

## CHAPTER 15

### TRANSPORTATION POLICIES

This Plan recognizes that the provision of an integrated transportation system to provide for the movement of goods and people is a major responsibility of government at all levels. Such a system, if it is to serve these needs, must include not only an adequate road system for vehicular traffic including horse drawn vehicles, cyclists and pedestrians, but must include public transit, railway service and air transport. Of these services, the Township has a direct responsibility only in the area of provision and maintenance of an adequate road system to serve its residents.

#### **15.1 GENERAL INFRASTRUCTURE POLICIES**

Well planned *infrastructure* is essential to the viability of the Township and critical to its economic competitiveness and overall quality of life. This Plan provides the framework to guide and prioritize *infrastructure* planning and investments in the Township to support and accommodate forecasted growth to the horizon of this Plan and beyond.

The *infrastructure* policies of this Chapter support a more integrated approach to land use planning, *infrastructure* investments, and environmental protection to achieve the outcomes of this Plan. Co-ordination of these different dimensions of planning will allow the Township to identify the most cost-effective options for sustainably accommodating forecasted growth to the horizon of this Plan to support the achievement of a sustainable and liveable community.

- 15.1.1 The Township will co-ordinate *infrastructure* planning, land use planning, and *infrastructure* investment to implement this Plan.
- 15.1.2 The Township will plan for new or expanded *infrastructure* in an integrated manner, including evaluations of long-range scenario-based land use planning and financial planning, and will be supported by *infrastructure* master plans, asset management plans, community energy plans, *watershed planning*, environmental assessments, and other relevant studies where appropriate, and should involve:
  - a) Leveraging *infrastructure* investment to direct growth and *development* in accordance with the policies of this Plan, including the achievement of the minimum *reurbanization* and density targets in this Plan;
  - b) Providing sufficient *infrastructure* capacity in *strategic growth areas*;
  - c) Identifying the full life cycle costs of *infrastructure* and developing options to pay for these costs over the long-term; and
  - d) Considering the *impacts of a changing climate*.
- 15.1.3 The Township will use *infrastructure investment* and other implementation tools and mechanisms to facilitate *reurbanization* and higher density *development* in *strategic growth areas*. Priority will be given to *infrastructure* investments made by the Region or the Province that support the policies of this Plan.

- 15.1.4 The Township will assess *infrastructure* risks and vulnerabilities, including those caused by the *impacts of a changing climate*, and identify actions and investments to address these challenges, which could be identified as part of municipal asset management planning.

## 15.2 GENERAL TRANSPORTATION POLICIES

This Plan supports the *development* of a more balanced and integrated *transportation system* to provide for the safe movement of goods and people, and to reduce greenhouse gas emissions and other negative environmental impacts. Achieving this goal requires coordination from all levels of government to leverage infrastructure investments and identify the most cost-effective options for accommodating the township's transportation needs.

Although the Township's responsibility for the *transportation system* is largely focused on planning and managing Township roads, the policies of this Plan also seek to provide a better balance of transportation choices by planning for *multimodal* access to jobs, housing, schools, cultural, and recreational opportunities, and goods and services. Given the importance of agriculture to the community, the policies of this Plan also recognize and support the need to accommodate horse drawn vehicles, and agricultural vehicles and equipment.

- 15.2.1 The Township will plan and manage its *transportation system* plan to:
- a) Provide connectivity among transportation modes for moving people and for moving goods;
  - b) Offer a balance of transportation choices that reduces reliance upon the automobile and promotes transit and active transportation;
  - c) Be sustainable and reduce greenhouse gas emissions by encouraging the most financially and environmentally appropriate mode for trip making and supporting the use of zero- and low-emission vehicles;
  - d) Offer *multimodal* access to jobs, housing, schools, cultural, and recreational opportunities, and goods and services;
  - e) Accommodate horse drawn vehicles, agricultural vehicles and equipment, as appropriate; and
  - f) Provide for the safety of system users.
- 15.2.2 The Township will implement the applicable recommendations of the Regional Cycling Master Plan, the Regional Transportation Master Plan, the Regional Pedestrian Master Plan and the Regional Pedestrian Charter through the review of *development applications* and *site plans*.
- 15.2.3 The Township, in collaboration with the Region, will assess the need to develop and implement transportation demand management policies or programs as part of the next *municipal comprehensive review* of the Regional Official Plan. Depending on the

outcome of this review, the Township may establish additional policies in this Plan or programs to:

- a) Reduce trip distance and time;
- b) Increase the modal share of alternatives to the automobile, which may include setting modal share targets;
- c) Prioritize *active transportation*, transit, and goods movement over single-occupant automobiles;
- d) Expand infrastructure to support *active transportation*; and
- e) Consider the needs of major trip generators.

### **15.3 PUBLIC TRANSIT**

A well-integrated public transit system provides transportation access to jobs, education, commerce and services for residents and employees, and therefore is an important tool in community, economic, environmental and energy conservation strategies. It also increases transportation choices and support climate change mitigation by reducing reliance on automobiles and supporting a more compact urban form.

Grand River Transit (GRT) currently operates conventional bus service that connects Elmira, St. Jacobs and the Stockyards Area to the Conestoga Mall transit terminal in the City of Waterloo. This transit terminal provides connection to a number of other GRT routes and the northern terminus of the ION rapid transit line.

The Township adopts the following policies relative to Public Transit.

- 15.3.1 Through its representation at Regional Council, the Township will encourage continued investigation of all possibilities of public transit, including innovative partnerships and the preparation of plans for the provision of expanded local-transit facilities, especially in Elmira, St. Jacob, Breslau and the Stockyards Area and inter-regional linkages to serve the needs of township residents.
- 15.3.2 The Township will continue to work with the Region on the provision of transit services that would connect the township to the Grand River Transit network.
- 15.3.3 The Township will assess and implement opportunities to retrofit sidewalks, pedestrian and roadway linkages to improve access to existing or planned transit services.
- 15.3.4 The Township, in collaboration with the Region, will promote and plan commuter parking and drop-off facilities in appropriate locations where possible on, within or near Regional roads to help reduce vehicle trips.

## 15.4 RAILWAYS

The Township adopts the following policies relative to Railways

- 15.4.1 The Township will encourage wherever possible the maintenance and improvement of rail service as a vital and increasingly important part of an integrated transportation system required to serve the needs of the residents of the township.
- 15.4.2 The Township will require new *development* and rail facilities to be planned to ensure that they are appropriately designed, buffered and/or separated from each other to prevent or mitigate *adverse effects* from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term viability of the rail facility. To mitigate *adverse effects* the Township may require, in consultation with the Region and/or the rail authority, such measures as berming, setback, screening or fencing, safety and noise attenuation features where *development* is proposed abutting railway rights-of-way, as appropriate.
- 15.4.3 The Township will require that any vibration sensitive *development* adjacent, or in close proximity to a rail line must address vibration concerns, which may include the submission of a vibration study and the implementation of appropriate mitigation measures, to the satisfaction of the Township, and in consideration of any comments received from the abutting rail authority in response to a circulation required under the Planning Act.
- 15.4.4 The Township will provide for the inclusion of warning clauses advising property owners in the vicinity of a rail line of potential for occasional noise-related impacts where appropriate such as through subdivision agreement and site plan approvals in accordance with Section 15.5.3 of this Plan.
- 15.4.5 In the event of any railway being abandoned, the Township will participate in a review of potential alternative uses, including trails, a servicing corridor or other community benefit, and may take such steps as the Township deems appropriate to realize such potential.

## 15.5 REGION OF WATERLOO INTERNATIONAL AIRPORT

The Region of Waterloo International Airport (the “Airport”) is recognized as an important transportation facility for the movement of people and goods to and from the region. The Airport’s passenger and freight handling capacity are a valuable asset that supports the continued economic growth of the township and the region as a whole. Owned and operated by the Region of Waterloo, the Airport’s runway, terminal and facilities supports a vibrant aviation cluster with one of Canada’s busiest flight training schools, several helicopter businesses, as well as charter, maintenance and service operations.

The Township adopts the following policies relative to the Airport:

- 15.5.1 The Airport is shown on Map 5.1 of this Plan. Permitted land uses within this designation will be related to aviation and associated uses consistent with the Airport Business Plan. Any future adjustments to the boundaries of the Airport will not require an amendment to this Plan but will be reflected as part of the statutory review this Plan.
- 15.5.2 In planning for land uses in the vicinity of the Airport, the Township will:
- a) Support the long-term operation and economic role of the Airport;
  - b) Protect the airport from *development* that would preclude or hinder its expansion or continued use, or which would be incompatible for reasons of public health, public safety or environmental concerns;
  - c) Ensure that the Airport and *sensitive land uses* are designed, buffered and/or separated from each other to prevent *adverse effects* from odour, noise and other contaminants;
  - d) Provide for the inclusion of warning clauses advising property owners in the vicinity of the Airport of potential outdoor lighting and height restrictions, and of the potential for occasional noise-related impacts;
  - e) Prohibit any land uses that may cause a potential aviation safety hazard;
  - f) Regulate the maximum permitted height of buildings or structures in areas surrounding the Airport; and
  - g) Be in conformity with Transport Canada's Airport Zoning Regulations.
- 15.5.3 In the vicinity of the Airport, the Township will ensure that:
- a) *Development applications* proposing new residential *development* or other *sensitive land uses* will not be permitted in areas above 30 Noise Exposure Forecast (NEF);
  - b) Appropriate warning and/or noise attenuation measures will be required as a condition of approval for any *development applications* proposing new residential *development* or other *sensitive land uses* in areas between 25 and 30 NEF, including the requirement for permanent signage at the entrance to subdivisions identifying the presence of aircraft noise and other necessary noise attenuation measures; or
  - c) *Development applications* proposing redevelopment of existing residential land uses or other *sensitive land uses*, or infilling of residential or other *sensitive land uses*, in areas above 30 NEF may only be permitted where the proposed *development*:
    - i) Will not negatively impact the long-term function of the Airport; and
    - ii) Incorporates appropriate warning and/or noise attenuation measures, including noise warning and other necessary noise attenuation measures.

## 15.6 ROADS HIERARCHY

15.6.1 The Township will recognize a hierarchy of roads of the following systems as shown on Map 15.1 of this Plan:

- a) Provincial Highways: The primary function of Provincial Highways is to provide a traffic moving function and is not intended to service adjacent lands. All *development applications* located adjacent to a Provincial Highway will be subject to the geometric and safety requirements and permits of the Ministry of Transportation Ontario;
- b) Regional Roads: The Regional road system is intended provide safe, direct, accessible and *multi-modal* transportation links for moving people and goods throughout Waterloo Region and to adjacent municipalities. All *development applications* that potentially impacting an existing or proposed Regional Road will be subject to the policies of the Regional Official Plan and appropriate Regional Implementation Guidelines;
- c) Township Roads: Township Roads are collector, sub-collector and local roads that provide the joint functions of facilitating traffic movement throughout the Township, providing direct access to abutting land uses, and connecting to the Provincial and Regional road system. All *development applications* potentially impacting an existing Township Road or proposing the *development* of a new Township Road will be subject to the policies of Section 15.7 this Plan, and appropriate Township implementation guidelines.

## 15.7 TOWNSHIP ROADS

Township roads fall under two main designations. The first designation consists of those roads, being collector and sub-collector roads, which are considered to have a traffic carrying function of greater importance than the second designation. The second designation of Township Roads is made up of the local roads, which serve a purely local function.

The Township adopts the following policies relative to the Township Road system:

- 15.7.1 In the design, refurbishment, or reconstruction of the existing and planned Township road network, the Township will adopt a *complete streets* approach that ensures the needs and safety of all road users are considered and appropriately accommodated.
- 15.7.2 The Township will maintain a program of upkeep and improvement of the Township road system in accordance with Provincial minimum maintenance standards, and in keeping with the recommendations accepted from "Roads Needs Studies - Township of Woolwich" - as these studies may be updated and amended from time to time.

- 15.7.3 The Township recognizes that certain roads are recognized as having a traffic carrying function beyond the immediate area or neighbourhood and are identified as a collector road, while other roads that carry a significant amount of traffic internal to an area or neighbourhood are identified as a sub-collector road. The Township will attempt to protect the function of these two roads by:
- a) Requiring a minimum 26 metre designated road allowance width for a collector road and a minimum 23 metre designated width for a sub-collector road. Notwithstanding the said widths, the Township may require a larger road allowance width for these respective roads as result of such matters as the traffic carrying function, servicing, pedestrian movement, *active transportation* movement, transit, entrance features and/or an environmental assessment study;
  - b) Requiring where practical, dedication of lands regarding any abutting subdivision, zone change or *development* proposal, to provide for an ultimate minimum right-of-way width of not less than twenty metres and in accordance with any Council approved road cross-sections;
  - c) Assuring through Zoning By-law control adequate building setback;
  - d) Giving preference to traffic movement on these roads over other Township Roads;
  - e) Considering individual access to these roads while assuring adequate sight distances and consideration will be given in all applications for development approvals to maintain a high standard of performance on these roads by careful control of the number and location of access points; and
  - f) Protecting and requiring the extension of such collector and sub-collector roads during the development review process as identified on Map 15.1 of this Plan, or through an approved growth strategy, or secondary plan.
- 15.7.4 On all other Township Roads, other than collector or sub-collector roads, right-of-way widths are generally 20 metres but may be less only where functions and conditions justify the same to the satisfaction of the Township.
- 15.7.5 The Designated Road Allowance for all existing Township roads are outlined in Schedule 2 of this Plan. In addition to requiring road widenings to secure the Designated Road Allowances outlined in Schedule 2, the Township may require road widenings as a condition of approval of a *development application* and/or *site plan*, for the following purposes:
- a) to provide for transit infrastructure, *pedestrian* facilities and cycling lanes;
  - b) at Township Road intersections to accommodate roundabouts, turning lanes, daylighting triangles, channelization and locations for traffic control devices;
  - c) to provide suitable access to major traffic generators or attractors; and
  - d) to accommodate cut and fill slopes.

- 15.7.6 Where a *development application* or *site plan* requires the granting of easements and/or the dedication of land for sidewalks, bicycle pathways, transit stops, public transit rights of ways, Township roads, Regional roads, roundabouts and utilities, the dedication of this land must be secured prior to, or as a condition of, the approval of the *development application* or *site plan* by the Township or the Region.
- 15.7.7 The Township will require road widenings from all lands contained within *development applications* and/or *site plans*, where the existing road allowance is less than the Designated Road Allowance shown on Schedule 2, or where an additional widening is required in accordance with Section 15.25 Any such road widenings will be obtained by dedication prior to, or as a condition of, the approval of the *development application* and/or *site plan*, in accordance with the provisions of the Planning Act.
- 15.7.8 For the purposes of the site plan control provisions of the Planning Act, each Township Road described in Schedule 2 will constitute a “highway to be widened”, and the designated Regional Road Allowance plus the road widenings specified in Policy 6.7.3.6 of the Regional Official Plan will constitute the “extent of the proposed widening”.
- 15.7.9 New roads created by dedication or subdivision will only be assumed by the Township after they have been constructed to Township standard, the mandatory maintenance period has expired, and all outstanding deficiencies have been addressed to the satisfaction of the Township.
- 15.7.10 When considering assumption of new roads, the Township will also consider the adequacy of the existing road pattern, which will serve the proposed new road.
- 15.7.11 The Township will consider the needs of horse drawn vehicles, cyclists and pedestrians in the design and construction of Township roads.
- 15.7.12 Where *development* is likely to generate significant traffic on either a Township road or Regional Road, the Township will require the applicant to undertake a Transportation Impact Study in accordance with the provisions of the Township guideline to assess the impact of the *development* on the transportation system. This study may also include the consideration of any *cumulative impacts* where more multiple *development applications* are proposed within proximity, or where additional lands need to be considered. In addition, to determining the impact of private vehicles, the Transportation Impact Study will examine ways of encouraging alternative forms of transportation such walking, cycling and public transit, and recommend necessary improvements. Such studies will be the financial responsibility of the applicant.
- 15.7.13 The Township will consider the need and possibility of public transit on local roads, to require and/or include the provision for bus and rail in the design and construction of the same.



- 15.7.14 Direct access to Township roads will be discouraged near intersections, roundabouts, at-grade railway crossings, road abutments, or where minimum sight distance requirements are not met. Where a safe access cannot be provided, or where any proposed access, either alone or in combination with existing accesses, is determined to be detrimental to the operation of the local road, such access may be denied.
- 15.7.15 One driveway per property is generally permitted in rural settlement, Township Urban Areas and Urban Areas to maximize on street parking and provide *complete streets*, and all accesses to Township roads must be approved by the Township and will be in accordance with an approved Township road access (entrance) by-law as amended.
- 15.7.16 A daylight triangle at the intersection of local roads, being a triangular space formed by the point of the lot lines abutting the road allowance of two streets and a straight line drawn from a point on one street line to a point in the other street line, each point being 3 metres, measured along the street line from the point of intersection of the street lines, or a 9 metre curbed radius, will be dedicated to the Township where:
- a) new roads are created by *development application*, and
  - b) deemed appropriate as part of *development application*. Where a *development application* is in an existing built area the Township may take the 3-metre daylight triangle, 9 metre curbed radius or less depending on the circumstances and function of the street.

## **15.8. TRANSPORTATION NOISE**

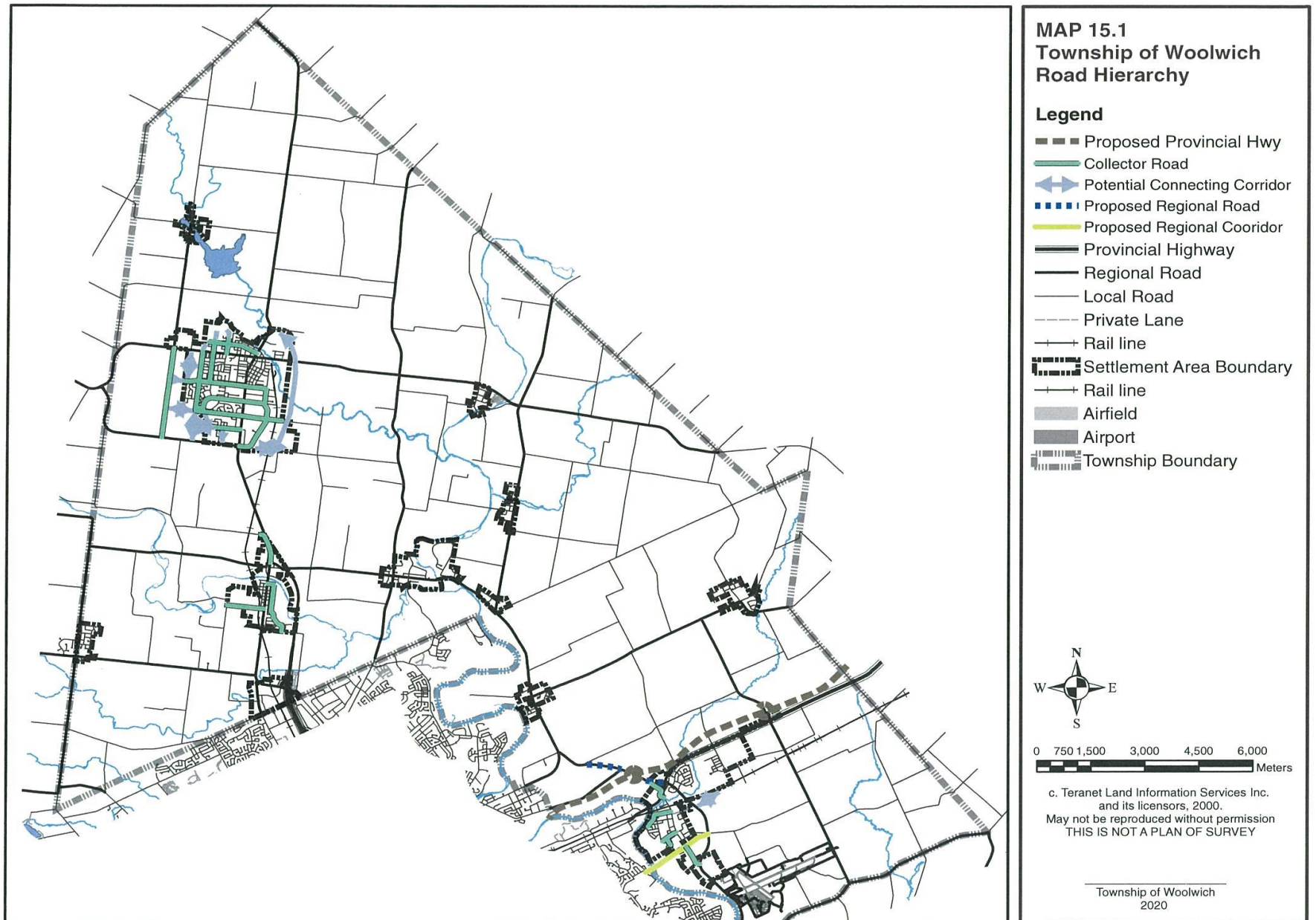
- 15.8.1 Prior to the approval of *development applications* in any area with the potential to be adversely affected by traffic, rail and stationary noise, the Township will require a noise feasibility study be undertaken to the satisfaction of the Region and/or the Township by a qualified professional which demonstrates that appropriate abatement measures will be provided as set out in the Regional Official Plan and the Region's Implementation Guidelines for Noise Policies.
- 15.8.2 The Township will require consideration of the use of *passive noise attenuation measures* during the preparation of *development applications*, as a preferred means of reducing the use of structural mitigation measures such as noise barriers.
- 15.8.3 Any required noise abatement measures will be implemented through the development approval process and may include the following:
- a) Use of increased setbacks;
  - b) Specific siting of buildings and land uses;
  - c) Incorporation of special building design techniques such as height, configuration, internal layout, window locations and window construction;
  - d) Use of special building materials and techniques; and/or
  - e) Use of sound barriers such as walls, fencing, or landscaped berms.

## 15.9 ACTIVE TRANSPORTATION NETWORKS

*Active transportation* is an important part of the township's urban *transportation system* and overall quality of life. A comprehensive and continuous *active transportation* network helps offer a viable alternative to the private automobile for personal travel. Walking, cycling and forms of human-powered travel also provide significant health benefits. Additional benefits of *active transportation* include reduce requirements for roadway capacity and parking spaces, reduced traffic congestion, and improved air quality.

- 15.9.1 The Township will ensure that *active transportation* networks are comprehensive and integrated into its transportation planning program to provide:
  - a) Safe, comfortable travel for pedestrians, bicyclists, and other users of *active transportation*; and
  - b) Continuous linkages between *strategic growth areas*, adjacent neighbourhoods, major trip generators, including dedicated lane space for bicyclists on the major road network, or other safe and convenient alternatives.
- 15.9.2 Regional Cycling networks are designated on Map 5c in the Regional Official Plan. The Township may develop similar cycling routes on Township roads where appropriate and through amendment to this Plan. Wherever feasible, the Township's local cycling network will connect with the Regional cycling network and to other modes of transportation.
- 15.9.3 Wherever feasible, the Township will ensure that sidewalks will be provided on both sides of the road within a Settlement Area.
- 15.9.4 During the review of *development applications* (plans of subdivision, severance) or site plan approvals, the Township may require the installation of the sidewalks, walkways and trails in accordance with Township standards.
- 15.9.5 As part of the review of *development applications* and *site plans*, the Township will identify and encourage enhanced pedestrian and cycling environments to increase opportunities for walking and cycling for convenient travel, recreation, health, environmental and economic reasons through such means as:
  - a) Providing consistent information and signage systems to support exploration, discovery and travel throughout the community on foot and bicycle;
  - b) Integrating *pedestrian* and cycling facilities into *developments*;
  - c) Ensuring local parks are pedestrian-friendly, safe and accessible;
  - d) Implementation of Crime Prevention Through Environmental Design (CPTED) principles;
  - e) Creating urban design guidelines supportive of pedestrian and cycling activity in accordance with the provisions of the Canadian Institute of Transportation Engineers' guidelines for promoting *sustainable* transportation through site design;

- f) Securing dedications for trail corridors; or
- g) Providing pedestrian and cyclist connections to local schools, community centres, or future transit stops, where transit is being planned in the future.



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