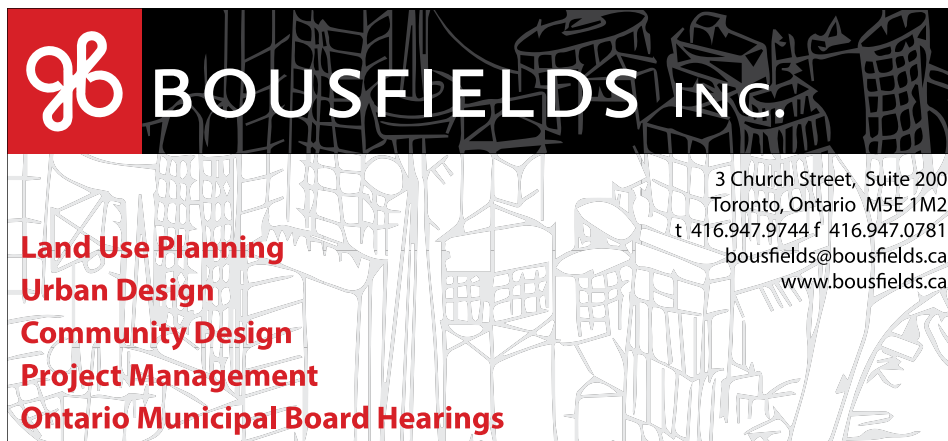
matching local area market prices may provide new revenue streams that can be applied directly to transit infrastructure or operations, reducing the subsidies needed for transit agencies.

As the conversation around sustainable transportation expands and we continue to look for alternative revenue streams to fund transit, parking levies at transit stations seems a logical inclusion. In essence, it may be time to introduce a region-wide parking policy at transit stations to align with provincial objectives to reduce reliance on the automobile and support effective multi-modal transportation options, by turning park-and-ride into park-and-pay.

*Maria Doyle, MCIP, RPP, works as a transportation planner for WSP | Parsons Brinckerhoff in Toronto and is a graduate of Ryerson University's Urban and Regional Planning Program. She is a Candidate Member of OPPI.*

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# Principles of integrated mobility

By Shawn Doyle

**L**ike many Canadian municipalities, the City of Ottawa is moving towards a more balanced treatment of all modes of travel. Promotion of alternatives to auto travel and integrated mobility were the primary themes of its most recent transportation master plan update, with commitments made to a complete streets philosophy and the development of multi-modal levels of service. Funding and implementation priorities were also shifted to reflect the city's commitment to increasing use of active modes and transit. The next step for Ottawa is to promote an improved balance of travel modes to ensure that its operational practices, such as its Transportation Impact Assessment (TIA) Guidelines, reflect its policy commitment to integrated mobility.

Operational practices like the TIA Guidelines direct the day-to-day decisions related to network design, implementation and operations. It is critical that the City of Ottawa TIA Guidelines reflect its policy platform. This article summarizes a number of proposed changes to the City of Ottawa Transportation Impact Assessment Guidelines to reflect the city's move towards integrated mobility.

## Role of TIA Guidelines

TIA Guidelines are one of the most important tools available to municipalities to implement transportation policy directives and city building goals. TIA is one of several layers of systems planning analysis in the transportation planning framework. The majority of municipal planning is done at a strategic level; TIA assesses local needs, gaps, and barriers or opportunities to enhance the transportation system as a result of a development proposal.

TIA Guidelines that are not aligned with key policy platforms will result in the municipality missing opportunities for developers to contribute to a balanced transportation network. This is significant in that development-driven transportation system modifications account for a substantial proportion of annual investment in the transportation system (up to 20 per cent of capital projects in growing municipalities). The previous City of Ottawa TIA Guidelines reflect the city's historical emphasis on auto travel and without an update to embed Ottawa's commitment to all modes of travel, development-related projects would continue to consider only the auto network.

## Aligning TIA Guidelines with integrated mobility

Historically, TIA Guidelines and studies have been focused solely on the assessment of road capacity and operational performance with the goal of ensuring that post-development road systems operate at specified performance

levels (usually referred to as the target level of service). Where network performance is impacted, localized mitigation measures are identified to return the road system to the established performance targets.

Aligning TIA Guidelines with integrated mobility objectives requires changes to two elements of the traditional scope of a TIA. First, the required performance measures need to be broadened to better reflect all modes of travel and establish appropriate performance targets.

Demand forecasting efforts and impact assessment methods also need to be adjusted to support the evaluation of network performance beyond the assessment of road capacity. All modes need to be considered and performance outside of capacity (e.g., safety, security, quality of environment) needs to be evaluated. Second, the proposed site design needs to be reviewed, in particular the transportation elements,



Shawn Doyle

to ensure that they are designed to promote targeted travel behaviour and safe travel through and adjacent to the site. Site design creates the environment for travellers during the first mile/ last mile of their trip, an aspect that can significantly influence mode choice. It is not enough for active mode and transit elements to be provided onsite, sites must be designed to encourage use of these modes and to limit the attractiveness of auto use.

The expanded performance measures makes the transportation system assessment multi-modal and requires the evaluation of trade-offs among modes; the inclusion of site plan review forces the recognition of the influence of urban design on travel choices.

## Modifications to Ottawa TIA Guidelines

Dillon Consulting Limited was retained by the City of Ottawa to update its 2006 Transportation Impact Assessment Guidelines to reflect Ottawa's integrated mobility objectives. The updated 2015 TIA Guidelines incorporate four significant changes.

One, performance measures and targets have been established to facilitate the assessment of impacts on network performance in all modes. Measures have been established for pedestrian, bicycle and transit systems. It is noted that the City of Ottawa is currently working to develop multi-modal levels of service (MMLoS) and that the TIA Guidelines could be further updated once this has been finalized.

Two, demand forecasting methods have been established for site traffic to project site demands for all travel modes.

Methods are based on forecasting person trips from sites, rather than the more traditional vehicle trip forecast, allowing for explicit determination of site-specific mode shares that reflect geography, land use and policy objectives and permit consideration of the impacts of site transportation demand management plans.

Three, impact assessment methods have been developed for networks for all modes, to reflect the city's preferred approach to calculations and reduce the need for comments/revisions. And four, site design has been added as an aspect of the development proposal to be assessed, primarily in the determination of the effectiveness of TDM strategies. The evaluation remains qualitative, requiring judgment in the evaluation of the consistency between the proposed design and the assumed mode shares.

## Conclusion

Integrated mobility policies must be incorporated into operational documents like TIA Guidelines to effectively move municipalities in the desired direction. The update to the City of Ottawa TIA Guidelines is an important step in achieving Ottawa's targets for active mode participation and transit ridership.

*Shawn Doyle, P.Eng, LEED AP, is a senior transportation planning engineer with more than 24 years of experience. A partner with Dillon, Shawn has worked extensively for clients in central, western and eastern Canada, and on international assignments in the Caribbean and Middle East. Shawn is the primary author for the updated City of Ottawa Transportation Impact Assessment Guidelines.*

## Sustainable Transportation

# Sharing is caring

By Vrinda Vaidyanathan

**A**t a time when many have come to the realization that reckless use of certain limited natural resources lead to negative environmental consequences, the sharing economy presents itself as an opportunity to improve the sustainability of cities. Given that transportation accounts for a large portion of a city's emissions, the remainder of this article provides an overview of shared mobility options that form an important aspect of the sharing city of the future. It also includes steps that planners can take to encourage the shared use of assets, thereby contributing to the sustainability and efficient functioning of cities.

### Shared mobility

The sharing economy is perhaps most commonly associated with car-sharing companies such as ZipCar, AutoShare and Car2Go. For a fee, subscribers are provided access to a fleet of cars that they can rent for a short period of time. The existence of these services provides people with the option of forgoing ownership of a car while still benefiting from the convenience of a car when they need it. Research conducted by the Transportation Research Board (2005) suggests that on average about 20 per cent of car-sharing members have given up their car or the ownership of a second or third vehicle. Benefits of increased use of car-sharing services include cost savings for the car-sharing member (reduced vehicle maintenance costs), reduced congestion (fewer cars on the road) and efficient use of land area in relation to reduced parking requirements (lower vehicle ownership rates). Studies also suggest that car sharing can play a role in reducing greenhouse gas emissions by reducing travel demand, even after accounting for increased travel demand by people who previously did not have access to a vehicle (Martin et al, 2011). Given that Ontario's electricity is increasingly produced from renewable sources, short-term electric vehicle sharing can also function as a potentially clean form of transportation.

The feasibility of car-sharing (or bike-sharing) services can be increased through policies that encourage intensification of built

form, a mix of land-uses and transit investment. This increases the viability of alternative travel options, which allow travellers to forego the need to purchase an automobile for everyday use. For car sharing, this means incentives such as the provision of preferential parking spaces for people using these services and reduced parking requirements for multi-unit residential buildings that include car-sharing parking spaces. Integrating electric vehicle charging infrastructure along with the provision of parking spaces for car-sharing services can help increase environmental benefits. Similar incentives also apply to bike-sharing services (e.g., providing more cycling lanes within a connected network, reduced parking requirements for buildings, etc.). Integrating these sharing services with the transit network can also result in increased transit ridership. Locating bike-share stations near transit stops, offering subsidized transit passes or parking rates for bike-share/car-share users in exchange for a share of revenues (or another form of partnership agreement) can have benefits for all parties involved through increased use of both services.



Vrinda Vaidyanathan

Ridesharing is a term that is sometimes used interchangeably with car sharing, but refers to a different aspect of shared mobility. Unlike car sharing, where the person using the service also drives the vehicle, ridesharing occurs when the user of the service does not necessarily drive the vehicle but seeks other individuals who own a car, have the same destination and/or are prepared to transport the person to his or her desired destination. Examples of one aspect of this service are UberX and Lyft, which provide an online platform for this type of services (ride-sourcing), functioning as an alternative to taxi services in the city. The impact of ride-sourcing services on congestion is not yet well understood, since it potentially induces travel demand as owners of cars are encouraged to continue using their cars when not needed to

transport others for a profit. The question of regulating these services is also an issue with which municipal governments are currently grappling.

Another example of ridesharing, which has a greater possibility of reducing congestion, is where individuals with the same destination share a ride. A good example is BlaBla Car, an online ride-sharing platform service recently launched in Europe where users can find others with the same destination and therefore travel in the same car. Unlike UberX, the service does not allow drivers to make a profit by transporting individuals, thus potentially avoiding induced trips. The startup's business model is designed for long distances and geared toward motorists looking to fill empty seats during journeys they would have been making anyway (BlaBlaCar, 2014). By structuring the business this way these services are more likely to result in an efficient use of resources by reducing the overall number of vehicles on the road. These services would benefit from the construction of more HOV lanes. In addition, given that commuting to work accounts for a large portion of automobile travel, companies can also encourage ride sharing (or carpooling as it is more traditionally known) by providing venues on their local intranets for employees with similar destinations to connect.

### The future city

Shared mobility plays an important role in the sustainable city, recognizing that automobile travel cannot be eliminated in the near future given the growth planning and infrastructure funding patterns of the past 50 years. However, the true sustainable city would be one where single-occupant vehicle travel is drastically

reduced and active transportation (walking, cycling) and transit become the primary modes of travel. To that end, shared mobility initiatives could play a transitory role in the interim.

Shared services can help reduce the travel demand associated with car ownership and improve the efficiency of existing automobile use by increasing the number of passengers per trip. For those single-occupant travel needs that remain, electric vehicle car sharing would reduce the carbon emissions associated with such travel. Lastly, these services can also act as a feeder network to transit systems thus increasing transit use and shifting travel demand to more sustainable modes.

*Vrinda Vaidyanathan (M.Sc.Pl '09) is a Candidate Member of OPPI whose professional career has focused on a range of city-building policy issues including sustainable transportation, growth management and reducing greenhouse gas emissions.*

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# Collaboration for sustainable mobility

By Roxane MacInnis

Integration of land use planning and transportation is critical to achieving sustainable mobility. This integration enables the creation of communities in which people can travel by the means of their choice and enjoy sustainable, healthy and active environments. An advocate of such integration, the Association for Commuter Transportation of Canada (ACT Canada) is the country's national association for Sustainable Mobility specialists (more commonly referred to as Transportation Demand Management or TDM). It advocates a closer collaboration with planners and the Ontario Professional Planners Institute and will provide more opportunities to build environments that are increasingly less auto dependent.

Planning for sustainable transportation requires appropriate policies, programs, regulations and incentives, and a significant link with land use planning and the built form. If the built form supports transit, walking and cycling, then the use of sustainable modes will increase. As well, planning for infrastructure that supports sustainable modes of transportation will lead to the creation of sustainable, healthy and active communities. To reach this goal, closer ties between ACT Canada members and OPPI members and a sharing of knowledge and experiences is an important component.

ACT Canada's [mission](#) includes the integration of land use planning practices into the provision of sustainable transportation planning, programming and policies and to that end it offers useful resources. Integration is illustrated through ACT Canada's sustainable mobility wheel. Each of its eight components

incorporates an aspect of land use planning and the built environment. As highlighted below, it offers insight into how increased engagement by planning practitioners can influence and support sustainable mobility.

Travel planning—TDM tools, resources, strategies and outreach initiatives typically focus on workplaces, schools and neighbourhoods. Employer organizations are consistently raising the bar to support and encourage options for their employees. Regulations governing the location, amount and types of priority parking are a key land use element that supports sustainable mobility, particularly as it relates to carpooling, car sharing and cycling.

TDM strategies—TDM is an effective way to influence travel behaviour. Planning influencers include parking regulations, including priority parking (carpooling, car sharing, electric vehicles, etc.); infrastructure locations and regulations (e.g., electric vehicle charging stations, bicycle parking and bike share stations); and policies that integrate land use planning and sustainable mobility.

Mobility options—Innovations to build awareness and increase use of mobility options such as transit, cycling, walking, ridesharing, teleworking and car sharing are all linked to community planning. For example, parking and site design that supports the use of transit, cycling, carpooling and car share options is an essential to the use of sustainable modes. As well, requiring amenities that serve the needs of cyclists, pedestrians and transit users through the site plan approval process can eliminate barriers to the use of active modes. Such facilities include, bicycle racks and lockers, shower and locker rooms.

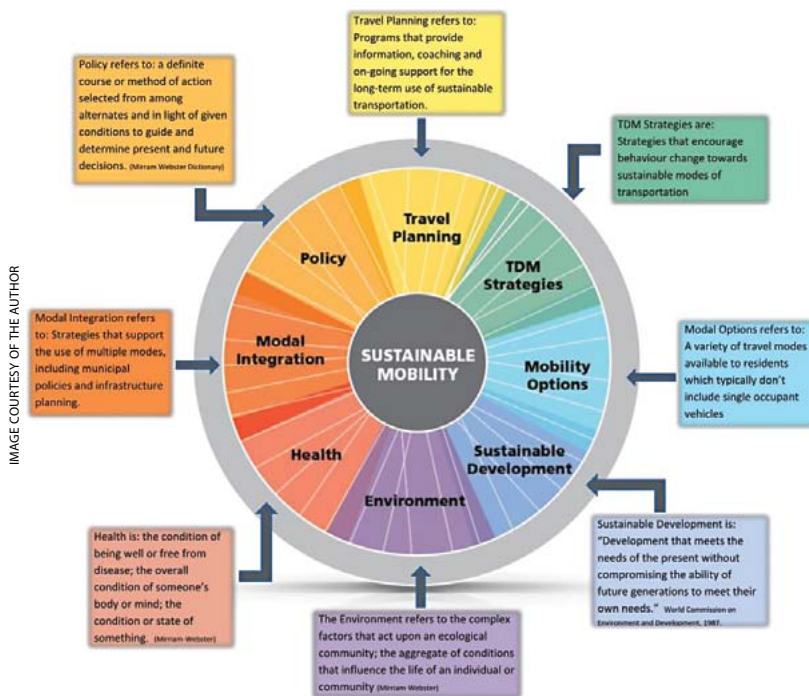
Health—An increase in physical activity and improved air quality are key outcomes of sustainable mobility strategies. Land use planning policies and regulations can play an important role in the development of communities designed to encourage the use of sustainable modes of transportation through active streetscapes and pedestrian-oriented urban design.

Sustainable development—Sustainable mobility starts with supportive land use policies and practices. Policies and regulations that support transit-oriented developments, walkable site designs and economic development programs result in an integrated, multi-modal and diverse community in which the role of the car can be decreased and communities can become more vibrant and active.

Modal integration—Opportunities for travellers to move between modes is an important component of sustainable mobility. For example, direct pedestrian routes to light rapid transit stations enables commuters to safely access public transit. The seamless integration of land use and travel options is vital. Sites that are designed with



Roxane MacInnis



ACT Canada's sustainable mobility wheel



direct access between buildings and transit stops, bicycle lanes and sidewalks make it easier to use sustainable modes. As well, site plans with parking areas that are designed to support walking and cycling further encourage the use of sustainable modes. Land use forms that support multi-modal use such as transit-oriented developments, mobility hubs, mixed-use and compact communities are also important influencers of modal integration.

Environment—Environmental health is a growing and important catalyst for sustainable mobility initiatives. Fuel efficient hybrids or zero-emission electric vehicles are supported through both priority parking and charging infrastructure. This can be facilitated by zoning by-law regulations that support parking for sustainable modes and the location of charging stations for electric vehicles.

Policy—A comprehensive and targeted policy framework is vital to successful sustainable mobility. Policies that support mobility hubs, transit-oriented development, form-based codes and compact communities encourage the use of sustainable mobility options and programs.

As stakeholders and experts in the land use planning field, planners are the ones best suited to guide, innovate and exchange best practices with multi-disciplinary colleagues working towards sustainable mobility. Reach out to your local TDM stakeholders to understand how you can collaboratively work together to provide sustainable mobility options within your community.

*Roxane MacInnis, M.Pl., is a senior project planner with MMM Group. She is a TDM specialist and has worked in both the land use planning and TDM areas in both the public and private sectors for over 18 years. She is also a member of the ACT Canada Board of Directors.*



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# Greenbelt Guideline

By Sandy Nairn and Dick Gordon

The Ontario Ministry of Transportation is committed to taking a comprehensive and long-term approach in planning for future transportation infrastructure. The [GTA West Corridor Planning and Environmental Assessment Study](#), initiated in 2006, reflects government policy objectives, including those outlined in the Growth Plan, *Greenbelt Plan* and the *Provincial Policy Statement*.

The GTA West EA Study aims to address long-term inter-regional transportation problems and opportunities through the development of an integrated, multi-modal transportation system. Enabling the efficient movement of people and goods will provide better economic and transportation linkages between Urban Growth Centres in the GTA West preliminary study area. Stage 1 of the GTA West EA study included a Transportation Development Strategy based on the Area Transportation System Alternatives. A key element of the strategy is a new 50-kilometre transportation corridor between Highway 400 in York Region and Highway 401 in Halton Region. The new corridor will include a 400-series highway, transitway and potential goods movement priority features.

The GTA West study area crosses the *Greenbelt Plan's* protected countryside in a number of locations. The goal of the infrastructure policies in the plan is to support initiatives that are consistent with the aim of the *Greenbelt Plan* and Growth Plan, while seeking to minimize impacts on the environment. It sets out specific policies to address how transportation infrastructure should be planned, designed and constructed and the justification that proponents must provide in proposing improvements to existing and/or new transportation facilities throughout the Greenbelt area.

Overall, the *Greenbelt Plan* notes the need for balance. The importance of key infrastructure needed to support growth is recognized, but its needs are to be balanced with the need to support the goals of the Greenbelt and minimize impacts. The plan notes that permitted infrastructure is subject to five key location, design and construction criteria.

## Guideline

The purpose of the Guideline for Planning and Design of the GTA West Corridor is to offer planning and design principles and mitigation measures for constructing or expanding provincial highways/transitways within the Greenbelt specific to the GTA West study area. Its elements are each linked to one or more of the Greenbelt Plan criteria.

The guideline resulted from a review of similar initiatives

worldwide and consultation with 25 stakeholder groups, including OPPI, regional municipalities, conservation authorities, agricultural groups and a variety of environmental groups who participated in three facilitated workshops.

The guideline is to be considered during the current route planning and preliminary design (stage two of the GTA West EA) and subsequent implementation phases, where impacts to Greenbelt areas are deemed to be unavoidable. The approaches outlined in the guideline offer a palette of ideas for the project team to consider during the planning, design and construction phases of the new transportation facility.

Route planning and preliminary design will involve the generation, analysis, evaluation and selection of route alternatives that will traverse the Greenbelt within the preliminary study area. During the analysis and evaluation of route alternatives a broad range of natural, socio-economic and cultural factors are considered along with transportation and technical considerations. The guideline provides a focussed approach to respond to the policies and objectives of the plan where route alternatives traverse *Greenbelt Plan* areas.

The Guideline is organized around the following six topic areas, developed to respond to the five key Greenbelt Plan infrastructure criteria: community sensitive design, road ecology and wildlife, agriculture, stormwater management, geometric design and bridges. These topic areas are intended to enhance or provide special emphasis for consideration of route alternatives within the Greenbelt and are not intended to replace the triple-bottom line route evaluation process. In each topic area the guideline provides a discussion of its applicability, key planning and design principles and potential mitigation measures.

The guideline's recommendations can be considered a model for other agencies and municipalities facing needed transportation infrastructure within the Greenbelt and other environmentally sensitive areas.

*Sandy Nairn, MCIP, RPP, is a senior environmental planner and partner with MMM Group Limited specializing in environmental planning for public infrastructure. He can be reached at [nairns@mmm.ca](mailto:nairns@mmm.ca). Dick Gordon, P. Eng., MCIP, RPP (Retired), a former director of transportation planning for Metropolitan Toronto, spent 26 years in municipal transportation before closing his 40 year career with Cansult Limited, UMA Engineering and AECOM Technology in the private sector. He is currently a member of the Greenbelt Transportation Advisory Group, representing OPPI through its Transportation Working Group.*



Sandy Nairn



Dick Gordon

# Greenbelt Guideline Recommendations

<b>General</b>	Impacts to Greenbelt Areas should be avoided, wherever possible.
<b>Community Sensitive Design</b>	Develop a Greenbelt Community Value Plan focussed on the geographic areas in the study area delineated by the Greenbelt Plan.
<b>Road Ecology and Wildlife</b>	Avoidance of sensitive natural features/areas should be a priority when planning a new roadway facility location.
	Minimize habitat fragmentation.
	Consider the road effect zone, or secondary effects.
	Employ innovative design and mitigation measures to reduce the impacts of the selected route.
	Implementation of a highway vegetation plan.
<b>Agriculture</b>	Class 1 to 3 lands should be given high recognition. Input from agricultural groups and individual farmers will be sought out and incorporated into the decision making process. Mitigation to property fragmentation and field access will be important considerations.
	Any new proposed infrastructure should be kept close to potential development to avoid undisturbed areas.
	Use lands that are already impacted by infrastructure, such as hydro and pipeline corridors, and combine as much infrastructure (pipelines, hydro, highways, rail) as possible into one corridor to minimize impacts by reducing land required and reducing fragmentation/severances.
	Highways are created with specific design standards. In some areas these standards could be reduced to allow for the tightening of road curves to avoid specific features.
	Have a new corridor traverse along mid-concession roads and along back lot lines to reduce property fragmentation and severance.
	Cross the Greenbelt at the narrowest point.
<b>Stormwater Management</b>	The project's construction phase warrants emphasis, especially with respect to siltation control. New approaches may be warranted, especially to control sediment.
	Valleys should be spanned completely when possible to avoid interactions in sensitive flood plain areas. Cross at ninety degrees if possible.
	Different areas should have different levels of control keyed to sensitivities of receivers.
	Development of salt management strategies for maintenance operations within the Greenbelt is important.
	Novel and technologically advanced approaches may be appropriate, and design flexibility should be integrated to allow for future and more advanced methods of SWM control.
<b>Geometric Design</b>	Consider the use of a reduced cross-section for application in the Greenbelt areas of the study area.
	Consider reducing the minimum curve radius of 1700 m, allowing designers to better avoid sensitive features by providing greater horizontal alignment flexibility.
	Where significant environmental features are encountered, consideration should be given to causeways or long bridges in order to mitigate impacts.
	Consider construction techniques that reduce environmental impacts.
	Minimize the number of interchanges constructed in the Greenbelt, as well as minimizing the requirements for new ancillary facilities such as inspection stations and patrol yards.
<b>Bridges</b>	Employ sustainable bridge construction methods.
	Open and long span structures are preferred. Consideration should be given to spanning entire valleys. If this is not possible, it would be acceptable to place piers in a valley as long as placing piers in water is avoided.
	Consider crossing rivers in mature sections where future meandering is unlikely. Consider locating river crossings perpendicular to the river and its bank, and locate it at a narrow section.
	Span wetlands or use innovative mitigation near wetlands.
	Avoid placement of fill in valleys.
	Utilize topographic contours to aid in the assessment of potential routes for valley crossings.
	Investigate the potential to utilize existing utility corridors in order to reduce impacts to undisturbed core habitat areas.
Consider combining new crossings with existing utility corridors/other infrastructure. Create one infrastructure ROW.	

# Transit-led development

By David Powers

**W**ith implementation of the Ottawa Light Rail Project, the City of Ottawa is embarking on the largest infrastructure project of its history. There are high expectations that with the new transportation infrastructure and uplift in densities from adopted secondary plan policies, lands in proximity to the planned transit stations will experience an influx of residential and commercial development.

One of these priority areas is the Bayview Station District poised to serve as the premier transit-oriented development and as a major hub connecting Ottawa's north-south (Trillium – former O-Train) and east-west (Confederation) light rail transit lines. The Bayview Station District is a recently designated mixed-use centre, situated 3 km. west of the downtown near the Ottawa River and the established inner city neighbourhoods of Dalhousie, Hintonburg and Mechanicsville. The district comprises over 14 ha. (35 ac.) of underutilized public and privately owned commercial/industrial lands.

Transformation of this area has already begun with a planned Innovation Centre to support job creation to be located in a former city works building at 7 Bayview Road. The one- and two-storey concrete and brick city works building was constructed between 1944 and 1947 and is slated for heritage designation as one of the few remaining industrial buildings of this era remaining in this former industrial sector of the city.

The Innovation Centre, to be operated by a non-profit corporation, will be implemented through a cooperative effort between the City of Ottawa, the Province of Ontario and the private sector. The city has committed to match the province's \$15-million contribution with the use of the land and, building and the waiving of municipal fees and development charges. The first phase in 2015 will involve a 45,000 sq.ft. adaptive re-use of the city works building to and the second phase is to be construction of a 180,000 sq.ft. office building. The centre is expected to draw young entrepreneurs seeking an accessible workplace.

The recently adopted MUC designation and the strategic importance of the light rail transit lines and station to land values is

generating significant interest from private land owners within the district and the larger development industry. However, there are significant challenges that will require collaboration between private and public sector owners to fully realize the potential of this under-developed area as a future transit hub and mixed-use centre.

First and foremost will be the development of the remaining Bayview site which serves as the largest vacant land holding at 7.1 ha. (16.5 ac.). As a former city works yard, municipal land fill and snow disposal facility, there is a complex interdependency between the architectural, environmental, engineering and geotechnical considerations that will govern any future development plan for this brownfield site. These considerations will require further public investment to better inform the subdivision planning process.

Underground sanitary sewer lines intersecting private land holdings also serve as a significant constraint to the evolution of this area. To avoid huge development costs to relocate the city's underground infrastructure, the city will need to be innovative in its consideration of build-over and build-under development rights and to address grade separations among the land, rail lines and transit station to facilitate pedestrian connections and integration of buildings between sites.

The planning framework has been set but the City of Ottawa, as a major land holder in this strategic area, will need to lay the groundwork for implementation if these lands are to be viable for future development and to fully realize the potential of this transit hub.

The Innovation Centre is a great first step!

*David Powers, MCIP, RPP, is a senior planner with the Strategic Realty Initiatives Unit of the City of Ottawa and former economic development advisor for the city. He is currently involved in municipal development projects and the redevelopment of surplus city lands.*



David Powers



Bayview Station District



Bayview Light Rail Station design concept

# Land development process

By Darryl Young and Stephen Oliver

**E**ighty-six per cent of Ontarians live in population centres with over 1,000 people with a density of 400 or more people per square metre<sup>1</sup>. As urbanization increases, planners are faced with the growing challenge of addressing the need for more mobility options, curbing sprawl and implementing measures to reduce traffic congestion. The automobile is big and costly and its effect on the environment has both short- and long-term consequences; our built environment is car-favourable, if not car-centric.

When considering transportation needs at the scale of an individual development, continuing along the status quo of building more roadways and excess parking at high capital costs with low-return is neither sustainable nor desirable. Opportunities exist for municipalities and the development community to work together to shift travel behaviour using Transportation Demand Management measures rather than simply focusing on the supply-side (e.g., roadways, parking, etc.) of transportation networks. This distinction is important for planners as well as the general public to understand.

TDM offers a set of strategies that result in more efficient use of the transportation system by influencing travel behaviour by mode, time of day, frequency, trip length, regulation, route or cost.<sup>2</sup> Successful TDM strategies are often implemented during the land development process with the goal of supporting a shift to more sustainable modes of travel. Examples include investing in pedestrian amenities as a means to promote walking; requiring developers to provide free or subsidized transit passes to new residents for a trial period to increase ridership; working with a Transportation Management Association to implement ride-matching programs; and setting maximum parking rates to reduce single-occupant vehicle trips.

The 2014 *Provincial Policy Statement* has positioned TDM in the planning process. Coupled with the planning policies of the *Growth Plan for the Greater Golden Horseshoe* and various municipal land use and transportation policies, opportunities are available at the municipal level to create developments that incorporate TDM.

## Land development process

Municipalities are increasingly seeking ways to engage the development community to better integrate TDM initiatives into applications. TDM principles can be integrated into developments and redevelopments at various stages of the land use planning process. These include transit-supportive policies, preferential parking policies for carpool parking, car share vehicles and vanpools and policies that support walking and cycling through specific design elements.

Often official plan and transportation master plan policies include language to support and encourage TDM measures. The

City of Mississauga Official Plan provides a good example, which states “To better utilize existing infrastructure, Mississauga will encourage the application of transportation demand management techniques, such as car pooling, alternative work arrangements and shared parking.”<sup>3</sup>

The City of Burlington Official Plan provides a good example of how major employers can be involved in developing a TDM program. The policy states: “The city recognizes the role of Travel Demand Management in promoting the more efficient use of existing transportation infrastructure, making automobile use more sustainable, and promoting increased transit use. The proponent of a major employment development may be required, prior to the occupancy and use of land, to establish with the city a transportation demand management plan and implementation strategy for the development. Priority shall be given to measures that are not capital intensive (e.g., flexible work hours, priority parking spaces for car pool vehicles) and which are feasible given the scale, ultimate ownership and location of the development.”<sup>4</sup>

Programming initiatives can also form part of the development approvals process. These include supportive measures for density bonus for infrastructure such as end-of-trip facilities, transit stop treatments and pedestrian areas (zoning by-laws and site plan approvals) and a checklist as part of the development process (condition of site plan approval or TDM/transit-oriented development guidelines). Programmes may also include support for employer-subsidized transit passes to new occupants (zoning by-laws and development approvals) and providing information on ride-matching to provide opportunities for carpooling. Other examples include securing funding for car share vehicles with public access locations (zoning by-laws, TDM/transit-oriented development guidelines), providing trip planning tools and individualized marketing for new occupants, to reduce the need for the car on the first journey (TDM/transit-oriented development guidelines) and facilitate multi-modal travel by offering bike racks at transit stops and park-and-ride facilities (official plans and zoning by-laws).

Zoning requirements present key opportunities to accommodate bicycle parking infrastructure within a subject development, such as zoning by-law requirements in Ottawa<sup>5</sup> and Toronto<sup>6</sup>. Zoning can also tackle preferred parking spaces (e.g., carpool, car share), such as a reduction of up-to-four parking spaces by providing a car share space, as recommended by the 2009 “Parking Standards Review: Examination of Potential Options and Impacts of Car Share Programs on Parking Standards” report for the City of Toronto. The site plan approval stage offers planners the opportunity to ensure a site includes good walkability, transit and cycling connections.

Even with strong language in an official plan, the development process can benefit with clear TDM guidelines, written reports, checklists or a combination. The development of TDM-specific



Darryl Young



Stephen Oliver

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guidelines is not always necessary, though often preferable by both planner and developer as it sets expectations prior to development of an initial design.

As TDM elements are introduced, the use of performance monitoring can both make the business case for planners and provide potential value-added incentives to developers to advance TDM initiatives. Examples may include trip generation (conducting before-and-after studies), bicycle parking use (determine utilization) and other data collection, such as pilot projects that are monitored to gauge usage and interest.

## Conclusion

Linking TDM with development is a challenge that can be daunting. By starting with identifying TDM elements that may already be supported in approved policy, one can start setting expectations early and begin implementation. Effective TDM is a combination of infrastructure and programs which can create real potential to change travel behaviour. These can be leveraged to further opportunities in the establishment of TDM plans and guidelines and eventually formalize the role of TDM in the development approvals process. Integration of TDM provisions into zoning by-laws, use of supportive language in official plans and transportation master plans and the implementation of performance measurement can integrate TDM principals in all future developments. The result: communities that are not dependent on the single-occupant vehicle.

*Darryl Young, MCIP, RPP, is a member of OPPI's Planning Issues Strategy Group and chair of its Transportation Working Group. He has experience in both the private and public sectors, specializing in active transportation and TDM. [Stephen Oliver](#) CD, MA., is a Candidate Member of OPPI. He has experience in TDM, transit, multi-modal transportation and land use planning from municipal employment and his research at the University of Waterloo.*

## Endnotes

- <sup>1</sup> Statistics Canada Census 2011
- <sup>2</sup> Ministry of Transportation Ontario. Transit Supportive Guidelines, Glossary.
- <sup>3</sup> City of Mississauga Official Plan, Section 8.1.8 (May 21, 2014)
- <sup>4</sup> City of Burlington Official Plan, Part II - Policies 3.9.2 (October 24, 2008)
- <sup>5</sup> City of Ottawa. Zoning Bylaw Sec. 111 Bicycle Parking Space Rates and Provisions (2008-250 Consolidation)
- <sup>6</sup> City of Toronto. Zoning Bylaw Sec. 230.5.10 Bicycle Parking Rates All Zones (May 9, 2014)

# From pilot to Smart Commute

By Wayne Chan, Jacquelyn Hayward Gulati and Meaghan Mendonca

Since its introduction in 2001 with the formation of the Black Creek TMA in the North West Toronto / Vaughan area, Transportation Demand Management initiatives and Transportation Management Associations have been implemented widely across the GTHA with positive results, through a program known as Smart Commute.

The goal of TDM is to improve the efficiency of the transportation system and to maximize the use of existing transportation investments by increasing the number of people per vehicle, shifting vehicle trips to active transportation modes, maximizing the transportation system and resources and reducing trip frequency and distance, shifting travel times to off-peak, and eliminating some trips altogether.

TMAs are geographically-based organizations dedicated to implementing TDM initiatives by providing a variety of transportation services and programs for commuters.

## From pilot project

Initially a pilot project, the Black Creek TMA was formed as a partnership among the City of Toronto, the City of Vaughan, York University, York Region, the Province of Ontario as well as major employers in the area such as Knoll, Bombardier Aerospace and the local chambers of commerce. It incorporated as a private, non-profit organization and was later renamed Smart Commute North Toronto, Vaughan (SCNTV).

Delivering programs to promote the use of sustainable modes of transportation, in conjunction with other initiatives at York University, this TDM through has shown significant success. Drive-alone mode share destined for York University was reduced from 70 to 60 per cent by 2002. York University was therefore able to defer the construction of two parking structures, saving more than \$30-million.

## To municipal network

Based on the success of SCNTV and recognizing the potential of TDM in managing congestion, GTHA municipalities—regions of Durham, Halton, Peel and York and the cities of Hamilton, Mississauga and Toronto—collaborated on an initiative to form a network of TMAs to encourage employers and their employees to use sustainable modes for the daily commute. In 2004, the municipalities jointly received federal Urban Transportation



Wayne Chan



Jacquelyn Hayward Gulati



Meaghan Mendonca

Showcase Program funding to develop a network of TMAs across the GTHA, under the umbrella of the Smart Commute Initiative.

The initiative was structured with coordinated program and service development taking place at the GTHA level and program delivery taking place through local TMAs and member employers. The program includes an online carpool matching system, guaranteed ride home program (akin to commuter insurance), as well as various marketing campaigns and promotions.

Today 13 TMAs operate within the GTHA. Despite the absence of federal funding, the Smart Commute program has continued to expand and achieve results. In 2008, the team responsible for regional coordination of the Smart Commute program was shifted into Metrolinx.

## To Metrolinx operations

Since then the Smart Commute network has tripled in size with over 340 participating workplaces, including several of Canada's top-100 employers and national brands. One in five commuters in the GTHA is a Smart Commute member, a total of 730,000 members. With a strong core employer and commuter network, Smart Commute key performance indicators focus on achieving measurable travel behaviour change and managing network performance to ensure all program solutions are high quality and cost effective. In late 2014, Smart Commute launched a refreshed tool that allows commuters to match with others taking similar trips (carpool and more), explore all their travel options from A to B, and track the impact of their choices. More than 5,300 commuters have registered on the tool to find a carpool match.

A 2014 Smart Commute workplace [impact](#) analysis demonstrates that the Smart Commute program removes nearly 5,000 cars off the road each day, shifting more than 5,700 people to active transportation trips in the GTHA per day. This equates to a reduction of 40 million vehicle kilometres travelled and a correlated increase in active transportation by 9 million kilometres travelled per year.

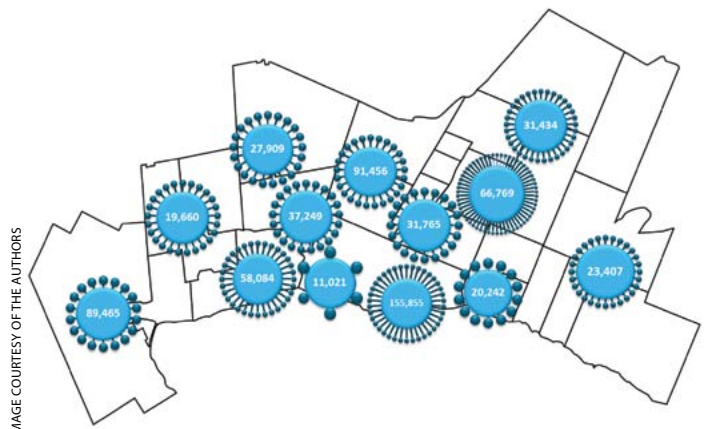


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340 workplaces, 730,300+ commuters



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### Next Steps

Based on the success that the Smart Commute program has had with participating workplaces, Metrolinx and its partners plan to continue to expand the program by attracting more employers and employees. In addition, Smart Commute will continue to work with existing members to encourage more employees to use sustainable modes of travel.

One of the most compelling successes of the Smart Commute workplace program has been its model of facilitating collaboration through program development at the GTHA-regional level and program delivery at the local level. Given increasing concerns about childhood inactivity and traffic congestion around neighbourhood schools, Metrolinx has begun to apply the successes of the Smart Commute model to school travel planning. Working with local partners it is developing an initiative to encourage use of active and sustainable modes for school travel—smart commuting for the next generation!

*Wayne Chan, MCIP, RPP, is the Peel Region sustainable transportation manager and has been involved in the formation of TMAs in the GTHA since 1999 when he was a transportation planner with the City of Toronto. Jacquelyn Hayward Gulati, BES, PMP, is the, City of Toronto cycling infrastructure and programs manager. Formerly she was a staff member of the Black Creek TMA and the Smart Commute Association. Meaghan Mendonca, BES, is a Metrolinx Smart Commute advisor. She leads Smart Commute performance management evaluation and implementation of GO Transit TDM projects.*

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## RYERSON MASTER OF PLANNING STUDENTS

### Fall 2014 semester

By Kelly Graham and Dominic Tremblay

Ryerson graduate students in planning were busy engaging with their city this fall both in and outside of class. Here are some highlights of the semester.

#### Chicago Trip

The Ryerson Planning Graduate Student Association organized a student trip to Chicago over the October reading week. A dozen planning students had the great pleasure to explore this architecturally and historically rich waterfront city, allowing us to draw comparisons with our home city of Toronto.



Kelly Graham

Through a meeting with Ryerson alum Trevor Dick ('97), a senior planner for the Chicago Metropolitan Agency for Planning, a frigid boat tour run by the Chicago Architecture Foundation, and an informative bike tour of Chicago's north end, we were able to get a sense of where this intriguing city is headed. The numerous deep-dish pizzas, hot dogs, and Italian beef sandwiches contributed to a more flavourful understanding of this city.

#### Canada's Future, a talk with Calgary Mayor Naheed Nenshi

Calgary mayor Naheed Nenshi gave the annual Jack Layton Memorial

Lecture at Ryerson. He spoke of his plans for Calgary and the role he sees for Canadian cities. He talked about the power of community and the incredible way that Albertans joined together to rebuild Calgary after the flood in June 2013. It was an insightful, optimistic and candid talk that had Ryerson students talking for the rest of the evening.

#### World Town Planning Day Discussion Panel: Open Data and Urban Planning

Bianca Wylie (Canadian Open Data Institute co-founder) moderated a panel in honour of World Town Planning Day to explore the role of and access to open data in urban planning practice. Panelists included Daniel Fusca (City of Toronto Planning Stakeholder Engagement and Special Projects coordinator), Ian Malczewski (Swerhun Facilitation associate) and Keith MacDonald (City of Toronto Open Data Lead). They acknowledged the challenges involved in gaining access to planning-related data and discussed the scope of opportunities for increasing the use of open data in decision making. The panel emphasized the role that data will undoubtedly play in our future careers as planners, and many Ryerson students will be facing these issues in our courses and studios in the winter term.

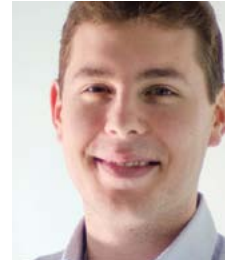
#### Launch of Ryerson City Building Institute

Ryerson inaugurated its new multidisciplinary and non-partisan research [centre](#) focused on urban issues. Mayor-elect John Tory gave the opening remarks at the launch event, hosted by Ryerson University president Sheldon Levy. Tory spoke about what would make Toronto a great city and not just a "really, really, really good" one. The City Building Institute aims to help Toronto fulfill its potential through cutting-edge research and integrated teaching." Ryerson planning students are proud

to see their school at the forefront of urban research.

#### Cities for People Forum Keynote: Jan Gehl

Evergreen CityWorks put together a forum titled Cities for People and invited Danish architect and urban designer Jan Gehl to give the keynote address. Gehl spoke about his career as an architect and planner, and what he sees as a paradigm shift towards humanist, people-oriented planning. Putting people first will enable us to create liveable, sustainable, and healthy cities. Ryerson students were unable to conceal their excitement when we had the opportunity to meet Gehl after his lecture. Unfortunately, the only copies of his book that were on sale after the lecture were in French!



Dominic Tremblay

*Kelly Graham and Dominic Tremblay are MPI Candidates (2016) at Ryerson University. They are also OPPI student members. Kelly is the Ryerson first year representative to the OPPI Student Liaison Committee and Dominic is the first year class representative on the Ryerson Planning Graduate Students Association.*

## OBITUARY

### Douglas John Caruso, 1946–2015

An urban planner, Doug Caruso, FCIP, RPP (ret.), worked for 38 years for the City of Windsor, a city he loved and worked hard to make a livable place for everyone. Doug was conference chair of the 1997 OPPI Conference in Windsor and throughout his career taught urban planning at the University of Windsor and Wayne State University. After retiring, he completed three volunteer assignments in the Philippines through CESO/SACO.

## CIP Realignment Update

By Paul J. Stagl

**T**he Canadian Institute of Planners' realignment will be a foundation for the future success of a much needed strong national voice for the planning profession.

CIP's new governance structure remains the final implementation stage of CIP's Planning for the Future initiative. Ontario planners have consistently been supportive of a national voice that advocates on professional planning issues beyond those of provincial interest and supports a professional alliance of interests across the country. OPPI Council remains committed to fully participating in this process to ensure that the future CIP governance model is one in which OPPI can meaningfully participate.

CIP has defined a core mission that focuses on a national voice for the planning profession. This mission is inclusive of all the Provincial and Territorial Institutes and Associations (PTIAs), including L'Ordre des urbanistes du Québec. This is respectful of the PTIA's mandates and does not duplicate, compete with or undermine the obligations of PTIA legislation.



Paul Stagl

OPPI has been working with CIP and the other PTIAs for over five years trying to find a new governance model that effectively implements this core mission. This past July in Fredericton, we celebrated a consensus model and a consensus process that had been unanimously confirmed by the PTIAs and CIP. The consensus governance model was respectful of the PTIA legislative and charter mandates and responsibilities, brought all of the PTIA interests to the table, including OUQ, was accountable and ensured no duplications. This consensus model is the governance structure that best ensures a relevant and sustainable CIP.

It appears, however, that the previously agreed consensus model and process has collapsed and CIP is now proposing a governance model that only includes parts of the previous consensus model. CIP appears to assume that the PTIAs will automatically participate in and support this new model without the benefit of continued consensus building with its proposed future partners. While the specific details of the CIP-driven model are still not yet available to OPPI Council at the time of writing this message, we have been advised by CIP of some of the principles that can be expected when the details are released to members:

- Modified organization-of-organization model splits the role of President spokesperson (elected by members) and Chair of the Board (elected by the PTIAs) and opens membership to friends, allied professionals, interested members of the public and non-RPP practicing planners, all in the same class category as student, pre-candidates, retired and non-practicing members.
- Per capita payment of core services. Of CIP's revenue for membership fees, OPPI contributes 67 per cent. Therefore, it is important that the model and services offer value, reflect the needs of OPPI Members and avoid duplication through the services provided.

- The approved by-law would take effect July 2015 with a staged implementation.

The previously agreed consensus model of an organization of organizations ensured a partnership of equal voices. It was respectful and balanced the requirements of all planners across the country. The new CIP-driven model does not reflect a partnership approach.

Many things are still unclear. OPPI Council is concerned about the possibility of a CIP governance model that does not respect OPPI's legislative obligations, such as ensuring the integrity of the RPP designation by not grouping some OPPI member categories with non-professional planners or ensuring that the fees required to support CIP's core services support the membership in a sustainable and non-duplicative way.

One thing is clear, OPPI Council's decision to support (or not support) a new CIP governance model will not affect your RPP status. Membership and your RPP designation are governed by the *OPPI Act* and, since the 2011 Planning for the Future decision, CIP has no role in membership.

As I write this message, OPPI Council hasn't made a determination yet on CIP's realignment proposals, as we do not yet have the information needed to fully assess whether the changes are in your interest. Paramount in our decision will be the protection of all RPP obligations and of your RPP interests, as well as ensuring a sustainable business model that demonstrates the wise use of membership fees to support a national voice for planning without diminishing or duplicating the roles and responsibilities of the PTIAs.

CIP's timing may not coordinate with the *OPJ* schedule, so we will be communicating with you through OPPI eNews and other announcements. Stay tuned; in the meantime, back to OPPI business.

### PROFESSIONAL PRACTICE

## Regulating the Planning Profession

**T**he Provincial Government is committed to ensuring the planning of our communities, resources and environment protects the public interest. To that end it has put in place a framework for guiding the planning process and managing future growth. Today the challenge is to ensure its implementation reflects the economic and health interests of Ontario communities. Professional planners are integral to that outcome.

The Ontario Professional Planners Institute—over 4,000 members strong—is committed to achieving healthy, sustainable communities.

Given the changing political, professional and societal context within which decisions are made today and the challenges on the horizon, OPPI is seeking legislative change in how the planning profession is regulated. Its intent is to enhance the public's confidence in professional planners and their commitment to protecting and furthering the public interest.

Today OPPI members are regulated by the Institute, which requires members to pursue continuous professional learning and adhere to a code of ethics and practice standards. Under the proposed public legislation, OPPI members would still be regulated by OPPI but, as with other professions, the Institute would ultimately be accountable to the government and the people of Ontario. This change is anticipated to generally raise the level of planning practice across the province—supporting better community outcomes, a more engaged public and a streamlined provincial system of delegated planning authority.

Planners have a proven track record in serving the public interest. Ontario's professional planners have successfully helped guide and frame the Province's healthy communities agenda. They are trusted to offer objective expert testimony at the Ontario Municipal Board.

Land resources are limited and need to be carefully conserved and leveraged to ensure future generations continue to have choices and opportunities. Yet when the public is consulted, issues are increasingly complex and it is difficult for the public to sort through stakeholder voices unaided in order to learn the facts. Planners, skilled at balancing diverse perspectives in complex environments, have the skills and knowledge to offer informed advice on behalf of the public interest.

An informed public is better able to make decisions that are good for the economy and the health of their communities. While the *Planning Act* seeks to aid the process of information dissemination and public participation through procedural tools, these tools alone cannot ensure an objective process, or an informed public. They alone cannot advance the public interest. It is professional planners who are most adept at using the *Planning Act* tools and ensuring the public interest is met.

Just like other professionals the public relies on for advice, it expects professional planners to have the requisite education, training and professional ethics to engender trust. And it expects the Province to oversee those credentials.

The timing is opportune to introduce legislation to regulate professional planners with the review of critical provincial plans—*Greenbelt Plan*, *Niagara Escarpment Plan*, *Oak Ridges Moraine Conservation Plan*, *Growth Plan for the Greater Golden Horseshoe* and the *Metrolinx Act*—on the horizon. The spotlight

will not only be on these plans but on the planning process more broadly.

Ontario needs to grow in ways that protect our economic well-being and vital resources and sustain healthy lifestyles and a healthy environment. Dedicated community builders, professional planners can be instrumental in making that future a reality. Enacting contemporary legislation to reinforce the public's confidence in professional planners and their commitment to protecting and furthering the public interest is good for the Government of Ontario and it is good for Ontarians.

The full text of the [policy paper](#) can be found on the OPPI website.

## SOCIAL MEDIA & CONTEMPORARY TECHNOLOGY

### Six Degrees of Kevin Bacon

# Techniques to improve planning practice

By Rob Voigt

It is undeniable that people have different learning styles and when information is presented in ways that engage multiple senses there is a higher level of comprehension and longer retention of the material. Also, in terms of exposure and successful communication of information online, the evidence relating to viewership statistics shows that video-based content continues to become increasingly valuable. When we take a look at the diversity and reach of a video service such as YouTube, we can see that there is great untapped potential for planning. For example, watch the interview



Robert Voigt

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with Global Creator Development and Management lead Bing Chen at [YouTube](#) to get an overview of the breadth and depth of YouTube viewership.

Planning initiatives are invariably related to important issues of community health and wellbeing. Yet, when it comes to planning projects the vast majority of information is still presented exclusively in written form. It is a rarity to have planning materials presented in a video format, and when video is used it is primarily to document meetings and presentations, as opposed to being specifically designed for this medium. This means that citizens are generally expected to participate in passive ways that are focused on a single sense input (reading). All the while it seems that planners are constantly expressing their desire for more effective ways of reaching out to the public to bring them into the planning processes. I submit that planners are overlooking creative low- and high-tech ways of engaging citizens.

Perhaps planners need to seriously consider what benefits are served if we isolate our discussions by neglecting opportunities to make them more interesting, and yes, perhaps even entertaining. Producing planning information that is entertaining and informative does not inherently conflict with the need and value of accuracy or professional quality; it is simply an outcome of information design choices. Take a look at this example from 1948, the [first](#) in a series on British Town and Country Planning. This short animated film informs viewers of a number of the key planning principles of the day. It is surprising to see this film and realize that 67 years after its development, this creative approach is still very rare for the profession.

To provide some additional examples of planning-oriented communication techniques, I am providing the following link to an interesting [resource](#) I recently developed. Although it primarily illustrates the power of videos, it also shows how we can change the way planning discussions are conducted, making them more interesting, engaging and informative, and sometimes entertaining. The framework for this is an adaptation of the Six Degrees of Kevin Bacon, described on Wikipedia as a game “based on the six degrees of separation concept, which posits that any two people on Earth are six or fewer acquaintance links apart... movie buffs challenge each other to find the shortest path between an arbitrary actor and prolific Hollywood character actor Kevin Bacon.”

The Six Degrees of Kevin Bacon Planning Edition features 40 videos. Each highlight techniques that can be used to enhance planning activities, inform people and engage citizens, including: animation, storytelling, tactical urbanism, design thinking, 3D models, innovative design charrettes, co-design, creative perspectives of planning, hands-on collaboration and direct observation.

I invite OPJ readers to explore these videos to find different ways that you may use high- and low-tech methods for improving their practices. Also have fun arranging the slides in different ways to find your planning link to Kevin Bacon. Perhaps if we planners can find ways of making our work fun and entertaining for ourselves, then citizens may be more inclined to join in.

*Robert Voigt, MCIP, RPP, is a planner, artist and writer, specializing in healthy community design, active transportation and citizen engagement. He is senior project manager for Cambium Inc., chair of OPPI's Planning Issues Strategy Group, member of PPS' Placemaking Leadership Council and writer for Urban Times and CivicBlogger. [Twitter@robvoigt](#) [Google+](#) [robertvoigt](#).*

## The Year of the Review

By Leah Birnbaum, contributing editor

2015 is a big year for the Greater Golden Horseshoe's regional plans. The four provincial plans: the *Greenbelt Plan*, the *Oak Ridges Moraine Conservation Plan*, the *Niagara Escarpment Plan* and the *Growth Plan for the Greater Golden Horseshoe*, are all up for review this year. Metrolinx must also review the Big Move by 2016. And with the premier calling for a review of the Ontario Municipal Board as well, the legislated plans and approval systems that we planners interact with every day are all up for discussion.

In these pages, we will be watching the reviews closely and will be reporting on their progress throughout the year.

The Ministry of Municipal Affairs and Housing has been given the authority to lead the review of the Greenbelt-related plans and the Growth Plan. After last summer's provincial election, the Ontario Growth Secretariat moved from the Ministry of Infrastructure to MMAH, which should make this year's plan reviews somewhat easier to coordinate. And while the Niagara Escarpment Commission has authority over the *Niagara Escarpment Plan*, responsibility for undertaking its review also lies with Ministry of Natural Resources and Forestry in collaboration with MMAH. The scope and form of the plan reviews—including how closely the reviews under MMAH will be tied to the review of The Big Move plan—are still being determined but it's clear that the legislated reviews of the four plans are coming first; OMB reform will follow.

It is too soon to say what is or isn't on the table in terms of adjusting specific policies within the plans. But while the province is not releasing official consultation documents just yet, plenty of work that will feed into the review process has already been completed or is underway.

Municipalities within the Golden Horseshoe have been submitting the results of their own public engagement research to the province. Some, such as Niagara Region and Durham Region, have undertaken extensive public consultation and developed recommendations specific to the *Greenbelt Plan* to submit to the province ahead of this year's review.

Major stakeholder groups are preparing for the official reviews by meeting with each other and preparing coordinated feedback for the province. The Friends of the Greenbelt Foundation brought together agriculture, conservation and environmental organizations with a stake in the Greenbelt to identify the policy areas upon which they agree—and would



Leah Birnbaum

want maintained or reinforced—as the *Greenbelt Plan* and its associated plans move through their reviews. Proposed changes being brought forward include streamlining definitions across the three Greenbelt-related plans and strengthening the plans’ language to better support the long-term viability of agriculture and prevent fragmentation of the landscape. These proposals will be submitted to MMAH ahead of the official review and will be reinforced by stakeholder groups through the formal consultation process once it gets underway.

There has been less municipal and stakeholder work designed specifically to inform the Growth Plan review. This may be because the municipal conformity exercise took a long time and because stakeholders have been commenting on the two Growth Plan amendments and the proposed performance indicators released by the province over the last few years. More recently, however, the Ontario Growth Secretariat has hired consultants to interview senior planning staff in Growth Plan area municipalities to help identify issues that need to be addressed during the plan review along with potential policy solutions.

Further removed from the province, other research and planning work is also underway that can help inform the provincial review process. The University of Toronto, in partnership with the Urban Land Institute, recently hosted a series of big-picture workshops on the future of the region. Reminiscent of the early 2000s when the Smart Growth panels—and later the Places to Grow initiative—sparked discussion around the region about how to manage and direct growth, the project’s goal is to expand the policy discussion beyond the traditional focus on land use to include a wider

range of stakeholders and topics. Organized around the theme of Regional Resilience, each workshop focused on a different aspect of resilience—from social to fiscal—and was designed to get experts thinking about future challenges and broad policy directives to address them. A report of the proceedings will be prepared this summer and will be shared with the province and the public.

Our planning regime changed tremendously with the introduction of these provincial plans 10 years ago. Opinions abound on what should or shouldn’t be changed and we should all have the opportunity to weigh in as the months progress. As professionals whose work is guided by these plans, now is the time to reflect once more on what’s been working, what hasn’t and what ought to be done about it.

*Leah Birnbaum, MCIP, RPP, is a freelance urban planning consultant in Toronto with both public and private sector experience. Leah is the OPJ provincial news contributing editor and can be reached via [www.leahbirnbaum.ca](http://www.leahbirnbaum.ca).*

*Leah has operated her own consulting business since 2008. Leah’s work often engages Ontario’s regional growth management plans; she has consulted on growth management policy and conducted research for clients such as the Friends of the Greenbelt Foundation, the Neptis Foundation and the Ontario Growth Secretariat. Leah also does small-scale development approval work for Toronto homeowners and land developers.*

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## Using Evidence from Previous Hearings

# Saving time, saving cost

By Graham Andrews

In Ontario, parties in cases before administrative tribunals have the ability to import evidence, such as transcripts, from other hearings under the rules governing those tribunals. In the case of the Environmental Review Tribunal, parties may make use of Rule 183 to accomplish this.

Recently, a number of cases before the ERT have used this provision to make efficient use of resources on all sides. In an October 2013 hearing<sup>1</sup>, the appellants called via summons the lead researcher of an ongoing Health Canada study to provide testimony on the methodology and findings of the study to date. Subsequently, the testimony provided by the Health Canada researcher has been entered into evidence by way of its transcript and the exhibits referred to during the testimony in a number of succeeding hearings on similar facts<sup>2</sup>. In a more recent ERT hearing the testimony of an expert witness appearing as a result of a summons was imported into a subsequent hearing where a number of the parties were the same and the facts were very similar, but where consolidation of the two hearings was not possible.

As anyone who has done so can appreciate, the difficulties in arranging the schedules of multiple witnesses in order to present their evidence at a hearing can be compounded when a witness is appearing by way of summons and may not be willing to cooperate as fully as might otherwise be the case, or where scheduling issues would create undue delay in a proceeding. Alternatively, this approach is beneficial where there is reason to believe that the evidence provided by the witness will not be materially different, particularly if the hearings have similar factual matrices.

It is worth noting that the Rules of Practice and Procedure of the Ontario Municipal Board do not specifically contemplate a similar situation, although Rule 3 does allow that the rules shall be liberally interpreted to secure the just, most expeditious and cost-effective determination of every proceeding on its merits and could be used to the same end. In addition, the *Statutory Powers Procedure Act*<sup>3</sup> at s. 15.1(1) provides that “[t]he tribunal may treat previously admitted evidence as if it had been admitted in a proceeding before the tribunal, if the parties to the proceeding consent.”

The benefits of such an approach are numerous. It can result in a more efficient use of hearing time, for example allowing greater time for fresh witnesses and their evidence, as well as avoiding the time that can often be spent qualifying or cross-examining an expert. All of these efficiencies can result in a noticeable savings to a client.

If further information is deemed to be required of the witness whose transcript is being admitted in examination-in-chief or cross-examination, one possibility might be to conduct the examination before a Court Reporter for the purposes of providing a further transcript. This process does not preclude the witness appearing to provide further



Graham Andrews

evidence to supplement that entered by way of transcript.

It will be interesting to see if this approach gains further momentum given the time efficiencies and cost savings it allows for the decision-maker and all parties involved in a hearing.

*Graham Andrews is a third year associate lawyer at Eric K. Gillespie Professional Corporation. Eric and the other lawyers at his Toronto-based firm practice primarily in the environmental and land use planning area. Readers with suggestions for future articles or who wish to contribute their comments are encouraged to contact Eric at any time. He can be reached at [egillespie@gillespielaw.ca](mailto:egillespie@gillespielaw.ca).*

## End Notes

- <sup>1</sup> *Dixon v. Ontario (Ministry of the Environment)*, [2014] O.E.R.T.D. No. 5
- <sup>2</sup> *Gillespie v. Ontario (Ministry of the Environment)*, ERT Case Nos. 14-051/14-052 and 14-059/14-060 (no decisions yet rendered), and *Drennan v. Ontario (Ministry of the Environment)*, [2014] O.E.R.T.D. No. 10
- <sup>3</sup> RSO 1990, c S.22

## EXPERT WITNESSES

# Update on Expert Witnesses (Moore v. Getahun)

By Brian Brophrey

In the March/April 2014 *Ontario Planning Journal* we reported on a then-recent Ontario Superior Court decision. Although that case concerned a medical expert opinion, the decision seemed to change the rules regarding all expert reports generally.

The original decision expressed the view that lawyers should no longer be allowed to review or discuss drafts of an expert's report, except in writing, and that those communications (and those early drafts) should be disclosed to the other side.

The decision was appealed and a number of lawyers' groups officially intervened in the appeal to suggest that this major change in practice was not justified and would be counterproductive.

The Court of Appeal for Ontario has now considered the matter and re-affirmed the previous practice (i.e., reversed the changes). The full decision can be found at <http://www.ontariocourts.ca/decisions/2015/2015ONCA0055.htm> but the key points made by Justice Sharpe are:

“[66]...I reject the trial judge's proclamation that the practice of consultation between counsel and expert witnesses to review draft reports must end.”

“[78]...a party should not be allowed to demand production of draft reports or notes of interactions between counsel and an expert witness.”

So expert witnesses (for instance professional planners) can still prepare draft reports, discuss them with lawyers and revise them. And those early drafts and communications will (usually) still be protected by litigation privilege and not disclosed to the other side.

The decision points out that “[77] ... Where the party seeking production of draft reports or notes of discussions between

counsel and an expert can show reasonable grounds to suspect that counsel communicated with an expert witness in a manner likely to interfere with the expert witness's duties of independence and objectivity, the court can order disclosure of such discussions."

Of course, the *Rules of Civil Procedure* (and the OMB's *Rules of Practice & Procedure*) also still require an expert witness to prepare an independent and objective report and evidence. And OPPI's *Professional Code of Practice* requires the same of OPPI members.

*Brian Brophy is OPPI Registrar & Director, Member Relations.*

CPL

## Cities Alive

# The art of storytelling for planners

*By Danielle Davis and Geordie Gordon*

In 2015, OPPI will be partnering with podcast creators Cities Alive, to develop a series of four podcasts. These will weave stories from experts and citizens with music and sound to create an engaging learning tool. Each of the four episodes will be based on a different topic from OPPI's [Learning Strategy](#), specifically, economics and finance, political administration interface, fundamentals of community design and trends in zoning.

Another aim of the podcast is to bridge the gap between planners and the public. The podcast is intended to engage both of those audiences. They may also be used to claim learning units in OPPI's [Continuous Professional Learning](#) program.

Storytelling is one of the oldest and most comprehensive means of communication, yet it is rarely used in planning. It can make planning issues understandable and relatable. It can engage a wide cross section of the public that might not otherwise become involved in the planning discourse.

Stories can give order to seemingly disjointed events, and in that way can provide a blueprint to follow. The re-telling of success stories is an especially powerful way to replicate winning planning initiatives. Often, knowing that a similar project or initiative has been successful elsewhere can have a positive impact on the level of local support. Sharing planning stories can also lead to the discovery of unique solutions that might otherwise be missed.

Digital communication tools allow stories to be spread quickly

across many boundaries. Podcasts are an especially powerful tool. They are easy to distribute, require minimal access to technology, can be accessed on-demand, and are relatively inexpensive to produce—especially when compared to film. A podcast is essentially a radio program that is available for download from a webpage or through iTunes.

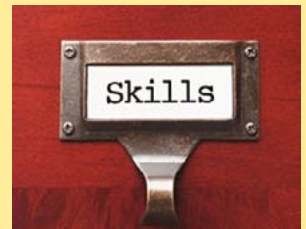
*Cities Alive* was originally an initiative of the Planning and Design Centre, a Halifax-based think tank. To date it has produced three pilot episodes, which can be streamed at the PDC website. Each episode is based on a different planning theme, policy or idea. Topics cover neighbourhoods, urban agriculture and temporary spaces. *Cities Alive* is available for [streaming](#) at the PDC website or downloading from iTunes by searching for *Cities Alive*. Stay tuned for the release of upcoming episodes later in 2015. These episodes are one of the ways OPPI is moving forward with the implementation of the Learning Strategy.

*Danielle Davis has studied both landscape architecture and planning. She is the creator and co-host of Cities Alive. Geordie Gordon has studied planning and is a creative partner with Cities Alive.*

**LETTERS TO THE EDITOR** Members are encouraged to send letters about content in the *Ontario Planning Journal* to the editor ([editor@ontarioplanners.ca](mailto:editor@ontarioplanners.ca)). Please direct comments or questions about Institute activities to the OPPI president at the OPPI office or by email to [executivedirector@ontarioplanners.ca](mailto:executivedirector@ontarioplanners.ca). Keep letters under 150 words. Letters may be edited for length and clarity.

### MARCH/APRIL OPJ ALERT

## Skills and Expertise



Listing planning-related skills and expertise in your OPPI Member Profile allows

Members to search and find other planners by specific skills. Also, OPPI refers to these profiles when it is looking for subject matter experts to provide input and advice on the development of educational content and policy work. Simply [log into your Member Profile](#), click on Specialties and Skills in the About Me section and select the relevant skills. To search for other Members by skill, click on Find a Member.

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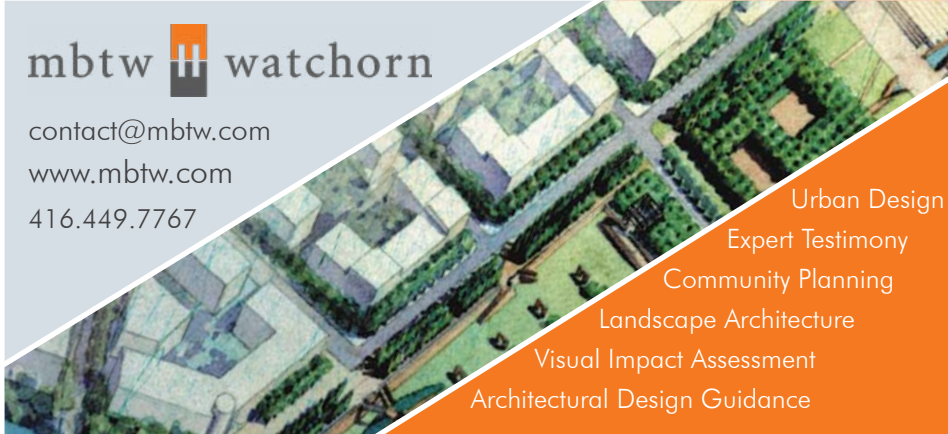
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