

Appendix A

Road Classification Review of Outstanding Issues and Proposed Classifications (All Wards)

Staff Report 2000

The logo for a Toronto Staff Report, featuring a stylized black building icon to the left of the word "TORONTO" in a large, bold, black, sans-serif font. To the right of "TORONTO", the words "STAFF REPORT" are written in a smaller, black, sans-serif font. A horizontal line is positioned below the text.

January 26, 2000

To: Works Committee

From: Barry H. Gutteridge, Commissioner, Works and Emergency Services

Subject: Road Classification—Review of Outstanding Issues and Proposed Classifications (All Wards)

Purpose:

The purpose of this report is to review a number of policy issues which have been raised through the consultation stages of this process and to respond to requests for the review of proposed road classifications on particular streets throughout the City of Toronto.

Financial Implications and Impact Statement:

There are no direct financial implications resulting from the adoption of this report.

Recommendation:

It is recommended that this report, including the proposed Road Classification System outlined in the report and its associated tables and appendices, be adopted.

Background:

The Works Committee at its July 14, 1999 meeting, in considering a report (June 29, 1999) from the Commissioner of Works and Emergency Services on a proposed road classification system, referred the report to all Community Councils for consideration, and requested that comments be submitted to the Works Committee for its meeting to be held on November 3, 1999. Various further reports were requested by the Community Councils and these were presented to Community Councils in the autumn of 1999.

The relevant decisions of the six Community Councils and the Works Committee which considered the report in the last half of 1999 are contained in Appendix 1.

Comments:

A number of staff reports on a proposed road classification system have been considered by the Works Committee and the City's six Community Councils over the last half of 1999, in response to an October 1998 request from City Council to the Commissioner of Works and Emergency Services to give priority to the preparation of a road classification system and associated traffic operations policies. Staff have also been asked to report on a number of related issues by various Community Councils. This report attempts to respond to all outstanding road classification matters.

The classifications of some 220 street sections have been reviewed in response to concerns expressed by City Councillors, members of community groups and individuals. In approximately one sixth of these cases, the classification has increased (for example, from local to collector), in one third the classification decreased, and the classification has remained unchanged in the remaining half. The details and outcomes of these reviews are contained in Appendix 2: "Road Classification Reviews".

Discussion of the main concerns and reasons for changes to the earlier report are contained in the following paragraphs of this report. The original report has been modified in the light of comments received since its initial release, so that it is now a free-standing report on road classification. The resultant report follows as Appendix 3: "Road Classification System – A Consolidated Report". A consolidated list of all streets other than local streets with their classifications is contained in Appendix 4: "Classifications of City Streets".

What is the City's New Road Classification System and Why Do We Need it Now?

A City's road classification system helps Council, staff and the public in determining how the City's street network will be managed. A street network performs most efficiently and safely from both an operations and safety perspective if roads are designated and operated to serve their intended purposes. The proposed new road classification system for the City of Toronto identifies five classes of roads with different characteristics. The system also outlines traffic and road operations policies which depend on or influence road classification and it clarifies the decision-making mechanism by proposing a decision route (Community Council or Works Committee) for each type of issue. It has been developed over the last year in response to an October 1998 City Council request to develop a harmonized road classification system and to identify the most appropriate committee to consider particular road operations issues.

Relationship Between Road Classification and the Official Plan

The review of the proposed road classification system for the City of Toronto has raised a number of policy issues, particularly with respect to the relationship between road classification and the City's overall strategic transportation plan. This issue is also discussed in an accompanying report by the Commissioner of Urban Development Services, prepared at the request of the Works Committee.

While a city's traffic and road operations road classification system should be consistent with its strategic transportation plan, it is, to a large extent, independent of it. The road classification system should deal with how the roads are to be managed on a day-to-day basis to meet the City's short term and long term transportation objectives, whereas the Official Plan sets the long term objectives and will address more strategic issues such as the relative significance of transit compared with private automobiles.

In Toronto, following the January 1998 amalgamation of seven former municipalities into the new City of Toronto, the road classification system has been developed before the Official Plan, in response to the City Council request. However, Urban Development Services staff have been directly involved with the development of the road classification system, and have confirmed that the system will be compatible with the general philosophy of the transportation component of the Official Plan. This process (like the new City of Toronto) has not started in a vacuum; there is a considerable, and generally similar, institutional and policy history deriving from the amalgamating municipalities.

Accordingly, the road classification system and associated policies presented here are the result of a deliberate harmonization of policies and practices, with a genuine attempt at widespread public, Councillor and staff consensus. It is true, however, that the new classification system is significantly different from those of the prior organizations, in response to changing philosophies in transportation planning and traffic engineering. The earlier systems were developed from the late 1950s through to the 1980s and underwent relatively little review in the 1990s. The new system attempts to harmonize the earlier systems while bringing the concept into the 21st century. The biggest manifestation of this is the new system's recognition of the importance of roads in providing for mobility for all, not just those in private motor vehicles. Thus the classification of roads will be partly dependent on motor vehicle traffic volumes, but will also be influenced by other variables such as the presence of transit routes and the needs of pedestrians and cyclists. Policies which evolve from this work include strong encouragement for the provision of sidewalks on collector and arterial streets which currently do not have them.

Changes to Road Classification Criteria and Policy Decision Routing

A number of changes to the road classification criteria and decision-making mechanism are being proposed by staff based on feedback from Community Councils, the Toronto Pedestrian Committee and deputants at the various Community Council meetings. The main changes are described in the following sections and are included in Table 1: Road Classification Criteria and Table 2: Road and Traffic Operations Decision Routing attached to this report.

Major Arterial Roads - Speed Limits

Of particular significance is the treatment of legal speed limits for major arterial roads, which were previously described in Table 1 in the June 29, 1999 staff report as ranging from 50 km/h to 80 km/h. Recognising concerns that this might suggest that speed limits would be raised on major arterial roads that currently have speed limits of 50 km/h or 60 km/h, this range has been modified to "50 km/h to 60 km/h". There are only a handful of major arterial roads with speed limits of 70 km/h or 80 km/h, generally as described below:

Road	Speed Limit
Bayview Avenue (Pottery Road to Rosedale Valley Road)	70 km/h
Black Creek Drive (Jane Street to Maple Leaf Drive)	80 km/h
Black Creek Drive (Maple Leaf Drive to Weston Road)	70 km/h
Eglinton Avenue West (Renforth Drive to Etobicoke Creek)	70 km/h
Kingston Road (1 km east of Highway 401 to City Boundary)	70 km/h
Highway No. 27 (Belfield Road to Steeles Avenue)	70 km/h
Highway No. 27 northbound (Farnboro Road to Belfield Road)	80 km/h
Steeles Avenue West (Albion Road to Martin Grove Road)	70 km/h
William R. Allen Road (Transit Road to Steepprock Drive/Overbrook Place)	70 km/h

Major Arterial Roads – Access Controls

Another change arising from the various consultations undertaken with this project has been to modify the description of major arterials with respect to the characteristic “traffic movement versus property access”. Instead of “traffic movement primary consideration; *rigid* property access control”, the revised Table 1 now reads: “traffic movement primary consideration; *subject to* property access control”.

Expressways – Number of Lanes

Expressways should be a minimum of four lanes (not six as shown originally in Table 1). William R. Allen Road south of Transit Road is a four lane expressway.

Turn and Entry Prohibitions at Intersections

Community Councils should usually consider proposals to introduce, rescind or modify turn and entry prohibitions. However, the Works Committee process should be used when these measures are proposed at intersections on major arterial roads or expressways. For example, a proposal to introduce a turn restriction on a major arterial road at its intersection with a local road, or on a local road at its intersection with a major arterial road, should be considered by the Works Committee. Where an intersection does not include major arterial roads, the appropriate Community Council should consider the proposal.

Future Decisions on Road Classification and Associated Traffic Operations Policies

As new land areas are developed, a mechanism needs to be in place to assign a classification to each new road. Similarly, if a change to an existing road classification is sought, a mechanism will be needed to adjudicate this. Changes to new traffic operations policies which are, or may be, dependent on road classification should also have a clear and consistent decision-making mechanism. It is proposed that in all cases the Works Committee should review these matters and make recommendations to City Council, with input from Community Councils.

Phasing of Delegation of Responsibility

It is proposed that the new road classification system and associated policies, including the committee routing mechanism recommended in this report, be implemented at the beginning of the next term of City Council.

Summary

A new road classification system has been proposed for Toronto, based on the classification systems of the former municipalities and road classification guidelines developed by the Transportation Association of Canada, but including new features which recognize the multi-modal nature of transportation in Toronto. It divides streets into local, collector, minor arterial and major arterial roads and expressways. The new system has been used to classify all streets under the jurisdiction of the City of Toronto into these five classes.

Transportation policies have been developed in conjunction with the road classification system, and recommendations have been made regarding the respective roles of Community Councils and standing committees in dealing with transportation, traffic operations and road operations policies in the context of road classification. No changes to individual traffic by-laws (such as speed limit changes on particular streets) will occur as a result of the adoption of this report. Such changes, as is currently the case, need the usual Committee and consultation processes.

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AGM/fc
List of attachments:
Table 1, Table 2
Appendix A-1, Appendix A-2, Appendix A-3, Appendix A-4

Table 1: Road Classification Criteria
January 2000

Characteristic	Locals	Collectors	Minor Arterials	Major Arterials	Expressways
Traffic movement versus property access	Property access primary function	Traffic movement and property access of equal importance	Traffic movement primary consideration; some property access control	Traffic movement primary consideration; subject to property access control	Traffic movement primary consideration; no property access
Typical daily motor vehicle traffic volume (both directions)	2,500	2,500 - 8000	8,000 - 20,000	> 20,000	> 40,000
Minimum number of peak period lanes (excluding bicycle lanes)	One (one-way streets) or two	One (one-way streets) or two	Two	Four	Four
Desirable connections	Locals, collectors	Locals, collectors, arterials	Collectors, arterials	Collectors, arterials, expressways	Major arterials, expressways
Flow characteristics	Interrupted flow	Interrupted flow	Uninterrupted except at signals and crosswalks	Uninterrupted except at signals and crosswalks	Free-flow (grade separated)
Legal speed limit, km/h	40 - 50	40 - 50	40 - 60	50 - 60 ¹	80 – 100
Accommodation of pedestrians	Sidewalks on one or both sides	Sidewalks on both sides	Sidewalks on both sides	Sidewalks on both sides	Pedestrians prohibited
Accommodation of cyclists	Special facilities as required		Wide curb lane or special facilities desirable		Cyclists prohibited
Surface transit	Generally not provided	Permitted	Preferred	Preferred	Express buses only
Surface transit daily passengers	Not applicable	1,500	1,500 - 5,000	> 5,000	Not applicable
Heavy truck restrictions (e.g. seasonal or night time)	Restrictions preferred	Restrictions permitted	Generally no restrictions	Generally no restrictions	No restrictions
Typical spacing between traffic control devices², m	0 - 150	215 - 400	215 - 400	215 - 400	Not applicable
Typical right-of-way width, m	15 - 22	20 - 27	20 ³ – 30 ⁴	20 ³ – 45 ⁴	> 45 ⁴

Notes: Private roads and lanes (public or private) are not part of this classification system.

1. A number of major arterial roads have speed limits which fall outside this range, as noted in the report under the heading “Speed Limits”.
2. Traffic control devices means traffic control signals, pedestrian crossings and ‘Stop’ signs.
3. 20 m rights-of-way exist on many downtown or older arterial roads. New arterial roads should have wider rights-of-way.
4. Wider rights-of-way (within the ranges given) are sometimes required to accommodate other facilities such as utilities, noise mitigation installations, bicycle facilities, and landscaping. For new streets, wider rights-of-way (upper end of ranges given) should be considered to accommodate such facilities.

This table to be used in conjunction with the report “Road Classification System – A Consolidated Report”.

Table 2: Road and Traffic Operations Decision Routing

January 2000

Issue		Local	Collector	Minor Arterial	Major Arterial	Express-way
Dispute resolution regarding property access		CC	CC	CC	WC	NA
Speed limits		CC	CC	CC	WC	WC
Road alterations		CC	CC	CC	WC	WC
Sidewalks on existing streets	In accordance with City policy*	CC	CC	CC	CC	NA
	Deviations from City policy	CC	WC	WC	WC	NA
Sidewalks on new streets	In accordance with City policy	CC	CC	CC	CC	NA
	Deviations from City policy	WC	WC	WC	WC	NA
Bicycle facilities		CC	CC	CC	WC	NA
High Occupancy Vehicle (HOV) lanes		NA	NA	WC	WC	WC
'Stop' signs	In accordance with City policy	CC	CC	CC	NA	NA
	Deviations from City policy	CC	CC	WC	NA	NA
Turn Restrictions and Entry Prohibitions		CC	CC	CC	WC	NA
Traffic signal installations	In accordance with City policy	NA	CC	CC	CC	NA
	Deviations from City policy	NA	WC	WC	WC	NA
Pedestrian crossover (PXO) installations	In accordance with City policy	NA	CC	CC	CC	NA
	Deviations from City policy	NA	WC	WC	WC	NA
On-street parking/standing/stopping	In accordance with City policy	CC	CC	CC	CC	NA
	Deviations from City policy	CC	CC	CC	WC	NA
Permit parking	In accordance with City policy	CC	CC	CC	NA	NA
	Deviations from City policy	CC	CC	CC	WC	NA
Heavy truck prohibitions	In accordance with City policy	CC	CC	CC	NA	NA
	Deviations from City policy	CC	CC	WC	NA	NA
Traffic calming		CC	CC	NA	NA	NA
Road closures		CC	CC	WC	WC	WC
Road classification (new or existing streets)		WC	WC	WC	WC	WC

CC Community Councils

WC Works Committee

NA Generally not applicable - exceptions to be considered by Works Committee

* "City policy" in all references above means the relevant policy contained in "Road Classification System – A Consolidated Report".

This table to be used in conjunction with the report "Road Classification System – A Consolidated Report".