



STAFF REPORT ACTION REQUIRED

Official Plan Review: Transportation Planning Policy in Support of a Comprehensive Transit Plan

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| Date: | August 29, 2012 |
| To: | Planning and Growth Management Committee |
| From: | Acting Chief Planner and Executive Director, City Planning Division |
| Wards: | All |
| Reference Number: | p:\2012\Cluster B\PLN\pg12060 |

SUMMARY

This report outlines a framework for the review of the City's Official Plan transportation policies in the context of the ongoing five year review of the Official Plan. The report: responds to requests from City Council for a comprehensive transit plan as part of the Official Plan review; identifies transit plans, past and present, that will be considered through the review; and, sets out a public consultation strategy that will allow stakeholders to inform policy directions going forward. These actions will support Council's ability to develop a comprehensive transit plan.

RECOMMENDATIONS

The Acting Chief Planner and Executive Director, City Planning Division, recommends that:

1. Planning and Growth Management Committee adopt this report to undertake recommended public consultation on Official Plan transportation policies including transit plans; and
2. Planning and Growth Management Committee refer this report to the Executive Committee for its meeting of October 9, 2012 for consideration with the forthcoming report from the City Manager on the Long Term Transportation Plan and Investment Strategy.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

Among the recent transit related decisions of City Council, there were several directions regarding the ongoing review of the Official Plan which includes a review of the transportation policies.

Report from the Sheppard Transit Expert Advisory Panel Regarding Transit on Sheppard Avenue East, March 21 2012 Special Meeting of City Council

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.CC20.1>

City Council directed the City Manager to prepare a long term Rapid Transit Funding Strategy, for consideration by Executive Committee and City Council by the fall of 2012, outlining a diverse array of public and private revenue tools that could be implemented in the City of Toronto. City Council also requested the City Manager to report back on a comprehensive transit plan as a part of the Official Plan update, in addition to holding broad public consultation (with the Toronto Transit Commission) on long term transit improvements and associated funding.

Request to Include Transit Priorities in Official Plan Review, July 11 2012, City Council.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG16.16>

City Council directed the City Manager, Deputy City Manager Cluster B, and the Acting Chief Planner to report to the September meeting of Planning and Growth Management Committee on the work arising from Council's direction at the February 8 and March 21, 2012 meetings of Council to develop a comprehensive transit plan. Council directed the following elements be included in the report: update on the development of a Toronto transit expansion plan, consultation activities with TTC and Metrolinx, a review of all transit routes contained in the Official Plan, Metrolinx's Big Move, and other previously approved transit plans. City staff was also directed to report on planned public consultation activities with respect to transit.

Request to Report on East Bayfront Light Rail Transit, July 11 2012, City Council.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG16.18>

City Council supported and endorsed the East Bayfront LRT line as an added priority for Toronto's transit network. Council requested the City Manager and the CEO of the TTC, in consultation with Waterfront Toronto and Metrolinx, to report to the Planning and Growth Management Committee meeting on October 12, 2012 addressing: a) funding and financial tools that may be available to complete the waterfront rapid transit plan;

and, b) explore connecting East Bayfront with Cherry Street to facilitate transportation for the Pan/Parapan Am Games Athletes' Village and future residents in the West Don Lands and East Bayfront.

In addition to responding to this request in October, staff will take this direction into account in the formulation of future policy outlined in this report.

ISSUE BACKGROUND

The expansion of the City's rapid transit network has been the subject of considerable recent debate. The discussion has focused on the allocation of the Province's \$8.4 billion commitment to public transit within the City of Toronto, announced in 2009 as part of Metrolinx's "Big Five" rapid transit projects within the Greater Toronto and Hamilton Area. The deliberations have included debate on decision making criteria, technology choices and the impacts of transit on communities.

Four of the five "Big Five" projects are within the City of Toronto and include:

- The Eglinton Crosstown LRT, from Jane Street to Kennedy Station;
- The Sheppard LRT, from Don Mills to Conlins Yard;
- The Finch LRT, from the Spadina Subway Extension to Humber College; and,
- Conversion of the Scarborough RT to LRT and its extension to Sheppard Avenue.

City Council, in February 2012, reaffirmed its commitment to the Eglinton Crosstown LRT, the Finch LRT and conversion of the Scarborough RT to LRT technology. A decision concerning rapid transit on Sheppard Avenue was deferred pending a recommendation by an expert advisory panel established by Council.

City Council considered the expert panel's recommendations in March 2012, and reaffirmed its support for the Sheppard LRT. At the same meeting Council directed the City Manager to prepare a comprehensive transit plan for inclusion in the Official Plan through the current five year Official Plan review process. Staff was also directed to develop a public consultation process to provide residents and business an opportunity to participate in, and inform, the development of the plan, including transit funding options.

At its meeting in July 2012, Council provided staff with additional instructions concerning the preparation of the comprehensive transit plan and an associated public consultation process. Staff was asked to report on public consultation planned for 2012 and to bring forward a recommended transit plan, and a prioritization strategy for individual lines, in the second quarter of 2013.

Public consultation concerning the review of the City's transportation policies was anticipated as part of the Official Plan review, but had not been scheduled to date. The subject of this consultation would have included policies concerning all modes of transportation. To provide for the integration of the comprehensive transit plan into the Official Plan's review process, public consultation concerning all of the Plan's transportation policies will be accelerated and undertaken in conjunction with public consultation for the development of a comprehensive transit plan and transit funding options.

The Official Plan review and its associated public consultation process are timely given that construction of Metrolinx's "Big Five" projects is scheduled for completion by 2020. The City will also see the completion of other significant rapid transit initiatives currently under construction within this horizon, including the extension of the University/Spadina subway to Vaughan, the Union Station to Pearson Airport Air-Rail Link, and revitalization of Union Station. Decisions that are made through the Official Plan review will provide a basis for establishing priorities for the next phase of rapid transit expansion, providing sufficient lead time to allow completion of more detailed planning and engineering studies that would be required before construction of the next round of priority projects can be initiated.

Transit planning will be an important component of the Official Plan review given the Plan's strong policy orientation which aligns the growth of the City to planned transit infrastructure. Transportation consistently tops the list of issues that residents and businesses of the City of Toronto are concerned about. The City's combined TTC and Transportation Services Division 10-year capital budgets constitute the largest part of the City's overall 10-year capital budget. Strengthening the Plan's transportation policies is important because they guide capital investment decisions by both the public and private sector, provides a public process for establishing the City's investment priorities and provides certainty concerning the City's infrastructure planning direction.

Staff will report to Planning and Growth Management Committee in the 2nd quarter of 2013 with draft Official Plan transportation policy amendments including a transit plan for inclusion in the Official Plan.

COMMENTS

The Importance of the Official Plan in Guiding Transportation and Transit Infrastructure

Toronto's future is one of growth, rebuilding and reurbanizing within the existing urban structure. A healthier Toronto will grow from a successful strategy to attract more residents and jobs to the City. The key to achieving growth in the City is to fully integrate land use and transportation. Intensification must occur on transit lines, both existing and future, to maximize the City's potential. As the Official Plan is reviewed and updated, this approach needs to be maintained and strengthened in order to achieve

integrated, balanced and interdependent outcomes which achieve social, environmental and economic benefits as the City grows.

Map 2, Urban Structure (see attachment 1) of the Official Plan indicates where the City of Toronto will grow in the current Planning horizon (2031) and beyond. These growth areas are referred to as the "Avenues", "Centres", "Employment Districts" and the "Downtown and Central Waterfront". Map 4, Higher Order Transit Corridors (see attachment 2), and Map 5, Surface Transit Priority Network (see attachment 3), illustrate where transit service will be improved or expanded in the future. Map 4 and 5 provide an array of transit expansion options but does not explicitly identify technologies, priorities or timelines.

During the public consultation stage for the current Official Plan a decade ago, residents and businesses noted that it was very important to illustrate where the City was going to grow and, as important, where growth was not going to take place. Since the adoption of the Official Plan by City Council in 2002 (and approved by the Ontario Municipal Board in 2006), 80% of the growth has occurred in the above referenced growth areas as illustrated on Map 2 of the Official Plan (see attachment 1). The policies contained in the Official Plan are directing growth to these growth areas. As the Plan has directed growth, so to could it be more directive in terms of how transportation infrastructure decisions, and especially transit expansion decisions, should be made. This would assist in achieving greater alignment between policy and implementation. The Plan currently does not contain policies to assist Council in assigning transit priorities.

While the Growth areas of the City are currently served by transit, it is imperative that the City improve transit service to support the continued growth of these areas. In the past decade, transit service has not expanded at the same rate that growth is taking place. Consideration must also be given to direct transit investment in a way that builds a diversified economy (e.g. office development outside the core), supports broad accessibility, mobility and equity objectives. It is widely appreciated that it is time to make up lost ground.

Metrolinx Regional Transportation Plan and Investment Strategy

Metrolinx published a Regional Transportation Plan known as "The Big Move" in 2008. The "Big Move" is a 25 year plan guiding investment in rapid transit across the Greater Toronto and Hamilton Area (see attachment 4). Metrolinx is in the process of developing an Investment Strategy to fund the implementation of the Big Move. A report on a recommended Investment Strategy is expected by the 2nd quarter of 2013. The development of the City's long term transportation plan and associated investment strategy is expected to generally coincide with the planned release of Metrolinx's investment strategy.

Official Plan Review: Public Consultation

City Council's direction to develop a comprehensive transit plan by the 2nd quarter of 2013 is timely given the current five year Official Plan review and Metrolinx's pending transportation funding strategy. As previously noted, transportation consistently tops the list of issues affecting Toronto residents and businesses. To fully address the public's considerable interest in transportation issues, the public consultation process will take advantage internet-based technologies, including social media applications, as well as traditional public consultation techniques, to reach the widest possible audience across the City.

To satisfy the broader requirements of the Official Plan review, the scope of the public consultation program will not only include the City's rapid transit expansion options, but also all of the Plan's other transportation policies, including those pertaining to auto travel, surface transit priority, active transportation (walking and cycling), travel demand management, the identification of planned transportation infrastructure (road and transit) and the protection of transportation rights-of-way. A significant issue to be addressed is conformity of any recommended comprehensive transit plan with Metrolinx's "Big Move".

The scope of the material presented to the public will also include options for funding rapid transit including an array of revenue tools that could be implemented in the City of Toronto to generate sustainable revenue dedicated to continuous transit expansion. The content of the transportation funding portion of the consultation program is being developed by the City Manager and will be the subject of a separate report to Executive Committee on October 9, 2012. It is recommended that this report be referred to the same Executive Committee meeting for consideration along with the City Manager's report.

Traditional public consultation techniques will also be pursued. Two rounds of public meetings/open houses, will be held within each Community Council District. The first round of public consultation will be initiated in the 4th quarter of 2012, and the second round will be completed by the end of the 1st quarter of 2013. With regard to the comprehensive rapid transit plan:

- the first round will present background information, establish the range of rapid transit options to be considered, and present proposed decision making criteria for selecting preferred transit options and establishing priorities; and,
- the second round will identify recommended rapid transit options to be carried forward for inclusion in the comprehensive transit plan, and their priority.

Of course, the dissemination of information, whether it be through the internet, social media technologies, traditional media, or at public meetings will be coordinated to ensure consistent messaging.

Additional consultation will be organized with key stakeholders involving additional workshops and expert panels. The comprehensive transit plan will be prepared collaboratively with the TTC and in consultation with Metrolinx.

Rapid Transit Options to be Considered

Rapid transit options to be considered will include those identified in the current Official Plan, Metrolinx's "The Big Move" and other transportation plans approved or vetted by City Council, the former Municipality of Metropolitan Toronto, the TTC and the Province of Ontario. Previous rapid transit plans include:

- Draft Official Plan of the Metropolitan Toronto Planning Area, 1959
(see attachment 5)
- Metropolitan Toronto Transportation Plan Review, 1975
(see attachment 6)
- Accelerated Rapid Transit Study, Metropolitan Toronto/TTC, 1982
(see attachment 7)
- Metropolitan Toronto Official Plan, 1983
(see attachment 8)
- GO Advanced Light Rail Transit, Province of Ontario, 1983
(see attachment 9)
- Network 2011, Metropolitan Toronto/TTC, 1986
(see attachment 10)
- Let's Move, Province of Ontario, 1990
(see attachment 11)
- Rapid Transit Expansion Program, Metropolitan Toronto/TTC, 1993
(see attachment 12)
- Metropolitan Toronto Official Plan, 1994
(see attachment 13)
- Central Waterfront Secondary Plan, City of Toronto, 2003
(see attachment 14)
- Transit City, City of Toronto/TTC, 2006
(see attachment 15)

Additional options may be identified through the public consultation process.

Many of the corridors/alignments identified in previous studies are included in the current City of Toronto Official Plan and/or the Metrolinx "Big Move"., Notwithstanding that there are common elements to many of the rapid transit plans, there has been an evolution in the overall planning context within what is now the City of Toronto. The following

provides a brief commentary on several of the key transit plans and/or proposals listed above.

The Draft 1959 Metropolitan Toronto Official Plan provided for subway expansion to Highway 401 and new subway construction serving the inner core. At the time, the Yonge line was the only subway, extending from Union Station to Eglinton Avenue. The Plan proposed the extension of the Yonge line to Sheppard Avenue, the construction of the University/Spadina line from Union Station to Wilson Avenue, the construction of the Bloor-Danforth line from Royal York Road to Warden Avenue, and a subway along Queen Street from Roncesvalles to Greenwood, then north on Greenwood to O'Connor. All of these lines were subsequently built except the Queen subway.

The draft 1959 Plan anticipated that alternative rapid transit technologies would be more suited in the lower density suburbs, operating less frequently than subways, with greater station spacing, and accommodating heavy peak period loads to the core in the morning and back to the suburbs in the afternoon/evening.

The 1975 Metropolitan Toronto Transportation Plan Review was a comprehensive review of transportation planning options for the Metropolitan Toronto planning area. The preferred alternative proposed the deployment of Intermediate Capacity Transit (ICT) technology (same technology as the Scarborough Rapid Transit line) rather than subway expansion across the suburban portions of Metropolitan Toronto and into Pickering, Mississauga and Brampton. Major additions to the rapid transit network included: an Eglinton cross-town alignment; the Finch hydro corridor; an easterly ICT extension of the Bloor-Danforth subway to the Scarborough City Centre (and beyond to Malvern and Pickering); and, a westerly ICT extension of the Bloor-Danforth subway to Highway 10 in Mississauga.

The 1983 Metro Official Plan introduced the multi-centred urban structure concept, with little reliance on rapid transit expansion other than the proposed Scarborough RT and relatively short extensions of the Bloor-Danforth subway. The creation of Centres at the periphery of the subway network was meant to encourage travel, particularly to and from work, in the off-peak direction to take advantage of surplus subway capacity.

In 1990 the Province of Ontario announced funding for an ambitious rapid transit expansion plan called "Let's Move". It included subways on Sheppard Avenue (east of Yonge Street to Scarborough City Centre), Eglinton Avenue (west of the Allen Expressway to Renforth Road), looping of the Yonge and University Spadina subways via York University, and an extension of the Bloor-Danforth subway to Sherway Gardens and ultimately to the Dixie GO station in Mississauga. It also included LRT service along Toronto's Waterfront. Only the Sheppard subway (between Yonge Street and Don Mills Road) and an extension of the University/Spadina line (between Wilson Station and Sheppard Avenue) were built as a result of the Let's Move program. A further extension of the University/Spadina line to Vaughan Corporate Centre is under construction today and is scheduled for completion by 2016. It is being funded jointly by the Federal Government, the Province, The City of Toronto and The Region of York.

The 1994 Metro Official Plan strengthened the multi-centred urban structure concept by adding additional intermediate centres, intensification corridors supported by transit, expansion of the Metropolitan rapid transit network, expansion of the GO commuter rail network and improved connectivity between the Metropolitan and the GO commuter rail network. The expansion of the Metropolitan rapid transit network included the elements announced as part of the "Let's Move" program.

The City of Toronto's current Official Plan is also based on an urban structure which includes centres and corridors. The designated Centres are consistent with the Major Centres of the 1994 Metro Plan, but now also includes Yonge-Eglinton. Growth is encouraged in the Centres and in designated Avenues served by transit, and where improvements in public transit are anticipated over time. The Plan provides for an array of higher order transit facilities (transit in exclusive rights-of-way) and corridors allowing transit priority within road rights-of-way.

In response to the a chronic lack of funding for rapid transit following the demise of the "Let's Move" program, the City and the TTC announced "Transit City" in 2007 as a more affordable option for extending rapid transit to areas of the City poorly served by rapid transit.

Establishing Rapid Transit Priorities

One clear direction for amending the Official Plan is the introduction of a strategy for setting priorities among the various elements of any recommended transit network. This framework for setting priorities is an essential component of the overall work plan.

One approach to establishing a framework for evaluating unfunded projects has been developed by Metrolinx. The Metrolinx "Project Prioritization Framework" provides a methodology for identifying those projects with the highest benefits for decision-makers.

The technical, evidence based component of the Metrolinx process consists of two key elements: i) Primary Evaluation, which scores projects using core criteria based on the three lenses of "The Big Move" (a high quality of life, a protected environment and a prosperous and competitive economy); and, ii) Implementation Screen, which considers issues of deliverability and constructability. These two stages are integrated to create a Project Scorecard, used to group projects within three priority categories.

The final stage of the Metrolinx process is a determination of each project's broader Strategic Fit, informed through consultation with key stakeholders, such as elected municipal leaders and their senior officials. Strategic Fit allows the Metrolinx Board to give consideration to elements, such as: leveragability of other projects and initiatives, project readiness, funding partnerships, as well as completing the GTHA (Great Toronto and Hamilton Area) transportation network.

Establishing the City's evaluation criteria is a critical component of developing a transparent framework for assessing future transportation priorities. The challenge of establishing a comprehensive set of criteria is faced by many large urban centres investing in transportation. City staff, in consultation with the TTC and Metrolinx, will canvas other major centres to further develop the decision making criteria. Criteria that have recently been used by the City of Toronto include network connectivity, ridership, level of service, equity and accessibility, environmental sustainability, community impact, cost and constructability. The selection of evaluation criteria will be vetted through the public consultation process.

The final determination of the City's evaluation criteria will be clear, transparent and robust.

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SIGNATURES

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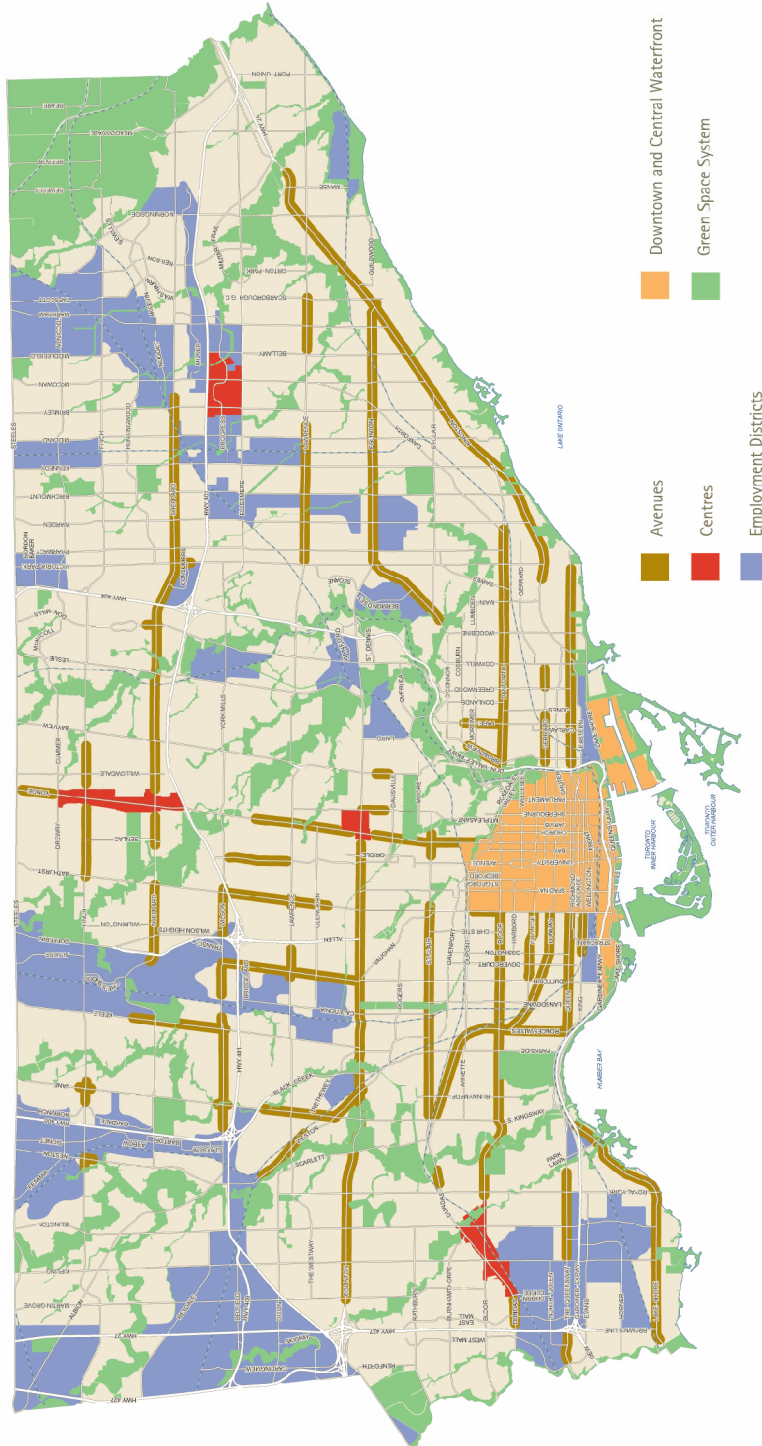
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Acting Chief Planner & Executive Director
City Planning Division

ATTACHMENTS

Attachment 1: Urban Structure Map, Map 2, City of Toronto Official Plan
Attachment 2: Higher Order Transit Corridors, Map 4, City of Toronto Official Plan
Attachment 3: Surface Transit Priority Network, Map 5, City of Toronto Official Plan
Attachment 4: Metrolinx "The Big Move" 25 Year Regional Transportation Plan

- Attachment 5: Major Transportation Facilities Plan - Subway Expansion, Draft Official Plan of the Metropolitan Toronto Planning Area, 1959
- Attachment 6: Transportation Alternative System 3, Metropolitan Toronto Transportation Plan Review, 1975
- Attachment 7: Rapid Transit Options, Exhibit 5, Accelerated Rapid Transit Study, Metropolitan Toronto/TTC, 1982
- Attachment 8: Regional Metropolitan Centres, Figure 5, Metropolitan Toronto Official Plan, 1983
- Attachment 9: GO Advanced Light Rail Transit, 1983
- Attachment 10: Network 2011, Exhibit 1, Metropolitan Toronto/TTC, 1986
- Attachment 11: Let's Move, Province of Ontario, 1990
- Attachment 12: First Phase Rapid Transit Expansion Program Implementation, TTC/Metropolitan Toronto/TTC, 1993
- Attachment 13: Rapid Transit System, Map 3, Metropolitan Toronto Official Plan, 1994
- Attachment 14: Transit Plan, Central Waterfront Secondary Plan, City of Toronto, 2003
- Attachment 15: Light Rail Plan, Transit City, City of Toronto/TTC, 2007

**Attachment 1:
Urban Structure, Map 2, City of Toronto Official Plan**



Map 1

File # PG12060

Urban Structure Plan
Map 2: City of Toronto Official Plan

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Attachment 2: Higher Order Transit Corridors, Map 4, City of Toronto Official Plan



Map 2

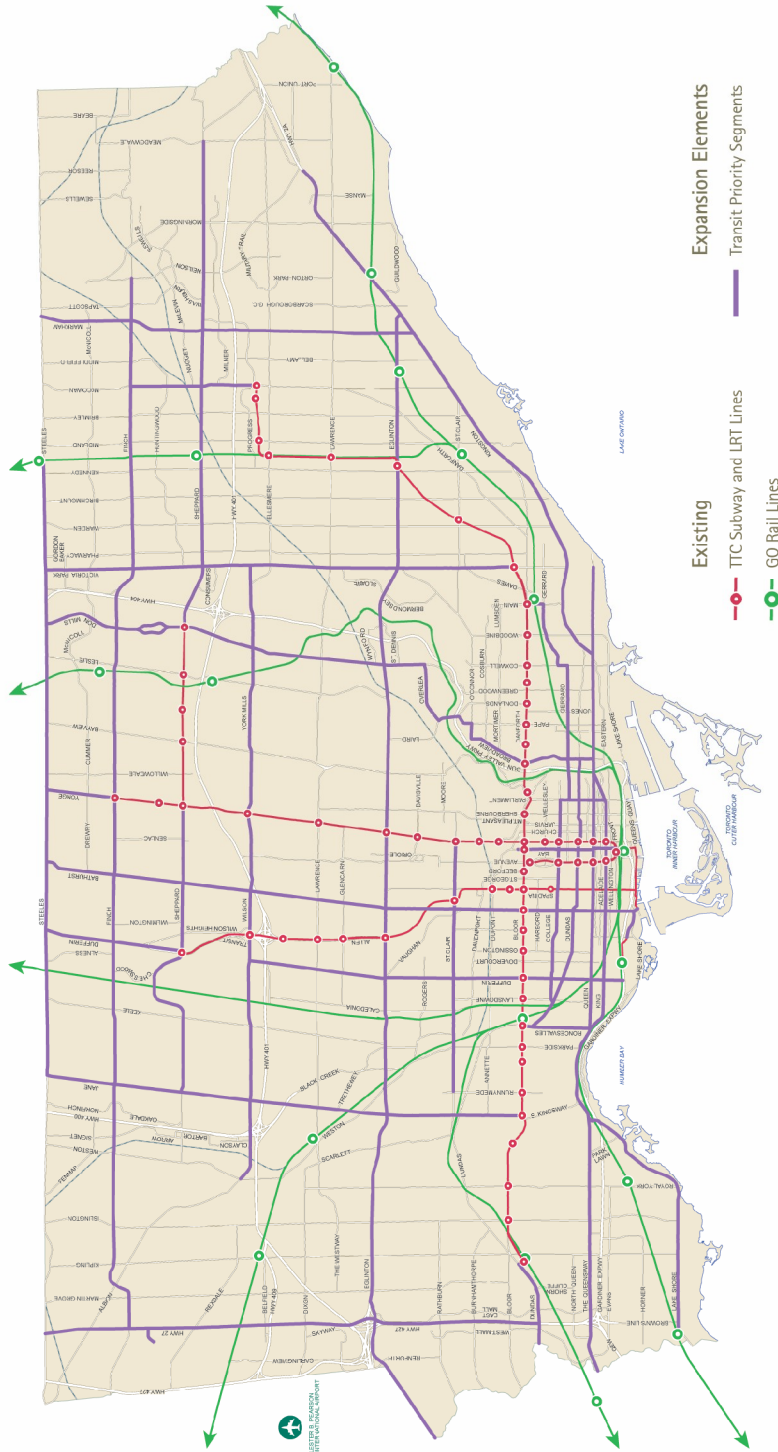
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Higher Order Transit Corridor

Map 4: City of Toronto Official Plan

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Attachment 3: Surface Transit Priority Network, Map 5, City of Toronto Official Plan



Map 3

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Surface Transit Priority Network

Map 5: City of Toronto Official Plan

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Attachment 4: Metrolinx "The Big Move" 25 Year Regional Transportation Plan



Map 4

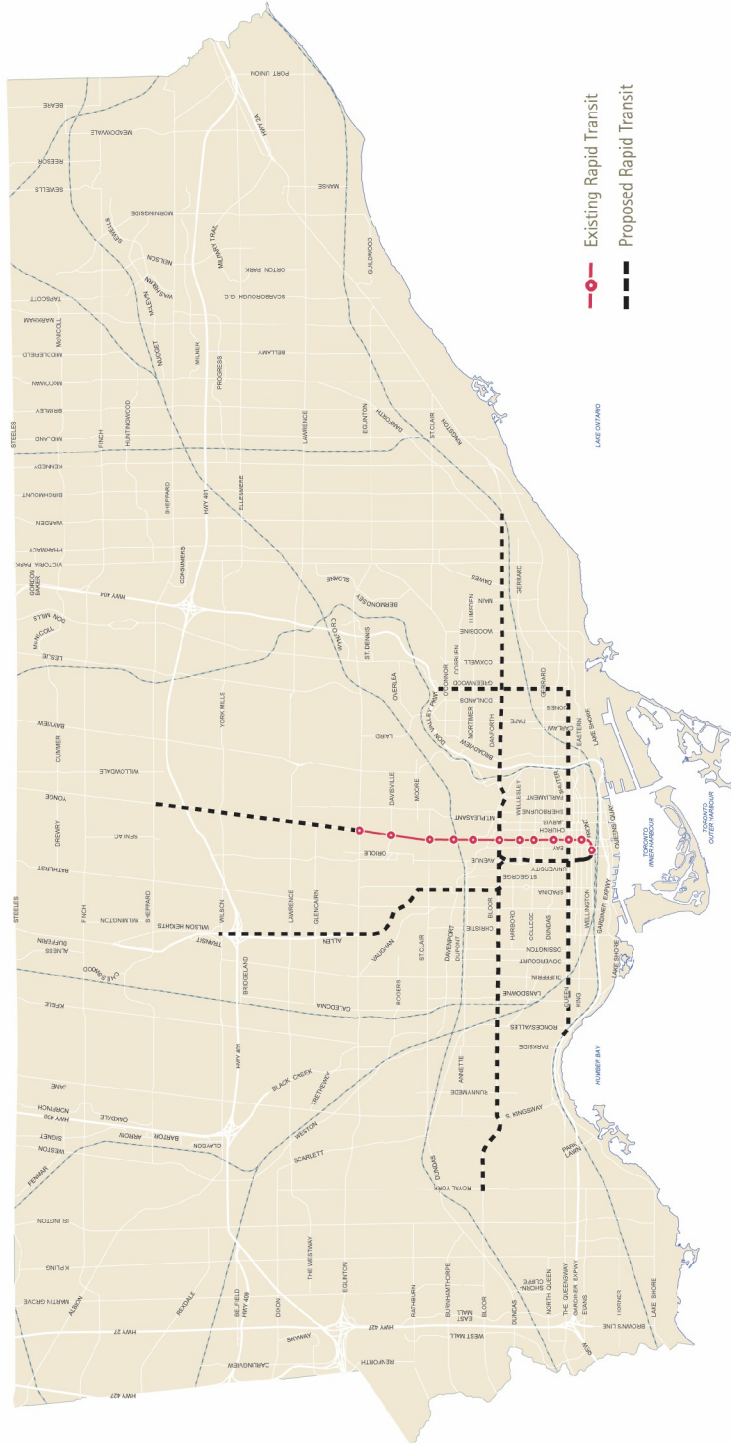
Metrolinx "The Big Move" 25 Year Regional Transportation Plan

Province of Ontario - Metrolinx 2008

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Attachment 5: Major Transportation Facilities Plan - Subway Expansion, Draft Official Plan of the Metropolitan Toronto Planning Area, 1959



Map 5

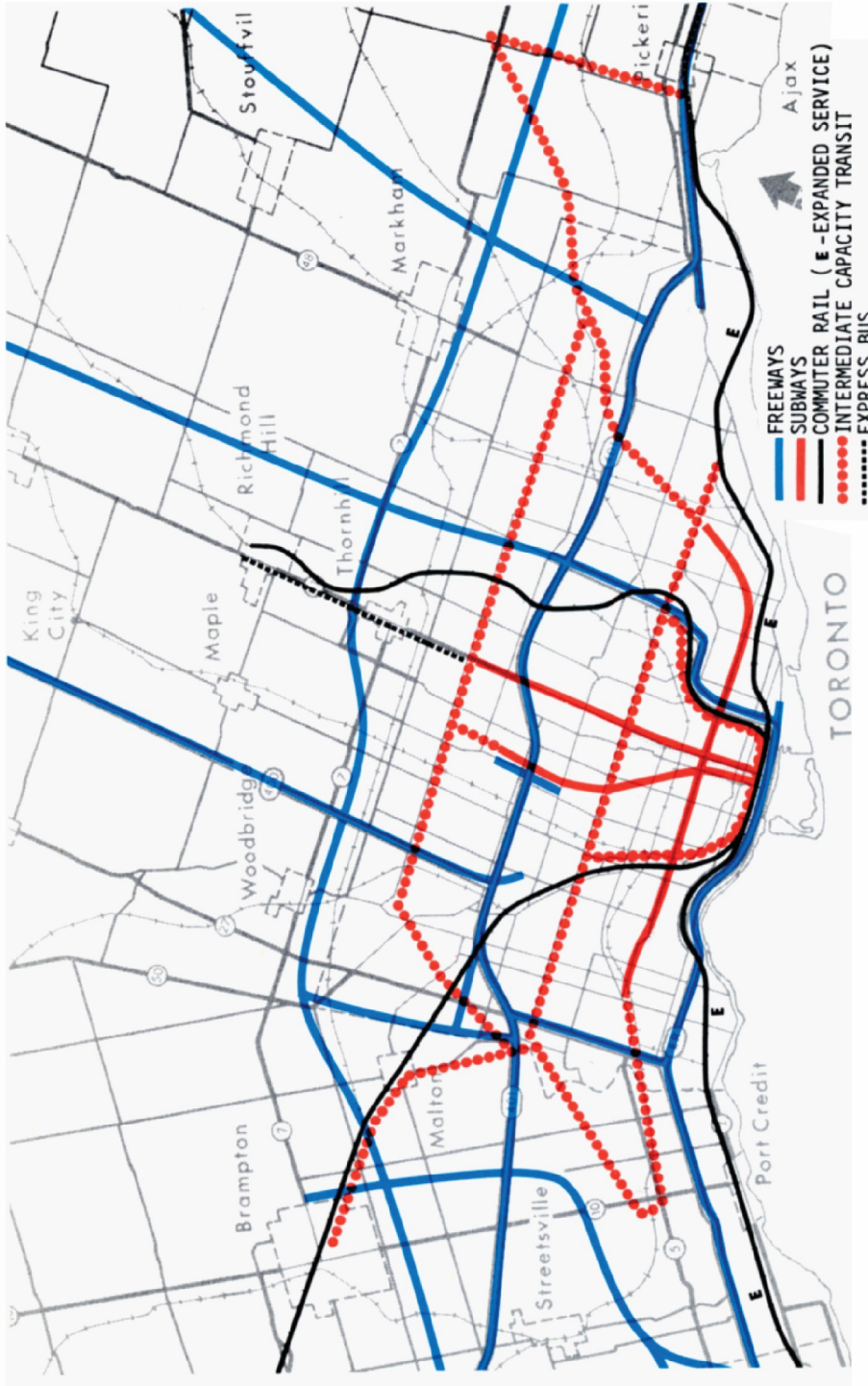
Major Transportation Facilities Plan - Subway Expansion

Data Extracted from Plate 43: Draft Official Plan of the Metropolitan Toronto Planning Area, 1959

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08/13/2012

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**Attachment 6:
Transportation Alternative System 3, Metropolitan Toronto Transportation Plan
Review, 1975**



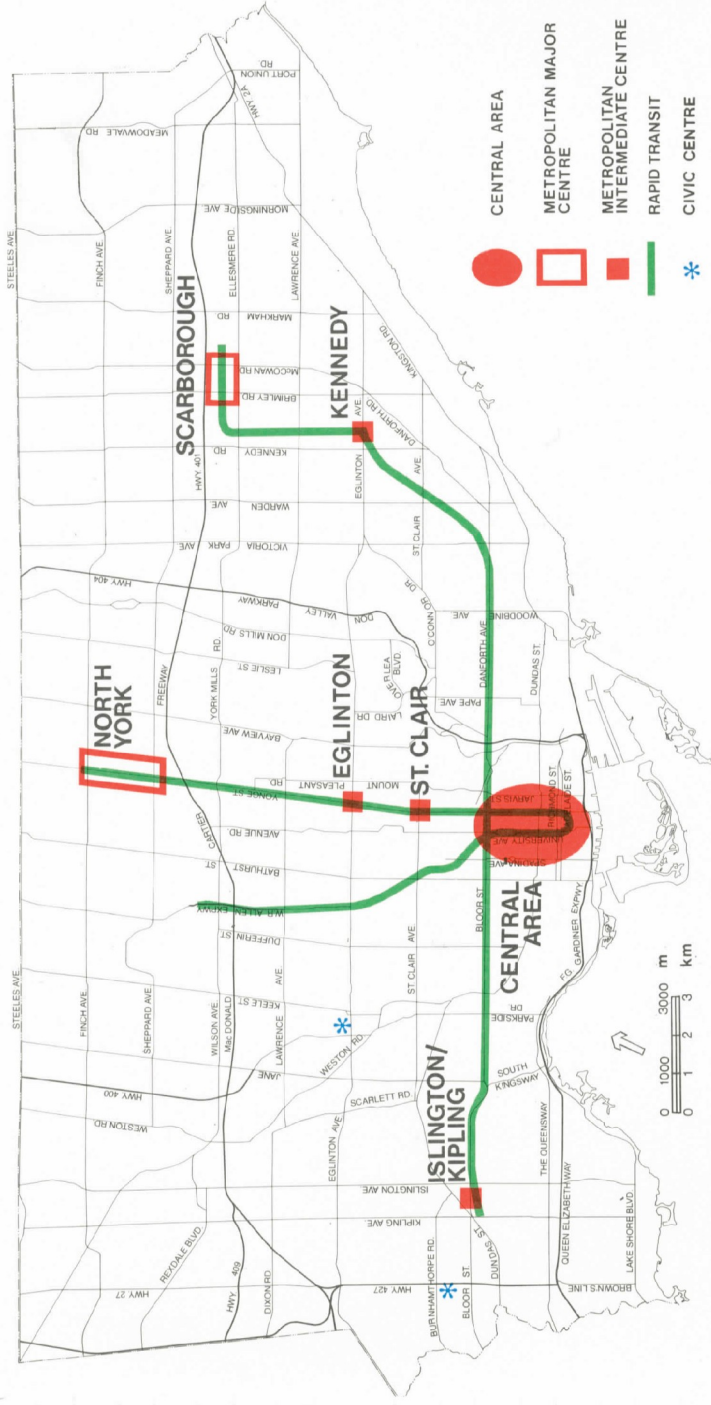
Map 6

Transportation Alternative System 3
Metropolitan Toronto Transportation Plan Review 1975

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**Attachment 8:
Regional Metropolitan Centres, Figure 5, Metropolitan Toronto Official Plan, 1983**



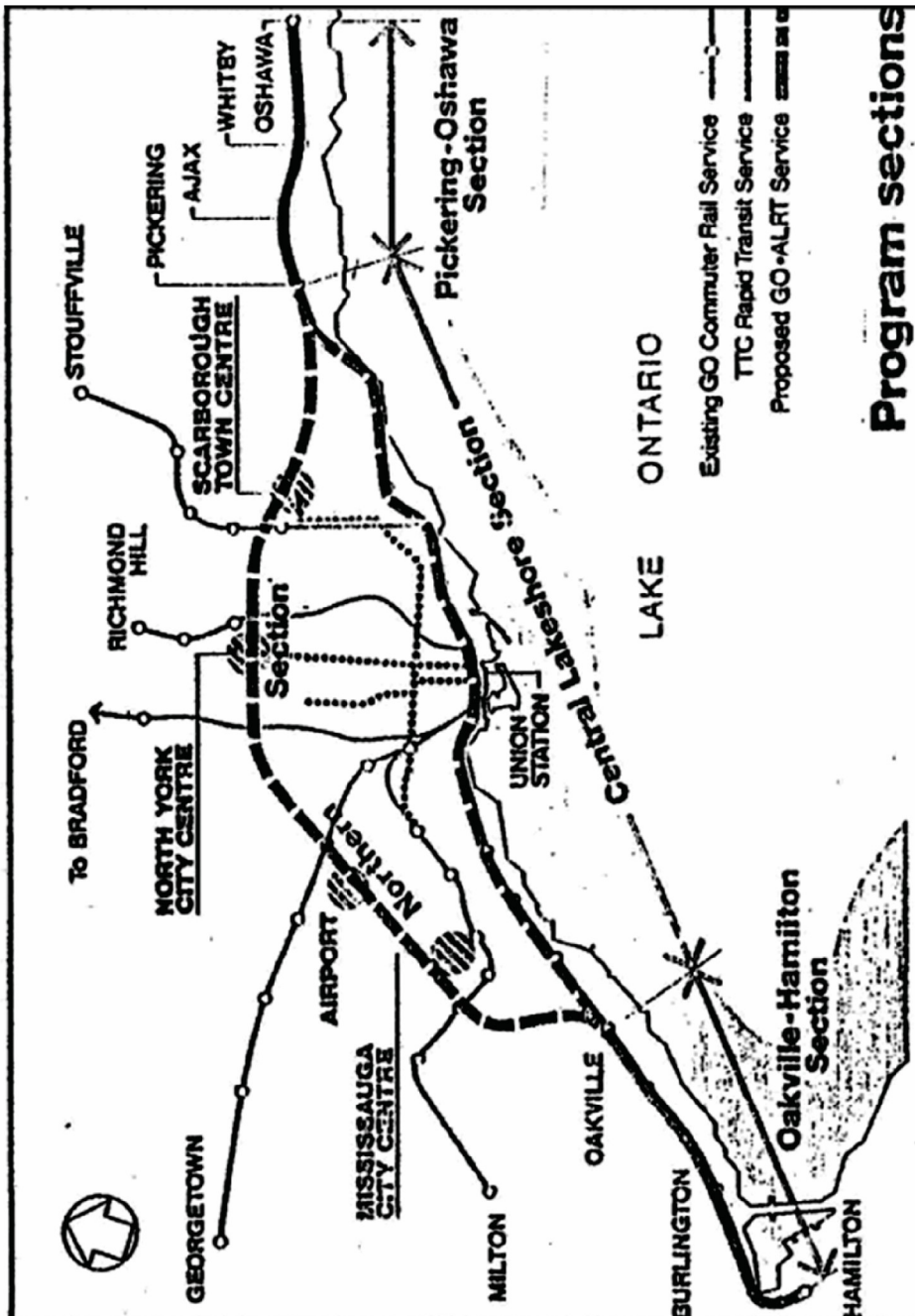
Map 8

File # PG12060

Designated Metropolitan Centres
Figure 5: Metropolitan Toronto Official Plan 1983

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Attachment 9:
GO Advanced Light Rail Transit, 1983



Map 9

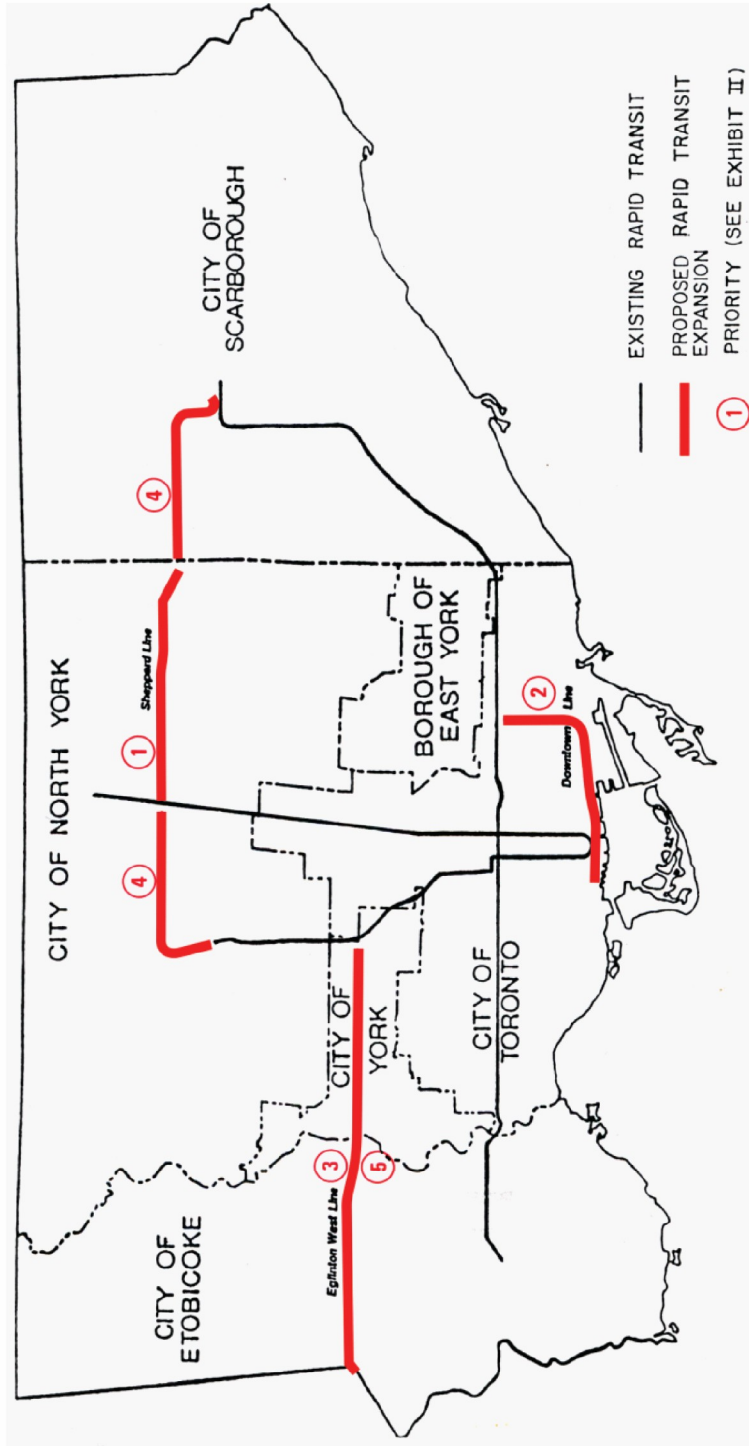
GO Advanced Light Rail Transit

Province of Ontario - GO Transit 1983

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**Attachment 10:
Network 2011, Exhibit 1, Metropolitan Toronto/TTC, 1986**



Map 10

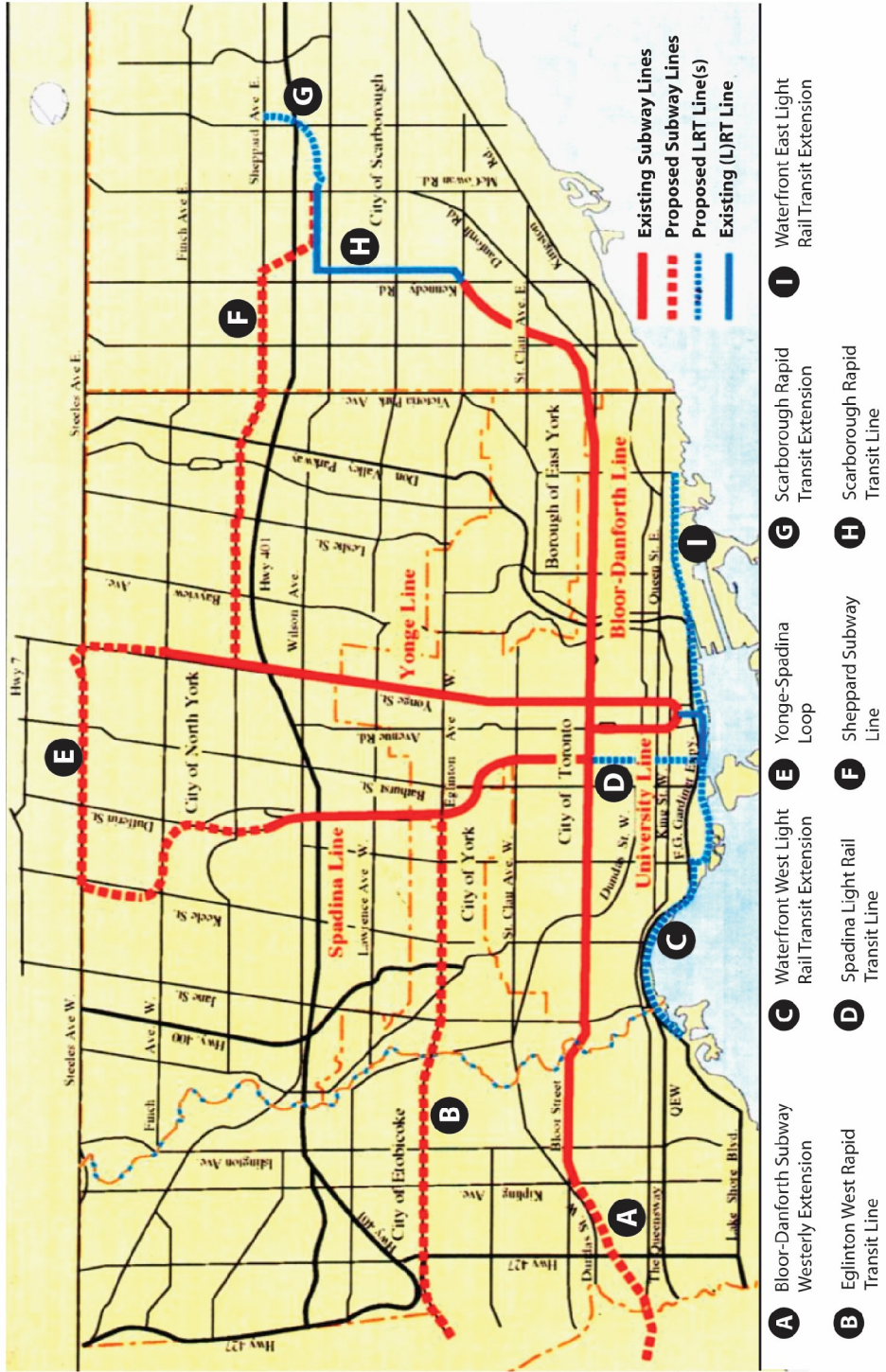
Network 2011

Exhibit 1: Network 2011 - Metropolitan Toronto/TTC 1986

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File # PG12060

**Attachment 11:
Let's Move, Province of Ontario, 1990**

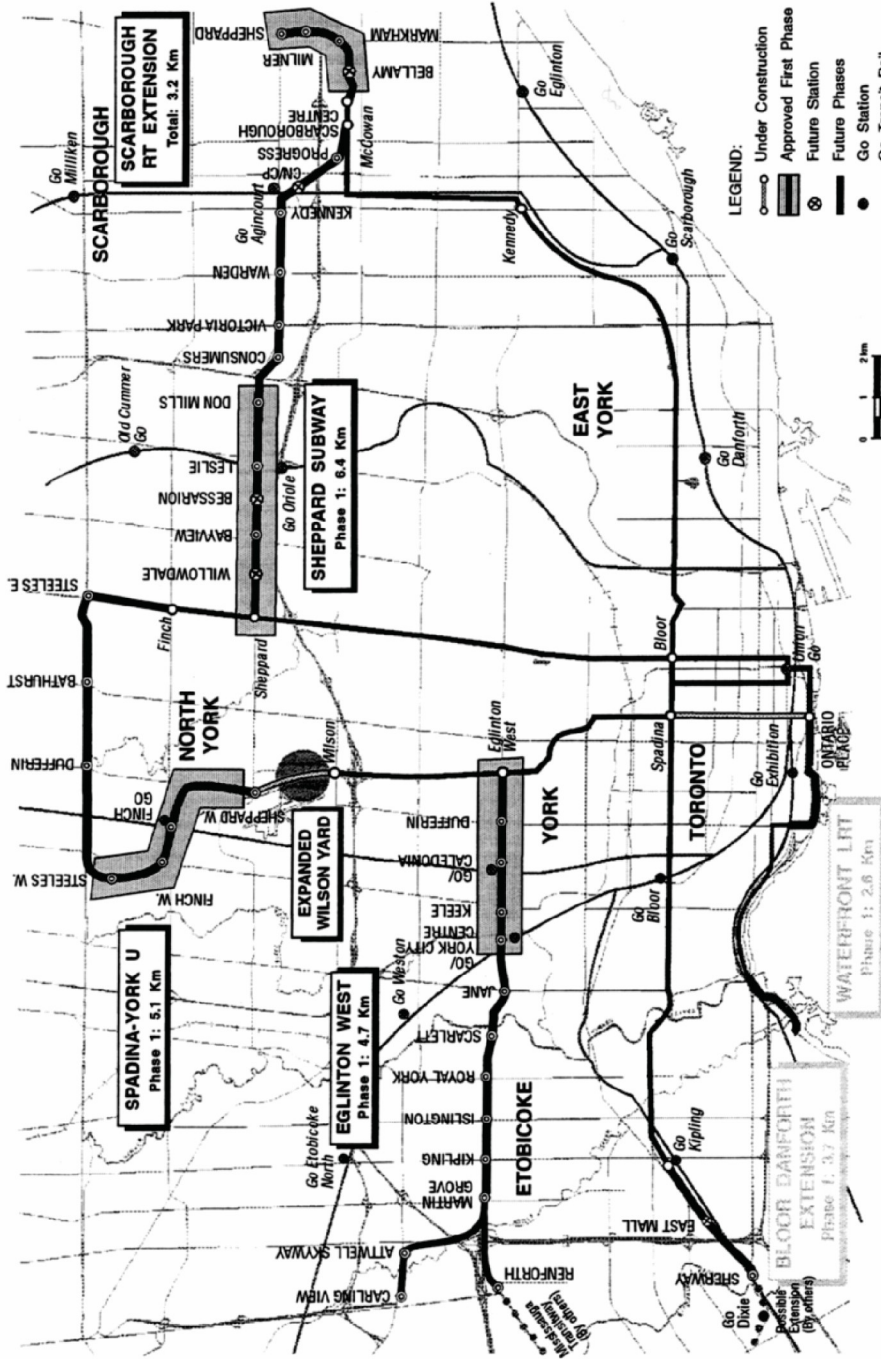


Map 11

Let's Move
Province of Ontario 1990
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**Attachment 12:
First Phase Rapid Transit Expansion Program Implementation, TTC/Metropolitan
Toronto/TTC, 1993**



Map 12

First Phase Rapid Transit Expansion Program Implementation

Metropolitan Toronto/TTC 1993

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08/13/2012

File # PG12060

**Attachment 13:
Transit System, Map 3, Metropolitan Toronto Official Plan, 1994**



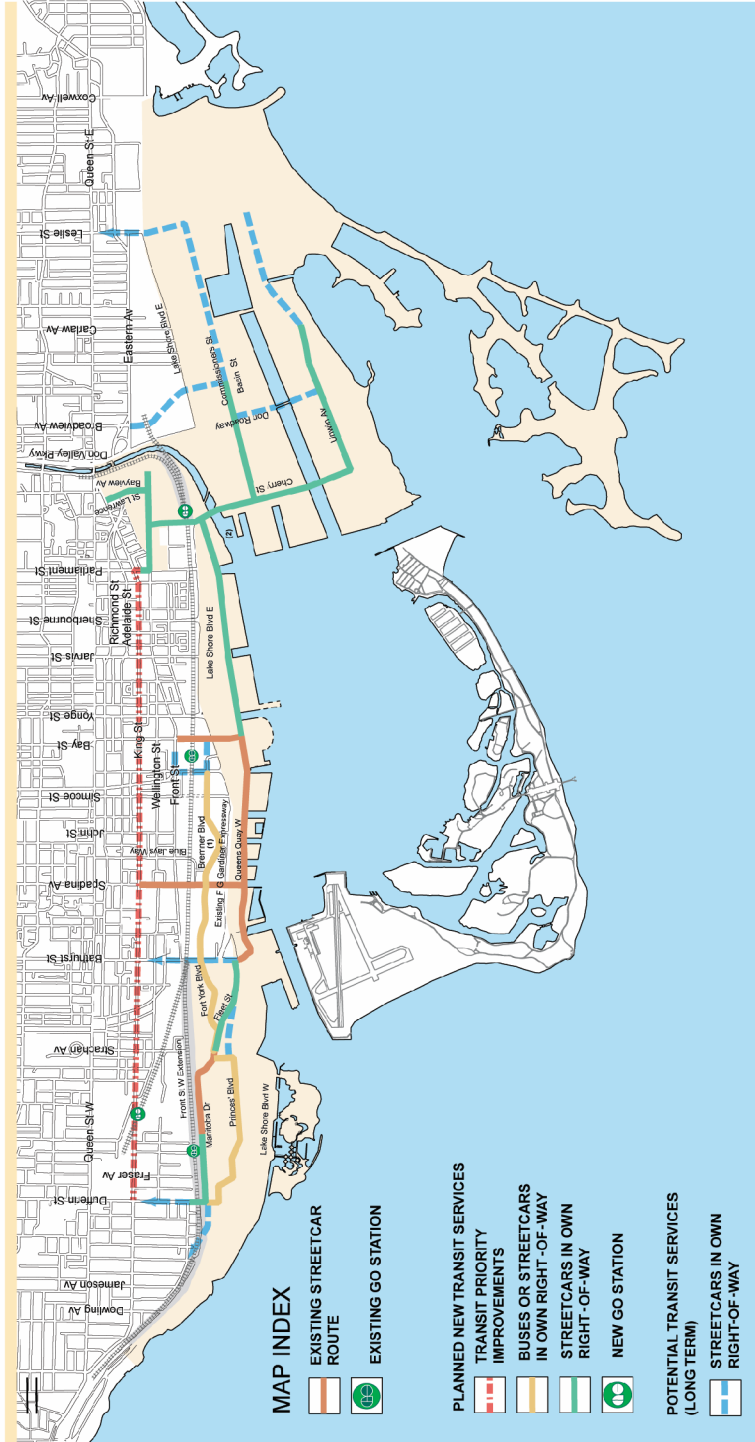
Map 13

**Rapid Transit System
Map 3: Metropolitan Toronto Official Plan 1994**

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**Attachment 14:
Transit Plan, Central Waterfront Secondary Plan, City of Toronto, 2003**



Map 14

File # PG12060

Transit Plan

Map B: Central Waterfront Secondary Plan - City of Toronto 2003

Not to Scale
08/13/2012

**Attachment 15:
Light Rail Plan, Transit City, City of Toronto/TTC, 2007**



Map 15

Light Rail Plan
Transit City - City of Toronto/TTC 2007

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