

## **APPENDIX II**

### **AGENCY AND PUBLIC COMMENTS RECEIVED**

**Ministry of  
Municipal Affairs**

**Ministère des  
Affaires municipales**

**Ministry of Housing**

**Ministère du Logement**

Municipal Services Office  
Central Ontario  
777 Bay Street, 13<sup>th</sup> Floor  
Toronto ON M5G 2E5  
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Bureau des services aux municipalités  
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February 8, 2018

Sent via email only

Alexandria Tikky  
Planner, Planning and Development Services  
Niagara Region  
1815 Sir Isaac Brock Way, P.O. Box 1042  
Thorold, ON L2V 4T7

Dear Ms. Tikky

**Re: Provincial Review Comments  
Region of Niagara Draft Transportation Official Plan Amendment 13  
MMA File No.: 26-OP-178484**

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Thank you for providing the Ministry of Municipal Affairs (MMA) with the opportunity to review and provide comments on the Region's draft Official Plan Amendment 13 (ROPA 13).

MMA staff understand that ROPA 13 is being brought forward as part of the Region's last official plan review and conformity exercise. The purpose of ROPA 13 is to introduce policies into the Regional Official Plan that will replace the existing transportation policies within Chapter 9, as well as update the Plan's other related transportation policies, schedules and definitions. The policies proposed through ROPA 13 are intended to align with the goals, vision and recommendations identified in the Niagara Region Transportation Master Plan.

As part of the One Window Provincial Planning Service, this draft ROPA was reviewed by MMA and the Ministry of Transportation (MTO). The following comments relate to conformity with the Growth Plan for the Greater Golden Horseshoe, 2017 (Growth Plan), consistency with the 2014 Provincial Policy Statement (PPS) and ministry guidelines such as MTO's Transit-Supportive Guidelines, Freight-Supportive Guidelines and Ontario's Cycling Strategy. Please also refer to the attached table for technical comments on this OPA for consideration.

The Province is overall supportive of the policies and objectives of the ROPA which, among other things, supports a connected transportation network that allows the efficient movement of people and goods and a connected and convenient public transit network throughout the Region.

#### **Major Transit Station Areas**

Policy 9.C.11 makes reference to major transit station areas achieving minimum density targets that reflect existing and planned transit service levels. Minimum density targets are only

required for major transit station areas located on a priority transit corridor, which Niagara Region does not have. MMA does however support the Region in identifying a minimum density target for their major transit station areas. To assist in identifying a minimum density target the Region may want to consider policy 2.2.4.4 b) of the Growth Plan.

The Growth Plan contains specific policies which speak to all major transit station areas, including those not located on priority transit corridors. It is recommended that the Region revise policy 9.C.11 to elaborate on how local municipalities will develop land use plans for their major transit station areas and how development will be supported by making reference to applicable criteria listed in policies 2.2.4.8 and 2.2.4.9 of the Growth Plan. The Region and local municipalities may find MTO's Transit -Supportive Guidelines helpful, in particular *Chapter 2.3 on Enhancing Access to Transit*, when developing more detailed frameworks around major transit station areas. This chapter includes effective strategies for design and integration of transit stations.

### **Complete Streets**

Policy 9.E.2 speaks to implementation of complete streets to be considered for Regional Roads meeting a specific list of requirements. Furthermore, policy 9.E.4 indicates that local official plans shall include policies related to the implementation of complete streets. It is unclear how these proposed policies meet policy 3.2.2.3 of the Growth Plan which states that "in the design, refurbishment, or reconstruction of the existing and planned street network, a complete streets approach will be adopted that ensures the needs and safety of all road users are considered and appropriately accommodated". Consideration of complete streets should not be limited to those that satisfy the particular criteria listed in policy 9.E.2.

It is recommended that ROPA 13 utilize an overarching complete streets approach to all roadway design, reconstruction, and refurbishment as per the Growth Plan. To support the Region's objectives set out in Policy 9.E, the Region may find *Chapter 2.2 on Creating Complete Streets* of MTO's Transit Supportive Guidelines helpful, which includes strategies for planning complete streets.

Additionally, MMA staff recommend that the Region consider italicizing defined terms throughout its Official Plan for better clarity (i.e., complete streets).

### **Infrastructure Corridors**

It is recommended that the Region include policies addressing infrastructure corridors. Growth Plan policy 3.2.5 provides direction for the development, optimization, or expansion of existing and planned corridors and supporting facilities.

In a Region with an abundance of natural heritage and agriculture, planning for new or expanded transportation infrastructure may have to demonstrate, where applicable and through an Agricultural Impact Assessment and Environmental Assessment, that any impacts to the Agricultural System, key natural heritage features as well as key water resources have been avoided or at least minimized. The Region should also encourage the co-location of linear infrastructure facilities in order to use land more efficiently and integrate services. Therefore, it is recommended that policies 3.2.5 a), c) and d) of the Growth Plan be included in ROPA 13.

It is also recommended that the Region include policies for existing or planned corridors in accordance with Policy 3.2.5 e) of the Growth Plan by:

- considering increased opportunities for moving people and goods by rail;
- considering separation of modes within corridors; and
- providing opportunities for inter-modal linkages.

#### **Transportation Initiatives Underway**

As the Region may know, there are a number of transportation initiatives underway worth noting as they may impact the policies, strategies, and actions proposed in ROPA 13 and future land use and transportation policies.

MTO is undertaking a transportation study to develop the Greater Golden Horseshoe (GGH) Transportation Plan. This work will advance long-term multimodal transportation planning in the GGH and provide planning direction to transportation agencies and service providers for all modes, including highways, railways, regional transit systems, cycling and walking. It is anticipated that this work will be completed in early 2019. For more information, please visit <https://www.gghtransport2051.ca/>.

In addition, the review of Metrolinx's Regional Transportation Plan ("The Big Move") is underway to ensure that it continues to reflect the transportation priorities of the region to 2041. For more information, please visit [http://www.metrolinx.com/en/regionalplanning/bigmove/big\\_move.aspx](http://www.metrolinx.com/en/regionalplanning/bigmove/big_move.aspx).

#### **Engagement with Indigenous Communities**

Both the Growth Plan (Policies 5.2.3.3 and 5.2.3.6) and PPS (Policy 1.2.2), encourage planning authorities to coordinate planning matters with Indigenous communities. First Nations and Metis communities, whose interests may be impacted by planning decisions, should be engaged to ensure that they have adequate opportunity to participate fully in the process. The Ministry is interested in understanding any engagement efforts that the Region has undertaken on this proposed amendment. Should the Region adopt ROPA 13, it is requested that information respecting any municipal engagement process be provided to MMA, including any submissions.

#### **Conclusion**

Thank you again for providing the opportunity to review draft ROPA 13. MMA staff look forward to continuing to work with Niagara Region staff on this and future work undertaken as part of the Region's new official plan program.

If you have any questions or wish to discuss these comments in more detail, please do not hesitate to contact me by phone at 416-585-7323 or by email at [loralea.tulloch@ontario.ca](mailto:loralea.tulloch@ontario.ca) or Louis Bitonti, Senior Planner, by phone at 416-585-6910 or email at [louis.bitonti@ontario.ca](mailto:louis.bitonti@ontario.ca).

Best Regards,



Lorelea Tulloch  
Planner, Community Planning and Development (West)  
Municipal Services Office – Central Ontario

Copy: Ministry of Transportation



**Attachment 1 – Recommended Revisions to Niagara Region's draft Official Plan Amendment 13**

**Example** – Text highlighted in grey are recommended additions to the proposed policy

**Example** – Text with strikethrough are recommended deletions

Item No.	OP Section	Provincial Comment	Policy Reference	Recommended Modified Policy
1	9. Transportation: Moving People and Goods	The new Growth Plan for the Greater Golden Horseshoe (Growth Plan) now projects growth to a 2041 planning horizon.	Growth Plan Schedule 3	"The Provincial Growth Plan for the Greater Golden Horseshoe projects <del>significant</del> growth within the Niagara Region <del>by the year</del> to a 2041 planning horizon <del>2034</del> ..."
2	9.A.1	The Growth Plan places a higher priority on modes of transportation which reduce reliance on the automobile than it does on offering multimodal access to jobs, housing, schools, cultural, and recreational opportunities, and goods and service.  <i>Strategic growth areas</i> is a newly defined term in the Growth Plan, 2017. The new term replaces the 2006 Growth Plan's "intensification areas" and "intensification corridors". We note that the Region is proposing to add the term Strategic Growth Area to their OP through this amendment and have provided a definition that conforms to the Growth Plan.	Growth Plan policy 3.2.2.2 b), 3.2.2.2 d)  Growth Plan definition for strategic growth areas	The Region should revise or re-profile its objectives to place a heavier emphasis on Growth Plan policy 3.2.2.2 b) by moving 9.A.1 after 9.A.7.  It is recommended that the Region revise policy 9.A.1 to better align with the Growth Plan as follows:  "Promote and support all modes of safe transport for the movement of goods and people to jobs, housing, school, culture and recreational opportunities, especially in strategic growth areas <del>intensification areas and areas designated for high-density development</del> ."
3	9.A.2	Rather than stating "all modes of transportation" it is recommended that the Region use their newly added term "multimodal transportation system". Additionally, is it recommended that the Region identify "road, rail, marine and air" as examples because walking and cycling are also modes of transportation not listed. This also aligns with the definition of "multimodal" in the Growth Plan.	Technical; Growth Plan definition for multimodal	"Support a connected multimodal transportation system <del>network</del> that allows the efficient movement of people and goods <del>on all modes of transportation</del> (such as road, rail, marine, and air)."
4	9.B.3 & 9.C.5	The Go Transit system is often referred to as	Technical	For clarity, it is recommend that these policies be

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		the regional transit system.		revised as follows:  "Policy 9.B.3 The Region will work with Metrolinx, the Province and other stakeholders to improve linkages between the Niagara R regional T transit Systems and GO Transit."  "Policy 9.C.5 The Region will encourage transit service integration as part of the implementation of <del>an</del> inter-municipal regional transit system."
5	New Policy 9.C	The Growth Plan places first priority on public transit for transportation infrastructure planning and major transportation investments.	Growth Plan Policy 3.2.3.1	It is recommended that the following policy be added as 9.C.1:  "Policy 9.C.1 Public transit will be the first priority for transportation infrastructure planning and major transportation investments."
6	9.C.1	The Growth Plan speaks to prioritizing high density areas for public transit in order to optimize return on investment as well as efficiency of transit service. Although Policy 9.C.3 speaks to serving low density areas where operationally and economically feasible, it should also be noted that higher density areas will be prioritized from an investment standpoint.  The Growth Plan provides for expanded transit to commercial and institutional development in addition to residential and employment.  <i>Strategic growth areas</i> is a newly defined term in the Growth Plan, 2017. The new term replaces the 2006 Growth Plan's "intensification areas" and "intensification corridors". We note that the Region is proposing to add the term Strategic Growth Area to their OP through this amendment and have provided a definition that conforms	Growth Plan Policy 3.2.3.2	Recommend revising as follows:  "b) Prioritizing areas with existing or planned higher residential or employment densities to optimize return on investment and the efficiency and viability of existing and planned transit service levels;"  "bc) Transit service(s) to areas that have achieved, or will be planned to achieve transit supportive residential, commercial, institutional and employment densities;"  "cd) Improved linkages from nearby neighbourhoods to major trip generators, including: the St. Catharines urban growth centre, locally designated residential intensification strategic growth areas, employment areas, including tourist location and connection, and major transit station areas;"

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		to the Growth Plan.		
7	9.C.5	The Growth Plan directs municipalities to work with transit operators, the Province and Metrolinx, where applicable, to support transit service integration within and across municipal boundaries.	Growth Plan 3.2.3.3	Would recommend revising this policy as follows:  "The Region will encourage transit supportive integration as part of the implementation of an inter-municipal regional transit system and work with transit operators, the Province and Metrolinx, where applicable."
8	9.C.7 & 9.7.8	It is unclear what is meant by a Go Station Hub.	Technical	Consider clarifying what specifically is meant by this phrase; do these include all GO stations and stops or a particular subset?
9	9.D.1	Planned 'active transportation networks' may intersect provincial highways.  For more information on how to plan near provincial highways, please see MTO's Guideline for Municipal Official Plan Preparation and Review found here: <a href="http://www.mto.gov.on.ca/english/engineering/management/corridor/municipal-guideline/standards.shtml">http://www.mto.gov.on.ca/english/engineering/management/corridor/municipal-guideline/standards.shtml</a>	Public Transportation and Highway Improvement Act; Technical	The Region and municipalities should consult MTO early in the planning stage when planning active transportation networks around provincial highways.  <b>Technical:</b> It is recommended that "local" be added before "municipalities" in this policy to be consistent with how the Region refers to lower-tiers elsewhere.
10	9.D.7	Active transportation routes cross other provincial highways of all designation.	2014 PPS, Section 1.5.1 a)	The phrase 'and other' should be inserted before Highways.
11	Policy 9.F.9	This policy currently states that local municipalities shall develop official plan policies regarding planned corridors in consultation with and to the satisfaction of the Province. As the approval authority for lower-tier official plans, the Region should also be satisfied with these policies.  The Region should consider clarifying that development applications will not preclude or predetermine outcomes of planned corridors but rather the decisions made on these applications may have that effect.	2014 PPS, Sections 1.6.8.1, 1.6.8.2 & 1.6.8.3; Growth Plan policy 3.2.5	It is recommended that this policy be revised as follows:  "Local municipalities, in consultation with and to the satisfaction of the Region and the Province, shall develop Official Plan policies that provide protection for planned corridors <del>protection</del> to ensure that decisions on development applications will not <del>predetermine or</del> preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified <del>planning and/or implementation of the above-noted transportation facilities.</del> "

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		It is also recommended that this policy be revised to align better with the PPS's planned corridor protection policy.		
12	9.G.1	Recommend revising this sentence to read more clearly.	Technical	"The Region will develop and implement <del>by including in this Plan</del> a comprehensive Transportation Demand Management (TDM) strategy to:"
13	9.G.2	To be consistent with the term "Transportation Demand Management <u>strategy</u> " used in 9.G.1.	Technical	"Local municipalities shall develop and implement TDM policies to be incorporated into local official plans that are consistent with the future TDM <del>Study</del> strategy."
14	9.H.1	To ensure consistency with language used elsewhere in the Region's OP, it is recommended that the "Niagara Gateway Economic Zone" and "Niagara Gateway Economic Centre" be revised accordingly.	Niagara Region OP Policy 3.A.1 and Schedule G; Growth Plan Policy 2.2.5.15	"...The Region's goods movement network will also take advantage of cross-border trade and the Foreign Free Trade Zone, and maximize the use of the <del>Niagara Gateway Economic Zone and Niagara Gateway Economic Centre.</del> "  Or  "...The Region's goods movement network will also take advantage of cross-border trade and the Foreign Free Trade Zone, and maximize the use of the Niagara Economic Gateway <del>Zone and Niagara Economic Centre.</del> "
15	9.H.3	Recommend revising to clarify that these routes are to be identified specifically for goods movement.  The wording in this policy implies that prime employment areas are separate from employment areas which is not the case. Prime employment areas are a subset of employment areas. Additionally, since the Region does not yet have lands designated as prime employment areas, we recommend only indicating employment areas in this policy.	Growth Plan Policies 3.2.4.3	"The Region, in partnership with local municipalities, will identify priority and alternative routes for goods movement into and out of <del>from prime employment and</del> employment areas and other areas of significant commercial activity connecting to the provincial network."
16	9.H.7	Suggest revising to emphasize support for integration of multi-modal goods movement	Growth Plan Policy 3.2.4.2 c)	"The Region will support the development and integration of multi-modal transportation systems

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		with freight supportive land uses to better align with the Growth Plan.  Recommend removing "and people" as this section pertains to Goods Movement.  <b>Technical Comment:</b> Remove the quotation mark at the end of the sentence.		and freight supportive land uses to facilitate the movement of goods <del>and people</del> , while ensuring compatibility with adjacent land uses and access to these facilities. <del>."</del>
17	New Policy 9.H.8	Recommend adding in a policy related to accommodating agricultural vehicles and equipment.	Growth Plan Policy 3.2.4.2 d)	"9.H.8 The Region will work with municipalities, agencies and transportation service providers to develop transportation systems which accommodate agricultural vehicles and equipment, as appropriate."
18	Schedule E-1: Go Transit	Schedule E1 shows three GO Transit stations identified as "major transit stations" and one station identified as "proposed major transit station."		To provide more clarity, please consider: <ul style="list-style-type: none"> <li>- keeping the label 'major transit stations' for the two existing stations (St. Catharines and Niagara Falls)</li> <li>- identifying the planned Grimsby GO station as such to show that it is planned and not existing at this time</li> <li>- Identifying that the "proposed major transit station" (Beamsville station area in Lincoln) as a future recommended station which is not yet committed or funded.</li> </ul>
19	Schedule E-1: Transportation Infrastructure	All Niagara Region provincial highways should be shown on Schedule E	2014 PPS Section 1.6.8.1	Revise Schedule E1 to show: <ul style="list-style-type: none"> <li>- Highway 58 extended easterly to Thorold Townline Road</li> <li>- Highway 20 at the south end of Highway 58</li> </ul>
20	Active Transportation Definition	It is recommended that this policy be revised to better align with the Growth Plan.	Growth Plan Policy 7	"Active Transportation means any form of self-propelled transportation that relies on the use of human energy such as walking, cycling, inline skating, jogging, or travel with the use of mobility aids, including motorized wheelchairs and other power-assisted devices moving at a comparable speed."

#### Housekeeping Comments:

Throughout	Recommended that "Region" have a capital "R"
9.D.7	As the Ministry of Transportation is only referenced in this policy within Chapter 9, there is no need for an acronym to be established. The Ministry of Transportation is referenced elsewhere, after Chapter 9, in the Official Plan (i.e., definitions) and the acronym is not used. Would suggest removing the acronym.



Niagara Escarpment Commission    Commission de l'escarpement du Niagara

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Niagara Escarpment Commission  
An agency of the Government of Ontario

January 3, 2018

Ms. Alexandria Tikky  
Planner  
Planning and Development Services  
Niagara Region  
1815 Sir Isaac Brock Way,  
PO Box 1042  
Thorold, ON L2V 4T7

Dear Ms. Tikky:

**Re:    Proposed Amendment No. 13 to the Region of Niagara Official Plan  
      Transportation Policies**

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Staff of the Niagara Escarpment Commission (NEC) has reviewed proposed Amendment 13 to the Official Plan for the Niagara Planning Area (ROPA 13) and we offer the following comments. These comments take into consideration the relevant policies of the Niagara Escarpment Plan, 2017 (NEP) which came into effect on June 1, 2017 and the Provincial Policy Statement 2014 (PPS).

Comments on Proposed Policies

Part 2.12 of the NEP contains the revised policies relating to Infrastructure. The objective of this development criterion is "to design and locate infrastructure so that the least possible impact occurs on the Escarpment environment and to encourage green infrastructure and low impact development, where appropriate". ROPA 13 generally supports this objective by encouraging environmentally appropriate modes of sustainable transportation. The proposed policy should be enhanced by also acknowledging that there are locations where transportation infrastructure is discouraged such as in parks, open spaces, the Bruce Trail, prime agricultural areas and Escarpment Natural Areas in order to avoid conflict with NEP policy including Part 2.6.2 e) and Part 2.7.2 e) relating to infrastructure in key hydrologic features and key natural heritage features.

Although the Bruce Trail is identified on Schedule F of the Official Plan, there is no specific reference to it in the Active Transportation policies in ROPA 13. We note that there are trail policies in Chapter 2 of the Official Plan but there is no specific reference to the Bruce Trail. Policy 2.B.2.15 only references "other trails". The NEP supports the establishment of a permanent route for the Bruce Trail and as a footpath, it contributes to active transportation opportunities. Policies to identify and support the Bruce Trail should be considered for incorporation into ROPA 13.

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*Ontario's Niagara Escarpment - A UNESCO World Biosphere Reserve*

There is a reference in Policy 9.D.6 supporting off-road trails. It is important to indicate in the proposed policy whether these off-road trails would be pedestrian only or if recreational vehicles would be considered. The Bruce Trail is a pedestrian footpath only and the policies of the NEP do not permit intensive trail activities in Escarpment Natural and Escarpment Protection Areas. Only non-motorized trail activities are permitted in these designations.

Proposed policy 9.F.4 states that the Region may acquire additional land for road allowances without an amendment to the Official Plan. Policy 9.C.16 in the existing Official Plan states that an amendment would be required and took into consideration "applicable federal and provincial acts and regulations". If there is no Official Plan amendment, how would the NEC be consulted with respect to road widenings?

Comments on Existing OP policies which are proposed to be deleted/changed

We note that the transportation policies are proposed to be streamlined in comparison to the existing Official Plan policies. In so doing, certain references to the NEP are proposed to be deleted. We do not require the Region's policies to duplicate those of the NEP, but we support clarifying that a different process and infrastructure policies may apply within the Niagara Escarpment Plan Area in terms of planning approvals that relate to transportation routes and infrastructure. For example, Policy 9.C.3 in the existing Official Plan used to reference the NEP with respect rights-of-way but it is proposed to be deleted. Similarly, the need for a Development Permit for road improvements in Policy 9.C.23 and 9.C.31 are also proposed to be removed. We would like to understand why the references to the NEP are proposed to be removed and whether a more general policy in the Region's Official Plan explaining the policy hierarchy between the NEP and the Official Plan is being considered in the alternative. At present, Chapter 1 of the Region's Official Plan, on page 1-8, merely states that the NEP is a "plan of interest" but this does not make clear the implications of the policies of the NEP for transportation-related or other planning matters.

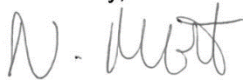
Reference to the environmental assessment process is found in the existing transportation policies (e.g. Policy 9.B.3 and 9.C.23) and reference the need for a Development Permit from the NEC, as noted above. These policies are not found in ROPA 13. Although Chapter 14 of the Official Plan refers to the possible need for an EA in Policy 14.F.3 for municipal infrastructure projects, there is no indication of the role of other agencies, such as the NEC in that process. We would like to better understand the process that the Region would follow in determining the impact of transportation infrastructure on the Niagara Escarpment. Reference to the role of the NEC is only found in Policy 2.B.2.12 b) relating to recreation and tourism. We would like the Region to identify in ROPA 13 that there is a role for the NEC in the EA process for infrastructure, that development permits may be required and that, in the event of a conflict, the policies of the NEP prevail over Regional Official Plan policy, pursuant to Section 14 of the *Niagara Escarpment Planning and Development Act* and consistent with Part III of the PPS with respect to the precedence of the NEP over the PPS and the need for municipal planning decision to not conflict with provincial policy.

There are new policies in the NEP with respect to Scenic Resources and Landform Conservation (Part 2.13). Policy 9.C.5 of the existing Regional Official Plan supports consideration of the impact of road improvements and reconstruction "on the existing landscape". This policy is not contained in ROPA 13 and NEC staff is concerned that the importance of protecting the Scenic Resources and Escarpment Related Landforms of the Niagara Escarpment is not encouraged in the proposed Official Plan amendment.

Thank you for the opportunity to comment on the draft amendment. Please keep us informed as to the next steps in the process for this amendment. Please send us a copy of the staff report that will be sent to your Committee for the statutory public meeting.

If you have any questions, please contact me at 905-877-8363 or [nancy.mott@ontario.ca](mailto:nancy.mott@ontario.ca). We would be pleased to arrange a meeting or conference call to discuss NEC comments on the proposed amendment before it is adopted by Regional Council.

Yours truly,

A handwritten signature in dark ink, appearing to read 'N. Mott', is written over the typed name.

Nancy Mott, MCIP, RPP  
Senior Strategic Advisor

c.c. Debbie Ramsay, Manager, NEC



January 10, 2018

Alexandra Tikky, Planner  
Niagara Region  
Planning and Development Services  
1815 Sir Isaac Brock Way, PO Box 1042  
Thorold ON L2V 4T7

Dear Ms. Tikky:

Re: Request for Comments  
Proposed Regional Official Plan Amendment 13 (ROPA 13)  
Updates to the Transportation Policies, Schedules and Definitions

The Niagara Parks Commission (NPC) has reviewed the draft policies stamped received October 5, 2017 and would comment as follows:

NPC is an agency of the Province of Ontario. The mandate of NPC is the preserving and promoting the natural and cultural heritage along the Niagara River corridor. Niagara Parks is also committed to delivering commercially successful products in a way that ensures benefits for everyone (people who travel, the adjacent communities, and the respective natural, social, and cultural environments). The proposed amendment has been evaluated for its potential impacts on the preservation and conservation of the natural and cultural heritage resources within NPC's jurisdiction including Niagara River Parkway (Niagara Boulevard). In this regard NPC is supportive of the overall goals and objectives of the transportation policy amendment which would implement the recently completed Transportation Master Plan.

NPC Requested Revisions:

Schedule Changes:

Schedule E1, Transportation Infrastructure does not identify the Niagara River Parkway as a road in the Region. Niagara River Parkway should be at minimum identified as a Niagara Parks Commission road.

Schedule E2- The Niagara River Parkway is a part of the existing cycling network. The scale of the map makes it difficult to confirm that the entire Niagara River Parkway is identified as part of strategic. Please review and ensure it is included as part of the strategic cycling network.

9. Transportation: Moving People and Goods

Please add:

The Region recognizes that The Niagara Parks Commission's transportation system provides a unique multi-modal, tourist oriented function in the Niagara Region. In order to

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preserve and enhance the tourist oriented function as well as the scenic and natural amenities associated with The Niagara Parks Commission transportation system, access to the Niagara River Parkway is controlled, speed limits may be more restrictive than usual and commercial traffic is restricted.

**9.B Coordinated Transportation System Planning**

Please add to Policy 9.B.2:

Policy 9.B.2                      g) The roads of The Niagara Parks Commission

To support coordination of land use planning that may impact the Niagara River Parkway and strategic infrastructure investments by NPC, the Region and area municipalities, please add the following:

Policy 9.B.6:                      The Region will work with The Niagara Parks Commission to improve linkages between the regional transportation system and NPC's transportation system.

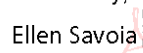
**9.D Active Transportation**

NPC requests the following be added as Policy 9.D.5

Policy 9.D.8                      The Region will encourage The Niagara Parks Commission to develop active transportation infrastructure and supporting policies in alignment with the Strategic Cycling Network.

Thank you for circulating the draft ROPA no. 13 for our review. If you have any questions or would like to discuss our comments with in more detail, please let me know. Please keep NPC informed with regard to this process.

Yours truly,

 Digitally signed by Ellen Savoia  
Date: 2018.01.10 17:15:14 -05'00'

Ellen Savoia, MCIP, RPP  
Senior Planner



Authorized commenting Agency for



KITCHENER  
WOODBIDGE  
LONDON  
KINGSTON  
BARRIE  
BURLINGTON

November 29<sup>th</sup>, 2017

Ms. Alexandria Tikky  
Planner, Planning and Development Services  
Niagara Region  
1815 Sir Isaac Brock Way  
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Via email: [Alexandria.Tikky@niagararegion.ca](mailto:Alexandria.Tikky@niagararegion.ca)

Dear Ms. Tikky:

**RE: Regional Official Plan Amendment, Niagara Transportation Master Plan  
Our File No. PAR 37626**

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This letter is in response to notification of the Region's Official Plan Amendment (ROPA) to implement the Niagara Region Transportation Master Plan. We have reviewed the amendment and would request the Region consider the addition of the following:

Amend Policy 9.D.6 by adding:

*Where such corridors include the TransCanada Pipeline right-of-way, the Region shall require early consultation with TransCanada or its designated representative for any proposals within 30 metres of its pipeline centreline."*

Add Policy 9.F.10:

*"TransCanada PipeLines Limited (TransCanada) has high pressure natural gas pipelines crossing the Region. TransCanada is regulated by the National Energy Board (NEB) which has a number of requirements regulating development in proximity to its pipelines. This includes approval requirements for activities within 30 metres of the pipeline centreline such as conducting a ground disturbance, constructing or installing a facility across on or along the pipeline right-of-way, driving a vehicle, mobile equipment or machinery across the right-of-way and the use of explosives."*

Thank you for the opportunity to comment. If you have any questions or require any additional information please don't hesitate to contact our office.

Sincerely,

A handwritten signature in black ink, appearing to read 'Darlene Presley'.

Darlene Presley,  
Planning Coordinator  
On behalf of TransCanada PipeLines Limited



December 15, 2017

Alexandria Tikky  
Planning and Development Services  
Niagara Region  
1815 Sir Isaac Brock Way  
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Thorold, ON L2V 4T7

**Re: Proposed Regional Official Plan Amendment 13  
Transportation Policy Update  
Request for Comments**

Dear Ms. Tikky:

Thank you for circulating the draft amendment. City staff – Planning, Municipal Works and Transportation – has reviewed the draft amendment and offer the following comments.

**1. Complete Streets**

- a) The policies should provide flexibility to the lower tier with respect to implementation in order to allow for specific conditions and circumstances.
- b) The policies should recognize that there will be situations where not all of the elements of complete streets can be implemented. Flexibility should be provided in the policies.

**2. Connectivity**

- a) The Corridor Protection policies and plans should be part of this amendment as these corridors are part of the overall transportation policy framework.
- b) The Region's Transportation Master Plan includes a 2041 Road network Plan and a Phasing Plan which should be part of the amendment. These plans provide the future conceptual network and how it is to be implemented.
- c) There should be policies that speak to road connections between the southern municipalities and the pending South Niagara Hospital Niagara Falls.

***Working Together to Serve Our Community***

Planning, Building, &  
Development  
Ext 4247 Fax 905-356-2354  
barnsley@niagarafalls.ca

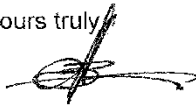
### 3. Daylight Triangles

- a) The requirements for daylight triangles should be standardized. The City's standards, provided below, are greater than those contained in the proposed amendment and offer specific consideration for roadway classification. Such a discrepancy between upper and lower tier requirements leads to confusion and questions when dealing with development applications. Daylight triangles should be of a size that can provide sightlines and also to provide for sufficient land for infrastructure and streetscape elements.

Road Classification	City	Region (proposed)
Local to Local	5.0 m x 5.0 m	Urban: Signalized = 10 m x 10 m Non-signalized = 6 m x 6m
Collector to Local	5.0 m x 5.0 m	
Collector to Collector	7.0 m x 7.0 m	
Arterial to Local	7.0 m x 7.0 m	
Arterial to Collector	12.0 m x 12.0 m	
Arterial to Arterial	12.0 m x 12.0 m	15.0 metres x 15.0 metres
Outside of Urban Boundary	15.0 m x 15.0 m	

Should you have any questions, please do not hesitate in contacting me. I would appreciate a circulation of the revised amendment in advance of adoption.

Yours truly,



John Barnsley, MSc, MCIP, RPP  
Manager of Policy Planning

JB:rm

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Alex Tikky  
Planner, Planning and Development Services  
Niagara Region  
1815 Sir Isaac Brock Way, Thorold ON L2V 4Y6

**Proposed Regional Official Plan Amendment 13 (ROPA 13)  
Updates to the Transportation Policies, Schedules and Definitions  
City of Thorold Comments**

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Thank you for providing the City of Thorold the opportunity to review and provide comments on the Region's proposed transportation policies, schedules and definitions.

The City is supportive of the proposed policies and the direction they provide to the Region, the local municipalities and agencies for the support and implementation of active transportation, complete streets, public transit and an integrated transportation system.

To further support the goals and objectives of the policies and for clarification the City offers the following comments for consideration:

General

1. It is understood that this proposed amendment is proceeding prior to the Region preparing a new Official Plan. Is it intended that the local municipalities will need to amend their Official Plans following the Province's approval of ROPA 13 or is the Region considering allowing local conformity after the new Regional Official Plan is approved? The City would prefer that flexibility be provided in terms of local implementation to allow for staff and financial budgeting to prepare to undertake the work.
2. The City encourages the Region to consider funding opportunities to assist municipalities with the cost of preparing an Official Plan amendment to conform with ROPA 13. As suggested above, flexibility for implementation would be appreciated.

Policies

1. Policy 9.F.7 mentions the Region's Model Urban Design Guidelines as a tool for providing comments on development applications along Regional Roads. Given that the guidelines were adopted in 2005 and there has been a significant amount of provincial policy changes as well as new best practices, does the Region intend to update this document?

---

**City of Thorold**

P.O. Box 1044, 3540 Schmon Parkway, Thorold, Ontario L2V 4A7

[www.thorold.com](http://www.thorold.com)

Tel: 905-227-6613



2. Policy 9.F.9 notes that local municipalities shall develop Official Plan policies to provide corridor protection to not predetermine or preclude the planning of the 'above noted' transportation facilities. Please confirm what the 'above noted' is referring to. It is suggested that this policy be revised for clarification.
3. Policy 9.G.1 – Is the intention of this policy to provide direction to the Region to include policies in the ROP in the future that address TDM? If this is the intent, the City suggests revising the wording of the policy to the following:

"The Region will develop a Transportation Demand Management strategy and will include policies in this Plan to implement the strategy. The strategy will aim to:

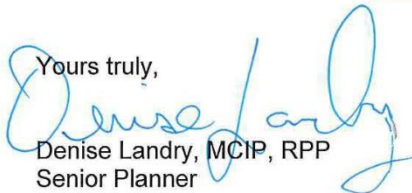
- a) Reduce trip distances and time;
  - b) Increase alternative uses to the automobile;
  - c) Prioritize active transportation, transit and goods movement over single-occupant automobile;
  - d) Expand infrastructure to support active transportation; and
  - e) Consider the needs of major trip generators."
4. Policy 9.G.1 and 9.G.2 refer to a Transportation Demand Management strategy and study. It is suggested that the language be consistent and that only one term be used (strategy or study).
  5. Is the Goods Movement Study referenced in Policy 9.H.1 anticipated to inform future Regional Official Plan policy and if so, is the timing of the study anticipated to align with the new Regional Official Plan?

#### Mapping

1. It is our understanding that Highway 20, between Highway 58 and the City of Thorold and City of Niagara Falls municipal border is owned by the Province and is managed by the Ministry of Transportation.

If you would like to discuss the comments provided in this letter please do not hesitate to contact the undersigned at [denise.landry@thorold.com](mailto:denise.landry@thorold.com) or at extension 248.

Yours truly,



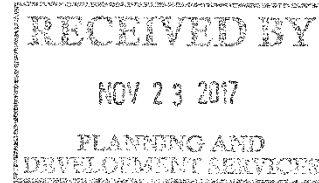
Denise Landry, MCIP, RPP  
Senior Planner

cc: Manoj Dilwaria, Chief Administrative Officer



**City of Welland**  
**Infrastructure and Development Services**  
Planning and Building Division  
60 East Main Street, Welland, ON L3B 3X4  
**Phone:** 905-735-1700 Ext. 2251 | **Fax:** 905-735-8772  
**Email:** devserv@welland.ca | www.welland.ca

November 20, 2017



Alexandria Tikky, Planner  
Planning and Development Services  
Niagara Region, Planning and Development Services  
1815 Sir Isaac Brock Way, PO Box 1042,  
Thorold, Ontario  
L2V 4T7

Dear Ms. Tikky:

**RE: Comments on Proposed ROPA 13  
Updates to Transportation Policies, Schedules and Definitions**

Thank you for circulating the draft Official Plan Amendment. City Staff are generally supportive of the principles of this Amendment, and we look forward to continue to move forward in partnership with the Region on these important transportation matters. As per your request, below please find the City of Welland's comments regarding the above referenced proposed Regional Official Plan Amendment.

Policy Specific Comments

Objective 9.A.5 – Active transportation encompasses more than walking and cycling. Consideration should be given to using walking and cycling and use of public transit as examples.

Policy 9.B.2.a) - Consideration should be given rewording this Policy to read: "Queen Elizabeth Way (QEW) widening from the eastern most boundary of the Region."

Policy 9.B.2.b) – Not all examples provided are interchanges on Highway 406.

Policy 9.B.4 – Reference to Provincial Freeway network should be changed to Provincial Highway network.

Policy 9.C.1( c) – As an urban growth centre is defined on page 10 of the proposed Amendment it is not necessary to specify the City of St. Catharines in this Policy.

RE: Comments on Proposed ROPA 13  
Updates to Transportation Policies, Schedules and Definitions

November 20, 2017

Policy 9.D.6 – Second sentence in Policy should read: "The Region encourages local municipalities to consider various means to protect and/or acquire such corridors."

Policy 9.H.1 – Reference to Niagara Economic Zone and Niagara Economic Centre should be changed to Niagara Gateway Economic Zone and Centre.

Policy 9.H.1 – Reference to Niagara Economic Zone and Niagara Economic Centre should be changed to Niagara Gateway Economic Zone and Centre.

General Comments

Although this is a Regional Official Plan, there are a number of policies throughout the body of the Plan (e.g. 9.C.11, 9.D.1, 9.E.4, 9.E.5, 9.E.6, 9.F.9, 9.G.2, 9.H.2) that obligate local municipalities by using wording such as "local municipalities shall". Wording which obligates local municipalities should be removed from all Policies.

I trust this information is of assistance. Should you have any questions, please do not hesitate to contact us. If necessary, we would be willing to meet with Regional Staff to discuss these comments further.

Yours truly,



Erik Nickel, P.Eng.  
Acting General Manager, Infrastructure and Development Services/City Engineer



## Planning and Development Services

December 19, 2017

Sent Via MAIL  
(and Email to: [alexandria.tikky@niagararegion.ca](mailto:alexandria.tikky@niagararegion.ca))

Region of Niagara  
Planning and Development Services  
1815 Sir Isaac Brock Way, Box 1042  
Thorold Ontario, L2V 4T7

Attention: Alexandria Tikky, Planner

Dear Ms. Tikky:

**Re: Request for Comments – Proposed Regional Official Plan Amendment 13 (ROPA 13): Updates to the Transportation Policies, Schedules and Definitions**

Thank you for circulating the draft Official Plan Amendment. Town Staff are generally supportive of the principles of this Amendment, and we look forward to continue to move forward in partnership with the Region on these important transportation matters. As per your request, below please find the Town of Fort Erie staff comments regarding the above referenced proposed Regional Official Plan Amendment.

### Schedules

There are policies related to the Niagara Greater Toronto Area East Corridor (NGTA) within the amendment – this proposed corridor should be illustrated on Schedule E1, as the Ministry of Municipal Affairs requires just about all Planning Act applications located within or adjacent to be circulated to the Ministry for their review.

The Region continues to identify the Stevensville to Bridgeburg Corridor as part of their strategic bike network (Schedule E2), while the Town is greatly supportive of this initiative, have CP or CRX been consulted about this being identified for cycling/trail purposes? If not, this is something the Region may want to consider.

### Policy Specific Comments

Objective 9.A.5 – Active transportation encompasses more than walking and cycling. Consideration should be given to using examples; perhaps a more generic statement can be made that doesn't specify certain types of active transportation and is more consistent with the Active Transportation definition.

Policy 9.B.2 – An additional subsection “g” should be included that steps outside of only those provincial identified corridors, to name *“any other corridor that may have the capacity to serve in a transportation function complimentary to provincial and regional transportation systems planning, such as those identified in PPS 2014 section 1.6.8.4 and section 9.D.6 herein.”* .Examples of “other corridors” in this context would include rail and hydro corridors, that if decommissioned, hold great potential for transportation alternatives.

Policy 9.B.3 - For inclusiveness, the Town is suggesting the wording include reference to local municipalities with the following modification, *“The Region, in consultation with local municipalities, will work with Metrolinx, the Province and other stakeholders....”*.

Policy 9.C.1b – Currently, a number of transit agencies provide links or community bus service to areas that do not or will never achieve a density to support service provision. The support of such areas cannot be ignored, and should be addressed in this policy to ensure connection and public equity.

Policy 9.C.3 – Elevate the demand-responsive transit service by replacing the word “encourage” with “supports”. This in relation to such communities as Stevensville, for example.

Policy 9.D.2 – The reference to both the Strategic Cycling Network and Niagara Bikeways Master Plan is confusing. Which plan is being implemented? What is the difference between the two Plans? Should there be an additional schedule showing the Niagara Bikeways Master Plan area?

Policy 9.D.6 – Second sentence in Policy should read: “The Region supports local municipalities in their efforts to protect and/or acquire such corridors.” This topic goes back to the *PPS 2014 section 1.6.8.4* referenced earlier and it would be appropriate for the Region to state “support” as a means of elevating significance. It is shown on the Region’s schedules and therefore is interpreted as supportive.

Policy 9.D.7 – The word “over” in the policy should be more generic as not all crossings are “over” the highway. A suggestion for wording being more generic could be, *“...the provision of safe active transportation crossings of 400 series highways.”*

Policy 9.H.1 – Reference to Niagara Economic Zone and Niagara Economic Centre should be changed to Niagara Gateway Economic Zone and Centre.

#### Definitions

“Active Transportation” – The Town has some concern with the definition, specifically the wording “other powered devices” currently proposed in the Region’s amendment. While similar, there is subtle difference as it relates to “other mobility devices”. The Growth Plan (2017) defines active transportation as:

"Human-powered travel, including but not limited to, walking, cycling, inline skating and travel with the use of mobility aids, including motorized wheelchairs and other power-assisted devices **moving at a comparable speed.**" (PPS, 2014) (Emphasis added)

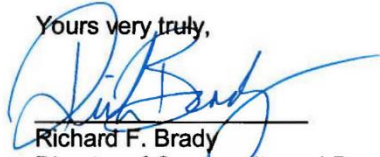
Town Staff would be more supportive of using this type of language (PPS 2014), as it appears to link speed of "other mobility devices" to that of motorized wheelchairs. Common concerns over e-bikes, golf carts, snowmobiles and "other mobility devices" that are not truly AT or accessibility related, are exploiting the AT infrastructure networks and pose a higher degree of risk to intended AT users.

#### General Comments

Although this is a Regional Official Plan, there are a number of policies throughout the body of the Plan (e.g. 9.C.11, 9.D.1, 9.E.4, 9.E.5, 9.E.6, 9.E.7, 9.F.9, 9.G.2, 9.H.2) that obligate local municipalities by using wording such as "local municipalities shall". Wording which obligates local municipalities should be reviewed and used only when absolutely necessary. It is noted the Growth Plan 2017 policies do not use the word "shall".

I trust this information is of assistance. Should you have any questions, please do not hesitate to contact Lindsay Richardson, Senior Community Planner at [lrichardson@forterie.ca](mailto:lrichardson@forterie.ca). We would be pleased to meet with Regional Staff to discuss these comments further.

Yours very truly,



Richard F. Brady  
Director of Community and Development Services  
[rbrady@forterie.ca](mailto:rbrady@forterie.ca)  
RB:lr





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December 21, 2017

CN: 3-5-02-12

Alexandria Tikky  
Niagara Region  
Planning & Development Services  
1815 Sir Isaac Brock Way, PO Box 1042  
Thorold, ON L2V 4T7

Dear Ms. Tikky:

**Re: Proposed Regional Official Plan Amendment 13 - Updates to the  
Transportation Policies, Schedules and Definitions**

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At a meeting of the Planning Committee held on December 11, 2017, the following recommendation was adopted:

"For the reasons outlined in PL 17-86, it is hereby recommended:

1. That a copy of PL 17-86 regarding Regional Official Plan Amendment 13 be forwarded to Regional Planning and Development Services; and
2. That Regional Planning and Development Services be advised that the Town supports the proposed Regional Official Plan Amendment 13."

At a meeting of Council held on December 18, 2017, the above noted recommendation was approved. A copy of Report PL 17-86 is attached.

Yours sincerely

A handwritten signature in blue ink that reads "M. Cocchiara".

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Monika Cocchiara  
Senior Policy & Development Planner

MC:dc  
Attach.



## Planning and Development Department

<b>TO:</b>	Planning Committee
<b>MEETING DATE:</b>	December 11, 2017
<b>SUBJECT / REPORT NO:</b>	Proposed Regional Official Plan Amendment 13 - Updates to the Transportation Policies, Schedules and Definitions Report PL 17-86
<b>PREPARED BY:</b>	Monika Cocchiara Senior Policy and Development Planner
<b>SUBMITTED BY:</b>	Kathleen Dale, MCIP, RPP Director of Planning and Development

### RECOMMENDATIONS:

For the reasons outlined in PL 17-86, it is hereby recommended:

1. That a copy of PL 17-86 regarding Regional Official Plan Amendment 13 be forwarded to Regional Planning and Development Services; and
2. That Regional Planning and Development Services be advised that the Town supports the proposed Regional Official Plan Amendment 13.

### EXECUTIVE SUMMARY:

This report provides a recommendation to Committee and Council regarding Regional Official Plan Amendment 13, pertaining to replacing and enhancing the existing transportation policies, schedules and definitions.

### HISTORICAL BACKGROUND:

The Niagara Region's Transportation Master Plan (TMP) is a planning document that defines policies, programs, and infrastructure improvements required to address transportation and growth needs from today through to 2041. The TMP addresses needs for all travel modes, including walking, cycling, transit, automobiles, and goods movement. The TMP is needed to ensure that growth is accommodated in a sustainable way, and that transportation decisions foster economic prosperity.

The TMP emphasizes the need to integrate and co-ordinate transportation planning, land use planning, and urban design as part of its implementation to reflect the unique needs of the Region's urban and rural communities.

An amendment to the Regional Official Plan (ROP) is being brought forward under Section 26 of the *Planning Act*, as it is considered an update to the ROP to conform to provincial policies. Updating the transportation policies within the ROP is a key component of the

implementation of the TMP recommendations. The proposed amendment will replace and enhance the existing transportation policies within Chapter 9 of the ROP, as well as update and amend the Plan's other related transportation policies, schedules and definitions. The policies proposed through the amendment will provide consistency with the goals, vision, and recommendations identified in the TMP, and ensure that the Region has current and sound transportation policies that will strategically align with the ongoing comprehensive review of the Regional Official Plan.

The Region has requested that local municipalities review the draft amendment and mapping and forward comments by early January 2018.

#### **FINANCIAL – STAFFING – LEGAL CONSIDERATIONS:**

##### **Financial:**

There are no financial requirements as a result of the consideration of this report.

##### **Staffing:**

There are no additional staffing requirements anticipated because of the consideration of this report.

##### **Legal:**

There are no legal implications anticipated as a result of the consideration of this report.

#### **RELEVANT CONSULTATION:**

The draft amendment has been posted on the Region of Niagara website and public open house events were held in March and April of this year to raise awareness and receive feedback. Local regional municipalities and provincial agencies have been engaged throughout the process and are given the opportunity to review the draft amendment and provide comments. All feedback is considered toward the development of the new transportation policies.

#### **STAFF COMMENTS:**

Regional Amendment 13 (ROPA 13) updates and enhances the Region's transportation policies to be more in line with the goals, vision and recommendations identified in the Region's Transportation Master Plan, as well as conform to Provincial legislation, including the new Growth Plan for the Greater Golden Horseshoe.

Planning Staff is of the opinion that the proposed policy framework appropriately implements a sustainable transportation system that builds, preserves and enhances liveable communities, healthier lifestyles and greater economic competitiveness.

In addition to the enhancement of the existing transportation policies, "Complete Streets" policies were added. Local municipalities are to identify priority roads for the implementation

of complete streets. The Region will work with local municipalities to implement complete streets elements, such as multi-use paths, street lighting, and missing sidewalk links along Regional Roads. The Town's Official Plan does refer to the implementation of complete streets under the Transportation objectives of Section 6 and under the Urban Design Principles of Section 8.

The addition of Schedule E1, "Transportation Infrastructure" recognizes the proposed major transit station in Beamsville, which is consistent with the goals and vision of the Region's Go Hub and Transit Stations Study and draft Secondary Plan for this area, as well as with the policies and future transit station mapping in the Town's Official Plan.

The addition of Schedule E2, "Strategic Cycling Network" is also consistent with the Town's Official Plan with regards to the location of bikeway paths in the Town.

The updated definitions are consistent with the Town's Official Plan, as many of these terms in the Town's Official Plan refer to the definitions in the Provincial Policy Statement or Regional Official Plan.

Planning Staff is of the opinion that ROPA 13 is consistent with the objectives and policies of the Lincoln Official Plan to provide a safe and adequate system for the movement of people and goods, including active transportation. The updated policies, schedules and definitions are consistent with the Town's Official Plan. On this basis, Planning Staff recommend that Committee and Council support the Region's approval of the proposed Regional Official Plan Amendment 13 (ROPA 13).

**ALTERNATIVES FOR CONSIDERATION:**

None.

**ALIGNMENT TO CORPORATE PLAN:**

The Roads, Transportation and Traffic Strategy identified in the Corporate Plan adopted by Town Council encourages deliberate and purposeful planning resulting in improved road conditions, travel options, safety and convenience. This strategy also supports Regional transportation initiatives. As such, the policies proposed through ROP Amendment 13 will result in increased alignment with the Corporate Plan.

**ATTACHMENT:**

Appendix A: Draft Amendment 13: To the Official Plan for the Niagara Planning Area, including Draft Table 9-1 & Draft Schedules E1 and E2.



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Proposed Regional Official Plan Amendment 13: Updates to Transportation Policies  
December 4, 2017

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## **Proposed Regional Official Plan Amendment 13: Update to Transportation Policies**

### **Executive Summary:**

The purpose of this report is to provide Council with information regarding proposed Regional Official Plan Amendment 13 which will update the transportation policies in the Region Official Plan to reflect the recently approved Regional Transportation Master Plan.

### **Background:**

The Region recently completed a Transportation Master Plan (TMP). The TMP defines policies, programs and infrastructure improvements needed to address the Region's transportation and growth requirements until the year 2041. In order to incorporate the recommendations of the TMP, Regional staff initiated an amendment to the Regional Official Plan transportation policies to provide consistency with the goals, vision and recommendations identified in the TMP.

Committee may recall that the Director of Public Works & Utilities provided a report on the September 5, 2017 meeting agenda which provided information and recommendations relating to the Regional TMP. The report was received for Council's information and forwarded to the Region in response to their request for comments on the TMP.

The Town has a further opportunity to provide input and have been requested to comment on proposed Regional Official Plan Amendment 13. The proposed draft amendment has been included as Appendix A.

### **Staff Comments:**

The proposed amendment was circulated to the Community Planning and Development, Public Works and Utilities and Recreation, Culture and Wellness Departments for review and comment. The following comments have been provided:



20 Pelham Town Square P.O. Box 400 • Fonthill, ON L0S 1E0 p: 905.892.2607 f: 905.892.5055  
[pelham.ca](http://pelham.ca)

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Proposed Regional Official Plan Amendment 13: Updates to Transportation Policies  
December 4, 2017

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- Section 9.D Active Transportation does not include support for local Active Transportation Master Plans. Policy 9.D.3 indicates that the Region will fund the implementation of the Niagara Bikeways Master Plan along Regional roads. The draft policies should be amended to reflect support, funding and alignment with local Active Transportation Plans also. In addition, Section 9.D Active Transportation is weighted heavily toward cyclists (4 of 7 policies). The draft policies should be amended to recognize other users as well.
- In Section 9 Complete Streets, Policy 9.E.7 indicates that the Region will work with local municipalities to implement complete street elements, such as multi-use paths, street lighting and missing sidewalk links along Regional roads. Staff suggest that this policy be clarified as to who will be funding these elements on Regional roads. Further, Policy 9.E.8 indicates that elements of complete streets that fall under local jurisdiction shall be maintained by the local municipality. Staff request clarification of what is meant for “those elements that fall under local jurisdiction” and have concerns about the additional cost burden this may cause for local municipalities. This concern was similarly expressed in the September Committee Report regarding the TMP.
- In addition, Section 9A General Objectives should include direct reference to accessibility and age-friendly. Staff recognize that these items have been addressed indirectly in the definition of “complete streets”, however would like to see these items included in the objectives also. Further, staff suggest the need to provide accessible and age-friendly features be included in Policy 9.E.2 as a criteria for consideration of a complete street.
- With respect to Section 9C Public Transit, the Region must provide services that are currently being offered in small rural municipalities and recognize that it may not be as economically feasible as for larger municipalities. Transit must support all employment areas (ie. Fenwick, Fonthill, Ridgeville, etc.) in small municipalities. Staff have particular concern with Policy 9.C.3 which indicates that the Region will encourage the provision of demand-responsive transit service, where operationally and economically feasible, in local municipalities to serve low-density areas. Public transit must be available to all, including seniors and families living in rural communities that may not require accessible transit. There are a growing number of healthy seniors staying in their rural homes longer as they cannot afford to move elsewhere. Public transit is a major part of quality of life for all residents.





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Proposed Regional Official Plan Amendment 13: Updates to Transportation Policies  
December 4, 2017

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- Finally, Staff note that Schedule E1 Transportation Infrastructure shows the portion of the Steve Bauer Trail between Murdoch Street and Church Street as Railway (Inactive). Some of this portion of the former railway has already been converted into a recreational trail and the remainder is anticipated in the future.

Prepared by: Shannon Larocque, MCIP RPP, Senior Planner

Reviewed by: Barbara Wiens, MCIP RPP, Director of Community Planning and Development

**Alternatives:**

Committee may direct staff not to forward the report to the Region in response to the request for comments. Failure to provide comments to the Region by January 3, 2018 will result in the assumption that the Town has no comment or objection to the proposed amendment.

Committee may provide additional comments and direct staff to forward them to the Region in response to the request for comments.

**Recommendation:**

THAT Committee receives this report for information; and

THAT staff forward a copy of this report to the Region of Niagara Planning and Development Services in response to the request for comments.



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[pelham.ca](http://pelham.ca)



**REPORT**  
TOWNSHIP  
PLANNING/BUILDING/ENVIRONMENTAL  
COMMITTEE

**DATE:** December 4, 2017

**REPORT NO:** PD-165-17

**SUBJECT:** **Recommendation Report  
Regional Transportation Policies**

**CONTACT:** Madyson Yule, Planner II  
Brian Treble, Director of Planning and Building

**OVERVIEW:**

- **Regional Staff and consultants presented a detailed Transportation Master Plan to Regional Public Works Committee in July of 2017 entitled “How We Go.”**
- **In order to implement the Transportation Master Plan, Regional Planning Staff have commenced a Regional Official Plan Amendment process (ROPA 13).**
- **Township Planning and Public Works staff write this report at this time to ensure that all important transportation actions for West Lincoln have been appropriately incorporated into ROPA 13.**
- **This report is written to request that Regional Staff ensure that ROPA 13 incorporates all required transportation projects and a commitment to a timeline to ensure sustained growth can continue in West Lincoln for the benefit of the whole region.**

**RECOMMENDATION:**

1. That, Report PD-165-17, regarding “Regional Transportation Policies”, dated December 4, 2017, be RECEIVED; and
2. That, Committee and Council endorses this report and recommends that this report be forwarded to Regional Planning Committee and Regional Council as the Townships comments.

**ALIGNMENT TO STRATEGIC PLAN**

- **Value:** To control and monitor growth in accordance with Official Plan and Growth Management Strategy.
- **Objective:** Working with the Region of Niagara, other government planning bodies, and developers to create a long-term growth strategy which supports the essence of the small rural community of West Lincoln.

**BACKGROUND:**

The Region has undertaken an extensive amount of work in order to implement the growth and employment targets for the Niagara Region to 2041. The Transportation Master Plan was one key component of the Region's work on this long range growth plan project. It is important to integrate and coordinate the transportation plan, land use planning, and urban design to controls and to monitor growth within West Lincoln.

The Transportation Master Plan is a comprehensive strategic planning document that defines policies, programs, and infrastructure improvements required to address transportation and growth needs from today through to 2041. The Transportation Master Plan will address needs for all travel modes, including walking, cycling, transit, automobiles, and goods movement. The Transportation Master Plan began in the fall of 2015 where the first stage established a Vision and Context, The second stage took place between the spring and summer of 2016, and Transportation Master Plan Opportunities in Niagara were identified; Transportation Master Plan Supporting Strategies were developed in the third stage of the summer/fall of 2016, and the Region finalized the fourth stage where the Transportation Master Plan was presented in July 2017. Throughout each stage of the TMP, stakeholders, and the public were consulted and provided opportunities for input.

In alignment with the Transportation Master Plan, Regional Planning staff informed Regional council of the intent to initiate an Amendment to the Regional Official Plan to replace and enhance the outdated existing transportation policies in Chapter 9 of the Regional Official Plan with comprehensive policies developed as part of the Transportation Master Plan. The Amendment (ROPA 13) will be brought forward under Section 26 of the Planning Act, as it is considered an update to the Official Plan to conform to provincial policies.

**CURRENT SITUATION:**

Planning Staff and Council members have attended an Open House and Public Meeting for ROPA 13, as well as Planning Committee for The Regions Transportation Master Plan. Significant details and a commitment to transportation improvements in West Niagara are an important component of this work.

ROPA 13 should be detailed enough to adequately implement all components of "How We Go" in a timely fashion. As a result, this report is being written to highlight specific concerns and details that Regional Staff should review and incorporate into ROPA 13 with commitment to dates and details to implement the "How We Go" Transportation Master Plan.

*"The Township of West Lincoln will be a community that values our heritage, preserves our environmental and natural resources, fosters entrepreneurial spirit and provides excellent quality of life"*

The Transportation Master Plan is both an important guiding policy document and a technical support document that defines the transportation services and infrastructure requirements to accommodate planning growth, changing travel characteristics and emerging technologies over the next 25 years. The approval of the Transportation Master Plan allows the planning momentum from the region to continue planning and building for a better Niagara Region as a whole.

The Township of West Lincoln requests commitment from the Region on the following matters within the Transportation Master Plan which relate to West Lincoln, as well as the proposed timeframes for these projects, which are outlined in the implementation section of the TMP, to be included in ROPA 13:

- a) That within the 2018-2019 time period the Region will finalize The **Niagara Trade Corridor Sub-Committee** (Regional/Provincial/Federal) as defined, as a committee which will be responsible to the Niagara Transportation Steering Committee and be comprised of Regional councillors, Municipal Councillors, Public Works Staff, and Planning Staff to ensure that the long term transportation infrastructure requirements such as the Niagara-Hamilton Trade Corridor and Niagara Escarpment Crossings are strongly advocated at both the Provincial and technical levels for approval, funding and implementation.
- b) The Region completed a **Niagara Escarpment Crossing** Transportation Study in 2016, which identified the need to improve road crossing of the Escarpment to allow for safe and efficient movement of trucks. The recommendation includes a new escarpment crossing and improving the operation of the existing crossings.
1. Download Mountain Road (Grimsby) and Mountain Street (Lincoln) from regional to municipal jurisdiction so that provisions can be made to reduce truck traffic in the built up areas along these roadways.
2. Extend Bartlett Avenue (Grimsby) from Main Street East to Mud Street East. The extension alignment must include significant improvements to the Park Road corridor.

The Projected Transportation improvements for **Niagara Escarpment Crossing** within the Niagara Region should include more details regarding implementation of the project as well as a projected date to be finished within the Regional Official Plan Amendment 13. The Niagara Escarpment Crossings Project is within the Regions Road Action plan which is expected to be completed in the short term phase outlined in the Transportation Master Plan, which has a timeline set by the Region of 2017-2021. More details regarding the Niagara Escarpment

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Crossings should be defined and incorporated in the Regional Official Plan Amendment.

- c) "How We Go" states that The Niagara Region, in conjunction with The Ministry of Transportation, and City of Hamilton shall undertake a role and function study that defines future role and corridor (trade corridor, international/inter-regional travel corridor), opportunities (road improvements including the Smithville Bypass) and implementation strategies (jurisdiction, costs, timing) The Niagara Region has a timeframe of 2018-2019 for the **Regional Road 20/Highway 20 role and Function study**. The Region has a deadline for this project to be completed within the short term timeframe, which will be completed between 2017-2021. More details regarding Regional Road 20/Highway 20 role and function study are requested to be incorporated into ROPA 13.
- d) The Regions action plan states that the Region would like to Advocate and work with the Ministry of Transportation for capacity improvements to accommodate inter-regional and international travel demand, which includes building a new Niagara-Hamilton Trade Corridor. The Niagara Hamilton Trade Corridor which connects Niagara Region from Fort Erie to Hamilton in the vicinity of the Hamilton Airport/Highway 403, would address the more immediate demands of moving goods in and through Niagara in the absence of the full NGTA corridor. The TMP Action Plan has set out to have these works completed within the medium/ long term timeframes. (between 2022-2041) The Region should incorporate more details of this project including associated timelines within the Regional Official Plan Amendment 13.
- e) The Smithville by-pass was identified as one of the 5 sub-areas identified in the Regional Transportation Master Plan. These subareas were identified based on their current and anticipated future traffic demands and history of traffic operations or safety concerns.

Since it has not yet been established how the Smithville bypass is to be configured, this subarea analysis was put on hold. Although the subarea analysis was not conducted for the Smithville Bypass, consideration of the bypass has identified that several transportation initiatives that may be interconnected and as such should be addressed. Based on these considerations, the following is recommended:

1. That the Region and the Township of West Lincoln establish the preferred routing for the Smithville Bypass, either on the north side or south side of downtown Smithville, and conduct the subarea analysis to establish local traffic impacts and identify required infrastructure and operational

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- improvements;
- 2. That the Region continue working with Hamilton, Halton, Peel and Waterloo Regions to advocate for a Niagara-GTA corridor as an alternate route to the QEW, connecting Fort Erie to the GTA through south Niagara (previously known as the Mid-Peninsula highway); and
- 3. That the Region undertake Phases 3 and 4 of the Municipal Class Environmental Assessment (EA) process (Schedule C) to develop a preferred alignment and preliminary design for the Bartlett Avenue Extension.

Township staff feel that the Smithville By-pass as part of sub-area 5 within the 10 year road capital improvement program should be better described with reference to the new 25 year horizon timelines and how it is going to be implemented in the Regional Official Plan Amendment 13.

#### **FINANCIAL IMPLICATIONS**

There are no financial implications associated with this report.

#### **INTER-DEPARTMENTAL COMMENTS**

Township Planning Staff, Public Works Staff have worked jointly to prepare this report and compare against the "How We Go" Master Transportation Plan.

Township Planning and Public Works staff will be working closely to ensure that required Regional Transportation Infrastructure is part of ROPA 13.

#### **CONCLUSION**

Overall, Planning Staff request confirmation that the items noted in this report will be implemented through the Regional Official Plan Amendment 13. Growth in West Niagara requires these infrastructure improvements within a reasonable timeline and as such they should be incorporated into ROPA 13 with specific detail.

Staff will monitor the progress of ROPA 13 and will seek future Committee and Council support as required.

#### **ATTACHMENTS**

- 1. Regional Council Presentation
- 2. ROPA 13 Recommendation Report
- 3. Draft ROPA 13

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**Prepared by:**

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**Madyson Yule, B.A.  
Planner II**

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**Brian Treble, RPP, MCIP  
Director of Planning and Building**

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**Carolyn Langley  
Clerk/Acting CAO**

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[www.niagaracca.org](http://www.niagaracca.org)

c/o David Hunt  
59 Berkwood Pl.  
Fonthill, Ontario  
L0S 1E2

December 11, 2017

Mr. Frank Fabioano  
Niagara Region,  
1815 Sir Isaac Brock Way ,  
P.O. Box 1042, Thorold, Ontario  
L2V 4T7

**Re: Proposed Regional Policy Plan Amendment No. 13**

Dear Mr. Fabioano:

The Niagara Cycling Clubs Alliance (NCCA) is a recently formed non-profit group of six bicycle clubs all within the Niagara Region, with an overarching aim of getting more people safely on bikes. We have a combined membership of about 800 individuals and represent a broad spectrum of cycling including on-road racing, recreation touring and off-road mountain biking.

We recognize the importance of Official Plan policies to set a direction on achieving community values and giving teeth to important quality of life aspects within municipalities. Our passion is cycling and therefore we are pleased with many aspects in the proposed plan that are bicycle friendly such as the policies on complete streets, public transit, transportation demand and systems management and the separate section on active living.

Our comments and suggestions below are informed by the working group of five Regional Active Transportation Advocates, who have met with Regional staff on this project, and four of whom are members of NCCA clubs. We agree with the policy gaps below that this group has identified between the proposed Plan Amendments and the recently approved Niagara Region Transportation Plan (TMP) and the current bicycle transportation objectives, policies and mapping as approved in the existing Regional Official Plan (By-Law 33-2010).

**Regional Active Living Advisory Committee** – It is important to have cycling expertise and champions within government in the form of an active living advisory committee. This has been one of the hallmarks of almost every Bicycle Master Plan in the past, including Niagara's since 1995. Therefore, the proposed policy amendment should include appropriate wording to continue support for this type of advisory committee.

**Cycle Tourism** – Cycle tourism has a significant economic benefit to Niagara and is one of the reasons used to justify cycling infrastructure and programs. Local cyclists in our clubs appreciate the resources and expenditures on cycle tourism since we also get to use those facilities. Therefore, we agree that the following tourism enhancements should be included in the new amendments:

**General Objective 9.A.1** – Add the words “**and tourist**” after the word recreational in the second line as follows:

Promote and support all modes of safe transport for the movement of goods and people to jobs, housing, school, culture, recreational **and tourist** opportunities, especially in intensification areas and areas designated for high-density development.

**Policy Section 9.D Active Transportation** – An additional policy would be beneficial to support cycle tourism in a consultative partnership manner as follows:

**Niagara supports the promotion and delivery of active tourism including cycling and hiking in the region and will work in collaboration with other key partners by consulting such organizations as Venture Niagara, Brock University, Metrolinx, and the Ministry of Tourism, Culture and Sport, to enhance and expand Niagara as a premier active tourism destination.**

**Intermodal Inclusiveness** – Active living components such as cycling and walking should clearly be part of any intermodal policy considerations. Therefore, it is suggested that the following items be incorporated into the proposed amendments:

**Objective 9.A.2** - after the word “road” in the 2<sup>nd</sup> sentence add the words “**trails, sidewalks**” as follows:

Support a connected transportation network that allows the efficient movement of people and goods on all modes of transportation (road, **trails, sidewalks**, rail, marine, and air).

**Objective 9.A.3** - add the words “**offering mobility choice and**” after the words “dependency by” as follows:

Reduce automobile dependency by **offering mobility choice and** enhancing opportunities for residents, workers, and visitors to walk, cycle, take transit and carpool.

**9.C Public Transit, Policy 9.C.1.f)** - add the word “**intermodal**” after the words “Park-and-ride” and the words “**and bicycles**” after the word “vehicles” as follows:

f) Park-and-ride **intermodal** facilities with priority spaces for carpool, carshare vehicles **and bicycles**;

**9.C Public Transit, New Modal Integration Policy** - add the following policy to emphasize the importance of a comprehensive intermodal approach as follows:

**The Niagara Region will work with local municipalities, Provincial transit authorities and other interested parties to fully integrate bicycling and transit for utilitarian, recreational and tourism purposes by allowing users to access both modes of transportation through intermodal opportunities that offer a full range of supportive infrastructure and programs (e.g. allowing bicycles on transit vehicles during off-peak periods, bicycle racks on buses, bicycle lockers at major transit stops, sheltered/secure bicycle parking facilities at public and institutional workplaces and for bike and ride tourist/recreational/utilitarian trips, and bicycle route connections to key transit stations).**

**Expenditures and Cost Incentives** – Public expenditures should include a full cost benefit analysis that addresses health and environmental aspects as well as direct costs. Also, any cost sharing incentives should be clearly defined to have maximum effects. Therefore, we agree that the following modifications be included:

**Objective 9.A.7** - a broader interpretation of costs should be included by replacing the word “**financially**” with the words “**cost effective**” and by pluralizing the word **modes** as follows:

Encourage the most **cost effective** and environmentally appropriate **modes** of sustainable transportation to reduce greenhouse gas emissions.

**Policy 9.D.4** – It is critical that Regional financial support be continued to local municipalities for bicycle infrastructure components of the Regional Bicycle Network that fall on local municipal roads. The TMP recommended that this grant envelope be increased from \$200,000 per year to \$1 million. Therefore, it is recommended that proposed Policy 9.D.4 be revised by adding the following wording “**and cost share with**” after the word “support” as follows:

The Region will support **and cost share with** local municipalities in implementing sections of the Niagara Bikeways Master Plan that are within their jurisdiction, with a priority for elements identified in the Strategic Cycling Network

**Schedule E2 Implementation Targets** – Setting implementation targets will allow a means of measuring progress. The infill corridors of the Strategic Cycling Network are based on a 10 year horizon which should be recognized, while completion years should also be set for the entire Regional Bicycle Network in Schedule E2.

**Schedule E2, Bicycle Routes** – Bicycling routes in the Strategic Cycling Network in Schedule E2 should duplicate those in the Strategic Cycling Network map in both the approved TMP and the Strategic Cycling Network Development Technical Paper. Any missing bicycle routes in Schedule E2 should be included.

**Policy 9.D.1, Cross-Border Connections** – Niagara enjoys many cross-border active living connections with adjacent jurisdictions and regions through such agencies as Metrolinx, the Niagara Parks Commission, the Greenbelt Foundation, Waterfront Regeneration Trust and Bruce Trail Association. These organizations provide route links that enrich active living tourism and provide our club members with a wider variety of cycling destinations and rides.

Therefore, it is recommended that the following sentence be added to the end of proposed Policy 9.D.1 “...**and connections to adjacent municipalities and regions outside Niagara, including cross-border locations.**”

**Policy 9.D.1, and Safety** – How can a government body, or anyone ensure the safety of the travelling public? Safety can be enhanced as much as possible but there are no guarantees due to many uncontrollable variables. Liability concerns would indicate that the word “ensure” be deleted and replaced by the words “**help strengthen**”. The same concern can be applied to proposed Policy 9. B.4.

Therefore, new wording for Policy 9.D.1 is suggested as follows:

The Region and municipalities will ensure that comprehensive active transportation networks are integrated into transportation planning to **help strengthen** safe, effective travel for pedestrians, cyclists, and others among neighbourhoods and between strategic growth areas, major trip generators, and transit stations **and connections to adjacent municipalities outside Niagara, including cross-border locations.**

#### **Bicycle Routes Off the Regional Bicycling Network:**

The Niagara Region is one of the best areas in the Province for cycling due to its high density of paved bicycle friendly back roads, and off-road trails. One look at the Niagara Region Bicycling Map gives testament to this reality. Additional space for cyclists and hikers in the form of paved shoulders would make these on-road routes more attractive and safer. Therefore, the current Official Plan Policy 9.F.5 that directs

the Region to provide 0.5 to 1.5 metre shoulders on all Regional Roads where possible should be continued as a new proposed policy in Section 9.D Active Transportation as follows:

**Off of the Strategic Bicycling Network, the current practice of providing an extra 0.5 to 1.5 metres of paved shoulder along Regional Roads will be continued where possible.**

#### **Trip-End Bicycle Facilities:**

Cyclists need to have their bicycles locked up securely at key destinations and have change facilities available at certain locations such as employment centres. These types of trip-end facilities stand to greatly encourage cycling trips for all purposes. Therefore, we agree with having the following new policy to be included in proposed Section 9.D Active Transportation:

**Regional and local municipal policies and zoning provisions shall be amended to require that all proposed new development and infrastructure undertakings considered at the Environmental Assessment and/or planning approval stages, incorporate minimum provisions for safe and secure short term and long term bicycle parking and end-of-trip change facilities in high activity areas, such as work places, higher density residential development and public facilities.**

#### **Five E's - Engineering, Encouragement, Education, Enforcement, and Evaluation**

Applying the five E's to incorporate a more bicycle and active living friendly environment gives cyclists and hikers a measure of comfort that their mobility concerns will be addressed in a holistic, comprehensive manner. A new policy should be included in proposed section 9.D that recognizes the importance of the five E's as follows:

**The Region will apply a comprehensive approach to providing walking and cycling friendly environments by incorporating the five E's (Engineering, Encouragement, Education, Enforcement, and Evaluation) in all related delivery and life cycle activities (e.g. planning, design, construction, operations and maintenance). Recognized planning and design standards will be used and partnerships established with other appropriate service delivery bodies like the Niagara Region Police Service, Regional Public Health, Heart Niagara and Venture Niagara for enforcement, education and promotion initiatives.**

#### **Protected Intersections**

All cyclists know that added attention and precaution is needed at intersections where multiple turning movements increases the risk of collisions. Any increased policy focus at these sites would be most welcomed, and the proposal below to include it within the



Complete Streets sections seem appropriate. Therefore, it is recommended that the first sentence in proposed Policy 9.E.2 be modified by deleting the word “**should**” and including the words “**including protected intersections, will**” as follows:

**The implementation of complete streets including protected intersections will be considered for Regional Roads that meet any of the following requirements:**

**Proposed Policy 9.F.7 - Strengthen Reference to Niagara Region Model Urban Design Guidelines and Complete Streets Design Guidelines:**

The above design guidelines all include support for cycling infrastructure and active living. We would agree with any wording to make these guidelines more enforceable. It is therefore recommended that the words “**have regard to**” be deleted and replaced by the words “**conform with**” in Policy 9.F.7 as follows:

The Region will **conform with** the Niagara Region Model Urban Design Guidelines and Complete Streets Design Guidelines when providing comments on development applications located along Regional Roads.

**Policy 9.G.1 - Prioritizing Sustainable, Active Living Road Users through Transportation Demand Management (TDM)**

The tool box for TDM strategies includes sustainable, active living modes of transportation such as cycling and walking. These vulnerable means of mobility would also deserve added attention from a safety and climate change perspective. Therefore, the order of listing various approaches can be important and we agree with the recommendation that proposed Policy 9.G.1 be modified to give clear priority to the most vulnerable road users by revising the order of elements at the end of the first sentence, and by including an additional element and wording as follows:

**“...to implement these strategies in the following order of priority:  
c) to become a),  
d) to become b),  
b) to become c),  
new element identified below to become d),  
a) to become e), and  
e) to become f)”**

An additional element to providing a comprehensive TDM strategy could include considerations to:

**“d) Consider the provision of incentives and rewards for sustainable travel trips”.**

Suggested wording for proposed Policy 9.G.1 would therefore read as follows:

**The Region will include in this Plan a comprehensive Transportation Demand Management (TDM) strategy, developed and implemented by these approaches in the following order of priority:**

- a) Prioritize active transportation, transit, and goods movement over the single-occupant automobile;**
- b) Expand infrastructure to support active transportation;**
- c) Increase alternative uses to the automobile**
- d) Consider the provision of incentives and rewards for sustainable travel trips;**
- e) To reduce trip distances and time;**
- f) Consider the needs of major trip generators.**

Thank you for the opportunity to provide our thoughts on this important policy amendment to the Official Plan. Please feel free to contact us for any questions or points of clarification. We also wish to be notified of any future meetings, reports or discussions on this proposed Amendment, including future notice of Council's decision. Please e-mail any future communications to David Hunt, at [jordave@cogeco.ca](mailto:jordave@cogeco.ca)

Yours sincerely,

David Hunt, for:  
NCCA Clubs

**Cc Niagara Cycling Clubs Alliance:**

Amici per la Vita Niagara Cycling Club, Marcus Klein, President  
Bikefit Sunflower Squad Inc., Sarah Pineau, President  
Forza Niagara Cycling Inc., John Rikkerink, President  
Niagara Freewheelers Bicycle Touring Club Inc., Rita Dillon, President  
Shorthills Cycling Club Inc., Jeff Kerton, President  
St. Catharines Cycling Club, Wally Tykoliz, President

**Regional Active Transportation Advocates:** David Hunt, Drew Semple, Bob Romanuk, Tom Whitelaw and Ken Forgeron

**Regional Councillors:** Alan Caslin, Brian Baty, Tony Quirk and Bruce Timms

**Regional Staff:** Alexandria Tikky, Planning and Development Services Department  
Rob Salewytsch, Regional Public Works Department  
Lisa Gallant, Regional Public Health Department

**Members of the Regional Active Transportation Sub-Committee**  
(c/o Rob Salewytsch)



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Wally Tykoliz  
c/o David Hunt  
59 Berkwood Pl.  
Fonthill, Ontario  
L0S 1E2

May 29, 2018

Mr. Frank Fabioano  
Niagara Region,  
1815 Sir Isaac Brock Way ,  
P.O. Box 1042, Thorold, Ontario  
L2V 4T7

**Re: Proposed Regional Policy Plan Amendment No. 13  
Comments and Recommendations on the 2<sup>nd</sup> Draft of  
Regional Transportation Policies**

Dear Mr. Fabioano:

This written submission on the above topic is in response to the Region's Notice of Public Meeting on June 6, 2018 and follows up on our earlier letter dated December 11, 2017. We appreciated Niagara Region's response to that submission which excepted some of our suggestions and we would now like to address those key areas not accepted and which we feel deserve reconsideration.

As in our previous comments, we are thankful for the analysis and work conducted by the five Regional Active Transportation Advocates and our comments and suggestions in this letter are informed by their directions. The NCCA's combined membership of about one thousand cyclists realize the importance to our sport and hobby of a comprehensive Regional Policy Plan that supports the growth of safe cycling.

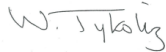
There are nine policy areas in the re-drafted amendment which did not fully incorporate our previous suggestions. Appendix 1 contains the detailed wording of our recommendations and which we feel should be included in the Official Plan amendment to realize the full potential benefits of an active transportation system.

- 1. Integration of Bicycle Parking, Travel and Public Transit**
- 2. Network Implementation Target**
- 3. Financial Incentives to Local Municipalities to Help Build a Regional Network**
- 4. Active Transportation Infrastructure Across Provincial Highways**
- 5. Accommodation of Uses Within Regional Roads Rights-of-Way**

- 6. Incorporation of the Five E's**
- 7. Support for the Regional Active Transportation Sub-Committee (ATSC)**
- 8. Broad Support for Bicycle Tourism, and**
- 9. Definition for Bicycle Infrastructure.**

Thank you for this opportunity to once again provide our comments on this important topic. Please feel free to contact us for any questions or points of clarification. We also wish to be notified of any future deliberations on this proposed Amendment, including Council's final approval. Please e-mail any future communications to the undersigned.

Yours sincerely,



Wally Tykoliz,  
President, Niagara Cycling Clubs Alliance  
[wallytykoliz@cogeco.ca](mailto:wallytykoliz@cogeco.ca)

**Cc Niagara Cycling Clubs Alliance Presidents:**

Amici per la Vita Niagara Cycling Club, Marcus Klein, President  
Bikefit Sunflower Squad Inc., Sarah Pineau, President  
Forza Niagara Cycling Inc., John Rikkerink, President  
Niagara Freewheelers Bicycle Touring Club Inc., Rita Dillon, President  
Shorthills Cycling Club Inc., Jeff Kerton, President  
St. Catharines Cycling Club, Wally Tykoliz, President

**Regional Active Transportation Advocates:** David Hunt, Drew Semple, Bob Romanuk, Tom Whitelaw and Ken Forgeron

**Regional Councillors:** Alan Caslin, Brian Baty, Tony Quirk, Bruce Timms, Dave Augustyn, Henry D'Angela

**Regional Staff:** Alexandria Tikky, Planning and Development Services Department  
Lisa Gallant, Jackie Jervais, Regional Public Health Department  
Carolyn Ryall, Regional Public Works Department

**Members of the Regional Active Transportation Sub-Committee**  
(c/o Carolyn Ryall)

## **Appendix 1 Recommendations**

### **1. Integration of Bicycle Parking, Travel and Public Transit:**

- “That in Policy 9.C.2.e), in addition to car-pool and car-share spaces, priority spaces also should be provided for bicycles at park-and-ride facilities. At transit stations, bicycle parking spaces shall be located near the front of station entrances for security and visibility reasons.”
- “That proposed Policy 9.C.12 be revised to ensure that bicycle infrastructure be provided at and to transit facilities, public and institutional areas, and employment areas.” *Regional staff appear to support this recommendation, but the Niagara Parks Commission should also be added to the list of transit partners.*

### **2. Network Implementation Target:**

- “That Schedule E2 be modified to identify the “Potential Infill Corridors” that were developed through the TMP process and approved by Regional Council.”
- “That Policy 9.D.2 be further modified as follows:

Policy 9.D.2 The Niagara Region will prioritize the implementation of the Strategic Cycling Network as identified in the Niagara Region’s Transportation Master Plan (TMP). Over the next 10 years the “Potential Infill Corridors” identified through the TMP process, and as identified on Schedule E2, will become the focus for construction in order to advance the implementation of the Niagara Bikeways Master Plan as shown in Schedule E2.”

### **3. Financial Incentives to Local Municipalities to Help Build a Regional Network:**

- “That Policy 9.D.4 be modified as follows:

Policy 9.D.4 The Niagara Region will support and cost share, where possible, with local municipalities in implementing sections of the Strategic Cycling Network that are within their jurisdiction, with an initial priority for elements identified in the Strategic Cycling Network i.e. Potential Infill Corridors identified on Schedule E2.”

**4. Active Transportation Infrastructure Across Provincial Highways:**

- “That proposed Policy 9.D.8 be revised to delete the word “encourage” and replace it with the words “provide for” to ensure the provision of active transportation facilities across Provincial Highways.” *Regional staff appear to support this recommendation.*

**5. Accommodation of Uses Within Regional Roads Rights-of-Way:**

- “That proposed Policy 9.F.2 be modified to add “active transportation facilities” to the list of possible uses that would be considered within Region Road allowances that are conveyed to it as a condition of approval of a development application.”
- “That proposed Policy 9.F.8 be modified to add “active transportation corridors” to the list of possible uses that would be considered for protection within Regional Roads rights-of-way planned corridors.” *Regional staff appear to support this recommendation.*

**6. Incorporation of the Five E’s**

- “That a new Objective or Policy be included in proposed sections 9.A or 9.D that recognizes the importance of the five E’s as follows:

That the Region will apply a comprehensive, partnership approach to providing active living, friendly environments by incorporating recognized parameters that include engineering, encouragement, education, enforcement, and evaluation in all related program delivery activities including planning, design, construction, operations and maintenance.”

**7. Support for the Regional Active Transportation Sub-Committee (ATSC):**

- “That the following new Policy be included in Section 9.D:

The Niagara Region will continue to provide a means for obtaining community input and expertise through a consultative forum on all matters related to active living.”

**8. Broad Support for Bicycle Tourism:**

- “That a new Objective in Section 9.A or new Policy in Section 9.D be added to the Amendment stating:



Niagara supports the promotion and delivery of cycling tourism in the region and will work in collaboration with other key partners (e.g. Venture Niagara, Brock University, Niagara Parks Commission, Metrolinx, Ministry of Tourism, Culture and Sport) to enhance and expand Niagara as a premier cycle tourism destination in the Province.”

**9. Definition for Bicycle Infrastructure:**

- “That the wording changes suggested below in underline and ~~cross-outs~~ be made to the definition of bicycle infrastructure in Part III- Definitions:

Bicycle Infrastructure

means all *infrastructure* and facilities used for cycling, including bicycle routes (e.g. dedicated, buffered, and separated bike lanes, multi-use paths, ~~and~~ off-road trails) trip end facilities such as ~~and~~ bicycle parking and storage (such as e.g. bicycle racks and lockers) and other cycling supportive items such as bike repair stations and priority signal lights.”

November 24, 2017

Mr. Frank Fabiano  
Regional Clerk  
1815 Sir Isaac Brock Way  
P.O. Box 1042, Thorold, Ontario  
L2V 4T7

Dear Mr. Fabiano;

***RE: Preliminary Comments and Recommendations on  
Proposed Regional Policy Plan Amendment 13:  
Transportation Policies***

---

We are a group of active transportation advocates. The primary focus of our comments is the Active Transportation section of Amendment 13 to the Regional Official Plan. We believe that active transportation and public transit are important factors in creating healthy communities. We also believe that the development of a safe and integrated active transportation network can contribute to economic development, the protection of the environment and social equity, all of which are fundamental to establishing sustainable communities.

The changes proposed in this submission (attached as Appendix 1) are intended to strengthen the proposed active transportation, and other, policies contained in Amendment 13. The changes proposed also provide clearer implementation targets and offer some additional more detailed tools for achieving the General Objectives in the Amendment. The proposed changes reflect policies that are already contained in the existing Transportation Section of the Regional Official Plan (Section 9.F) or in the Transportation Master Plan recently approved by Council (October, 2017). These existing policies are important. We were therefore disappointed that many were not retained in the proposed Amendment apparently in the interests of creating a more flexible, less directive, bare bones policy set. In our view some more clarity and direction is required if the Region wants to be successful in implementation.

While we have identified several policy improvements which we believe are important, we believe that the proposed Transportation Policies contain many strong components. We commend the Region for creating policies that emphasize an integrated network of transportation modes. We also recognize and applaud the policy direction to enhance the active transportation network and infrastructure. It is hoped that our suggested changes will help make these good proposed policies even better.

We wish to conclude by thanking Public Works and Planning Department staff for meeting with our group on November 16 to discuss our concerns in a positive and constructive manner. We look forward to further discussion. It is requested that we be notified of any future meetings, reports or discussions on this proposed Amendment, including future notice of Council's decision. Please e-mail any future communications to our group in care of David Hunt, at [jordave@cogeco.ca](mailto:jordave@cogeco.ca)

Yours truly;

David Hunt, Drew Semple, Bob Romanuk, Tom Whitelaw and Ken Forgeron  
Regional Active Transportation Advocates

Attachment: Appendix 1

C: Regional Councillors Alan Caslin, Brian Baty, Tony Quirk and Bruce Timms  
Alexandria Tikky, Planning and Development Services Department  
Rob Salewytch, Regional Public Works Department  
Lisa Gallant, Regional Public Health Department  
Members of the Regional Active Transportation Sub-Committee (c/o Rob Salewytch)

## *Appendix 1*

### *Preliminary Comments and Recommendations on Proposed Regional Official Plan Amendment 13: Regional Transportation Policies*

#### **9.A General Objectives**

1. There is an opportunity under proposed 9.A General Objectives to incorporate promotion and support for bicycle tourism. **It is recommended in proposed Objective 9.A.1, second line, to take out the word “and” just before the word recreational and add the words “and tourist” after the word recreational”.**
2. Proposed Objective 9.A.2 should provide for a more complete list of modes of transportation. Therefore, **it is recommended that the following be added after the word “road” in the 2<sup>nd</sup> sentence: “trails, sidewalks”.**
3. Proposed Objective 9.A.3 should be revised to provide added assistance in reducing automobile dependency. **It is recommended that the words “offering mobility choice and” be added after the words “dependency by”.**
4. In proposed Objective 9.A.7 the word “financially” is limited and narrow and is tied to the definition of monetary cost, rather than an assessment of the costs and benefits which may involve benefits that may be hard to measure like improved health outcomes or environmental enhancement. Therefore, **it is recommended that a broader definition be used and that the words “cost effective” replace the word “financially”.** We also believe that there is more than one mode that can be environmentally appropriate (e.g. walking, cycling or transit) **therefore the word “mode” should be pluralized to “modes”.**

#### **9.C Public Transit**

5. Proposed Policy 9.C.1.f) appears to focus primarily on automobiles at park and ride facilities. Such facilities could be part of other transit type stations or mobility hubs where other modes of transportation also should be accommodated. Provision should be made, and support given, for better multi-modal integration of the bicycle with other modes of transportation such as public transit. For those who choose to ride their bicycles to new mobility hubs like the ones being planned in Grimsby, Beamsville, St. Catharines and Niagara Falls, **it is recommended that the word “intermodal” be added after the words “Park-and-ride” and that the words “and bicycles” be added after the word “vehicles”.**

6. New Policy Needed: Modal Integration:

A new, more detailed policy is needed in proposed Section 9.C Public Transit, on the need to integrate bicycling and transit for utilitarian, recreational and tourism cycling. The proposed policies in this section seem too vague. Wording similar to current Policy 9.F.9 in the Regional Official Plan seems more appropriate, except that the requirement should also apply to Regional and Provincial initiatives that are, or will be, providing new intermodal transit opportunities. Therefore, **it is recommended that the following policy be added to proposed Section 9.C Public Transit:**

**“Local municipalities, the Niagara Region and Provincial transit authorities should integrate bicycling and transit for utilitarian, ~~and~~ recreational and tourism purposes by allowing users to access both modes of transportation through intermodal opportunities. Some Strategies that might be considered include: allowing bicycles on transit vehicles during off-peak periods, bicycle racks on buses, bicycle lockers at major transit stops, sheltered/secure bicycle parking facilities at public and institutional workplaces and for bike and ride tourist/recreational/utilitarian trips, and bicycle route connections to key transit stations”.**

**9.D Active Transportation**

7. In proposed Policy 9.D.1 and the preamble in Section 9 Transportation: Moving People and Goods, three suggestions are offered to address issues of potential municipal liability and the need for broader connectivity to areas outside of Niagara.

- a. We believe that certainty can never be given that “ensures” safe travel for AT or any other transportation network users. There will always be elements of risk due in most part to unpredictable human behavior, despite efforts to make a travel way as safe as possible. Therefore, **it is recommended that the words “to ensure” be deleted and replaced by the words “help strengthen”.** We also note that the same concern can be applied to proposed Policy 9.B.4 and would **recommend that appropriate wording be considered to avoid the notion of ensuring safety.**
- b. This proposed policy also appears to focus only on a region-wide network that connects neighbourhoods, strategic growth areas, major trip generators and transit stations in Niagara alone. As described however in current Policy 9.F.6 and outlined on Schedule D in the Regional Official Plan, the network also provides important connections to areas outside Niagara, including key cross border destinations via international bridge crossings. Moreover, integration with other agencies’ and authorities’ transportation initiatives is a critical planning and implementation requirement including, at minimum, Metrolinx, the Niagara Parks Commission, the Greenbelt Foundation, Waterfront Regeneration Trust and Bruce Trail Association. Therefore, **it is recommended that the following sentence be added to the end of proposed Policy 9.D.1:**

**“...and connections to adjacent municipalities outside Niagara, including cross-border locations, as well as inter-regional systems for cycling and hiking.”**

As the third suggestion supported by the rational in b. above **it is also recommended that the preamble in Section 9. Transportation: Moving People and Goods be modified in the first paragraph of the last sentence as follows:**

**“...within the Niagara Region, across the Greater Toronto and Hamilton area, and beyond”.**

8. Proposed Policies 9.D.2 and 9.D.3 appear to provide some general direction on the implementation over time of priority bicycling routes identified in the TMP. However, current Objective 9.F.10 in the Regional Official Plan goes further in committing the Niagara Region to a target of completing the bicycling network over a 15 year period. It is important to set implementation targets as one metric in measuring Niagara’s commitment to AT development. **It is recommended that proposed Schedule E2 be modified to identify the “Potential Infill Corridors” that were developed through the TMP process and approved by Regional Council.** This priority network serves as a 10 year capital infrastructure spending guide needed to complete the priority network of cycling routes across Niagara. Unless this is identified in the Official Plan there is no legal mechanism to achieve this target. Unlike the Official Plan approved under the *Planning Act*, the TMP can be changed without public consultation since it has no legal status. **It is also recommended that the proposed Strategic Cycling Network in Schedule E2 be made the same as that in the Strategic Cycling Network map in both the approved TMP and the Strategic Cycling Network Development Technical Paper (assumed to be the same) as at least 10 routes in these latter maps were omitted from Schedule E2.**
9. Proposed Policy 9.D.4 is quite troubling as it appears to abandon Niagara’s leadership role and longstanding financial commitment, through incentives, to complete the Regional bicycling network where local or other non-Regional roads are involved. Through current approved Policy 9.F.3, Niagara has been considered a leader in the Province in incentivizing Regional AT development. At least two other Regions and Counties (York and Essex) in the Province have followed Niagara’s lead by providing financial support (Essex \$3.5m annually, York Region \$500,000 annually) to local municipalities that assist in developing Regional networks. For example, this practice is formalized in the York Region Official Plan (Policy 7.2.6). Local municipalities, however, are still expected to identify, develop and build a finer grid of bicycling routes that connect and serve local neighbourhoods, downtowns, employment areas, commercial development, etc. These local networks should dovetail with the broader Regional network that connects to its partner municipalities and adjacent regions. Therefore, **it is recommended that proposed Policy 9.D.4 be revised by adding the following wording after the word “support”: “and cost share with”.**



10. Providing AT Opportunities Off the Regional Bicycling Network:

We are somewhat disappointed that past, and possibly current, practice to provide additional pavement width on roadway shoulders, is not being recognized as it has in currently approved Policy 9.F.5. We believe there is considerable value in considering such provision on future Regional roads projects that may not be identified today on the bicycling network. There are many bicycle friendly roads as identified in the Region's Bicycle Map, that are off the Regional Network, but frequently used by cyclists. As we all know, road rehabilitation and reconstruction opportunities do not come along often and could take up to 20 or more years to be revised. **It is recommended that the following wording be added as a new proposed policy in Section 9.D Active Transportation:**

**"Off the Strategic Bicycling Network, the current practice of providing an extra 0.5 to 1.5 metres of paved shoulder along Regional Roads will be continued where possible."**

This would support and bolster future Regional efforts through "Complete Streets" considerations to provide additional safe space for more vulnerable road users who may walk or ride along Regional roads.

11. Supportive Bicycling-Related Infrastructure:

An important way to encourage and support higher levels of AT activity, including commuter cycling, is to provide dedicated trip end accommodations such as parking and change facilities. This can happen as part of the review of all proposed new development and infrastructure undertakings at the Environmental Assessment and planning approval stages. These elements currently are identified in parts of approved Regional Policies 9.F.8 and 9.F.12. Also, to support this work, local comprehensive Zoning By-laws should be required to include zoning provisions for key land use zones requiring both short term and long term bicycle parking facilities. The *Proposed Model Bicycle Parking Zoning Provisions for Niagara*, developed by the Policy Task Force, RNBC, 2013 give guidance to this request. Car parking requirements are routinely addressed in Zoning By-laws so bicycle parking should not be treated any differently. In light of the above information, **it is recommended that the following new policy be included in proposed Section 9.D Active Transportation:**

**"Regional and local municipal policies and zoning provisions shall be amended to require that all proposed new development and infrastructure undertakings considered at the Environmental Assessment and/or planning approval stages, incorporate minimum provisions for safe and secure short term and long term bicycle parking and end-of-trip change facilities in high activity areas, such as work places, higher density residential development and public facilities, at minimum."**

12. Revised Policy on Bicycle Tourism:

Niagara is widely recognized as the premiere bicycle tourism destination in the Province. The Greater Niagara Circle Route is just one example of a major attraction for touring and local cyclists. Bicycle tourism has a major, positive economic impact in the Niagara community broadly and its importance has been showcased in various economic studies, including recent work produced by Brock University and Venture Niagara, the latter being a key lead in promoting bicycle tourism with Niagara Region's expertise and assistance. The growing presence and success of the Bike Train first provided by VIA and now Metrolinx is evidence of the importance of bicycle tourism. Also, six of Niagara's twelve local municipalities have received Bicycle Friendly Community designation status provincially while several other remaining municipalities are in the process of applying. This all helps to position Niagara favourably for attracting even more visitors that are cycling tourists.

In light of the above information, it is important that the Region continue encouraging and supporting bicycle tourism. Some of the elements of the current approved Policy 9.F.11 should be carried forward in the new Amendment. Therefore, **it is recommended that the following policy be included in proposed Section 9.D Active Transportation:**

**"Niagara supports the promotion and delivery of cycling tourism in the region and will work in collaboration with other key partners (e.g. Venture Niagara, Brock University, Metrolinx, Ministry of Tourism, Culture and Sport) to enhance and expand Niagara as a premier cycle tourism destination through such features as the Niagara Bike Train, Wine Route, Greater Niagara Circle Route and other trail networks, connections and facilities; as well as a route signage strategy, mapping and web site information".**

13. Incorporating the Five E's to support bicycling:

There are many cycling manuals that urge the incorporation of the five E's (Engineering, Encouragement, Education, Enforcement, and Evaluation) to have a meaningful approach to encourage more people to cycle and do so in a safe manner. These elements are also used by the Share the Road Cycling Coalition to help define Bicycle Friendly Communities in Ontario. They are mentioned as recommended actions in the TMP, Section 6.1 on Active Living, and are also included in the current approved Official Plan policies. **It is therefore recommended that a new policy be included in proposed section 9.D that recognizes the importance of the five E's as follows:**

**"The Region will apply a comprehensive approach to providing walking and cycling friendly environments by incorporating the five E's (Engineering, Encouragement, Education, Enforcement, and Evaluation) in all related delivery and life cycle activities (e.g. planning, design, construction, operations and maintenance). Partnerships will be established with other appropriate service delivery bodies like the Niagara Region Police Service, Regional Public Health and Heart Niagara for enforcement and education initiatives."**

14. Role of the Regional Active Transportation Sub-Committee (ATSC):

Current Policy 9.F.1 in the Regional Official Plan formally recognized the role and importance of the former RNBC (now ATSC) to support Regional standing committees and Council on all matters related to cycling. The TMP as recently approved by Council, recommends continued support for the new ATSC. Therefore, **it is recommended that a new policy be included in the Official Plan proposed section 9.D that reflects the Terms of Reference for the ATSC as approved by Regional Council. Also, the importance of forming partnerships with bicycling stakeholders should be emphasized in this policy, including offering its expertise and support for the work of Venture Niagara in bicycle tourism promotion on behalf of the Region, local municipalities and related agencies with an interest in tourism.**

**9.E Complete Streets**

15. New Policy on Protected Intersections:

Proposed Policy 9.E.2 outlines seven “complete streets” requirements that should be considered for all Regional Roads. One requirement that appears to be missing, and one getting a lot of attention in transportation planning discussions across the Province is safer road intersection treatment. Busy intersections are key locations where major collisions and fatalities occur particularly affecting vulnerable road users. Therefore, **it is recommended that the first sentence in proposed Policy 9.E.2 be modified by deleting the word “should” and including the words “..., including protected intersections, will...”.**

**9.F The Regional Road Systems**

16. Implementation of the Niagara Region Model Urban Design Guidelines and Complete Streets Design Guidelines:

Proposed Policy 9.F.7 indicates that the Region will “have regard to” these guideline documents when commenting on development applications located along Regional Roads. These guideline documents are central to a proposed new direction in community planning (i.e. “complete streets” and “complete communities”) as required in Provincial and Regional planning documents. Given their importance, they should not be merely referenced, but implemented. The use of the words “have regard to” is considered more general, non-prescriptive and discretionary in application than the use of the words “shall conform with”. **Therefore, it is recommended that the words “have regard to” be deleted and replaced by the words “conform with”.**

## **9.G Transportation Demand Management and Transportation Management Systems**

### **17. Prioritizing Road Users in Transportation Planning:**

The Region is applauded for including proposed new TDM policies to accommodate all road users in a safer, more efficient manner. Lessons can be learned from the City of Vancouver, described as the most livable City in Canada, which has been a model in its TDM approach from both policy and implementation standpoints. In its transportation planning work a central tenant has been to prioritize the most vulnerable road users over single occupant vehicles. This too appears to be an important principle in Niagara's proposed TDM policies. However, there may be some inherent conflicts with some other strategies in proposed Policy 9.G.1 including strategy a) which focuses on trip distance and time which could result in higher roadway speeds that make it unsafe for vulnerable road users. This may perpetuate past practice that seemed to prioritize cars and trucks over "people", particularly more vulnerable road users. Therefore, **it is recommended that proposed Policy 9.G.1 be revised to give clear priority to the most vulnerable road users. The following revisions are suggested. That the end of the first sentence include:**

**"...to implement these strategies in the following order of priority:**

- c) to become a),**
- d) to become b),**
- b) to become c),**
- a) to become d), and**
- e) to remain as e)"**

**An additional element to providing a comprehensive TDM strategy could include considerations to:**

**"f) Provide incentives and rewards for sustainable travel trips"**

May 29, 2018 (Revised)

Ann-Marie Norio  
Acting Regional Clerk  
Regional Municipality of Niagara  
1815 Sir Isaac Brock Way  
P.O. Box 1042, Thorold, Ontario  
L2V 4T7

Dear Ms. Norio;

***RE: Comments and Recommendations on the 2<sup>nd</sup> Draft of  
Proposed Regional Official Plan Amendment 13(ROPA 13):  
Regional Transportation Policies***

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The Regional Active Transportation Advocates submitted comments and recommendations to your Office on November 24, 2017 regarding the above subject. We are pleased with the consultations on various draft amendment documents afforded us by staff and with Regional Councillors who we have approached through separate meetings. Our previous comments were also discussed in a meeting with the Regional Active Transportation Sub-Committee.

In terms of the 2<sup>nd</sup> draft of ROPA 13 circulated in late May, 2018, we are pleased to find that some of our suggestions were accepted in whole or part. However, we now would like to address a number of outstanding issues including some critical areas [\*] of the re-drafted policies which either do not or only partially address our original recommendations. Our shared objective is to achieve a safe and integrated regional active transportation network. Our outstanding concerns relate to:

- **Integration of Bicycle Parking, Travel and Public Transit,**
- **\*Network Implementation Target,**
- **\*Financial Incentives to Local Municipalities to Help Build a Regional Network,**
- **\*Active Transportation Infrastructure Across Provincial Highways,**
- **Accommodation of Uses Within Regional Roads Rights-of-Way,**
- **Incorporation of the Five E's,**
- **\*Support for the Regional Active Transportation Sub-Committee (ATSC),**
- **\*Broad Support for Bicycle Tourism, and**
- **Definition for Bicycle Infrastructure.**

Our more detailed comments and 12 recommendations are set out in Appendix 1.

We understand that a formal Public Meeting under the *Planning Act* will be held in the Regional Council Chambers on June 6, 2018. We do intend to be present at the public meeting and will notify you in advance if we intend to make a formal presentation to highlight the attached comments and recommendations. Also, we would like to be notified of any future

discussions on the proposed Amendment, as well as its formal adoption by Council. Please e-mail any future communications to our group in care of Ken Forgeron at [ken.forgeron@gmail.com](mailto:ken.forgeron@gmail.com)

Thank you for your attention to our concerns.

Yours truly;

A handwritten signature in black ink that reads "Ken Forgeron". The script is cursive and fluid, with the first letters of the first and last names being capitalized and prominent.

Ken Forgeron, David Hunt, Drew Semple, Bob Romanuk and Tom Whitelaw  
Regional Active Transportation Advocates

Attachments: Appendix 1

C: Regional Councillors Alan Caslin, Brian Baty, Tony Quirk, Dave Augustyn, Henry D'Angela and Bruce Timms  
Alexandria Tikky, Planning and Development Services Department  
Lisa Gallant and Jackie Gervais, Regional Public Health Department  
Carolyn Ryall, Regional Public Works Department  
All members of the Regional Active Transportation Sub-Committee (c/o Carolyn Ryall)  
Wally Tykoliz, President, Niagara Cycling Clubs Alliance

## Appendix 1

### **Comments and Recommendations on the 2<sup>nd</sup> Draft of Proposed Regional Official Plan Amendment 13 (ROPA 13): Regional Transportation Policies**

Our comments and recommendations on the 2<sup>nd</sup> draft of proposed ROPA 13 are presented below in the order in which they are set out in the draft Amendment document. The more critical issues of concern are highlighted with an asterisk [\*].

#### **1. Integration of Bicycle Parking, Travel and Public Transit- Policy 9.C.2.e) and Policy 9.C.12**

Policy 9.C.2.e) provides a number of important supports and linkages to better integrate public transit with a number of other strategic goals outlined. Sub-section e) provides for park-and-ride facilities that support multimodal travel with linkages to pedestrian and transit routes, bicycle infrastructure, and priority spaces for carpool and car-share vehicles. Priority spaces also should be provided for bicycles to support the “1<sup>st</sup> mile, last mile” multi-modal transportation option. This is particularly important for the proposed new Mobility Hub Stations in Grimsby, Beamsville, St. Catharines and Niagara Falls. Bicycle parking spaces should be located near the front of transit station entrances where security and visibility are best, rather than at the back of the lot.

Therefore, it is **recommended**:

- a.) That in Policy 9.C.2.e), in addition to car-pool and car-share spaces, priority spaces also should be provided for bicycles at park-and-ride facilities. At transit stations, bicycle parking spaces shall be located near the front of station entrances for security and visibility reasons.**

Proposed Policy 9.C.12 addresses a number of important integration approaches including bicycles on transit vehicles, bicycle racks on buses, bicycle infrastructure at transit facilities, public and institutional areas, and employment areas.

We believe that while it is important to provide such supports “at” such facilities and areas, it also is important to provide them “to and from” these facilities and areas. Also, the Niagara Parks Commission should be recognized as a key transit partner along with others listed in this policy.

Therefore, it is **recommended**:

- b.) That proposed Policy 9.C.12 be revised to ensure that bicycle infrastructure be provided at and to transit facilities, public and institutional areas, and employment areas. Also, the Niagara Parks Commission should be added to the list of transit partners.**

## **2. \*Network Implementation Target – Policy 9.D.2.**

Proposed Policies 9.D.2 and 9.D.3 appear to provide some general direction on the implementation over time of priority bicycling routes identified in the TMP. However, current objectives in the Regional Official Plan go further in committing the Niagara Region to a target of completing the bicycling network over a 15 year period.

This priority network serves as a 10 year capital infrastructure spending guide needed to complete the priority network of cycling routes across Niagara. Unless this is identified in the Official Plan there is no Council commitment to help achieve this target. Unlike the Official Plan approved under the *Planning Act*, the TMP is a weaker guidance document that may be changed without formal public consultation.

We strongly believe that it is important for the Regional Official Plan to set clear implementation targets for the near term and longer term completion of the Strategic Bicycling Network identified on Schedule E2. Performance monitoring is an important Regional Planning function and assists in measuring policy implementation and effectiveness. Within the Strategic Bicycle Network, the TMP clearly prioritizes and identifies what should be constructed first over a 10 year period i.e. the “Potential Infill Corridors”. This should be highlighted on Schedule E and the 10 year implementation target should be stated in policy.

Therefore, it is **recommended**:

- a.) That Schedule E2 be modified to identify the “Potential Infill Corridors” that were developed through the TMP process and approved by Regional Council.**
- b.) That Policy 9.D.2 be further modified as follows:**

**Policy 9.D.2 The Niagara Region will prioritize the implementation of the Strategic Cycling Network as identified in the Niagara Region’s Transportation Master Plan (TMP). Over the next 10 years the “Potential Infill Corridors” identified through the TMP process, and as identified on Schedule E2, will become the focus for construction in order to advance the implementation of the Niagara Bikeways Master Plan as shown in Schedule E2.**



### **3. \*Financial Incentives to Local Municipalities to Help Build a Regional Network – Policy 9.D.4.**

Proposed Policy 9.D.4 continues to be quite troubling as it appears to abandon Regional Council's leadership role and longstanding financial commitment, through incentives, to complete the Regional Bicycling Network on roads or trails where local or other non-Regional roads are involved. Through current approved policies in the Regional Official Plan, Niagara has been considered a leader in the Province in incentivizing Regional AT development. At least two other Regions and Counties (York and Essex) in the Province have followed Niagara's lead by providing financial support (Essex \$3.5m annually, York Region \$500,000 annually) to local municipalities that assist in developing Regional networks. Local municipalities, however, are still expected to identify, develop and build a finer grid of bicycling routes that connect and serve local neighbourhoods, downtowns, employment areas, commercial development, etc. These local networks should dovetail with the broader Regional network that connects to its partner municipalities and adjacent regions.

The notion of providing modest financial incentives to local municipalities is an important "principle" that we believe still belongs in the Regional Official Plan. On the other hand, the annual "amount and timing" of incentive funding available, including criteria for its distribution, should be set out in the Transportation Master Plan. Moral "support" alone by the Region as set out in the proposed new policy certainly is not nearly as effective as financial "incentives and support". This plays out with other financial incentives programs that the Region has for waterfront enhancement, brownfield redevelopment, downtown revitalization, etc.

Therefore, it is **recommended**:

#### **a.) That Policy 9.D.4 be modified as follows:**

**Policy 9.D.4 The Niagara Region will support and cost share, where possible, with local municipalities in implementing sections of the Strategic Cycling Network that are within their jurisdiction, with an initial priority for elements identified in the Strategic Cycling Network i.e. Potential Infill Corridors identified on Schedule E2.**

### **4. \*Active Transportation Infrastructure Across Provincial Highways- Policy- 9.D.8**

The proposed policy indicates that the Niagara Region will work with MTO and other stakeholders to encourage the provision of active transportation infrastructure across Provincial Highways. Ontario's recently released new Cycling Strategy as set out in MTO's latest policy document "CycleON Action Plan 2.0" commits the Province to start including cycling infrastructure in provincial highway construction projects using the province-wide

cycling network as a foundation. This commitment is evident in the recent decision to redesign St. David's Road to include long awaited new AT facilities over Highway 406.

Therefore, it is **recommended**:

- a.) That proposed Policy 9.D.8 be revised to delete the word “encourage” and replace it with the words “provide for” to ensure the provision of active transportation facilities across Provincial Highways.**

## **5. Accommodation of Uses Within Regional Roads Rights-of-Way- Policies 9.F.2 and 9.F.8**

Policy 9.F.2 makes provision for a wide variety of uses (e.g. public transit facilities) within Region Road allowances that are conveyed to it as a condition of approval of a development application. Policy 9.F.8 indicates that the Region will plan and protect rights-of-way for the Niagara Region's transportation system. We would argue that this transportation system and the list of uses also should include active transportation facilities that are envisioned as part of the Strategic Cycling Network identified on Schedule E. Also, the Niagara Parks Commission should be identified as another key transit partner given its WEGO transit service along the Parkway.

Therefore, it is **recommended**:

- a.) That proposed Policy 9.F.2 be modified to add “active transportation facilities” to the list of possible uses that would be considered within Region Road allowances that are conveyed to it as a condition of approval of a development application.**
- b.) That proposed Policy 9.F.8 be modified to add “active transportation corridors” to the list of possible uses that would be considered for protection within Regional Roads rights-of-way planned corridors.**

## **6. Incorporation of the Five E's – New Objective or Policy Proposal in 9.A General Objectives or 9.D. Active Transportation**

Most current cycling manuals and active transportation plans incorporate the five E's (Engineering, Encouragement, Education, Enforcement, and Evaluation/Planning) to have a more meaningful approach to encourage more people to cycle and do so in a safe manner. These elements are also used by the Share the Road Cycling Coalition to help define Bicycle Friendly Communities in Ontario. They are mentioned as recommended actions in the

Regional TMP, Section 6.1 on Active Living, and are also included in the current approved Official Plan policies.

We believe that the Regional Official Plan is a document that can set direction on community values and related programs, not just on land use matters. Therefore, as part of its scope, it may express factors such as those embedded in the Five E's. Expressions and support by Regional staff for many broad community values already are contained within the first paragraph of the preamble, in Objective 9.A.4 and Objective 9.A.6 of the modified draft of the Official Plan Amendment, noted in bold as follows:

**"9. Transportation: Moving People and Goods**

...In order to appropriately accommodate forecasted growth, the Region must plan for and implement a **sustainable transportation system** that has the ability to withstand stresses associated to population growth..."

**"Objective 9.A.4** Create and enhance interconnected *active transportation* systems and **programs."**

**"Objective 9.A.6** Encourage the most **cost-effective** and **environmentally appropriate** modes of **sustainable transportation** to **reduce greenhouse gas emissions."**

The Region appears to be committed to improving **social equity**, protecting short- and long-term **economic competitiveness**, and **reducing greenhouse gas emissions** by advancing initiatives which enable comprehensive *active transportation* networks, interconnected public transit systems, and efficient goods movement networks.

It is therefore **recommended**:

- a.) That a new Objective or Policy be included in proposed sections 9.A or 9.D that recognizes the importance of the five E's as follows:

**That the Region will apply a comprehensive, partnership approach to providing active living, friendly environments by incorporating recognized parameters that include engineering, encouragement, education, enforcement, and evaluation in all related program delivery activities including planning, design, construction, operations and maintenance.**

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7. **\*Support for the Regional Active Transportation Sub-Committee (ATSC) – New Policy in Section 9.D**

Current Policy 9.F.1 in the Regional Official Plan formally recognizes the role and importance of the former RNBC (now ATSC) to support Regional standing committees and Council on all matters related to cycling. The TMP as recently approved by Council, recommends continued support for the new ATSC. Regional Planning staff, on the other hand, does not believe that the Official Plan should determine the role or function of Council's committees.

While we are confident that the Region still values public and agency input for its policy and program development/implementation, it would be helpful if such value were identified in the Plan without naming any particular committee, its specific role or function. The Amendment could simply provide support for a consultative process and input from the community through a forum for public and agency input.

Therefore, it is **recommended**:

**a.) That the following new policy be included in Section 9.D:**

**The Niagara Region will continue to provide a means for obtaining community input and expertise through a consultative forum on all matters related to active living.**

8. **\*Broad Support for Bicycle Tourism - New Objective in Section 9.A or new Policy in Section 9.D.**

Niagara is widely recognized as the premiere bicycle tourism destination in the Province. The Greater Niagara Circle Route is just one example of a major attraction for touring and local cyclists. Bicycle tourism has a major, positive economic impact in the Niagara community broadly and its importance has been showcased in various economic studies, including recent work produced by Brock University and Venture Niagara, the latter being a key lead in promoting bicycle tourism with Niagara Region's expertise and assistance. The growing presence and success of the Bike Train first provided by VIA and now Metrolinx is evidence of the importance of bicycle tourism. Also, six of Niagara's twelve local municipalities have received Bicycle Friendly Community designation status provincially while several other remaining municipalities are in the process of applying. This all helps to position Niagara favourably for attracting even more visitors that are cycling tourists.

In light of the above information, it is important that the Region continue encouraging and supporting bicycle tourism across the region. **The Regional Official Plan must speak to all of Niagara's tourist areas and assets.** While Chapter 2 in the Official Plan does provide objectives and policies in support of tourist travel and activities in some parts of Niagara,

they apply only on a limited area basis to the Twenty Valley/Jordan Harbour Tourism Area, Niagara Wine Country and related Wine Route, as well as the Greater Niagara Circle Route trail system. Also, the Bruce Trail, an important AT route across Niagara, is a walking trail on which cycling is strictly prohibited.

In conclusion, some of the broader tourism related elements in Section 9.F of the current approved Official Plan should be carried forward in the new Amendment. It is important to include a supportive statement for cycle tourism in general, which would be all inclusive of this important economic driver for the region.

Therefore, it is **recommended**:

- a.) That a new Objective in Section 9.A or new Policy in Section 9.D be added to the Amendment stating:

**Niagara supports the promotion and delivery of cycling tourism in the region and will work in collaboration with other key partners (e.g. Venture Niagara, Brock University, Niagara Parks Commission, Metrolinx, Ministry of Tourism, Culture and Sport) to enhance and expand Niagara as a premier cycle tourism destination in the Province.**

## **9. Part III-Definitions - Bicycle Infrastructure**

We believe that this definition is a very important one to include in the proposed policy set but requires more detail on a somewhat broader range of uses that make up bicycle infrastructure and support facilities for active transportation. There is little content change provided by Planning staff in the proposed new definition compared to the former draft definition.

Therefore, it is **recommended**:

- a.) That the wording changes suggested below in underline and ~~cross-outs~~ be made to the definition of bicycle infrastructure in Part III- Definitions:

**Bicycle Infrastructure**  
**means all *infrastructure* and facilities used for cycling, including bicycle routes (e.g. dedicated, buffered, and separated bike lanes, multi-use paths, ~~and~~ off-road trails), trip end facilities such as ~~and~~ bicycle parking and storage (such as e.g. bicycle racks and lockers) and other cycling supportive items such as bike repair stations and priority signal lights.**

