



Delegation to April 14, 2014 Development and Infrastructure Committee

Chair Lancaster and Committee members,

BurlingtonGreen would like to offer the following comments regarding Report TS-4-14 "Report providing information regarding the Transportation Master Plan."

We are most encouraged by the report's "roadmap" for the future development of the Transportation Master Plan or TMP.

Specifically:

- We agree wholeheartedly with the report's acknowledgement that "land use and transportation planning must be intrinsically linked in order for each to be successful".
- We also agree with the report's conclusion that in moving forward "community support for alternative (to automotive) transportation is critical".
- We are relieved to read in Appendix A that the TMP will set out a 20-year vision for transportation in the city.

We also have some additional comments and suggestions based on the findings and recommendations from the BurlingtonGreen Transportation Committee's August 2013 to October 2013 meetings with the BEDC, the Sustainable Development Committee, the Burlington Chamber of Commerce, regional governments, Metrolinx, local developers and City Staff who were most generous with their time and interest in meeting with us. The full report titled "Burlington Growth and Transit Oriented Development" is included as an Appendix.

1. We would add that the final TMP with fully integrated transportation and land use planning/intensification is critical to:
 - a. Burlington's development of attractive intensification with neighborhoods and transportation "hubs" that will provide the city with the accommodations, services and retail that will appeal to young people and the businesses that want to employ them.

- b. Assuring our aging seniors will be able to remain in and enjoy Burlington when they are no longer interested or able to drive.
 - c. Avoiding strong pressure to develop our unique and unspoiled rural northern areas and remaining urban green spaces.
- 2. A key component to help citizens understand the need and appeal of the TMP's integrated transportation and land use planning/intensification is to show what our city will look like, how poorly it will function and how much we will have to spend if we continue on a car-centric status quo path. Continually adding to and repairing road infrastructure to accommodate growing traffic is not a forward thinking sustainable approach. Thankfully, we understand that Staff has or will soon take the necessary steps to source this projection and we look forward to reviewing the results.
- 3. It is necessary and critical that the engagement process is based on a meaningful and representative sample of our population to assure that input and feedback reflects the viewpoints of many across the entire community. We would ask that funds be made available for proper focus group and statistically sound research in addition to the usual PICs and passive web-based research.
- 4. Under the report's Appendix A, we would add that it is the City's responsibility to not only create a transportation network, but to advance a vision of Burlington as an "aspirational" city. The transportation network must be designed right from the start with an integrated approach based on sustainable principles that support livable, enjoyable and "walkable" communities.
- 5. It is doubtful people's transportation habits can be changed with altruistic appeals. Instead, non-auto motive alternatives must offer superior convenience and/or cost efficiencies to be successful.
- 6. Strong visuals showcasing the vision of Burlington in 2034 and its development stages would provide positive and powerful communication. Pictures like those shown by Dan Burdon in his June 2013 presentation but specific to Burlington could be very effective.
- 7. The TMP provides a valuable opportunity to produce a guiding framework that effectively pulls together the key elements of sustainability and quality of life that all good cities need. Social, Economic and Environmental balanced planning must drive the integrated transportation/ land use planning TMP.

In conclusion, the TMP and the Official Plan provides a once in a lifetime opportunity to develop a bold and visionary future for Burlington, one that will appeal to and support the needs all age groups and demographics, protect our

natural treasures, bring in new businesses and assure we are nothing less than Canada's best city for our future generations.

Thank you.

Appendix



Burlington Growth and Transit Oriented Development

BurlingtonGreen Transportation Committee

April 10, 2014

Executive Summary

Over the August 2012 to January 2013 period, BurlingtonGreen's Transportation Committee (BGTC) conducted research and a number of meetings regarding official planning and transit development's role in an Official Plan. Findings include:

- Transit Oriented Development (TOD) offers a superior and effective planning focus for Burlington's future development.
- TOD would allow population increases up to 60,000 over Places to Grow without expanding into North Burlington rural area.

The BGTC presented and discussed the findings with a PowerPoint Presentation and a comprehensive 3-D model of a fully integrated mobility hub to a number of community/government and provincial organizations from March to October 2013

Key Findings

Based on the research and the above meetings, the following was determined:

1. Transit planning is lagging rather than leading transportation and land use planning.
2. Communication of the OP and its components to the public has been disjointed and weak.
3. The current split between the region and the city on transportation planning creates planning challenges.

Conclusions

1. Burlington's future development and the current Official Plan should focus on integrating strong, effective "spine and hub" transit integrated with and supporting the current intensification "corridors".
2. Since there will be no Master Transit Plan to inform the Official Plan there is concern whether the change to include transit only as part of the Master Transportation Plan will be sufficient to truly develop Transit Oriented Development.
3. Communication of the OP and its overall strategy to the public has been limited.
4. Achieving the Region's 20% non-automotive transit and the City's 15% modal split by 2031 is going to be problematic without clear and precise strategies to address each.
5. Halton Region's overall transit integration (as per Waterloo) could provide significant planning and cost benefits.
6. Without a formal process to evaluate and assure future developments and achieve OP strategies, the plan and "vision" may not be effectively achieved.

Recommendations

1. Transit Oriented Development should drive the Official Plan and be a clear priority in the new OP and Transportation Master Plan.
2. The City should develop an analysis of what would happen regarding automobile traffic congestion and road costs if it does not provide alternatives to the car.
3. It would be helpful to give clear instruction that the Official Plan process considers how Transit Oriented Development can be integrated into the Official Plan.
4. Public presentation of the OP and any of its components should be given in context of the overall strategy.
5. The city should be more proactive in getting public input. Plans with strong “outreach” and sufficient budgets to support it need to be developed.
6. Specific and explicit Official Plan strategies and appropriate budgeting for transportation and transit designed to meet these goals is necessary.
7. The implications of not meeting these objectives and what alternatives are available should be determined.
8. The city should determine benefits of an overall Halton regional transit authority in achieving more effective east/west commuting and travel and cost savings.
9. The city must develop an evaluation process to ensure the urban design of any approved application is consistent with the vision and the plan. The process must make sure every development improves from the current situation at time of application and that every planning or development application will have formal and documented assessment of the impact on Pedestrian, Cycling and Transit Oriented Design.
10. Suitable metrics must be in place to ensure that applications can be tested to the goals and that Burlington can measure the improvements as compared to baseline.

Burlington Growth and Transit Oriented Development

Background

Burlington is facing key challenges to its long-term development:

1. The city's "Growing in Place" strategy means:
 - a. The population increase of 22,400 people (from 2011 census' 175,779 to 2031 estimate of 193,000) from the province's "Places to Grow" will be in the urban area.
 - b. Rural and natural areas will need to be protected from development pressure.
 - c. The city will need to develop land uses, infrastructure and services to enable all of its residents to be supported with social, financial and environmental sustainability.

2. The city is facing significant demographic trends that will affect our future:
 - a. We have an aging population that will increase the already high percentage of senior's living in Burlington (2011 shows 17% of the population is seniors – significantly higher than Ontario's 14.6 %)
 - b. The number of low income families is growing¹
 - c. According to a CBC report², the proximity to transit is now driving decisions about home purchase and office development.

3. The city has targeted a doubling of its business tax base to 2031³ to maintain/grow its tax base

Research

Over the August 2012 to January 2013, BurlingtonGreen's Transportation Committee (BGTC) conducted research and a number of meetings (see

¹ March 2011 Incomes and Poverty Report Burlington: "Although there are no comparable data on job loss, unemployment rate, social assistance caseload and bankruptcies at the community level such as the City of Burlington, the recently released report⁵ by Community Development Halton on the impact of the recession on demand for services provided by nonprofit community social service agencies tells a similar story. Over half of the agencies surveyed reported an increase in service demand. Over 65% of the agencies are experiencing a greater demand now than before the economic downturn began in September 2008."

² November 14, 2013 CBC report "New house prices fall, but real estate sector still strong". See <http://www.cbc.ca/m/touch/news/story/1.2426879> The report mentioned in the text can be found at: <http://www.uli.org/wp-content/uploads/ULI-Documents/Emerging-Trends-in-Real-Estate-Americas-2014.pdf>

³ January 25, 2013 Hamilton Spectator "Mayor says Burlington must shift focus to keep up revenues"

Appendix 1) regarding official planning and transit development's role and determined:

- Transit Oriented Development (TOD see definition in Appendix 1) offers a superior and effective planning focus for Burlington's future development.
- TOD would allow population increases up to 60,000⁴ over Places to Grow without expanding into North Burlington rural area.
- Burlington should develop a "Spine and Hub" transit system as outlined in Appendix 2:
- When planning their LRT, the region of Waterloo discovered that developers and businesses need assurance that transit lines will be permanent and want systems with "Rails, not Rubber".

The BGTC presented and discussed the findings with a PowerPoint Presentation and a comprehensive 3-D model of a fully integrated mobility hub to community/government and provincial organizations as follows:

- March 21, 2013 meeting with the city⁵
- April 16, 2013 presentation to the Burlington Chamber of Commerce
- May 1, 2013 presentation to Burlington Sustainable Development
- May 30, 2013 – meeting with Burlington Economic Development Committee
- June 14, 2013 meeting with John Howe of Metrolinx
- June 24, 2013 meeting with City staff/mayor/BEDC/developers⁶
- September 17, 2013 meeting with City Planning Staff⁷
- October 29, 2013 meeting with City Transportation Staff⁸

⁴ Victoria Transport Policy Institute: An ideal Transit-Oriented neighborhood has 5,000 to 15,000 residents located within a half-mile of a bus or rail station in order to generate sufficient transit traffic and create a complete community with services such as grocery stores, schools and medical centers.

⁵ Attendees were Mike Spicer, Bruce Zvaniga, Scott Stewart, Paul Sharman and Rick Goldring, Ken Woodruff, Monte Dennis, John Timmis

⁶ Attendees were Mayor Goldring, Bruce Kruschelnicki, Vito Tolone (Transportation), Mike Spicer (Transit, as Acting General Manager of Development and Infrastructure), Kyle Benham (BEDC), Ian Cameron (BEDC), Dr. Michael Shih and Vince Molinaro, Monte Dennis and Ken Woodruff

⁷ Planning Staff attendees were Allison Enns, Andrea Smith and Bruce Krushelnicki. BG attendees were Lawson Hunter, Monte Dennis, Paul Raun, Walter Mulkowich, Ken Woodruff

⁸ Transportation Staff Attendees were Jenny Setterfield, Mike Spicer, Garth Roland. BG attendees were Monte Dennis, Paul Raun, Ken Woodruff

The authors would like to thank all who met with us and especially city staff for their professionalism, enthusiasm, dedication and time spent in discussions with us.

Key Findings

Based on the research and the above meetings, the following was determined:

1. There should be strong integration of Burlington's Official Plan with Transit Oriented Development.
 - Transit Oriented Development, making integrated land use and transit/transportation plans the priority in developing the Official Plan (OP) has not been achieved in previous Official Plans and is needed to assure Burlington meets its business and community objectives.
 - There are some clear, planned and formal policies in the current Official Plan regarding transit - i.e. sections 3.4.2 and 6.5 - but they have not been effectively implemented nor have they been a priority that has driven either the Official Plan, zoning, detailed planning or transit service delivery.

2. Transit planning is lagging rather than leading transportation and land use planning.
 - The November 14, 2013 *Official Plan Review: Revised Comprehensive Work Plan, Schedule and Budget Allocation* statement "Long term transit considerations are being considered as part of the Transportation Master Plan and as such is not required to be identified as an independent initiative related to the OPR" suggests that transit planning will likely not be a major feature of the OP.

3. Communication of the OP and its components to the public has been disjointed and restricted.
 - Although the city has a clear focus on the important "mixed use corridors" along Plains Road and Fairview streets and mixed-use centers are a key part of the existing Official Plan which is being reviewed, it is not mentioned in any Official Plan overview document available to the public (that the authors of the document have determined to date) including the City's OP website.
 - Despite language in the OP "Growing in Place" website video on needing "a strong vision of where we're going and a plan to get us there" and asking visitors to "imagine Burlington 20 years from now" the website offers only individual reports and updates, but as mentioned above, no overall planning or strategy statement to follow up.
 - The September 10, 2014 PIC on "Mobility Hubs" did not include any

overview of the Plains Road/Fairview corridor to put the discussion in a context of the Official Plan.

- City staff acknowledged that they “have to get people talking and involved”.

4. The current split between the region and the city on transportation planning creates planning challenges.

- The Halton Region Master Transportation Plan with which the City will need to comply sets out ambitious goals for 2031 including a 20% modal split for non-automotive transportation both internal and external for the Region. Also, the Regional Official Plan with which the City has to comply sets a goal of an 15% modal split for Burlington by 2031 – a huge jump from the current 2%. There must be specific strategies outlined in the OP and budgeting that are designed to meet these Regional goals.
- The individual municipalities’ responsibility for transit prevents region-wide planning and solutions (such as Waterloo’s regional LRT).

Conclusions/Implications

Conclusion 1

Burlington’s future development and the current Official Plan should focus on integrating strong, effective “spine and hub” transit (see Appendix 2) integrated with and supporting the current intensification “corridors”. The proposed system should outline its eventual growth into LRT/BRT systems where appropriate.

- Without specific strategies to implement efficient and effective transit that will make a “developed” Burlington appealing to both businesses and young people and their families, Burlington will have difficulty attracting and retaining either in the future.
- Properly planned “spine and hub” transit will allow increases to Burlington’s planned population growth without developing the rural/natural north Burlington area.
- Plans showing eventual rapid transit lines will help attract both business and development to the intensification corridors.

Recommendations

- A bold and visionary transit plan should drive the Official Plan and be a clear priority in the new OP and Transportation Master Plan.
- To support the development of Burlington transit and convincing citizens of the need for it, the City should develop an analysis of what would happen regarding automobile traffic congestion and road costs to the city if it does not provide alternatives to the car.

Conclusion 2

Although a Master Transportation Plan addressing all modes of transportation including walking, cycling, transit and automobile is to be developed, since there will be no Master Transit Plan to inform the Official Plan there is concern whether the change to include transit only as part of the Master Transportation Plan will be sufficient to truly develop Transit Oriented Development.

Recommendations

- It would be helpful to give clear instruction that the Official Plan process considers how Transit Oriented Development can be integrated into the Official Plan.

Conclusion 3

Communication of the OP and its overall strategy to the public could be more effective.

Recommendations

- Public presentation of the OP and any of its components should be given in context of the overall Land Use Planning and Transportation/Transit strategy.
- The concepts and issues around the City's vision and TOD are complex and can be difficult to grasp. Visual representations in the form of pictures, videos, models, computer-generated models are required to help people visualize what TOD looks like and as it applies to the City's goals. We have found the general public can relate to these and provide meaningful comment on what they like or don't like much better than when confronted with classic planning documents, policies and procedures.
- The City should be more proactive in getting public input. "Passive" communication asking citizens to come to a meeting or having a website as part of the city website will not be as effective as actively seeking input. Plans with strong "outreach" and sufficient budgets to support it need to be developed.
- The difficulties in finding information online could be deterring public involvement.

Conclusion 4

Achieving the Region's 20% non-automotive split and the City's 15% modal split by 2031 is going to be problematical without clear and precise strategies to address each.

Recommendations

- Specific and explicit Official Plan strategies and appropriate budgeting for transportation and transit designed to meet these goals is necessary.

- The implications of not meeting these objectives and what alternatives are available should be documented.

Conclusion 5

Halton Region's overall transit integration (as per Waterloo, York and Durham regions) could provide significant planning and cost benefits.

Recommendation

- The city should determine benefits of an overall Halton regional transit authority in achieving more effective east/west commuting and travel and cost savings and how such an authority could be discussed with the Region and each municipality

Conclusion 6

Without a formal process to evaluate and assure future developments and achieve OP strategies, the plan and "vision" may not be effectively achieved.

Recommendations

- The city must develop an evaluation process to ensure the urban design of any approved application is consistent with the vision and the plan. The process must make sure every development improves from the current situation at time of application and that every planning or development application will have formal and documented assessment of the impact on Pedestrian, Cycling and Transit Oriented Design.
- Suitable metrics must be in place to ensure that applications can be tested to the goals and that Burlington can measure the improvements as compared to baseline.

Appendix 1

Transit Oriented Development is higher-density mixed-use development within walking distance (or a half mile) of transit stations. Projects should also:

- Increase “location efficiency” so people can walk and bike and take transit
- Boost transit ridership and minimize traffic
- Provide a rich mix of housing, shopping and transportation choices
- Generate revenue for the public and private sectors and provide value for both new and existing residents
- Create a sense of place

Source: Center for Neighborhood Technology

Appendix 2

The spine and hub would include:

- A Fairview/Plains Road transit line focus with eventual LRT and a possible eventual connection to Hamilton & Oakville/Mississauga
- Metrolinx’s Dundas Street (Hwy 5) rapid bus line connecting to Oakville, & Mississauga & Hamilton
- Strong north-south transit lines focused on Brant, Guelph, Walkers, Appleby
- Major “Mobility Hubs” at Appleby GO, Fairview Go, Aldershot GO and Appleby/Highway 5
- Secondary Mobility Hubs (no GO Train Service) at Burlington Mall, Mapleview Mall and Burlington’s downtown
- Consideration for minor mobility hubs in locations such Lakeview Plaza, Appleby/New, Guelph/New, Walkers/Upper Middle, Brant/Upper Middle

Appendix 3

The following were developed/reviewed/attended by BurlingtonGreen’s Transportation Committee:

- November 2002 Center for Urban Transportation Research *Building Transit Oriented Development in Established Communities*
- Victoria Transport Policy Institute *Transit Oriented Development - Using Public Transit to Create More Accessible and Livable Neighborhoods*
- August, 2012 BurlingtonGreen *Sustainable Cities: Official Plan Components*
- September 6, 2012 Transportation Committee meeting (with Councilor Paul Sharman) Waterloo Region Light Rail Transit program officials and politicians
- City of Burlington August 27, 2012, *2012 Official Plan Review: Comprehensive Work Plan*
- November 29, 2012 interview with Siemens National Manager Rolling Stock, Mobility – Rail
- TODBackground_Volume1_WEB (Hamilton).pdf
- TODGuidelines_Volume2_WEB(Hamilton).pdf