

<p><b>1.      TRANSPORTATION IMPACT ASSESSMENT GUIDELINES UPDATE</b></p> <p><b>MISE À JOUR DES LIGNES DIRECTRICES RELATIVES AUX ÉVALUATIONS DES RÉPERCUSSIONS SUR LES TRANSPORTS</b></p>
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**COMMITTEE RECOMMENDATION**

**That Council approve the updates to the Transportation Impact Assessment (TIA) Guidelines as described in this report.**

**RECOMMANDATION DU COMITÉ**

**Que le Conseil approuve les mises à jour à apporter aux Lignes directrices relatives aux évaluations des répercussions sur les transports (ERT) selon les modalités exposées dans le présent rapport.**

**DOCUMENTATION / DOCUMENTATION**

1.      Manager, Transportation Planning, Transportation Services report, dated 23 May 2017 (ACS2017-TSD-PLN-0011)

Rapport du Gestionnaire, Planification des transports, Service des transports, daté le 23 mai 2017 (ACS2017-TSD-PLN-0011)

2.      Extract of draft Minutes 25, Transportation Committee, 7 June 2017.

Extrait de l'ébauche du procès-verbal 25, Comité des transports, le 7 juin 2017.

**Report to**  
**Rapport au:**

**Transportation Committee**  
**Comité des transports**  
**7 June 2017 / 7 juin 2017**

**and Council**  
**et au Conseil**  
**14 June 2017 / 14 juin 2017**

**Submitted on May 23, 2017**  
**Soumis le 23 mai 2017**

**Submitted by**  
**Soumis par:**  
**Vivi Chi, Manager / Gestionnaire, Transportation Planning / Planification des**  
**transports, Transportation Services / Service des transports**  
**(613) 580-2424, 21877, Vivi.Chi@ottawa.ca**

**Contact Person**  
**Personne ressource:**  
**Carol Franklin, Specialist, Development Review & Roadway Modification /**  
**Spécialiste, Examen des demandes d'aménagement & Modifications a la**  
**chaussée**  
**(613) 580-2424, 27582, Carol.Franklin@ottawa.ca**

**Ward: CITY WIDE / À L'ÉCHELLE DE LA    File Number: ACS2017-TSD-PLN-0011**  
**VILLE**

**SUBJECT: Transportation Impact Assessment Guidelines Update**

**OBJET: Mise à jour des Lignes directrices relatives aux évaluations des**  
**répercussions sur les transports**

## **REPORT RECOMMENDATION**

**That the Transportation Committee recommend Council approve the updates to the Transportation Impact Assessment (TIA) Guidelines as described in this report.**

## **RECOMMANDATION DU RAPPORT**

**Que le Comité des transports recommande au Conseil d'approuver les mises à jour à apporter aux Lignes directrices relatives aux évaluations des répercussions sur les transports (ERT) selon les modalités exposées dans le présent rapport.**

## **EXECUTIVE SUMMARY**

### **Assumptions and Analysis**

This report describes recommended updates to the current Transportation Impact Assessment (TIA) Guidelines (2006) to improve the preparation and review of TIA reports that are submitted to the City as part of the development application review process.

The recommended updates reflect current provincial and municipal policy directions consistent with the *Ontario Planning Act*, the City of Ottawa Official Plan (OP) and the City of Ottawa Transportation Master Plan (TMP).

With the continued emphasis on shifting towards sustainable modes of transportation in the Official Plan and Transportation Master Plan, this report highlights the changes in the prescribed process to support this movement. The 2013 TMP focused on the importance of integrating land use with the transportation system, applying the concept of Complete Streets in all road projects and advancing strategies to support walking, cycling and transit. Updating the TIA Guidelines is an important step towards implementing these initiatives to ensure that both the infrastructure and the programs are in place to encourage development of a sustainable transportation system.

### **Financial Implications:**

There are no financial implications.

### **Public Consultation/Input:**

Consultation included the formation of a Steering Committee of Chairs from the Transportation Committee, Planning Committee and Agriculture and Rural Affairs Committee to guide the overall scope of the Guideline update. A Technical Advisory Committee (City staff) and a Public Advisory Committee were also established and met several times throughout the course of study. Additional consultation included stakeholder meetings with the Development Industry Steering Committee and the Development Review Sub-Committee, including communications with the Federation of Community Associations, the Building Owners and Managers Association (BOMA), the Greater Ottawa Home Builders' Association (GOHBA) and all consultants who have been approved by the City of Ottawa to submit TIA reports. The final draft of the updated guidelines (Document 1) was posted on the project webpage ([www.ottawa.ca/tia](http://www.ottawa.ca/tia)) for public comment in February 2017.

## **RÉSUMÉ**

### **Hypothèses et analyse**

Le présent rapport porte sur les mises à jour que l'on recommande d'apporter à la version la plus récente des Lignes directrices relatives aux évaluations des répercussions sur les transports (ERT) (2006) afin d'améliorer la préparation et l'examen des rapports sur les ERT soumis à la Ville dans le cadre du processus d'examen des demandes d'aménagement.

Les mises à jour recommandées tiennent compte des nouvelles orientations adoptées dans le cadre des politiques provinciales et municipales conformément à la *Loi sur l'aménagement du territoire de l'Ontario*, au Plan officiel (PO) de la Ville d'Ottawa et au Plan directeur des transports (PDT) de la Ville d'Ottawa.

Puisque l'on continue de miser sur l'adoption de modes de transport durables dans le Plan officiel et le Plan directeur des transports, le présent rapport fait état des changements apportés au processus prescrit pour étayer cette évolution. Le PDT de 2013 insistait sur l'importance d'intégrer l'aménagement du territoire dans le réseau de transport, en appliquant le principe des rues complètes à tous les projets de voirie et en préconisant des stratégies destinées à promouvoir les déplacements à pied ou à vélo ainsi que le transport en commun. La mise à jour des Lignes directrices relatives aux ERT est une étape importante dans la mise en œuvre de ces initiatives, qui visent à assurer la mise en place de l'infrastructure et des programmes permettant de favoriser l'aménagement d'un réseau de transport durable.

**Répercussions financières :**

Il n'y a aucune répercussion financière.

**Consultation publique et commentaires :**

La consultation a consisté à mettre sur pied un comité directeur constitué des présidents du Comité des transports, du Comité de l'urbanisme et du Comité de l'agriculture et des affaires rurales pour encadrer la mise à jour des Lignes directrices. Un comité consultatif technique (constitué de membres du personnel de la Ville) et un comité consultatif public ont aussi été formés et se sont réunis à plusieurs reprises dans le cadre de l'étude. Une autre consultation a consisté à tenir des réunions avec les intervenants, soit le Comité directeur du secteur de l'aménagement et le Sous-comité de l'examen des projets d'aménagement, et notamment à communiquer avec la Fédération des associations communautaires, la Building Owners and Managers Association (BOMA), la Greater Ottawa Home Builders' Association (GOHBA) et tous les experts-conseils autorisés par la Ville d'Ottawa à soumettre des rapports sur les ERT. La version finale des Lignes directrices mises à jour (Annexe 1) a été diffusée en février 2017 sur la page Web du projet ([www.ottawa.ca/ert](http://www.ottawa.ca/ert)) pour recueillir les commentaires du public.

**BACKGROUND**

The TIA Guidelines establish the scope and framework for transportation reports associated with development applications. All development applicants are required by the *Ontario Planning Act* and the City of Ottawa Official Plan to review the impact of their proposed developments on the existing transportation network. To facilitate this requirement, the TIA Guidelines provide the procedural direction for the structure and format for these types of transportation studies. Through this prescribed process, TIA reports identify the infrastructure and programs needed to mitigate transportation impacts associated with developmental proposals.

The TIA Guidelines were last updated in September 2006, as described in the March 2016 memorandum to the Mayor and Members of Council at the beginning of this project. Since 2006, there have been several provincial and municipal legislative and policy updates that influence the TIA process. For example, current OP and TMP policy directions encourage enhanced land use and transportation integration; applying the concept of Complete Streets in all road projects; and advancing strategies to support walking, cycling and transit. More specifically, Section 4.3 of the Official Plan says:

*“Land use and transportation are closely interrelated. In particular, the City, when reviewing development applications, will assess the adequacy of the transportation network to meet the needs of the proposed development. Individual building sites, subdivisions and plans for large areas must be easy to get to and travel through on foot, by bicycle and transit, and by automobile.”*

Key areas of focus in the 2013 TMP include:

- Integrating the concept of complete streets;
- Updating modal share targets;
- Advancing strategies to improve walking and cycling; and,
- Supporting transit-oriented developments.

Updating the TIA Guidelines is an important step towards implementing these initiatives, as further described in the Council approved Complete Streets Implementation Framework (ACS2015-PAI-PGM-0159).

## **DISCUSSION**

The TIA Guidelines update has been developed to better assist development applicants and their consultants with assessing their development proposals to meet current provincial and municipal transportation policy objectives. A site that is well integrated into the existing transportation network benefits both the developer and the City by ensuring that it is sustainable. Key updates to the Guidelines are described below.

### **Multi Modal Level of Service**

The TIA Guideline update supports the concept of complete streets with the new requirement to assess Level of Service (LOS) for all users (Multi Modal Level of Service) rather than reviewing only vehicle LOS when assessing the needs of the site for integration into the city’s transportation network. With this additional requirement to review the LOS for pedestrians, cyclists, transit, and trucks during the site assessment, a comprehensive review of the impact on all modes of transportation will be completed.

### **Person Trips**

The update recommends using person trips, rather than just motor vehicle trips, when accessing proposed site impacts. This includes consulting with City staff to determine appropriate modal share assumptions in order to complete the assessment for all types

of trips to the proposed development site. Ensuring that these trips can be sustainably accommodated on-site as well as within the transportation network is key to successfully integrating the development into the community.

Transportation Impact Assessment reports will be developed with early and frequent input from City staff and will aim to balance the need of all users while addressing the goals of the City to encourage sustainable modes of travel. The City will work with the applicant through the process of site development to provide efficient pedestrian connections, cycling facilities and transit connections to support these modes. By working through the various new modules of the TIA Guidelines, consultants will develop a site that is well integrated into the community for all types of person trips.

### **Location Context**

Site location is often fundamental to the character of the development and associated transportation requirements. For example, developments that are located within a 600m walking distance of a rapid transit station must follow the Council-approved Transit-Oriented Development Guidelines (ACS2007-PTE-POL-0053). Several other location specific Urban Design Guidelines have been developed by staff and approved by Council since the last TIA Guidelines update in 2006. These new Urban Design Guidelines are incorporated and referenced in the proposed TIA Guidelines. The update further incorporates site location into transportation assessment through integrating the Multi-Modal Level of Service methodology which includes LOS targets that are also location specific (ACS2015-PAI-PGM-0159).

### **Transportation Demand Management**

The TIA Guidelines update includes a new Transportation Demand Management (TDM) module which will apply in varying degrees to a site based on its location and proposed land use. Typical TDM measures include ride share programs, priority car pool parking, live transit timetable screens and additional information and programs that encourage sustainable travel choices. Creating a site that encourages sustainable modes by applying TDM strategies will be more successful at achieving modal share targets.

### **Neighbourhood Traffic Management**

The new Neighbourhood Traffic Management module and the Development Design module within the proposed TIA Guidelines provides opportunities to address potential community issues, such as speeding or cut-through traffic, prior to construction of proposed developments. This applies to concerns from existing adjacent communities

and also potential issues within new green-field communities. The TIA Guidelines support the strategies developed through the Building Better Smarter Suburbs initiatives by incorporating the Traffic Calming Manual for Greenfield Neighbourhoods, currently in development, when designing streets for new subdivisions.

### **Traffic Safety**

Road modifications have in the past typically provided infrastructure needs only to accommodate automobiles, but with this update, vulnerable road users such as pedestrians and cyclists will also be addressed by incorporating design features such as protected intersections and other complete street features. While TIA reports will continue to recommend road modifications to the existing road network to mitigate the impact of development site generated trips on road safety, neighbourhood quality of life or vehicle delay, they will also better address the needs of vulnerable road users through requiring supportive environments for active transportation, as well as, better supporting connections to transit facilities. In this way, a greater shift in sustainable modal shares is possible, consistent with the policy objectives of the OP and TMP.

### **Road Modification Approval (RMA) Submission Requirements**

When TIA reports include recommendations for geometric road modifications, a Road Modification Approval (RMA) report is required which is typically approved through the Delegation of Authority By-Law (By-Law 2016-369). RMA reports are produced by City staff with design information provided by the development proponent. The TIA Guidelines update encourages earlier submissions of these designs with more detailed information to confirm the feasibility of changing the road geometry and to better identify potential conflicts in the affected areas. To facilitate this review and approval process, applicants are directed to follow the new Ideal Submission requirements included in the appendices of the proposed TIA Guidelines document.

### **Monitoring**

The TIA Guidelines update provides new opportunities to include monitoring as a follow up post-development requirement to ensure that applicants are successful in integrating their site into the transportation network and achieving the objectives that were originally forecasted by the TIA report. Monitoring can be a useful tool to confirm future modal share assumptions and for measuring the success of TDM strategies, while preventing over building of the road network and increasing associated capital and maintenance costs.



## **Consultation**

The TIA Guidelines update included extensive consultation, as described below:

### Steering Committee

A Steering Committee to guide the overall scope and direction for the Guideline update was established that included the Chairs from the Transportation Committee Planning Committee and Agriculture and Rural Affairs Committee. The Steering Committee met several times throughout the course of study.

### Technical Advisory Committee

A Technical Advisory Committee (TAC) was established for the project that included city staff from across the corporation who are typically involved or impacted by TIA reports for development sites. The TAC formally met three times throughout the course of study. Below are the City branches that participated on the TAC for the project.

- Development Review (Planners & Transportation Project Mangers);
- Transportation Planning;
- Traffic Operations;
- Traffic Safety;
- Transportation Engineering Services;
- Environmental Assessments;
- Transit Service Planning;
- Building Better Smarter Suburbs;
- Area Traffic Management;
- Urban Design;
- Intensification and Zoning;
- Research and Forecasting; and,
- Emergency Services (Fire, Paramedics, Emergency Management and By-Law.

### Public Advisory Committee

A Public Advisory Committee (PAC) was established for the project to help share information and gather feedback with key stakeholders and members of the public. The PAC formally met twice through the course of the study. PAC representatives were selected with input from the Development Industry Steering Committee and the Steering Committee of Chairs and included the following groups:

- Citizens for Safe Cycling;

- Greater Ottawa Trucking Association;
- Ecology Ottawa;
- Accessibility Advisory Committee;
- Ottawa Centre Ecodistrict; and,
- Two consulting firms (Parsons and Novatech).

PAC representatives from the engineering consulting industry identified the following two issues with respect to the proposed guideline update:

*Issue 1: Person trip analysis rather than the traditional auto trip analysis as the basis for TIA report requirements may generate the need for more TIA reports.*

Response:

The proposed Guideline update shifts the focus of site generated trips from a solely automobile perspective to a more holistic person trip review. The intent of this change is to ensure that TIA reports consider all users of development sites rather than just trips made by motorists. Improved integration of developments into communities requires closer assessment of sustainable transportation modes during site development. This change allows the required flexibility needed to scope TIA reports with enhanced focus on all modes of transportation. Shifting the focus of the analysis does not directly result in the requirement for or generation of additional TIA reports, but rather allows for better screening and scoping for the overall assessment.

*Issue 2: Incremental TIA report approval requirements may increase the study time*

Response:

The movement towards interim deliverables and sign-off from City staff is required to ensure that the assumptions and principles identified through the study process are agreed upon between City staff and the development proponents prior to commencing a transportation analysis. This covers defining the scope of work, forecasting the person trips generated by the site and defining the approach to address network capacity limitations and other anticipated constraints and issues. This will ensure there are no surprises at the end, saving time and money previously required to amend reports late in the development application process.

### Project Website

A project website was established for the Guideline update to provide general information about the project and to gather feedback through the course of study ([www.ottawa.ca/tia](http://www.ottawa.ca/tia)). The final draft of the updated guidelines was posted on the project webpage for public comment in February 2017. Feedback received from the draft Guidelines was also posted on the website. No major issues were identified from the posting of the draft guidelines.

### Additional Stakeholder Engagement

Efforts included several meetings with development community representatives through the City of Ottawa Development Industry Steering Committee (DISC) and Development Review Sub-Committee, including communications with the Building Owners and Managers Association (BOMA), the Greater Ottawa Home Builders' Association (GOHBA) and all consulting engineers who have been approved by the City of Ottawa to submit TIA reports. The Federation of Community Associations (FCA) was also notified of the update and were circulated the final draft of the proposed guidelines for comment and review.

The main issue identified by members of the development community (GOHBA, DISC, etc.) is the concern that the updated guidelines will increase the cost and time required for development approvals. However, a significant objective of this update is to improve the reliability of the development application process by resolving transportation concerns as early as possible. This includes early engagement with City staff on the scope of TIA reports and at key points in the TIA report process, including flexibility for scoping TIA requirements to accommodate all types and sizes of development proposals. This flexibility allows for less effort for low impact developments and appropriately more robust reviews for larger and more complex proposals. By shifting the transportation review to earlier in the process, requiring consultation with City staff at key points, and appropriately scoping study requirements, TIA reports will be better positioned to remain on track and development proponents will avoid costly delays associated with changes required late in the application process.

### **RURAL IMPLICATIONS**

The TIA Guidelines are applied to development sites in rural areas using the same general methodology as the rest of the city, however, transportation mode share assumptions and the scope for the assessment will be tailored to the context of the site location. For example, in rural areas without easy access to sustainable travel options

and where the majority of person trips to a development site are forecasted to be in the form of automobile trips, the site will be developed appropriately to best accommodate peak travel for automobile users.

## **CONSULTATION**

Consultation included the formation of a Steering Committee of Chairs from the Transportation Committee, Planning Committee and Agriculture and Rural Affairs Committee to guide the overall scope of the Guideline update. A Technical Advisory Committee (City staff) and a Public Advisory Committee were also established and met several times throughout the course of study. Additional consultation included stakeholder meetings with the Development Industry Steering Committee and the Development Review Sub-Committee, including communications with the Federation of Community Associations, the Building Owners and Managers Association (BOMA), the Greater Ottawa Home Builders' Association (GOHBA) and all consultants who have been approved by the City of Ottawa to submit TIA reports. The final draft of the updated guidelines (Document 1) was posted on the project webpage ([www.ottawa.ca/tia](http://www.ottawa.ca/tia)) for public comment in February 2017.

## **COMMENTS BY THE WARD COUNCILLOR(S)**

Not applicable – City wide report.

## **ADVISORY COMMITTEE(S) COMMENTS**

A representative from the Accessibility Advisory Committee (AAC) participated in the Public Advisory Committee for the project. The AAC representative supports the Guideline update, particularly the integration of site development with the surrounding transportation network as well as the enhanced focus on accessibility and vulnerable users.

## **LEGAL IMPLICATIONS**

There are no legal impediments to implementing the recommendation in this report.

## **RISK MANAGEMENT IMPLICATIONS**

There are no significant risks to the City associated with this report.

## **ASSET MANAGEMENT IMPLICATIONS**

The recommended updates to the Transportation Impact Assessment (TIA) Guidelines documented in this report are consistent with the City's Comprehensive Asset Management (CAM) Program ([City of Ottawa Comprehensive Asset Management Program](#)) objectives. It provides for a customer-focused, forward looking, and systematic approach to identifying transportation infrastructure needs.

The implementation of the CAM program results in timely decisions that minimize lifecycle costs and ensure the long-term affordability of assets. To fulfill its obligation to deliver quality services to the community, the City must ensure that assets supporting City services are managed in a way that balances service levels, risk and affordability. The proposed updated TIA methodology includes a Multi-Modal Level of Service (MMLOS) analysis.

## **FINANCIAL IMPLICATIONS**

There are no financial implications related to this report.

## **ACCESSIBILITY IMPACTS**

The City's Accessibility Design Standards will continue to be applied for all geometric roadway modifications that are implemented through the use of the updated TIA Guidelines.

Furthermore, the update will ensure a more fulsome review of all modes of transportation which is expected to reduce barriers for vulnerable road users and people with accessibility needs.

## **ENVIRONMENTAL IMPLICATIONS**

The TIA Guidelines update will encourage more sustainable travel choices for new developments through an enhanced review of walking, cycling and transit requirements. As a result, these Guideline updates will help to improve the overall environmental footprint of new developments.

## **TECHNOLOGY IMPLICATIONS**

Not applicable

## **TERM OF COUNCIL PRIORITIES**

The updated TIA Guidelines will fulfil the following strategic objectives of the 2015 – 2018 Term of Council Priorities:

TM2 – Provide and promote infrastructure to support safe mobility;

TM3 – Integrate the rapid transit and transit priority network into the community.

TM4 – Improve safety for all road users

## **SUPPORTING DOCUMENTATION** (*Held on file with the City Clerk*)

Document 1 – Transportation Impact Assessment Guidelines (Final Draft, April 2017)

## **DISPOSITION**

Upon Council's approval of this report, Transportation Services Department staff will finalize the implementation of the updated Transportation Impact Assessment Guidelines.