



**STAFF REPORT
ACTION REQUIRED**

**"Feeling Congested?" Public Consultation on Draft
Transportation Policies: Official Plan/Municipal
Comprehensive Reviews**

Date:	May 26, 2014
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning Division
Wards:	All
Reference Number:	P:\2014\ClusterB\PLN\PGMC\PG14077

SUMMARY

This report summarizes the results of the public consultations on the draft transportation policies resulting from an inter-divisional and agency review process which was undertaken as part of the "Feeling Congested?" initiative which, in turn, is part of the City's larger, on-going Five Year Official Plan Review and Municipal Comprehensive Review process. Those consulted were generally supportive of the draft policies. This report proposes a number of changes resulting from the public's input. Additional changes are also proposed to ensure consistency with the new Provincial Policy Statement (PPS).

As a result of discussions with Metrolinx and the Ministry of Municipal Affairs and Housing, it has been determined that the best way of including Provincially designated Mobility Hubs in the Official Plan is by means of a sidebar in "Section 2.1: Building a More Liveable Urban Region". Metrolinx is beginning a legislated review of the Regional Transportation Plan. This review could influence the number and location of Mobility Hubs.

The revised set of proposed amendments to the Official Plan's transportation policies (see Attachment 1) are presented for the Committee's approval and authorization to hold the required Public Open House on July 8, 2014 and a statutory Special Public Meeting under Section 26 of the Planning Act to be held by Planning and Growth Management Committee at its regularly scheduled meeting on August 7, 2014.

RECOMMENDATIONS

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

1. Planning and Growth Management Committee direct that the proposed Official Plan Amendment containing transportation policies appended as Attachment 1 to this report be used as the basis for consultation at an Open House scheduled for July 8, 2014.
2. Planning and Growth Management Committee direct the Chief Planner and Executive Director, City Planning Division to submit a Final Recommendations Report with a proposed Official Plan Amendment containing revised transportation policies to a statutory Special Public Meeting under Section 26 of the Planning Act to be held by the Planning and Growth Management Committee at its regularly scheduled meeting on August 7, 2014.

Financial Impact

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

DECISION HISTORY

Section 26 of the *Planning Act* requires each municipality to conduct a review of its Official Plan within five years of it coming into force. At its meeting in May, 2011, the Planning and Growth Management Committee adopted, with amendment, the Chief Planner's recommendations regarding the general work programme and public consultation strategy for the City's Five Year Official Plan Review and Municipal Comprehensive Review contained in [*PG5.2 Five Year Review of the Official Plan and Municipal Comprehensive Review*](#). The public consultation strategy for the Official Plan Review was launched in September, 2011.

At its meeting on April 10, 2014, the Planning and Growth Management Committee considered [*PG32.3 "Feeling Congested?" Draft Transportation Policies: Official Plan / Municipal Comprehensive Reviews*](#) which presented a set of proposed draft transportation policy amendments resulting from an inter-divisional and agency review process undertaken as part of the "Feeling Congested?" initiative. The report presented draft amendments for a sub-set of the Official Plan's transportation policies dealing with: (1) Integration with Land Use; (2) Streets and "Complete Streets"; (3) Active Transportation; (4) Auto, Transportation Demand Management (TDM) and Parking; and, (5) Goods Movement. In considering item PG32.3, the Committee:

- *Directed that the set of draft Official Plan transportation policies appended as Attachment 1 to the report (March 13, 2014) from the Chief Planner and Executive Director, City Planning be used as the basis for public consultation.*

- *Directed City Planning staff to conduct open houses in each Community Council district of the City and meet with key stakeholders as outlined in Attachment 2 to the report (March 13, 2014) from the Chief Planner and Executive Director, City Planning, to obtain comments and feedback regarding the proposed policies.*
- *Directed City Planning staff to report back on June 19, 2014 on the findings of the consultation prior to the scheduling of the statutory public meeting on August 14, 2014 (sic) to consider proposed Official Plan Amendments pertaining to the set of transportation policies presented in the report (March 13, 2014) from the Chief Planner and Executive Director, City Planning.*

This report responds to the above directions of the Committee.

ISSUE BACKGROUND

The current review of the Official Plan's transportation policies has been divided into two approval streams. One set of policy amendments is proceeding towards final approval within this term of Council, while the remainder continue under review with a target approval date of early 2015. As directed by the Committee at its meeting of April 10, 2014, this report describes the findings of the consultation process on the set of proposed policy amendments that are advancing to the approval stage within this term of Council. As a result of input from the public, stakeholders, Metrolinx, neighbouring Regional Municipalities, the Ministry of Municipal Affairs and Housing (MMAH), and other Provincial bodies, this report recommends a number of changes to the proposed amendments put forward in the Chief Planner and Executive Director, City Planning Division's report dated March 13, 2014. The comments from MMAH primarily addressed the consistency of the proposed Official Plan transportation policy amendments with the new Provincial Policy Statement (PPS).

COMMENTS

Acting on the Committee's direction of April 10, 2014, City Planning staff embarked on a consultation process regarding the proposed amendments to the Official Plan's transportation policies. This consultation process took place on a variety of levels comprising: stakeholder consultation; public Open Houses; discussions with Provincial staff; and consultation with the adjacent regional municipalities. The feedback received from these consultations is briefly summarized below and any changes resulting from this feedback are reported upon in the "Outcomes" section that follows.

1) Summary of Consultation

Stakeholder Consultation: A further meeting of the stakeholders group was held at Metro Hall on April 24, 2014. At this meeting, general support was expressed for the proposed Official Plan amendments. However, there were some issues raised.

Some members of the group felt that the policies related to pedestrian movement could be further strengthened. This feeling largely results from the fact there are substantive pedestrian policies elsewhere in the Official Plan, particularly in Chapter 3 "Building A Successful City". In this context, it should be noted that the proposed amendments regarding enhancements to the pedestrian environment will be taken up and expanded upon at the time of the review of the relevant policies in Chapter 3. In addition, the City has recently authorized a consultant study to develop "Complete Streets Guidelines" to assist in the implementation of this concept.

The discussion of the proposed amendments regarding Mobility Hubs drew as much attention to the proposed rapid transit lines that the Hubs are on as it did to the Hubs themselves. There was confusion over how the location of some of the Mobility Hubs could be determined when they were located on proposed rapid transit lines whose exact routing has not yet been determined. These same concerns were voiced at the public Open Houses.

Another topic of discussion that came up was the City's approach to on-street parking. Some members of the stakeholder group felt that there should be a general Official Plan amendment to call for the gradual elimination or substantive reduction of on-street parking. Staff countered that on-street parking has traditionally been dealt with on a local street-by-street basis and that it would be inappropriate to introduce this level of detail into the Official Plan or to recommend a City-wide policy on this contextually sensitive issue.

Public Consultation: Open Houses were held in each of the four Community Council districts over the period of April 29 to May 5, 2014 and approximately 70 people attended. Again, general support was expressed for the proposed Official Plan amendments with some qualifications. Concerns expressed varied from the general to the specific.

There was a general concern over the City's ability to manage development in some of the areas of rapid growth and the capacity of the transportation system to absorb the accompanying growth in trips. This overarching issue is only touched upon by the amendments proposed in this report.

There was broad agreement that in a mature urban area, such as Toronto, most of the growth in trips should be accommodated by transit. The challenge of providing the additional transit capacity will be addressed in the ongoing work aimed at developing a long-term, comprehensive rapid transit network plan for inclusion in the Official Plan. This rapid transit plan will be brought forward at the conclusion of the "Feeling

Congested?" initiative in the first half of 2015 and will address the balance of future growth and transportation capacity.

One notable concern related to the City's plans to accommodate increases in goods movement and associated on-street loading and delivery activities. Staff believes that the proposed amendments to the policies on goods movement provide the appropriate policy framework in which to address these concerns. The revised policy framework calls upon the City to act upon the Province's recommendation to conduct Local Freight Audits to develop a better understanding of the goods movement issues in areas of high commercial and industrial activity. However, in many instances, goods movement issues, particularly as they relate to the interface with surface transit operations, can only be effectively addressed through specific design and implementation measures.

Discussions with Provincial Staff: The principal topic of discussion was the confirmation that the proposed amendments to the Official Plan's transportation policies are consistent with the new Provincial Policy Statement (PPS) that was released in April, 2014. To achieve this consistency, MMAH staff directed that a number of changes be made to the proposed amendments in terms of strengthening their support for certain PPS policies, as follows:

1. add a policy to limit or prevent incompatible land uses from being considered for development adjacent to transportation corridors and facilities as stated in PPS Policies 1.1.3.2(a), 1.6.8.3 and 1.8.1(d);
2. add a policy statement to give greater long-term protection to existing major goods movement facilities and corridors as directed by PPS Policy 1.6.8.2;
3. add a policy to strengthen the connection for the financial viability of infrastructure and to link the "Transportation" policies of the Official Plan with the general "Implementation" policies of Chapter 5, in a manner consistent with PPS Policy 1.6.1; and,
4. introduce a policy statement in the Official Plan requiring the preparation of a Transportation Demand Management (TDM) strategy as a part of all applications for new major commercial, employment or institutional developments in order to be consistent with Policy 4.6 of the Metrolinx Regional Transportation Plan, "The Big Move" (2008).

MMAH staff also suggested a number of technical wording changes to specific policies as follows:

- insert a reference to Metrolinx in Policy 2.1(1) and modify sub-policy 2.1(1)(a);
- include a reference to consultation with Metrolinx in the preparation of Mobility Hub master plans in the relevant text of Section 2.2;
- expand the description of "mobility" in the fifth paragraph of the non-statutory text of Section 2.2;

- add the term “transit facilities” to new Policy 2.4(1) regarding Active Transportation;
- clarify the application of proposed new sub-policy 2.4(6)(e) regarding parking rates, and
- reduce the overlap between Policies 3.1.1(5) and 3.1.1(14) regarding the implementation of the Complete Street concept.

Another important topic of discussion with Provincial and Metrolinx staff was the proposed treatment of Mobility Hubs in the City’s Official Plan. The Metrolinx Regional Transportation Plan, known as “The Big Move” (2008), designates a system of Mobility Hubs located at key intersections in the regional rapid transit network where future development growth is to be encouraged. Many of these Mobility Hubs fall within the City. However, Metrolinx is beginning a legislated review of the Regional Transportation Plan. This review could influence the number and location of Mobility Hubs. In light of this review, staff agreed that the Official Plan should recognize the concept of Mobility Hubs by means of a sidebar and references in the appropriate transportation policy statements. With this in mind, it is no longer being proposed that a map depicting the location of the Mobility Hubs be added to the City’s Official Plan.

Responses from the Adjacent Regional Municipalities: As might be expected, the comments received from the adjacent regional municipalities were generally directed towards how the City's transportation policies relate to broader regional issues. Notably, these issues included inter-regional connectivity, goods movement and environmental sustainability. The Regions' principal interests are in the City's ongoing review of the Official Plan's transportation policies related to transit, cycling and road rights-of-way which are not the subject of this report.

Overall, the comments received were supportive of the proposed amendments to the City's Official Plan transportation policies. As a result of input from the Regions, it is proposed that a new policy statement be added regarding greater protection for existing transportation connections between the City and the Regions and the enhancement of these connections by appropriate means.

2) Outcomes

In reviewing the comments received through the consultation process, it was determined that, in most cases, the existing Official Plan policies and the amendments proposed in our report of March 13, 2014 provide the appropriate policy framework.

With respect to PPS Policy 1.6.1, the issue of "the connection for the financial viability of infrastructure" is a City-wide concern that extends beyond the elements of transportation infrastructure. This issue will not be addressed as part of the review of Official Plan transportation policies and will be looked at subsequently in a broader City-wide policy context.

In general, two classes of modifications to the proposed Official Plan amendments have resulted from the feedback received: first, there are significant wording changes and additions to some of the proposed policies, and second, there are a number of technical/grammatical changes. These changes are described below.

2.1 Changes and Additions to Proposed Policies

The proposed changes and additions to the Official Plan's transportation policies described below are further amendments to those described in Attachment 1 of [PG32.3 "Feeling Congested?" Draft Transportation Policies: Official Plan / Municipal Comprehensive Reviews](#). Attachment 1 of PG32.3 is repeated in Attachment 2 of this report and the proposed policy changes are numbered for ease of reference in the discussion that follows.

- 1) Given that Metrolinx could potentially be modifying the number and location of designated Mobility Hubs in the Regional Transportation Plan, it is proposed that support for the Mobility Hub concept be reflected in a sidebar in Section 2.1 and that the proposed non-statutory text in Section 2.2 be changed to read as follows:

Consistent with the Metrolinx Regional Transportation Plan, this Plan **supports** a system of Mobility Hubs at key intersections in the regional rapid transit network that provides travelers with enhanced mobility choices and creates focal points for higher density development. Detailed master plans for Mobility Hubs will be developed in relation to the timing of rapid transit improvements and will respect the Metrolinx "Mobility Hub Guidelines" and conform to the policies of this Plan.

It is proposed that a new sidebar be added to "Section 2.1: Building a More Liveable Urban Region" to read as follows:

The Metrolinx Regional Transportation Plan designates a system of Mobility Hubs across the Greater Toronto and Hamilton Area that distinguishes between "anchor hubs" and "gateway hubs". Anchor hubs have a strategic importance due to their relationship within designated urban growth centres. The more numerous gateway hubs are located at the interchange between two or more current or planned regional rapid transit lines as identified in "The Big Move". The Mobility Hub system is designed to reinforce the land use/transportation policies of the Province's Growth Plan for the Greater Golden Horseshoe (2006), particularly in terms of focussing development growth around major transit station areas.

- 2) It is proposed to replace the policy changes numbered 2 and 3 in Attachment 2 with a new Policy 1 of Section 2.2 in order to give greater recognition to the Official Plan's overall objective of integrating and coordinating transportation planning and land use planning. New Policy 2.2(1) reads as follows:

- (1) This Plan will create a better urban environment, a competitive local economy and a more socially cohesive city through the integration and coordination of transportation planning and land use planning by:
 - a) attracting more people and jobs to targeted growth areas in the City that are supported by good transit services and other infrastructure;
 - b) developing and expanding components of the City's transit and other transportation infrastructure to support the growth objectives of this Plan; and
 - c) increasing accessibility throughout the City by taking advantage of the combined travel benefits afforded by improved mobility and increased proximity.

- 3) A proposed new sub-policy 2.2(3)(e) will be introduced to address PPS Policy 1.6.8.2 regarding the protection of existing major goods movement facilities and corridors. The MMAH comments focus on the important part that major roads and highways play in accommodating goods movement. The proposed new sub-policy (e) reads as follows:
 - (e) supporting the implementation of measures for the long-term protection of those major roads and 400-series highways that play a vital role in the City's freight distribution system;

- 4) A proposed new sub-policy 2.2(3)(h) would add greater protection for existing inter-regional connections in the transportation network and provide for possible future enhancements. These transportation connections are not explicitly recognized in the current Official Plan transportation policies. The existing policies only speak to protecting the connectivity of the transportation network in general and working with adjacent municipalities on matters of mutual interest such as shared transportation corridors. The proposed new sub-policy (h) reads as follows:
 - (h) maintaining and enhancing, where appropriate, inter-regional transportation connections to adjacent municipalities;

- 5) A proposed new Policy 4 will be introduced to Section 2.2 to meet the requirements of PPS Policies 1.1.3.2(a), 1.6.8.3 and 1.8.1(d) regarding the compatibility of new land use development adjacent to existing or planned transportation corridors and facilities, and the need for the long-term protection of these corridors and facilities. It should be noted that PPS Policy 1.6.8.3 applies generally to all existing or planned transportation corridors and facilities and not just those related primarily to goods movement. The new Policy 4 reads as follows:
 - (4) Require new development on lands adjacent to existing or planned transportation corridors and facilities to be compatible with, and supportive of, the long-term purposes of the corridor and be designed to avoid, mitigate

or minimize negative impacts on and from the transportation corridor and facilities.

- 6) A new sub-policy (a) is proposed for addition to policy change 11 in Attachment 2 to address the concerns of MMAH and Metrolinx to include a requirement in the Official Plan for the preparation of TDM strategies as a part of applications for major commercial, employment or institutional developments. This requirement is specified in Policy 4.6 of the Metrolinx Regional Transportation Plan, "The Big Move" (2008). Furthermore, the structure of Section 2.4 would be improved by reversing the order of the first two existing policies. The new sub-policy (a) reads as follows:

(a) requiring a TDM strategy as part of a transportation impact study (TIS) for all applications for major commercial, employment or institutional developments to which the City's TIS Guidelines apply;

- 7) At its discretion, the City has sometimes entered into agreements, particularly in the Downtown, to allow for a reduction in the number of required parking spaces in situations where dedicated car-share spaces are to be provided. However, these agreements can be difficult to enforce over the long-term. In order to be consistent with the provisions of the new Zoning By-Law, it is recommended that the new sub-policy (a) in policy change 14 in Attachment 2 be substituted with a new sub-policy (a) that supports the conversion, not the reduction, of required parking spaces to designated, publicly accessible car-share spaces. Reductions in the number of required spaces in return for the provision of designated car-share spaces will continue to be considered on a site-specific basis. The new sub-policy (a) reads as follows:

(a) support the conversion of required parking spaces to designated publicly accessible car-share spaces;

- 8) The existing policies of the Official Plan strongly support the concept of environmental sustainability. The introductory text of Section 2.2 states that "the broad objective is to provide a wide range of sustainable transportation options." This intention can be further reinforced by adding the phrase "environmentally sustainable" to the lead-in statement of policy change 15 of Attachment 2. The amended lead-in statement now reads as follows:

The City will work with other orders of government, other municipalities, representatives from across the goods movement industry and the public to develop a comprehensive multi-modal strategy for the safe, efficient and **environmentally sustainable** movement of goods within the GTHA.

- 9) PPS Policy 1.6.8.2 states that: "*Major goods movement facilities and corridors* shall be protected for the long term." To be consistent with this new Provincial Policy direction, it is proposed that sub-policy (g) of policy change 15 of Attachment 2 be

further amended by adding the term "long-term protection" so that it now reads as follows:

- (g) policies for the **long-term protection, improved** management and more effective use of the existing **major roads, 400-series highways**, rail corridors and freight terminals for the movement of goods and services; and,

2.2 Minor Technical/Grammatical Modifications

Through the consultation process, a number of minor modifications were identified which would improve the style or enhance the clarity of the amendment. These include:

- a) Rewording proposed amended Policy 2.2.3(2)(a)(ii) to clarify the meaning of the phrase "shared parking facilities" (policy change 9 of Attachment 2);
- b) Rewording proposed amended Policy 2.4(6)(e) to clarify its application to certain types of parking facilities (policy change 13 of Attachment 2);
- c) Replacing the term "disabled loading zones" with "accessible loading zones" in proposed Policy 2.4(9) to reflect the language currently used at the City (policy change 14 of Attachment 2);
- d) Clarifying the wording of proposed amended Policy 2.4(16)(a) by replacing "data planning" with "data management" (policy change 17 of Attachment 2); and
- e) Technical amendments recommended by the MMAH and Metrolinx regarding Mobility Hubs, parking rates, transportation impact studies, policy duplication, wording and terminology.

CONCLUSION AND NEXT STEPS

The proposed Official Plan Amendment appended to this report as Attachment 1 will be posted on the Official Plan Review website and individuals who have asked for notification will be informed how to access and review the proposed policies. Subject to the Committee's approval, the public will also be notified of an Open House to be held on July 8, 2014 in the rotunda of Metro Hall to discuss the proposed policy amendments. After any revisions that may result from further comments, the Official Plan Amendment will be the subject of a statutory Special Public Meeting to be held by the Planning and Growth Management Committee at its regularly scheduled meeting on August 7, 2014.

CONTACT

Tim Laspa
Director
Transportation Planning
Tel. No.: 416-392-8100
Fax No.: 416-392-3821
E-mail: tlaspa@toronto.ca

Mike Wehkind
Program Manager
Transportation Planning
Tel. No.: 416-392-8572
Fax No.: 416-392-3821
E-mail: mwehkind@toronto.ca

SIGNATURE

Jennifer Keesmaat, MES, MCIP, RPP
Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

Attachment 1: Proposed Official Plan Amendment
Attachment 2: Previously Proposed Draft Policy Changes

[P:\2014\Cluster B\PLN\PGMC\PG14077]

Attachment 1

CITY OF TORONTO

BY-LAW No. -2014

To adopt Amendment No. to the Official Plan of the City of Toronto with respect to the set of Transportation Policies related to: (1) Integration with Land Use; (2) Streets and "Complete Streets"; (3) Active Transportation; (4) Auto, Transportation Demand Management (TDM) and Parking; and, (5) Goods Movement.

Whereas authority is given to Council under the *Planning Act*, R.S.O. 1990, c.P.13, as amended, to pass this By-law; and

Whereas Council of the City of Toronto has provided information to the public, held a public meeting in accordance with Section 17 of the *Planning Act* and held a special public meeting in accordance with the requirements of Section 26 of the *Planning Act*;

The Council of the City of Toronto enacts:

1. The attached Amendment No. to the Official Plan of the City of Toronto is hereby adopted.

Enacted and passed on , 2014

Frances Nunziata
Speaker

Ulli S. Watkiss
City Clerk

A. Chapter 2 Policies

1. Add the following sidebar to Section 2.1:

'The Metrolinx Regional Transportation Plan designates a system of Mobility Hubs across the Greater Toronto and Hamilton Area that distinguishes between "anchor hubs" and "gateway hubs". Anchor hubs have a strategic importance due to their relationship with urban growth centres and/or their role as major international gateways. The more numerous gateway hubs are located at the interchange between two or more current or planned regional rapid transit lines as identified in "The Big Move". The Mobility Hub system is designed to reinforce the land use/transportation policies of the Province's Growth Plan for the Greater Golden Horseshoe (2006), particularly in terms of focussing development growth around major transit station areas.'

2. Delete the preamble to Policy 2.1(1) and sub-policy 2.1(1)(a) and replace with the following:

- ' 1. Toronto will work with neighbouring municipalities, the Province of Ontario and Metrolinx to address mutual challenges and to develop a framework for dealing with growth across the GTA which:
- a) focuses urban growth into a pattern of compact centres, mobility hubs, and corridors connected by an regional transportation system, featuring fast, frequent, direct, inter-regional transit service with integrated services and fares;'

3. Add the following as the fifth paragraph in the non-statutory text of Section 2.2:

'The integration of transportation and land use planning is critical to achieving the overall aim of increasing accessibility throughout the City. Accessibility has two components: mobility (transportation) and proximity (land use). Increasing mobility by providing modal choice, and/or increasing the speed of travel allows more trips to be made within a given time, whereas increasing proximity through greater mixing of uses and/or higher densities achieves the same effect by shortening trip lengths. The policies of this Plan reflect the importance of mutually supportive transportation and land use policies that combine the mechanisms of mobility and proximity to maximize accessibility.'

4. Add the following as the last paragraph in the non-statutory text of Section 2.2:

'Consistent with the Metrolinx Regional Transportation Plan, this Plan supports a system of Mobility Hubs at key intersections in the regional rapid transit network that provides travelers with enhanced mobility choices and creates focal points for higher density development. Detailed master plans for Mobility Hubs will be

developed in relation to the timing of rapid transit improvements and will respect the Metrolinx "Mobility Hub Guidelines" and conform to the policies of this Plan'

5. Delete Policy 2.2(1) and replace with the following:

'1. This Plan will create a better urban environment, a competitive local economy and a more socially cohesive city through the integration and coordination of transportation planning and land use planning by:

- a) attracting more people and jobs to targeted growth areas in the City that are supported by good transit services and other infrastructure;
- b) developing and expanding components of the City's transit and other transportation infrastructure to support the growth objectives of this Plan; and
- c) increasing accessibility throughout the City by taking advantage of the combined travel benefits afforded by improved mobility and increased proximity. '

6. Delete sub-policy 2.2(3)(b) and replace with the following:

' b) acquiring lands beyond the right-of-way widths shown on Map 3 and Schedule 1 to accommodate necessary features such as embankments, grade separations, additional pavement or sidewalk widths at intersections, transit facilities or to provide for necessary improvements in safety, universal accessibility or visibility in certain locations. The conveyance of land for such widening may be required for nominal consideration from abutting property owners as a condition of subdivision, severance, minor variance, condominium or site plan approvals;'

7. Add new sub-policy 2.2(3)(e) as follows and re-number the existing sub-policy (e) to (h) accordingly:

'e) supporting the implementation of measures for the long-term protection of those major roads and 400-series highways that play a vital role in the City's freight distribution system;'

8. Delete existing sub-policy 2.2(3)(e) and replace with the renumbered sub-policy 2.2(3)(f) as follows:

' f) ensuring that streets and laneways are not closed to public use and stay within the public realm where they provide present and future access for vehicles, pedestrians and bicycles, space for utilities and services, building address, view corridors and sight lines;'

9. Add new sub-policies (g) and (h) to Policy 2.2(3) as follows, and re-number the existing sub-policies (f) to (h), previously re-numbered (g) to (i), accordingly:
 - 'g) ensuring that new streets will be provided in consideration of surrounding land uses and will contribute to the development of a connected network which provides direct and clearly understood travel routes for all transportation modes and users throughout the City and acts as a fundamental organizing element of the City's physical structure;
 - h) maintaining and enhancing, where appropriate, inter-regional transportation connections to adjacent municipalities;'
10. Add a new Policy 4 to Section 2.2 as follows:
 - '4. Require new development on lands adjacent to existing or planned transportation corridors and facilities to be compatible with, and supportive of, the long-term purposes of the corridor and be designed to avoid, mitigate or minimize negative impacts on and from the transportation corridor and facilities.'
11. Delete Policy 2.2.1(12) and substitute the following:
 - '12. Without compromising the role of the street as the main place for pedestrian activity, expansion and redevelopment of the PATH network will be supported by encouraging new development to connect to the system. The City may request additional information including a PATH feasibility study, to address PATH network expansion and/or secure new PATH connections for major new development in areas on or near the PATH network.'
12. Add a new Policy 13 to Section 2.2.1 as follows:
 - '13. The City will work with property owners to ensure that access to Union Station and the subway stations directly connected to the PATH network is enhanced by new development on and around these transit stations which serve as the anchors of the PATH network and the primary focal points for pedestrian traffic.'
13. Add a new Policy 14 to Section 2.2.1 as follows:
 - '14. The City will work with property owners, developers and other stakeholders to ensure the PATH network develops in a consistent, connected and coherent manner.'
14. Amend Policy 2 in Section 2.2.3 by adding ', Toronto Parking Authority' after 'TTC'

15. Delete sub-policy 2.2.3(2)(a)(ii) and substitute the following:

'ii) transportation improvements such as transit priority measures, improved connections to rapid transit stations, new streets, shared off-street parking facilities to meet the parking requirements of nearby developments, new or improved laneways, bikeways and walkways; and '

16. Delete the second and third paragraphs of the non-statutory text of Section 2.4 and substitute the following:

'The transportation policies, maps and schedules of the Plan make provision for the protection and development of the City's road, rapid transit and inter-regional rail networks. The Plan provides complementary policies to make more efficient use of this infrastructure and to increase opportunities for walking, cycling, and transit use and support the goal of reducing car dependency throughout the City.

In a mature city like Toronto, the emphasis has to be on using the available road space more efficiently to move people instead of vehicles and on looking at how the demand for vehicle travel can be reduced in the first place. Reducing car dependency means being creative and flexible about how we manage urban growth. We have to plan in "next generation" terms to make walking, cycling, and transit increasingly attractive alternatives to using the car and to move towards a more sustainable transportation system.'

17. Add the following sidebar to Section 2.4:

'The Toronto Walking Strategy (2009) aims to build a physical and cultural environment that supports and encourages walking, including vibrant streets, parks, public squares and neighbourhoods where people will choose to walk more often. By envisioning a city where high-quality walking environments are seamlessly integrated with public transit, cycling and other sustainable modes of travel, the Strategy sets out a plan that will produce tangible environmental, health and social benefits for residents and visitors to Toronto.'

18. Add a new Policy 1 to Section 2.4 as follows, and re-number the existing Policies 1 to 14 accordingly:

'1. Given the health benefits of physical activity, active forms of transportation will be encouraged by integrating and giving full consideration to pedestrian and cycling infrastructure in the design of all streets, neighbourhoods, major destinations, transit facilities and mobility hubs throughout the City.'

19. Delete existing Policy 1 of Section 2.4 and replace with renumbered Policy 3 as follows:
- '3. The City will show leadership within the region in the implementation of Travel Demand Management (TDM) measures to reduce auto dependence and rush-hour congestion in the road and transit networks by:
- a) requiring a TDM strategy as part of a transportation impact study (TIS) for all applications for major commercial, employment or institutional developments to which the City's TIS Guidelines apply;
 - b) actively pursuing measures which will:
 - i) increase the proportion of trips made by transit, walking, and cycling;
 - ii) increase the average automobile occupancy rate;
 - iii) reduce the demand for vehicular travel; and
 - iv) shift travel times from peak to off-peak periods;
 - c) supporting the workplace TDM efforts of Smart Commute Toronto and the region-wide Metrolinx Smart Commute program, as well as the school TDM programs of School Boards;
 - d) supporting the local implementation of TDM measures through the operation and creation of local Transportation Management Associations (TMAs) across the City;
 - e) promoting alternative work arrangements, such as compressed work weeks, flexible work hours and telecommuting; and
 - f) working with Metrolinx to pursue a region-wide study of road pricing to reduce congestion and better manage traffic.'
20. Amend existing Policy 2 of Section 2.4 to read as follows:
- '2. New developments may be required to conduct a transportation impact study (TIS) in accordance with the City's TIS Guidelines. The TIS study will identify the demands and impacts of the new development, and implement a TDM strategy and/or transportation improvements to accommodate travel generated by the development, and where relevant:
- a) weigh traffic needs against the broader objectives of this Plan;
 - b) make provision for future transportation improvements identified in this Plan; and
 - c) integrate development into the surrounding public access system of roads, walkways, bikeways and transit facilities.'

21. Add a new Policy 5 to Section 2.4 as follows, and re-number the existing policies accordingly:
 - '5. An adequate supply of off-street parking for bicycles and automobiles will be provided and maintained to meet the short-term parking demands of commercial, institutional and tourist activities while ensuring a minimal level of all-day automobile parking for commuters that reflects the availability of alternative travel modes.'
22. Delete existing Policy 2.4(4) and replace with renumbered Policy 2.4(6) as follows:
 - '6. For sites in areas well serviced by transit, such as locations around rapid transit stations and along major transit routes, consideration will be given to the establishment of:
 - a) minimum density requirements as well as maximum density limits;
 - b) minimum and maximum parking requirements;
 - c) redevelopment of surface commuter parking lots on City owned land;
 - d) limiting surface parking as a non-ancillary use; and
 - e) rates for parking on-street and in City-owned parking facilities (excluding those associated with park-and-ride facilities at rapid transit stations) structured to discourage long-term commuter parking and to achieve a higher turnover by short-term users.'
23. Add new Policies 8, 9 and 10 to Section 2.4 as follows, and re-number the existing policies accordingly:
 - '8. In support of the Travel Demand Management (TDM) and environmental policies of this Plan, the City may:
 - a) support the conversion of required parking spaces to designated publicly accessible car-share spaces;
 - b) encourage new developments to include publicly accessible bike share facilities;
 - c) encourage parking providers to designate preferred parking spaces for the exclusive use of carpool and low-emissions vehicles;
 - d) encourage parking providers to install plug in stations for electric vehicles;
 - e) relax restrictions on parking duration for car share vehicles in selected on- and off-street locations; and
 - f) provide on-street, reserved parking spaces for car sharing vehicles in selected locations.
 9. Implement curbside management strategies to improve traffic circulation and conditions for commercial vehicles including such measures as designated pick-up/drop-off areas for goods and service vehicles, accessible loading zones,

courier delivery zones, temporary film trailer parking and motor coach parking zones.

10. Encourage the implementation of off-peak delivery programs through the use of incentives and public initiatives.'

24. Delete existing Policy 2.4(6) and replace with renumbered Policy 2.4(11) as follows:

'11. The City will work with other orders of government, other municipalities, representatives from across the goods movement industry and the public to develop a comprehensive multi-modal strategy for the safe, efficient and environmentally sustainable movement of goods within the GTHA. This strategy will include:

- a) the documentation and sharing of best practices and participation in a freight data collection program for the GTHA;
- b) promotion of environmentally sustainable modes and technologies;
- c) identification of innovative approaches for urban freight movements;
- d) the establishment of a study of potential measures to encourage long distance freight trips not serving Toronto to bypass the City by using alternative corridors such as Highway 407 and those provided by the rail network;
- e) identification of infrastructure needs;
- f) guidelines for the preparation of local Freight Audits to assist in making informed decisions to enable the safe and efficient movement of freight;
- g) policies for the long-term protection, improved management and more effective use of the existing major roads, 400-series highways, rail corridors and freight terminals for the movement of goods and services; and,
- h) freight supportive integrated land use-transportation policies.'

25. Delete existing Policy 2.4(8) and replace with renumbered Policy 2.4(13) as follows:

'13. An urban environment and infrastructure that encourages and supports pedestrian movement for people of all ages and abilities throughout the City will be advanced by:

- a) ensuring safe, universally accessible, direct, comfortable, attractive and convenient pedestrian conditions, including walking routes to workplaces, schools, recreation areas, transit and other important community destinations;
- b) maximizing connections within the street network, as well as to other public or private pedestrian walkways, such as those found within parks, open spaces, between buildings, or above and below grade;
- c) prioritizing the inclusion of sidewalks, dedicated crossings where warranted and adequate sidewalk width in the design of all streets;

- d) reducing barriers by providing grade-separated crossings of controlled access highways and rail lines where warranted;
- e) focusing on improvements to connections and conditions in areas of high need, including areas with: physical barriers; difficult topography or substantial changes in grade; areas travelled frequently by vulnerable users, including people with disabilities, youth and seniors; and around mobility hubs, transit stations or other locations with significant pedestrian volume or activity; and
- f) developing policies, plans and guidelines to implement pedestrian priorities and Complete Streets.'

26. Delete existing Policy 2.4(11) and replace with renumbered Policy 2.4(16) as follows:

'16. New technologies and practices that improve urban travel conditions for the movement of people, goods and services and help mitigate the environmental impacts of transportation will be pursued and implemented where appropriate. Such technologies and practices include, but are not limited to:

- a) enhanced transportation network data management, collection, analysis and monitoring;
- b) incident and event response;
- c) construction coordination;
- d) traveler information systems; and
- e) centralized adaptive signals.'

B. Chapter 3 Policies

1. Add the following sidebar to Section 3.1.1:

"The "Complete Streets" approach recognizes that there is no single way in which to make a street "complete". It depends on numerous factors whose relative importance varies according to the character and context of each particular street. While it may not be viable or appropriate to accommodate every type of user or use on every street, the overall objective is to create a well-functioning street network that is planned and designed to provide safe access and efficient operation for all street activities and functions. Guidelines for applying the "Complete Streets" approach will be developed to assist in resolving and balancing the competing demands placed upon the use of street rights-of-way and applied when streets are constructed, reconstructed or otherwise improved.'

2. Add the following sidebar to Section 3.1.1:

'The Development Infrastructure Policy and Standards provide direction for the design of public local streets and includes criteria for when private streets may be considered appropriate, as well as supporting design standards.'

3. Delete Policy 3.1.1(5) and substitute the following:

'5. City streets are significant public open spaces which connect people and places and support the development of sustainable, economically vibrant and complete communities. New and existing City streets will incorporate a Complete Streets approach and be designed to perform their diverse roles by:

- a) balancing the needs and priorities of the various users and uses within the right-of-way, including provision for:
 - i) the safe and efficient movement of pedestrians of all ages and abilities, cyclists, transit vehicles and users, goods and services vehicles, emergency vehicles, and motorists across the network; and
 - ii) space for other street elements, such as utilities and services, trees and landscaping, green infrastructure, snow and stormwater management, wayfinding, boulevard cafes, marketing and vending, and street furniture;
- b) improving the quality and convenience of active transportation options within all communities by giving full consideration to the needs of pedestrians, cyclists and public transit users;
- c) reflecting differences in local context and character;
- d) providing building access and address, as well as amenities such as view corridors, sky view and sunlight; and
- e) serving as community destinations and public gathering places.'

4. Delete Policy 3.1.1(14) and substitute the following:

'14. New streets will be designed to:

- a) provide connections with adjacent neighbourhoods;
- b) promote a connected grid of streets that offers safe and convenient travel options;
- c) extend sight lines and view corridors;
- d) divide larger sites into smaller development blocks;
- e) provide access and addresses for new development;
- f) allow the public to freely enter without obstruction;
- g) implement the Complete Streets approach to develop a street network that balances the needs and priorities of the various users and uses within the right-of-way;

- h) improve the visibility, access and prominence of unique natural and human-made features; and
- i) provide access for emergency vehicles.'

**Attachment 2: Previously Proposed Draft Policy Changes as presented to the
Planning and Growth Management Committee at its meeting of April 10, 2014
([PG32.3 "Feeling Congested?" Draft Transportation Policies: Official Plan /
Municipal Comprehensive Reviews](#))**

The following provides a numerical list of draft proposed policy changes in the order that they appear in the Official Plan. Bolded text in a policy indicates where a change has been made and strikeouts indicate deletions. Revised policies without bold text or strikeouts have been changed in their entirety.

1. Revised Policy 2.1(1)(a):

Toronto will work with neighbouring municipalities and the Province of Ontario to address mutual challenges and to develop a framework for dealing with growth across the GTA which:

- a) focuses urban growth into a pattern of compact centres, **mobility hubs** and corridors connected by an integrated regional transportation system, featuring frequent, direct, ~~transfer-free~~, inter-regional transit service **with integrated fares**;

2. Revised Policy 2.2(1):

This Plan will create a better urban environment, a competitive local economy and a more socially cohesive city by attracting more people and jobs to targeted growth areas in the City that are supported by good transit services and other infrastructure. **Transit services and other infrastructure will be enhanced in targeted growth areas to support the planned levels of growth.**

3. New Policy Added Between Existing Policy 2.2(1) and Policy 2.2(2):

Accessibility will be increased throughout the City by integrating transportation and land use planning to take advantage of the combined travel benefits afforded by improved mobility and increased proximity.

4. Revised Policy 2.2(3)(b):

- b) acquiring lands beyond the right-of-way widths shown on Map 3 and Schedule 1 to accommodate necessary features such as embankments, grade separations, additional pavement or sidewalk widths at intersections, transit facilities or to provide for necessary improvements in **safety, universal accessibility or** visibility in certain locations. The conveyance of land for such widening may be required for nominal consideration from abutting property owners as a condition of subdivision, severance, minor variance, condominium or site plan approvals;

5. Revised Policy 2.2(3)(e):

- e) ensuring that streets **and laneways** are not closed to public use and stay within the public realm where they provide present and future access for vehicles, pedestrians and bicycles, space for **public** utilities and services, building address, view corridors and sight lines;

6. New Clause Added to Policy 2.2(3) Between Existing Clauses (e) and (f):

- ensure that new streets will contribute to the development of a connected network that provides direct and clearly understood travel routes for all users throughout the City and act as a fundamental organizing element of the City's physical structure;

7. Revised Policy 2.2.1(12):

Without compromising the role of the street as the main place for pedestrian activity, expansion and redevelopment of the PATH network will be supported by encouraging new development to connect to the system. The City may request additional information including a PATH feasibility study, to address PATH network expansion and/or secure new PATH connections for major new development in areas on or near the PATH network.

8. New Policies Added Following Policy 2.2.1(12):

- The City will work with property owners to ensure that access to Union Station and the subway stations directly connected to the PATH network is enhanced by new development on and around these transit stations which serve as the anchors of the PATH network and the primary focal points for pedestrian traffic.
- The City will work with property owners, developers and other stakeholders to ensure the PATH network develops in a consistent, connected and coherent manner.

9. Revised Policy 2.2.3(2):

To facilitate and shape growth, each Avenue Study will engage local residents, businesses, the TTC, **Toronto Parking Authority** and other local stakeholders and will set out:

a) investments in community improvements by public agencies or public/private partnerships that are needed to support city living and make the area attractive for residents and businesses including:

- i) streetscape improvements;
- ii) transportation improvements such as **shared parking facilities**, transit priority measures, improved connections to rapid transit stations, **new streets, new or improved laneways**, bikeways and walkways;
- iii) parks and open space, community and rooftop gardens and community services and facilities; and
- iv) upgraded water or sewer infrastructure;

10. New Policy Added as the First Policy in Section 2.4:

Given the health benefits of physical activity, active forms of transportation will be encouraged by integrating and giving full consideration to pedestrian and cycling infrastructure in the design of all streets, neighbourhoods, major destinations and mobility hubs throughout the City.

11. Revised Policy 2.4(1):

The City will show leadership within the region in the implementation of Travel Demand Management (TDM) measures to reduce auto dependence and rush-hour congestion in the road and transit networks by:

- a) actively pursuing measures which will:
 - i) increase the proportion of trips made by transit, walking and cycling;
 - ii) increase the average automobile occupancy rate;
 - iii) reduce the demand for vehicular travel; and
 - iv) shift travel times from peak to off-peak periods;
- b) supporting the workplace TDM efforts of Smart Commute Toronto and the region-wide Metrolinx Smart Commute program, as well as the school TDM programs of School Boards;
- c) supporting the local implementation of TDM measures through the operation and creation of local Transportation Management Associations (TMAs) across the City;
- d) promoting alternative work arrangements, such as compressed work weeks, flexible work hours and telecommuting; and
- e) working with Metrolinx to pursue a region-wide study of road pricing to reduce congestion and better manage traffic.

12. New Policy to be Added Between Existing Policy 2.4(3) and Policy 2.4(4):

An adequate supply of off-street parking for bicycles and automobiles will be provided and maintained to meet the short-term parking demands of commercial, institutional and tourist activities while ensuring a minimal level of all-day automobile parking for commuters that reflects the availability of alternative travel modes.

13. Revised Policy 2.4(4):

For sites in areas well serviced by transit, such as locations around **rapid transit** stations and along major ~~surface~~ transit routes, consideration will be given to the establishment of:

- a) minimum density requirements as well as maximum density limits;
- b) minimum and maximum parking requirements;
- c) redevelopment of surface commuter parking lots on City owned land;
- d) limiting surface parking as a non-ancillary use; and
- e) **parking rates for on-street parking and in City owned parking facilities structured to discourage long-term commuter parking and to achieve a higher turnover by short-term users.**

14. New Policies to be Added Between Existing Policy 2.4(5) and Policy 2.4(6):

- In support of the Travel Demand Management (TDM) and environmental policies of this Plan, the City may:
 - a) reduce parking requirements in new developments in exchange for providing publicly accessible dedicated car-share spaces;
 - b) encourage new developments to include publicly accessible bike share facilities;
 - c) encourage parking providers to designate preferred parking spaces for the exclusive use of carpools and low-emissions vehicles;
 - d) encourage parking providers to install plug in stations for electric vehicles;
 - e) relax restrictions on parking duration for car share vehicles in selected on- and off-street locations; and
 - f) provide on-street, reserved parking spaces for car sharing vehicles in selected locations.
- Implement curbside management strategies to improve traffic circulation and conditions for commercial vehicles including such measures as designated pick-up/drop-off areas for goods and service vehicles, disabled loading zones, courier delivery zones, temporary film trailer parking and motor coach parking zones.
- Encourage the implementation of off-peak delivery programs through the use of incentives and public initiatives.

15. Revised Policy 2.4(6):

The City will work with other orders of government, other municipalities, representatives from across the goods movement industry and the public to develop a comprehensive multi-modal strategy for the safe and efficient movement of goods within the GTHA. This strategy will include:

- a) the documentation and sharing of best practices and the establishment of a freight data collection program for the GTHA;
- b) promotion of environmentally sustainable modes and technologies;
- c) identification of innovative approaches for urban freight movements;
- d) the establishment of a study of potential measures to encourage long distance freight trips not serving Toronto to bypass the City by using alternative corridors such as Highway 407 and those provided by the rail network;
- e) identification of infrastructure needs;
- f) guidelines for the preparation of local Freight Audits to assist in making informed decisions to enable the safe and efficient movement of freight;
- g) policies for the better management and more effective use of the existing arterial roads, expressways, rail corridors and marine terminals for the movement of goods and services; and,
- h) freight supportive integrated land use-transportation policies.

16. Revised Policy 2.4(8):

An urban environment and infrastructure that encourages and supports pedestrian movement for people of all ages and abilities throughout the City will be advanced by:

- a) ensuring safe, universally accessible, direct, comfortable, attractive and convenient pedestrian conditions, including walking routes to workplaces, schools, recreation areas, transit and other important community destinations;
- b) maximizing connections within the street network, as well as to other public or private pedestrian walkways, such as those found within parks, open spaces, between buildings, or above and below grade;
- c) prioritizing the inclusion of sidewalks, dedicated crossings where warranted and adequate sidewalk width in the design of all streets;
- d) reducing barriers by providing grade-separated crossings of controlled access highways and rail lines where warranted;
- e) focusing on improvements to connections and conditions in areas of high need, including areas with: physical barriers; difficult topography or substantial changes in grade; areas travelled frequently by vulnerable users, including

- people with disabilities, youth and seniors; and around mobility hubs, transit stations or other locations with significant pedestrian volume or activity; and
- f) developing policies, plans and guidelines to implement pedestrian priorities and Complete Streets.

17. Revised Policy 2.4(11):

New technologies and practices that improve urban travel conditions for the movement of people, goods and services and help mitigate the environmental impacts of transportation will be pursued and implemented where appropriate. Such technologies and practices include, but are not limited to:

- a) enhanced network data planning, collection, analysis and monitoring;
- b) incident and event response;
- c) construction coordination;
- d) traveler information systems; and
- e) centralized adaptive signals.

18. Revised Policy 3.1.1(5):

City streets are significant public open spaces which connect people and places and support the development of sustainable, economically vibrant and complete communities. New and existing City streets will incorporate a Complete Streets approach and be designed to perform their diverse roles by:

- a) balancing the needs and priorities of the various users and uses within the right-of-way, including provision for:
 - i) the safe and efficient movement of pedestrians of all ages and abilities, cyclists, transit vehicles and users, goods and services vehicles, emergency vehicles, and motorists across the network; and
 - ii) space for other street elements, such as utilities and services, trees and landscaping, green infrastructure, snow and stormwater management, wayfinding, boulevard cafes, marketing and vending, and street furniture;
- b) improving the quality and convenience of active transportation options within all communities by giving full consideration to the needs of pedestrians, cyclists and public transit users;
- c) reflecting differences in local context and character;
- d) providing building access and address, as well as amenities such as view corridors, sky view and sunlight; and
- e) serving as community destinations and public gathering places.

19. Revised Policy 3.1.1(14):

New streets will be designed to:

- a) provide connections with adjacent neighbourhoods;
- b) promote a connected grid of streets that offers **safe and convenient** travel options;
- c) extend sight lines **and view corridors**;
- d) divide larger sites into smaller development blocks;
- e) provide access and addresses for new development;
- f) allow the public to freely enter without obstruction;
- g) **implement the Complete Streets approach to develop a street network that provides adequate space for pedestrians of all ages and abilities, cyclists, transit vehicles and users, goods and services vehicles, emergency vehicles, motorists, utilities and services, trees and landscaping, green infrastructure, snow and stormwater management, wayfinding, boulevard cafes, marketing and vending, and street furniture**;
- h) improve the visibility of, access to and prominence of unique natural and human-made features; and
- i) provide access for emergency vehicles.