

Clause embodied in Report No. 4 of the Planning and Transportation Committee, as adopted by the Council of the City of Toronto at its meeting held on April 16, 17 and 18, 2002.

3

**Toronto Transit Commission –
Rapid Transit Expansion Study and
Spadina-York Subway Extension: A Business Case
from Spadina-York Subway Extension Committee
(Wards 8, 9, 10, 33, 38, 40 and 41)**

(City Council on April 16, 17 and 18, 2002, adopted this Clause, without amendment.)

The Planning and Transportation Committee unanimously recommends that:

- (1) the report (February 28, 2002) from the Commissioner of Urban Development Services respecting the TTC Rapid Transit Expansion Study be adopted, which recommends that Council:**
 - “(1) receive the Rapid Transit Expansion Study (RTES) prepared by the TTC (August 2001) and follow-up on the “next steps” identified in the RTES Executive Summary report by directing TTC and City staff to:**
 - (a) undertake detailed ridership forecasts for the extension of the Sheppard and Spadina subway lines based on the City’s latest forecasts of population and employment used in the development of the new Official Plan;**
 - (b) further assess the feasibility of an alternative Keele Alignment for the extension of the Spadina corridor between Downsview station and Finch Avenue West;**
 - (c) determine future transit demands to the downtown under different growth scenarios and the resulting implications for TTC rapid transit (particularly the Yonge subway line) and GO rail capacities and infrastructure requirements; and**
 - (d) identify opportunities to implement other higher-order transit services (streetcars, light rail transit and bus rapid transit) as potential precursors to future rapid transit services, particularly for the extension of inter-regional services in the Yonge Street corridor north of Finch Avenue; the Spadina corridor north of Downsview**

station to York University and Vaughan Corporate Centre; and the Eglinton Avenue corridor west of the Eglinton West station to Mississauga;

- (2) continue to protect, through the policies of the new Official Plan, for higher-order transit extensions in the Spadina and Sheppard corridors, with the choice of technology(ies) and possible staging over time to be determined later through further studies and public consultation; and**
- (3) endorse the TTC position that the first priority for funding transit is to ensure the maintenance and safety of the existing transit system.”;**
- (2) Council support the TTC’s submission to the provincial Golden Horseshoe Transit Investment Partnership (GTIP) requesting funding to:**
 - (a) undertake an amendment to the approved Environmental Assessment for the northerly extension of the Spadina Subway to York University/Steeles Avenue with respect to preferred alignment and station options, and to co-ordinate with the City’s new emerging Official Plan;**
 - (b) undertake work on a possible bus rapid transit service between Downsview Subway Station and York University/Steeles Avenue in advance of the subway extension; and**
 - (c) undertake an update to the approved Environmental Assessment for the easterly extension of the Sheppard Subway to reflect changing populations and development projections and to co-ordinate with the City’s new emerging Official Plan;**
- (3) should the implementation of the City of Toronto’s new Official Plan be delayed either through an appeal process or otherwise, that the proposed initiatives with respect to the Spadina Subway extension still proceed;**
- (4) the report (February 28, 2002) respecting the Spadina York Subway Extension from the Commissioner of Urban Development Services be adopted which recommends that:**
 - “(1) the Business Case report be received for information;**
 - (2) City staff be directed to continue working with the TTC, City of Vaughan, and Region of York in developing strategies and priorities for future cross-boundary rapid transit initiatives;**
 - (3) Council confirm that the priority for funding transit is maintenance and safety of existing transit infrastructure ahead of system expansion; and**

- (4) **the staff report be forwarded to the Toronto Transit Commission, City of Vaughan and Region of York for their information.”**
- (5) **appropriate City of Toronto and Toronto Transit Commission officials be directed to:**
- (a) **commence an updated Environmental Assessment study to amend the Yonge-Spadina Subway EA to examine the alternate alignments for the extension of the Spadina subway line between Downsview subway station and Steeles Avenue and work with the Region of York to co-ordinate the respective jurisdictions’ EA Studies in this corridor;**
 - (b) **work with the Region of York to jointly initiate an Environmental Assessment Study to examine the infrastructure and capital requirements to provide an interim express bus route from Downsview subway station to York University and Steeles Avenue and beyond;**
 - (c) **in so doing, review the feasibility of utilizing the Finch Hydro Corridor as part of this scenario;**
 - (d) **request York Region to review the feasibility of securing the rights to land on north side of Steeles Avenue for commuter parking; and**
 - (e) **take measures necessary to protect the Finch Hydro Corridor;**
- (6) **appropriate City officials be requested to meet with representatives from York Region to determine how the necessary funding is to be secured, including the best method of securing the GTIP funding application;**
- (7) **Council endorse the following Resolutions adopted by the Council of the City of Vaughan and contained in the communication (October 5, 2001) from the City Clerk, City of Vaughan:**
- (a) **“Resolution No. 1:**

That the Province of Ontario and the Federal Government be requested to:

- (1) **provide financial support to the public transit systems in the Greater Toronto Area, including the provision of capital funding for the renewal of the existing systems and for further and substantial system expansions;**
- (2) **provide such funding on the basis of a long term commitment that will allow for comprehensive and rational system planning, together with the timely implementation of the planned improvements; and**

- (3) secure such funding through a dedicated portion of the gasoline taxes, or other source, in order to provide: reassurance as to the long term commitment of the senior levels of government to public transit in the Greater Toronto Area; and to reflect the importance the respective governments place on the role of public transit in ensuring the long term economic, social and environmental health of the Greater Toronto Area.
- (b) **Resolution No. 2:**

 - (1) the principle of consistent, long term capital funding for the comprehensive planning and timely implementation of public transit improvements is reaffirmed;
 - (2) the Province's resumption of control over the operation and funding of GO Transit is supported;
 - (3) the Province's resumption of its role as a partner in the provision of capital funding for municipal public transit is supported;
 - (4) the Federal Government is requested to join with the Provincial and Municipal Governments as a long term funding partner in the provision of public transit; and
 - (5) the Province of Ontario is requested to provide further details on the nature of the program and allow for constructive dialogue with the municipalities and the Federal Government on the refinement of the goals and objectives of the program and the development and implementation of its rules and procedures"; and
- (8) the Commissioner of Urban Development Services be requested to arrange a meeting of the Chief Planner, representatives from the TTC and interested Members of Council with the Mayor of Mississauga and Chairs of the Regions of Peel and Durham to discuss the Rapid Transit Expansion Study and issues related to inter-regional public transit and report back to the Planning and Transportation Committee on the outcome of this meeting.

The Planning and Transportation Committee submits the following report (February 28, 2002) from the Commissioner, Urban Development Services respecting the TTC Rapid Transit Expansion Study:

Purpose:

This report discusses the Rapid Transit Expansion Study (RTES) prepared by the Toronto Transit Commission (TTC). This study was endorsed by the Commission on August 29, 2001 and forwarded to the City for information/comments. Planning staff has been requested to provide a review of this study.

Financial Implications and Impact Statement:

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

Recommendations:

It is recommended that Council:

- (1) receive the Rapid Transit Expansion Study (RTES) prepared by the TTC (August 2001) and follow-up on the “next steps” identified in the RTES Executive Summary report by directing TTC and City staffs to:
 - (a) undertake detailed ridership forecasts for the extension of the Sheppard and Spadina subway lines based on the City’s latest forecasts of population and employment used in the development of the new Official Plan;
 - (b) further assess the feasibility of an alternative Keele Alignment for the extension of the Spadina corridor between Downsview station and Finch Avenue West;
 - (c) determine future transit demands to the downtown under different growth scenarios and the resulting implications for TTC rapid transit (particularly the Yonge subway line) and GO rail capacities and infrastructure requirements, and
 - (d) identify opportunities to implement other higher-order transit services (streetcars, light rail transit and bus rapid transit) as potential precursors to future rapid transit services, particularly for the extension of inter-regional services in the Yonge Street corridor north of Finch Avenue; the Spadina corridor north of Downsview station to York University and Vaughan Corporate Centre; and the Eglinton Avenue corridor west of the Eglinton West station to Mississauga;
- (2) continue to protect, through the policies of the new Official Plan, for higher-order transit extensions in the Spadina and Sheppard corridors, with the choice of technology(ies) and possible staging over time to be determined later through further studies and public consultation; and
- (3) endorse the TTC position that the first priority for funding transit is to ensure the maintenance and safety of the existing transit system.

Background:

The RTES was completed by the TTC in August 2001 and adopted by the Toronto Transit Commission on August 29, 2001. The purpose of the TTC study is to examine the needs and priorities for expansion of the TTC’s rapid transit system to support the anticipated levels of growth envisaged in the City of Toronto’s new Official Plan and to respond to predicted growth trends in the larger Greater Toronto Area (GTA). For the purpose of the RTES, rapid transit refers to those types of transit technologies that require a fully separated right-of-way, essentially subway or RT. Other strategies and technologies such as HOV lanes, reserved bus lanes,

streetcars in semi-exclusive lanes and other surface transit priority strategies were not considered. In addition, other high-order transit options currently being studied in the GTA but not considered in the RTES include:

- The GTSB inter-regional Bus Rapid Transit concepts
- GO Transit rail expansion
- A rail-based transit proposed by the Toronto Board of Trade
- A private sector proposal to operate LRT type services in certain GO rail corridors and the Finch Hydro corridor
- A Waterfront LRT East Extension to the Port Lands
- The rapid transit link between Union Station and Pearson International Airport

The GO commuter rail system is an important component in the GTA rapid transit network but was not taken into consideration in the TTC study.

While focussing on the need for future rapid transit expansion, RTES recognizes that "...the TTC faces a huge capital shortfall just to maintain the existing system in a state of good repair." The TTC estimates a \$1.6 billion shortfall in its base capital needs over the next ten years and this need must be addressed before contemplating funding for rapid transit expansion. In this context, RTES reiterates the TTC's priorities for capital funding as being:

<u>Priority</u>	<u>Capital Item</u>
1	State of Good Repair/Safety
2	Legislative (Expenditures related to complying with legislation)
3	Ridership Growth Related
4	Transit Priorities/Improvement
5	Rapid Transit Expansion/System Enhancement

Comments:

Study Approach

The TTC study was carried out in two stages. In the initial stage, six rapid transit initiatives that support the intensification policies being proposed in the new Official Plan were identified, namely the extensions to the: Sheppard subway; Scarborough RT; Eglinton subway; Bloor subway; Spadina subway, and Yonge subway. A number of options for extending each of these lines was looked at, creating a long list of alternatives.

The RTES reviewed existing subway and RT stations and transit corridors to determine what factors had contributed to their operational success. Success of a station is defined by the proportion of rapid transit trips made by residents or workers within the station catchment area compared with other modes of transportation. The study concluded that the most important external factor for the success of a rapid transit initiative is the adjacent land use density (i.e. the number of residents or workers in the vicinity of the station or corridor.) The TTC's general conclusion was that "population and employment densities in excess of 100 persons or jobs per hectare are necessary to achieve transit modal splits which are favourable to the implementation of rapid transit."

Another factor that was considered in the screening of the long list of alternatives was the need for the Yonge-University-Spadina (YUS) loop along Steeles Avenue. At the time of the YUS Loop Environmental Assessment in 1992, it was anticipated that the Loop would be required to connect the two northern ends of the Yonge line and the Spadina line in order to alleviate congestion on the Yonge line. It was claimed that by creating a continuous circuit, the Loop would enable trains to operate more frequently.

The TTC has reassessed the situation and is of the opinion that the Loop is no longer required in the foreseeable future. Peak hour, peak-point ridership on the Yonge line, immediately south of Bloor Street, reached its highest level of 32,000 in the 1980's and then entered a period of decline from which it has not fully recovered with the result that spare capacity remains today.

One reason for the slow recovery was the increasing use of GO rail to the downtown as population spread to the 905 regions. However, the study did not elaborate on if and when the capacity of the Yonge line might be exceeded in the future. With the pressure off to implement the Loop, alignments for the Spadina corridor which penetrate further west into the York University campus can be considered.

The second stage of the analysis evaluated each of the rapid transit options according to the following criteria:

- Boardings per kilometre
- Population and employment density
- Overall cost effectiveness
- Network connectivity
- Staging flexibility/risk
- Development potential
- Inter-regional impacts

The results of the second stage evaluation indicated that the extensions to the Sheppard subway, the Spadina subway and the Yonge subway consistently rank higher than other options and have the highest potential for success. Based on existing population and employment, the development density in the Sheppard subway corridor is 2 to 3 times higher than that in the Spadina and Yonge corridors for a comparable length of line. The study found that "a northerly extension of the Yonge subway line has the potential to overload the Yonge line." The study came to the conclusion that the Spadina subway line should be extended before the Yonge line to "off load" some of the trips during the rush hours. For this reason, the Sheppard and Spadina lines were carried forward as priorities for rapid transit expansion.

Expansion Option	Length (km)	No. of Stations	Existing Population and Employment		Peak Point Load	Capital Cost (Note 1)
			Within 500m	Within 2km		
Sheppard – Don Mills to Scarborough City Centre	8.0	6	42,820	191,040	8,400	\$1,535M
Spadina – Downsview to Vaughan Corporate Centre	8.6	5	12,770	109,110	3,800	\$972M
Yonge – Finch to Highway 7	7.2	3	9,100	85,170	11,900	\$1,158M

Note 1 – Capital Cost (in Year 2000 dollars) includes fixed facilities and vehicles (but excludes yard costs, property costs and escalation)

Figure 1 shows the following short listed options:

- (1) Sheppard Subway: Option A2 – Don Mills Road to Victoria Park Avenue
 Option A4 – Don Mills Road to CN/CP east of Kennedy Road
 Option A5 – Don Mills Road to Scarborough City Centre
- (2) Spadina Subway: Option E1 – Downsview to Steeles Avenue

For the Spadina subway option, an alternative alignment to that for which an environmental assessment has already been completed, was looked at which moves the line further west to better serve development along Keele Street and activities in this corridor between Downsview station and Finch Avenue West.

However, recognizing that neither the Spadina nor Sheppard subway extensions would be implemented and operating for another 10-15 years, interim proposals to enhance the prospects for rapid transit in other corridors were brought forward. Notably, RTES recommends that the Yonge corridor from Finch Avenue to Highway 7 and the Bloor-Danforth corridor from Kipling to Sherway Gardens be considered for transit priority because of the current high bus volumes.

Evaluation of Findings

Planning staff have reviewed the TTC study within the context of the on-going analysis for the transportation component of the new Official Plan, and generally concur with the study conclusion that the Sheppard and Spadina corridors are the strongest candidates for future subway extensions. (The extension of the Yonge subway line actually generated the highest peak-point ridership but, as noted above, this extension has the potential of overloading the Yonge line at the peak point south of Bloor Street, which is why this option was deferred until the Spadina line is extended.)

Different transit technologies and service levels are designed to match varying transit demands. The subway system, with a design capacity of around 32,000 passengers per hour per direction (pphd), provides the rapid transit spine in Toronto and comes with very high capital costs. The projected year 2021 peak transit demands on the Spadina and Sheppard line extensions are of the order of 5,000 to 10,000 pphpd, respectively. It should be pointed out that there are other transit technologies that have the potential to meet these projected levels of demand.

In other North American cities, streetcars, light rail transit (LRT) and bus rapid transit (BRT) are increasingly being looked at as alternatives to the more expensive, heavy rail subway technology. These intermediate capacity technologies can operate in mixed traffic, in reserved lanes or within their own dedicated rights-of-way with grade separation. Hourly capacities of these technologies range from about 1,000 pphpd to 10,000 pphpd depending on the exclusivity of their lanes and the frequency of the service provided. LRT generally has a higher carrying capacity than BRT. By typically operating on the surface, these technologies avoid the enormous costs of tunnelling and underground stations.

The recent GTSB study “The Business Case for an Inter-regional BRT System in the GTA” indicates typical BRT capital cost for the guideway ranges from \$3.6 million/km for an at-grade system to \$25 million/km for a grade separated system, and the corresponding LRT costs ranges from \$16.4 million/km to \$40 million/km. Capital costs for tunnelling a subway can vary from \$150 to over \$190 million/km. In this context, there can be merit in developing higher order transit corridors initially as streetcar, LRT or BRT to test the transit market and to build up ridership before committing to major subway investment.

The protection of the Sheppard corridor to Scarborough City Centre and the Spadina corridor to Steeles Avenue for higher order transit technology, including subway, is a sound planning strategy. The City of Vaughan has also protected a “higher order transit right-of-way” from Steeles Avenue to the Vaughan Corporate Centre, to tie in with the extension of the Spadina transit corridor. In addition, the TTC has recently submitted joint applications with the respective regional municipalities for funds from the provincial Golden Horseshoe Transit Investment Partnership (GTIP) program for inter-regional BRT services in the Yonge, Dufferin corridors (with York Region) and Eglinton corridor (with Peel Region). A busway operating in the Dufferin/Steeles corridor, for example, could provide the precursors to the eventual extension of the Spadina subway line to York University.

RTES indicates that there are further steps required before determining which rapid transit extension has the highest priority. Planning staff welcome the opportunity to work with TTC staff to look at:

- future downtown development scenarios and the resulting long-term GO and TTC rapid transit capacity needs to the core area;
- strategies to implement surface transit priority, streetcar/LRT and BRT services in future potential rapid transit corridors as possible precursors to future subway lines.

Conclusions:

The TTC Rapid Transit Expansion Study (RTES) identifies the extensions of the Sheppard subway to Scarborough City Centre and the Spadina subway to Steeles Avenue as priorities for future expansion, (see Figure 1.) The study did not conclude which of these two extensions has the greatest priority and noted that they can be implemented in the next 10-15 years if funding and planning approvals are in place. The RTES sets out a series of “next steps” including further analysis of the downtown’s rapid transit needs and the examination of other higher order transit technologies.

From an Official Plan perspective, rapid transit expansion is one aspect in the development of an integrated land use/transportation strategy. For example, TTC and City Planning staffs have been working together on a number of transit and land use planning initiatives, such as giving greater priority to streetcars and buses on certain sections of streets, and encouraging higher density, mixed-use development around subway stations. The Official Plan will protect corridors for the expansion of future higher-order transit services, including the extension of the Spadina and Sheppard corridors. Questions regarding the choice of technology (BRT, streetcar/LRT, subway), possible phase-in strategies and corridor priority would be addressed through subsequent, more detailed implementation studies and public debate.

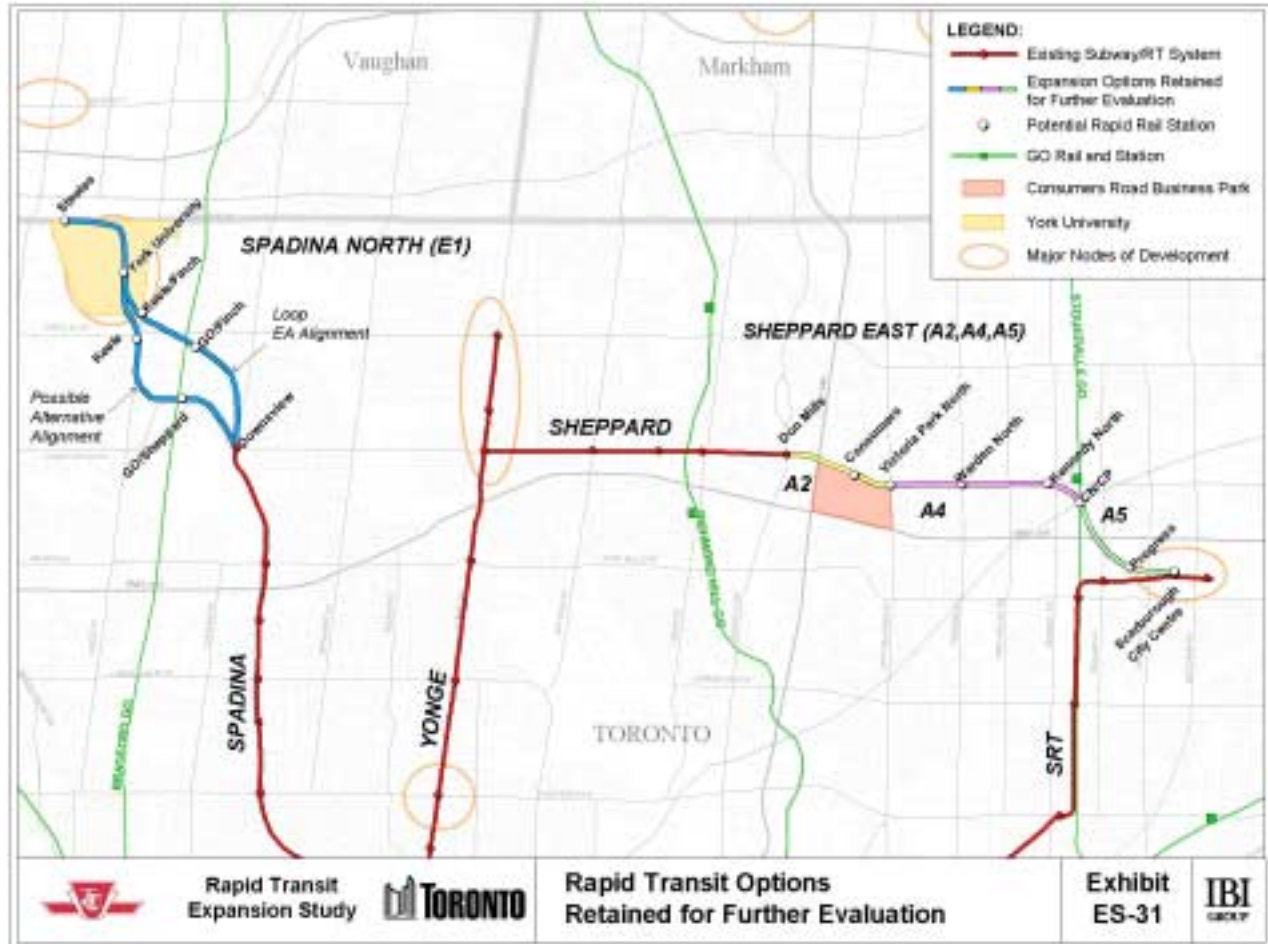
The RTES has helped advance the analysis of rapid transit options and is consistent with the findings of the Official Plan studies that there is the longer-term need for higher-order transit services in the Spadina and Sheppard corridors. The study also gives further impetus to TTC and City staffs’ efforts to work together to support the City’s transportation vision by creating:

- public transit service that is more competitive with the private automobile; and
- less need to own or use an automobile.

Contact:

Brian Lee, Senior Planner, Transportation Planning, Metro Hall, 22nd Fl.
Tel: 397-0253; Fax: 392-3821; E-mail: blee3@city.toronto.on.ca

Figure 1



The Planning and Transportation Committee also submits the following report (February 28, 2002) from the Commissioner, Urban Development Services respecting the Spadina-York Subway Extension: A Business Case From Spadina-York Subway Extension Committee:

Purpose:

This report responds to a request from the Chair of Planning and Transportation Committee to prepare a background report on the "Spadina-York Subway Extension, Business Case: A Solution for Gridlock in the Northwestern GTA", prepared by PriceWaterhouseCoopers, in support of the Spadina-York Subway Extension. This business case report was commissioned by the Spadina-York Subway Extension Committee, which is comprised of politicians from the City of Toronto, City of Vaughan, Region of York and a representative from York University.

Financial Implications and Impact Statement:

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

Recommendations:

It is recommended that Planning and Transportation Committee:

- (1) receive the Business Case report for information;
- (2) direct City staff to continue working with the TTC, City of Vaughan, and Region of York in developing strategies and priorities for future cross-boundary rapid transit initiatives;
- (3) confirm that the priority for funding transit is maintenance and safety of existing transit infrastructure ahead of system expansion; and
- (4) forward the staff report to the Toronto Transit Commission, City of Vaughan and Region of York for their information.

Background:

The Spadina-York Subway Extension Committee forwarded a copy of a report titled “Spadina-York Subway Extension, Business Case: A Solution for Gridlock in the Northwestern GTA – Final Report”, with a request that it be included on the Planning and Transportation Committee agenda. The Chair of Planning and Transportation Committee requested a background report from City Planning staff.

The Spadina-York subway extension was first identified as an integral transportation infrastructure in the development of the Vaughan Corporate Centre. In 1998, the City of Vaughan undertook the “Vaughan Corporate Centre Node – Transportation/Transit Planning and Functional Design Study” which was subsequently divided into two linked studies; focusing on transit and road infrastructures respectively.

City of Toronto and TTC staffs participated in the transit study entitled “City of Vaughan Higher Order Transit Corridor Protection Study – York University to the Vaughan Corporate Centre”, to identify a corridor for protection that could eventually accommodate a subway. This corridor protection study was completed in 2000, and forms the basis for designating a higher order transit corridor in Vaughan’s Official Plan. Subsequently, Vaughan also completed a property protection study for commuter parking and an inter-regional bus terminal for a subway station at Steeles Avenue.

The Spadina-York Subway Extension Committee is a separate inter-regional committee comprised of local politicians from Vaughan, York Region and Toronto, and a representative from York University. The purpose of this committee is to promote and generate support for the expansion of the Spadina subway from its current terminus at Downsview Station to York University, and further north to the Vaughan Corporate Centre.

Comments:

Rapid Transit Initiatives between Toronto and York Region

In the summer of 2000, the City released the “Toronto Plan Directions Report” which lays down the framework for the development of the new Official Plan. The transportation vision developed from the Directions Report places emphasis on reducing auto dependence and enhancing public transit services. Subsequent analysis reported in the “Transportation Options for the City of Toronto” document identified three possible subway or rapid transit expansion initiatives into York Region; namely the Spadina-York Subway, the Yonge Street Transitway and the Scarborough RT extension along Markham Road, see Map 1.

The “Rapid Transit Expansion Study” released by the TTC reiterates the highest priority for capital funding is to maintain a state of good repair and safety. However, under the “rapid transit expansion and system enhancements” category, two rapid transit options were short listed; namely the Spadina Subway expansion to Steeles Avenue and the Sheppard Subway easterly extension. The Study recognizes the need to further evaluate the various expansion options, and future steps include forecasting future ridership, analyzing alignment and station options, studying GO Transit and TTC capacity to support different downtown development scenarios, and preparing a detailed business case analysis for each of the preferred options.

The York Region Transportation Master Plan proposed new and improved rapid transit connections with Toronto as major incentives to shift commuters from private automobiles to public transit. York Region’s focus is on expanding GO Rail services as well as new initiatives such as the Spadina Subway extension and the Yonge Subway extension.

All the above initiatives have been identified by the former Greater Toronto Services Board report “Removing Roadblocks: A Strategic Transportation Plan for the GTA and Hamilton-Wentworth”. The Plan identifies the “York University Corridor” from Downsview Station to the Vaughan Corporate Centre as one of the seven GTA Transit Corridors. The Plan indicates that at a minimum a busway should be provided but in the longer term, subway may be justified to Steeles Avenue.

Spadina-York Subway Extension: A Business Case

The scope of the Business Case by PriceWaterhouseCoopers LLP (PwC) is to review current background information, meet with representatives from the TTC, Vaughan, York, GTSB and York University, identify benefits of the subway extension and potential cost reduction and financing alternatives, see Map 2. However, the findings and conclusions are based on available information. It is important to note that PwC has not undertaken an independent audit, verification or research of this project in arriving at its conclusions.

The PwC report identified key benefits of the Spadina Subway expansion in the areas of transportation, land use, environmental, health, education, health care and research, real estate and development, and tourism. It should be noted that the justification of the subway expansion north of Steeles Avenue is contingent on the Vaughan Corporate Centre being developed into a high density node. While the assessment of the corridor is thorough and the benefits are

clearly articulated, the study mandate does not evaluate different rapid transit expansion options, e.g. expansion of GO Rail vs. subway extension, or different transit technologies, e.g. subway technology vs. busway technology. The report did put forward an argument for supporting the subway expansion in the Spadina corridor as opposed to the Yonge corridor due to capacity constraint in the latter. In general, the study does not preclude other rapid transit options to serve increasing number of trips between York Region and the City of Toronto.

Funding Issues

The PwC report recognizes that the lack of funding for transit expansion is a major obstacle, and attempts to address the issue by identifying innovative funding arrangements such as public-private partnership. Even when funding from other sources are available for capital transit projects, the priority should be on the maintenance and safety of existing infrastructure before system expansion. This is in line with TTC's funding priority. As funding for system expansion becomes available, many different projects will be competing for the necessary funds.

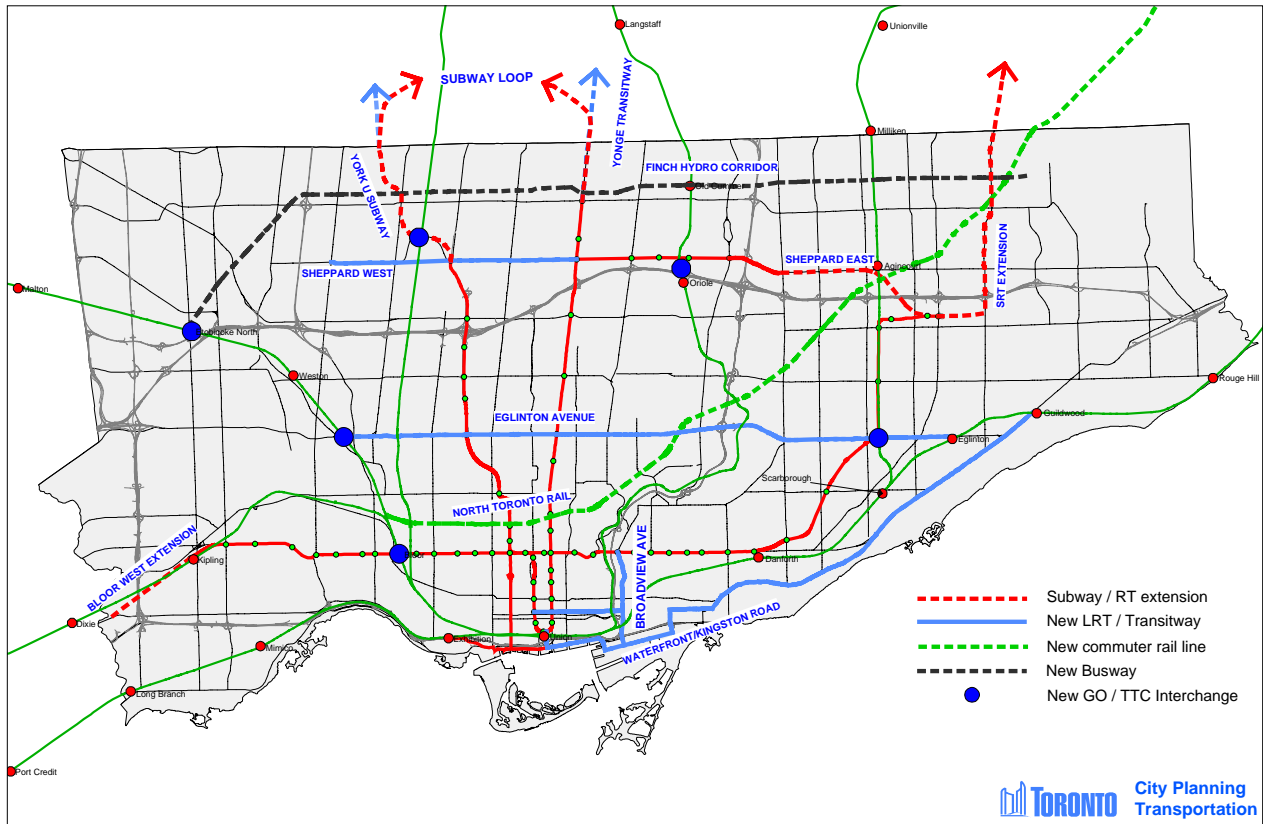
Conclusions:

The PwC report presents the benefits of a subway link from Downsview Station to York University and further north to the City of Vaughan. It identifies options for reducing costs and using innovative public-private funding models. However, the qualitative nature of the assessment does not allow direct comparison with different corridors or transit technology options. The study did not investigate the opportunity cost of investing the capital on other transportation related initiatives. Under the increasing burden to maintain the current aging transit system and the number of transportation capital projects competing for limited investment, it is prudent that decision makers do not hastily commit public funding to any particular project prior to a thorough comparative cost-benefit analysis. In the absence of a rigorous evaluation system, the Spadina-York subway extension will remain as one of the options in addressing the growing number of cross-boundary trips between Toronto and York Region. Further analysis and evaluation will be required to determine the priority of this project relative to other options. Staff recommend that the PwC report be received for information, and that staff be directed to continue working with stakeholders in the GTA to develop a rapid transit strategy.

Contact:

Brian Lee, Senior Planner
Transportation Planning
Metro Hall, 22nd Floor
Tel: 397-0253
Fax: 392-3821
E-mail: blee3@city.toronto.on.ca

Rapid Transit initiatives

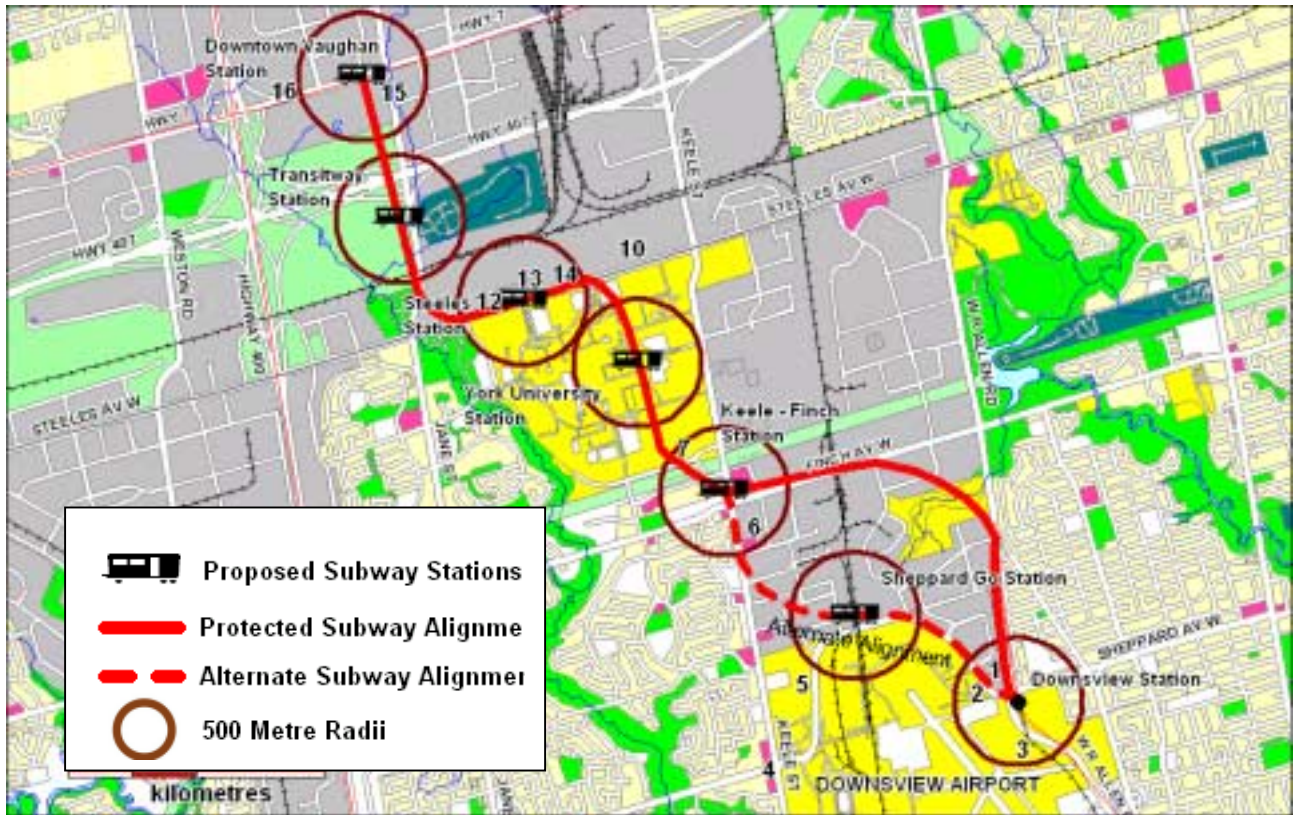


Map 1 – Rapid Transit Initiatives

(Source: Reducing Car Dependence – Transportation Options for the City of Toronto)

Spadina-York Subway Extension
Business Case: *A Solution for Gridlock in the Northwestern GTA*

Major Development & Intensification Opportunities in the
Proposed York-Spadina Subway Extension Corridor



Map 2 – Proposed-Spadina Subway Extension Corridor

The Planning and Transportation Committee also submits the following communication (October 5, 2001) from the City Clerk, City of Vaughan:

Attached for your information and attention is Minute No. 241 regarding the above-noted matter which was adopted by the Council of the City of Vaughan at a special meeting held on October 1, 2001.

In adopting this item, Council endorsed the “Spadina-York Subway Extension - Business Case: A Solution for Gridlock in the Northwestern GTA” and adopted the following resolutions:

Resolution No. 1

“WHEREAS the provision of efficient and convenient public transit is critical to the economic, social and environmental health of our urban areas;

AND WHEREAS the provision of public transit supports a wide range of policy initiatives of both the Province of Ontario and the Federal Government;

AND WHEREAS the responsibility for funding the operations and the capital needs of public transit in the Greater Toronto Area has been devolved to the municipal governments, without dedicated or consistent funding from the senior levels of government;

AND WHEREAS the revenue provided by the property tax base is insufficient to meet the current and future needs of the Greater Toronto Area’s transportation and public transit systems;

AND WHEREAS it is a widespread practice, both nationally and internationally, that major transit systems receive dedicated funding from senior levels of government, often on the basis of a proportionate share of the revenue from defined sources, such as a gasoline tax;

AND WHEREAS it was estimated in 1999 that an additional \$800 million would have to be spent each year, over the next ten years, to make the improvements required to reduce road network congestion from current levels;

AND WHEREAS the annual revenue from the Provincial and Federal Gasoline Taxes collected in the Greater Toronto Area exceeds \$1.7 billion;

AND WHEREAS the dedication of fifty (50) percent of the revenue from the combined Provincial and Federal Gasoline Taxes received from the Greater Toronto Area to transportation improvements would address the long-term needs of the Greater Toronto Area;

AND WHEREAS funding priority should be given to sustaining, upgrading and expanding the public transit networks that serve the Greater Toronto Area.

NOW THEREFORE IT IS HEREBY RESOLVED:

THAT the Province of Ontario and the Federal Government are hereby requested to:

- (1) provide financial support to the public transit systems in the Greater Toronto Area, including the provision of capital funding for the renewal of the existing systems and for further and substantial system expansions;
- (2) provide such funding on the basis of a long term commitment that will allow for comprehensive and rational system planning, together with the timely implementation of the planned improvements; and
- (3) secure such funding through a dedicated portion of the gasoline taxes, or other source, in order to provide: Reassurance as to the long term commitment of the senior levels of government to public transit in the Greater Toronto Area; and to reflect the importance the respective governments place on the role of public transit in ensuring the long term economic, social and environmental health of the Greater Toronto Area;

THAT this resolution be forwarded to all municipalities in the GTA for endorsement.”

Resolution No. 2

“WHEREAS the Premier of Ontario announced on September 27, 2001 that the Province will be resuming control of the funding and operations of GO Transit and that it will be implementing a program which will be providing \$9 billion in capital funding, for public transit, over the next ten years;

AND WHEREAS the municipal funding of GO Transit will cease and such monies may be reallocated by the affected municipalities to other priorities, including public transit;

AND WHEREAS the \$9 billion of capital funding for transit will be sourced from the three levels of government, with the municipal, provincial and federal levels of government each providing one third of the funding;

AND WHEREAS the Federal Government has indicated a willingness to support urban public transit but has not as yet consented to participation in this program;

AND WHEREAS no specific details of the operation of the program have been released at this time, which would be sufficient to allow for a full evaluation of the program.

NOW THEREFORE IT IS HEREBY RESOLVED THAT:

- (1) the principle of consistent, long term capital for the comprehensive planning and timely implementation of public transit improvements is reaffirmed;

- (2) the Province's resumption of control over the operation and funding of GO Transit is supported;
- (3) the Province's resumption of its role as a partner in the provision of capital funding for municipal public transit is supported;
- (4) the Federal Government is requested to join with the Provincial and Municipal Governments as a long term funding partner in the provision of public transit;
- (5) the Province of Ontario is requested to provide further details on the nature of the program and allow for constructive dialogue with the municipalities and the Federal Government on the refinement of the goals and objectives of the program and the development and implementation of its rules and procedures."

Resolution No. 1 reiterates the need for Provincial and Federal contributions to the funding of public transit in the Greater Toronto Area. The key theme of the resolution is that such funding should be committed in the long term to allow for comprehensive and rational system planning and the timely implementation of the planned improvements.

Resolution No. 2 responds to the Province of Ontario's Transit Funding Program, which was announced on September 27, 2001. The main premises of the first resolution remain valid. The second resolution supports the direction being taken by the Province and requests further details on the program and consultation on its implementation.

City of Vaughan Council is most desirous of seeing this transit initiative proceed and is requesting all Municipal Councils in the GTA to endorse these resolutions. Your assistance in having this matter placed before your Council for consideration is appreciated.

The Planning and Transportation Committee also submits the following communication (August 31, 2001) from the General Secretary, Toronto Transit Commission:

At its meeting on Wednesday, August 29, 2001, the Commission considered the attached report entitled, "Rapid Transit Expansion Study - Screening of Options."

The Commission adopted Recommendation Nos. 1 to 4 contained in the report, as listed below:

"It is recommended that the Commission:

- (1) receive the Rapid Transit Expansion Study (RTES) for information recognizing that staff will be proceeding with the next steps defined in the RTES Executive Summary (attached as Appendix 'A');
- (2) confirm that the TTC's basic capital needs - specifically the requirements pertaining to state of good repair, safety and legislative, ridership growth, and transit priorities -- must be met before consideration is given to funding of any rapid transit expansion projects;

- (3) confirm that, if all of the TTC's base capital needs were to be fully funded, then the TTC's highest priority for rapid transit expansion would be either a northerly extension of the Spadina Subway to York University/Steeles Avenue, or an easterly extension of the Sheppard Subway (to Victoria Park, CN/CP, or the Scarborough City Centre); and
- (4) circulate the RTES to the following agencies for comment, requesting their input by November 30, 2001: GO Transit, GTSB, York University, Region of York, City of Vaughan, City of Richmond Hill, Town of Markham, Region of Peel, City of Mississauga, Region of Durham, and Toronto Board of Trade;"

The Commission amended Recommendation No. 5 by adding the words, "and further that Council be requested to approve, in principle, the TTC's direction for subway expansion", so such Recommendation reads, as follows:

- "5. Forward this report to the City of Toronto's Planning and Transportation Committee, and further that Council be requested to approve, in principle, the TTC's direction for subway expansion."

The Commission also approved that a Recommendation No. 6 be added to the report, as follows:

- "6. That staff develop critical path scenarios identifying, among other things, at what stages funding from other levels of government are required."

The foregoing is forwarded to the City Planning and Transportation Committee and Toronto City Council for information and consideration of the Commission's request embodied in Recommendation No. 5 noted above.

The Planning and Transportation Committee also submits the following communication (June 27, 2001) from the Chair, Spadina-York Subway Extension Committee:

I am pleased to provide you with a copy of the Business Case, prepared by PriceWaterhouseCoopers, LLP, to support the proposed Spadina-York Subway Extension. I would like to take this opportunity to thank the City of Toronto for its support of this initiative, particularly the contributions of Councillors Peter Li Preti, Maria Augimeri, and David Miller, and the work of City of Toronto staff. It is only through this kind of multi-jurisdictional co-operation that we can work towards a solution to the road network gridlock, which is compromising our ability to do business, our health and our quality of life.

The Business Case, I believe, makes a strong argument for an extension of the Spadina Subway, as part of the solution to the traffic problems, which face the northwestern portion of the GTA.

The proposed Spadina-York Subway extension has the following attributes:

- it creates a gateway at the Toronto/York Region boundary for commuter traffic and a funnel from the high growth areas in York Region, Barrie and Brampton to:

- Downtown Toronto
 - York University
 - The Vaughan Corporate Centre
 - The proposed Humber River Regional Hospital
 - The planned Downsview Research and Technology Park;
- it is positioned to proceed expeditiously to design and construction stages:
- a Higher Order Transit Corridor has been protected from Steeles Avenue to Highway 7 (Vaughan OPA 529)
 - many requirements of a full Environmental Assessment have already been met through previous studies supporting OPA 529
 - an extension to York University already has Environment Assessment approval as part of the earlier 'Let's Move' Program
 - through this process, a basis for inter-jurisdictional co-operation has been put in place; and
- it is a long-term solution, laying the framework for a comprehensive transit network linking York Region and the City of Toronto.

Please place this letter and the attached Business Case on the next available agenda for the City of Toronto Planning and Transportation Committee. I am providing the Business Case, at this time, to all Members of Council for their information and reference. This document is also being submitted to Vaughan Council, Region of York Council and York University. It will be made available, over the next weeks and months, to other government bodies, agencies and the general public for analysis and input.

This study will be a useful tool to you and your staff as a building block for future decision-making. We look forward to continuing to work with you and senior levels of government to implement the public works which will secure a prosperous future for the GTA.

I would be pleased to have our consultants meet with your Committee, Council and/or staff to provide an overview of the report and an opportunity for questions and discussion.

The following persons appeared before the Planning and Transportation Committee in connection with the foregoing matter:

- Councillor Mario G. Racco, Chair, Spadina-York Subway Extension Committee;
- Bill Fisch, Regional Chair, Region of York; and
- Prof. Edward Spence, Senior Policy Advisor, York University.

The Planning and Transportation Committee also had before it the following material and copies thereof are on file in the office of the City Clerk, City Hall:

- Minute No. 241 appended to the communication (October 5, 2001) from the City Clerk, City of Vaughan;

- Toronto Transit Commission Report No. 1, appended to the communication (August 31, 2001) from the General Secretary, Toronto Transit Commission;
- report, titled “Spadina-York Subway Extension - Business Case: A Solution for Gridlock in Northwestern GTA, Final Report, dated June 22, 2001, appended to the communication (June 27, 2001) from the Chair, Spadina-York Subway Extension Committee;
- communication (December 21, 2001) from the City Clerk, City of Vaughan, forwarding Item 18, Report No. 77 of the Committee of the Whole, titled “Comment to the Toronto Transit Commission TTC Rapid Transit Expansion Study (RTES)”, which was adopted without amendment by the Council of the City of Vaughan at its meeting of December 18, 2001, and, in so doing, adopted the following recommendations contained in the joint report from the Commissioner of Planning and the Commissioner of Development Services and Public Works, dated December 18, 2001:
 - (1) the Toronto Transit Commission be advised that the City of Vaughan supports the comments of the Region of York, as approved by Regional Council on November 8, 2001, in respect of TTC’s Rapid Transit Expansion Study; and
 - (2) this report be forwarded to the Spadina-York Subway Extension Committee, the Federal and Provincial Ministers of Transportation, the City of Toronto, the Toronto Transit Commission, the Chair of the Federal Urban Task Force - Judy Sgro, M.P., the Regional Municipality of York, the Town of Markham and the Town of Richmond Hill;
- communication (November 29, 2001) from the Town Clerk, Town of Markham, advising the Hon. Chris Hodgson, Minister of Municipal Affairs and Housing that, at the meeting held by the Council of the Town of Markham on November 27, 2001, Clause 7 of Report No. 74, the following Motion was approved:

“That the Toronto Transit Commission (TTC) be requested to broaden its Rapid Transit Expansion Study to include an analysis of a GTA rapid transit network taking into account growth outside of its current radial network expansion plan;

And that the TTC Study include an analysis of alternative modes of rapid transit technology such as light rail;

And that the scope of the TTC Study be broadened to include a rapid transit expansion to the Town of Markham;

And that the TTC analysis be expanded to include public private partnership opportunities;

And further that a copy of this report be sent to the TTC, Region of York, the Cities of Vaughan, Richmond Hill, Toronto, Ministers Brad Clark, Chris Hodgson, The Office of the Provincial Smart Growth Secretariat and the Chair of Federal Urban Task Force Member of Parliament Judy Sgro.”;

- communication (November 15, 2001) from the Regional Clerk, The Regional Municipality of York, advising that the Council of the Regional Municipality of York, at its meeting on November 8, 2001 adopted, as amended, Clause No. 1 of Report No. 6 of the Commissioner of Transportation and Works, titled “TTC Rapid Transit Expansion Study (RTES) - Screening of Options”, and authorized the following:
 - (1) the TTC Rapid Transit Expansion Study dated August 29, 2001 be endorsed in principle, subject to the comments contained in this report;
 - (2) the earliest possible extension of the Spadina Subway to Steeles Avenue be the preferred option of the Toronto Transit Commission;
 - (3) extension of the Yonge Street Subway be given equal consideration in the subsequent analyses to be undertaken for the Sheppard and Spadina Subway extensions;
 - (4) a north/south corridor linking Markham Centre to the TTC Rapid Transit network be investigated for implementation of transit priority strategies including future rapid transit services;
 - (5) in recognition of the need to engage in inter-regional planning and implementation of transit services, the City of Toronto, the Toronto Transit Commission and GO Transit be requested to work with the Region of York to address mutual planning, policy, funding and implementation issues, including a strategy to engage Federal and Provincial levels of Government; and
 - (6) this report be forwarded by the Regional Clerk to the Federal and Provincial Ministers of Transportation, City of Toronto and the Toronto Transit Commission (TTC) and York Region MPs and MPPs.
- presentation on the York Region Transportation Master Plan and the Spadina-York Connection;
- communication (October 11, 2001) from the Regional Clerk, Regional Municipality of York; advising that the Council of The Regional Municipality of York, at its meeting held on October 11, 2001 adopted, as amended, Clause No. 1 of Report No. 12 of the Transportation and Works Committee, titled “York Region Rapid Transit Initiatives”, and authorized the following:
 - (1) Regional Council reaffirm the following key elements of the future rapid transit system:
 - Yonge Street Transitway;
 - Highway 7 Transitway; and
 - North-south links between the Markham, Vaughan and Richmond Hill centres and Toronto;

- (2) staff be authorized to work with staff of the TTC, City of Toronto, Region of Peel and Durham, other affected agencies and the affected area municipalities regarding the implementation of improved cross-boundary transit services, especially the north-south links;
- (3) staff report back in December, 2001, after consultation with the parties referenced in 2 above, regarding the proposed implementation of a portion of the Yonge Street Transitway from Finch subway station to the Highway 7 area;
- (4) staff identify the cost of the property on the north side of Steeles Avenue, opposite York University; its future use as an inter-modal transit station, and report further on Regional acquisition of this property by November, 2001;
- (5) a property protection study be initiated by Regional staff for a rapid transit facility connecting the Markham Centre with the Toronto subway system;
- (6) staff be authorized to:
 - work with GO Transit staff towards an early implementation of express bus services on Highway 404, from Newmarket to Toronto; and
 - work with Ministry of Transportation staff towards the implementation of reserved bus lanes on the shoulders of Highway 404;
- (7) staff pursue opportunities for Federal and Provincial funding support for the inter-regional rapid transit initiatives outlined in this report and report back in December, 2001; and
- (8) this report be circulated to the Ministry of Transportation, SuperBuild Corporation, the City of Toronto, the Regions of Peel and Durham, the TTC, the GTSB, the City of Vaughan and Towns of Richmond Hill and Markham, Newmarket and Aurora; and
 - communication (March 25, 2002) from Mayor Jim Perri, City of Barrie, forwarding comments regarding the Spadina-York subway extension.