



# Setting Direction

Guelph's Transportation Vision, Values, and Goals

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# Guelph Transportation Master Plan

## Moving Guelph Forward

Guelph is growing and how we move around our city is changing. As a result, we are exploring transportation options to make our city move better in every way. Through the Transportation Master Plan (TMP) update, we will review all of the ways we move: walking, cycling, riding transit, driving, trucking, and using trains. Our goal is to ensure that we offer diverse travel options, have appropriate transportation capacity, and maintain a high quality of life for both existing and future residents and workers.

The updated TMP will look at transportation planning in Guelph beyond 2031. The main objectives of this update are:

- To ensure that the new plan builds upon current policies, including the Official Plan and other master plans that have been approved since 2005;
- To recommend new policies and guidelines that reflect the vision for our community and balance mobility, environment, and efficiency, while prioritizing safety and access for all travellers; and
- To explore how new, evolving technologies and travel services will shape the future of transportation in Guelph.

The first step on the path to a successful TMP is to establish a vision for future mobility in Guelph. Therefore, this paper identifies the vision, corresponding values, and goals for Guelph's desired transportation future. These three pieces – the vision, values, and goals – will form the foundation of the updated TMP.

To find out how you can get involved with subsequent stages of the TMP update and to see the latest project progress, visit [guelph.ca/tmp](http://guelph.ca/tmp).



# The Language of Policy

In common speech, action planning terms like “goals,” “objectives,” or “policies” are often used interchangeably. This results in confusion during discussions and creation of documents that refer to similar ideas by completely different terms. It also results in guidelines and policy documents that support very different goals or that have very different purposes being considered equivalent to each other (when they may not be).

To avoid this confusion and misunderstanding, this section defines the terminology used to refer to five distinct key components of policy. These components, which make up a comprehensive policy framework, are defined and discussed in the following sections.

# What is a Comprehensive Policy Framework?

A policy framework is a compilation of agreed-upon directions, positions, procedures, and documents that guide the operation and management of an organization, a process, or a system. In this case, the policy framework in question is the one that will guide transportation in Guelph.

In transportation, it is important to have a comprehensive policy framework, which allows municipalities to integrate all desired key elements and to advance a full, aligned toolbox of policies and guidelines. Misaligned or missing elements of the framework force municipal staff to make day-to-day decisions based on project-specific information, often resulting in missed chances to advance towards a more complete transportation network.

**Figure 1** is a visual representation showing the components of a comprehensive policy framework for municipalities.

From left to right, the components become less overarching and encompassing and more focused and detailed. Additionally, the components increase in quantity from left to right - a municipality will have only one transportation vision but multiple guidelines. However, the graphic does not suggest a hierarchy - all components are equally important to having a full, aligned toolbox that enables a municipality to advance its desired vision of the future. In other words, a lack of strong policies

stemming from a series of objectives is no better than a series of goals that are misaligned with a set vision.

Each of the components of a comprehensive policy framework is defined below. Note that though it is just one possible list of dictionary terms for a policy framework, it is an effective example of every tool that is typically needed for success, including higher level directions (the vision and goals), measurable objectives, and specific policies and guidelines.

## Vision

A vision is a clear, comprehensive picture of the desired future. Effective strategic policy documents (such as Official Plans, Transportation Master Plans, etc.) have a clearly stated vision statement at the start of the document.

## Goals

Goals are paths to be taken to achieve the vision. Though there is only one overarching vision, there will be several goals to support it. Goals are higher-level and less detailed than objectives.

## Objectives

Objectives are the more “drilled down” actions and targets of a particular goal. Objectives allow municipalities to track progress towards those targets and know when they are met.



**Figure 1: Components of a Comprehensive Policy Framework for Municipalities**

## Policies

Policies are the actions the municipality will take to achieve its objectives.

## Guidelines

As the name suggests, guidelines guide decision making to be consistent with both policies and the parameters. Guidelines serve two major functions – they provide direction on how to make decisions in a way that is consistent with policies (the methods) and they set the parameters for making decisions (the tools).

## What is the Role of Transportation Values?

Powerful vision statements directly reflect the community's values - the top priorities and core beliefs. The desired future may be one where all of these values are realized, allowing for the vision for the future and community's core values to be intertwined.

An effective set of vision, goals, and objectives is clear, well linked, and brief. A powerful approach is to ensure that the desired future – or vision - is one that reflects several core values. These core values will also act as the major themes that reoccur in all following components of the comprehensive policy framework. Each core value will correspond to a single goal, which in turn will generate several objectives.

The recurrence of the same core values as themes in all components of the policy framework ensures connectivity and consistency throughout, which makes the policy document easier to follow and comprehend. Taking this approach also ensures that every action that is completed or performance target that is achieved is clear progress towards one or more of the goals and directly moves the transportation system towards the vision





# Vision and Values for the TMP

Guelph has recently updated visions and values for transportation from the Community Plan and an existing vision from the Official Plan, as presented in Section 3. In the case of the Community Plan, the vision and values are a result of a detailed year-long community engagement process. Therefore, there is no desire to completely start from scratch. Instead, TMP's policy framework will build upon these existing policies and update these policy components rather than re-write them.

This section recommends the vision and the six values for transportation in Guelph. The vision will be the foundation of the

TMP, the desired future which all of the TMP's policies seek to make progress towards while the six values will be recurring themes of the TMP that all TMP policies are aligned with. The vision and values are based on the existing direction in the Community Plan and Official Plan.

## Guelph TMP Vision

**"Transportation in Guelph will be safe, equitable, sustainable, complete, affordable, and supportive of land use."**

This vision means that Guelph provides safe transportation networks for people to walk, wheel, and use vehicular transportation through all corners of the city. Transportation is geographically equitable – people can complete their trips comfortably and in a reasonable time, regardless of if they own a vehicle, which part of Guelph they are coming from, and which part of Guelph they are going to. Most people travel sustainably, minimizing the negative impacts of their trip on the environment. This is possible because the network for each mode of travel is complete, enabling continuous multimodal travel throughout our city. We accomplish these things in a way that is affordable for the user and makes the most financially efficient use of our investments. Finally, our transportation network is supportive of land use, meaning that we design our streets to be context-sensitive to support the growth of our community.

## Transportation Values

The following transportation values for Guelph combine principles of the community values of the 2019 Guelph Community Plan with the values identified in the transportation vision of

Guelph's 2018 Official Plan. The recommended values include:

- **Safe**
- **Equitable**
- **Complete**
- **Sustainable**
- **Affordable**
- **Supportive of Land Use**

As previously discussed in Section 2, the six values for transportation in Guelph are directly tied to the recommended transportation vision on the prevision section.

Note that the values above are not numbered. These core values all must be considered when evaluating investments and policy decisions within the TMP and upon implementing it over the next 20 years. The order of each value may differ depending on personal values, type of project being considered, context of the decision making, and political sensitivity. Therefore, in keeping with the Municipal Class Environmental Assessment approach of unranked, objective evaluation, these core values are not numerically weighted or ranked.

The following are the definitions of each value.

### Safe

Safe means a transportation network where users of all modes can expect to travel hazard-free and complete trips without fatal or serious injury.

In making decisions regarding safety, the most vulnerable users will be prioritized first. Decisions affecting the transportation network must first and foremost ensure the safety of pedestrians and cyclists, as these are the users who are at the greatest risk. Next, the safety of the transit mode, a vehicular mode which carries many users and is sometimes treated with animosity by other vehicular modes, and then other vehicular modes.

### Equitable

Equitable transportation speaks to a network that provides people with the ability to complete trips comfortably, safely, with dignity, and in a reasonable time, whether or not they own a vehicle. This applies throughout Guelph's geography, to all origins and destinations within the city. Additionally, by focusing on transportation equity, the City is seeking to ensure that members of marginalized communities have the same access/opportunities in finding and retaining employment.



Equity is closely linked to making streets in Guelph complete so that people are free to move regardless of their financial means, accessibility requirements, or other needs.

## Complete

A complete - or a connected - network is one that treats all modes of travel as equal in importance. In essence, a multimodal network allows anyone to viably complete their trip by any mode of their choice. A complete network also ensures connectivity within and between networks for all modes. This means smooth continuous travel is possible without network gaps for users of any mode and that the transportation system is interconnected and reflects modern forms of mobility, allowing users to seamlessly transfer between modes for various portions of their trip. And in a complete transportation network, all parts of the city are connected via the various modal networks. This enables Guelph to feel as one community rather than separate pieces.

## Sustainable

A sustainable transportation network is one that promotes healthy lifestyles and environmental stewardship. To promote healthy lifestyles and environmental sustainability, Guelph will encourage a shift towards active transportation modes (i.e. cycling and walking) and transit. The transportation system will reflect these modal priorities.

## Affordable

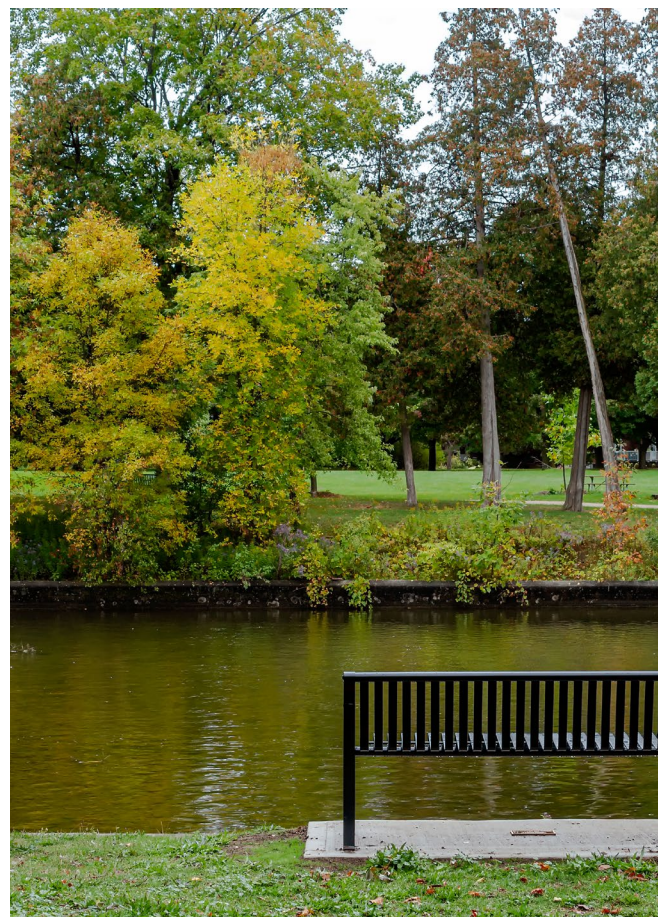
An affordable transportation network is one where investment decisions are made while keeping in mind the lifecycle costs of the decision. This means that both the capital and the operation/maintenance costs are considered. In an affordable transportation network, cost effective solutions are valued above ones that provide the same value but cost exponentially more. An affordable

transportation network is also one that considers the user costs associated with each trip.

To offset maintenance and operations costs, an affordable system looks for opportunities to maximize revenue generation from transportation network by exploring new revenue generation opportunities.

## Supportive of Land Use

A transportation system that is supportive of land use creates context-sensitive transportation links and enables the development of healthy high- and medium-density mixed use communities. Such communities have strong active transportation connections but also enable their residents to travel via any mode of their choice. A land use supportive transportation network also ensured that all people are well connected to their places of work by multimodal transportation.





# Goals for the Guelph TMP

The goals for the TMP will support the vision and values identified previously in this paper.

Table 1 shows the seven goals for transportation in Guelph and the specific values (presented in the previous section of this paper) that they support.

**Table 1: TMP Goals and the Values they Support**

<div style="text-align: center;"> <b>TMP Values</b> </div> <div style="text-align: center;"> <b>TMP Goal</b> </div>	<b>Safe</b>	<b>Equitable</b>	<b>Complete</b>	<b>Sustainable</b>	<b>Affordable</b>	<b>Supportive of Land Use</b>
<b>1.</b> People of all ages and physical ability will be able to travel safely using any transportation mode that they choose	<b>x</b>	<b>x</b>	<b>x</b>	<b>x</b>		
<b>2.</b> Guelph’s transportation system will be easy-to-use, reliable and give people and businesses the options they want when they need them			<b>x</b>	<b>x</b>		
<b>3.</b> Transit service will provide travel times and traveler convenience at levels that are competitive with travel by car		<b>x</b>		<b>x</b>		
<b>4.</b> The carbon footprint from the transportation sector will aim for net zero by 2050			<b>x</b>	<b>x</b>		
<b>5.</b> Guelph’s streets, trails, and rail networks will align with the City’s land use objectives	<b>x</b>			<b>x</b>		<b>x</b>
<b>6.</b> Investment decisions will be made considering the asset lifecycle costs					<b>x</b>	
<b>7.</b> Guelph’s transportation system will plan for the changes of tomorrow, while delivering great service today				<b>x</b>		