

Downtown Mobility Strategy

Date: April 17, 2018

To: Planning and Growth Management Committee

From: Chief Planner and Executive Director, City Planning and General Manager,
Transportation Services

Wards: 20, 27 and 28

SUMMARY

This report recommends the use of the Downtown Mobility Strategy (the Strategy) to guide implementation of the Downtown Plan, while also recommending additional study work necessary to advance implementation of the actions set out in the Strategy.

Downtown is the heart of transportation activity in the City of Toronto and the surrounding region. However, it faces challenges brought about by the significant recent growth and the continued growth expected in the coming years. Downtown is Canada's largest employment cluster with over 500,000 jobs, relying on Union Station, the subway system and the surface transit network to provide access to a city-wide and regional workforce. Close to 240,000 people live Downtown, with more than 7,500 residents added annually over the past 5 years. By 2041, Downtown, together with 'shoulder areas' of South of Eastern and Liberty Village, has the potential to reach between 850,000 and 915,000 jobs.

The Downtown Mobility Strategy supports the 25-year vision, goals and policies of the Downtown Plan to address transportation needs within a growing Downtown, encompassing the 17-square kilometre area from Bathurst Street to the Don River and from the waterfront to the CP rail corridor/Rosedale Valley Road. The Strategy was prepared collaboratively with several city Divisions and Agencies, including the Transportation Services Division, the Toronto Transit Commission, Toronto Parking Authority, Environment and Energy Division, and Toronto Public Health.

The Strategy seeks to enable the growing numbers of residents, workers, students and visitors in the Downtown to travel safely, efficiently, and more sustainably, while also strengthening the city's economic competitiveness and environmental resiliency.

It outlines a series of actions that work together with the Downtown Parks and Public Realm Plan to align infrastructure planning with long-term growth: making streets more complete, improving pedestrian and cycling infrastructure, prioritizing surface transit, and managing motor vehicle traffic and parking. The Strategy supports the

implementation of the Downtown Plan by informing the Complete Community Assessment and other requirements as part of the Planning Rationale for development applications.

It also supports and complements the rapid transit network planning initiatives currently underway at the city-wide and regional scale and is informed by, and builds on, several City transportation initiatives already underway in the Downtown, such as the Vision Zero Road Safety Plan and the 10-Year Cycling Network Plan.

Moving forward, one of the two key implementation actions being recommended in this report is a Street Typology Study for key Downtown streets that should be initiated as soon as possible to help inform other actions in the Strategy. The study will use the City's Complete Streets Guidelines to help identify priority networks and key outstanding network gaps for various users and determine a range of street typologies for key Downtown streets, based on their existing and planned contexts. Street typologies are intended to be a starting point in the 'complete streets' design approach that establish key transportation and place-making priorities to inform how a street should be designed.

Downtown streets have many different and competing roles, characters, and functions and an individual street may even have different typologies along its length, reflecting the diverse surrounding context of each segment. A street's typology may also change over time, as the city changes and evolves.

It is not feasible to expand or widen Downtown streets, so it is fundamentally important to understand how to better use and allocate the limited amount of right-of-way space available on our streets to achieve the long-term transportation and public realm city-building objectives of the Downtown Plan.

There is no single way to make a street 'complete'. There are some streets in the Downtown where pedestrian improvements should be prioritized, such as providing wider sidewalks and an enhanced public realm. On other streets, cycling infrastructure should be prioritized in order to complete key gaps in the cycling network. And on some streets, motor vehicles play an important role providing a range of functions including personal transport, emergency response, service delivery, goods movement, and curbside activity.

The other key implementation action being recommended is to undertake a Downtown Transit Area Study to develop a long-term vision and plan for surface transit improvements needed to accommodate Downtown population and employment growth. The study will identify a range of options to improve reliability, reduce travel times, and increase ridership on surface transit routes in the Downtown, including: increasing service on existing routes, changing route structures, and adding new routes in areas of growth. It may also include exploring a range of surface transit improvements on some routes, depending on the context.

The Downtown Mobility Strategy's other recommended implementation actions will be undertaken over time, informing future Capital Budgets and Plans and aligning with other studies and work.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning and General Manager, Transportation Services recommends that:

1. City Council adopt the Downtown Mobility Strategy attached as Attachment 1 to this report to guide implementation of the Downtown Plan.
2. City Council direct the Chief Planner and Executive Director, City Planning and the General Manager, Transportation Services, in consultation with the Interim Chief Financial Officer, to undertake a Street Typology Study and report back to Executive Committee in the fourth quarter of 2019.
3. City Council direct the Chief Planner and Executive Director, City Planning and the General Manager, Transportation Services, in partnership with the Toronto Transit Commission, and in consultation with the Interim Chief Financial Officer, to undertake a Downtown Transit Area Study and report back in the first quarter of 2020.
4. City Council direct Divisions to use the Downtown Mobility Strategy to inform future Capital Budgets.
5. City Council direct the Chief Planner and Executive Director, City Planning and General Manager, Transportation Services to use the Downtown Mobility Strategy to inform review of development applications within the Downtown Plan area as follows:
 - a. to inform the necessary infrastructure required to support the development application;
 - b. to assess the potential cumulative impact of other applications and previous approvals to determine the City's ability to secure the necessary infrastructure to support development; and
 - c. use planning mechanisms, including holding provisions, as necessary to ensure that growth and infrastructure needs are aligned.
6. City Council direct the Chief Planner and Executive Director, City Planning and General Manager, Transportation Services to report back every 5 years with updates to the Downtown Mobility Strategy to be coordinated with the preparation of the City's future Development Charges By-law updates.

FINANCIAL IMPACT

There are no direct financial implications resulting from the implementation of the recommendations in this report.

The Downtown Mobility Strategy provides directional guidance on mobility needs and potential transportation infrastructure requirements for the growing Downtown. Two

additional studies are being recommended to advance future phases of work and will be prioritized. Both studies will be closely coordinated with the Implementation Strategy for the Parks and Public Realm Plan.

The first study is the Street Typology Study, to be undertaken collaboratively with City Planning and Transportation Services. It will use the City's Complete Streets Guidelines to identify priority networks and key outstanding network gaps for different modes, including goods movement, and identify street typologies for key Downtown streets. The Street Typology Study will help provide guidance in prioritizing various uses and users on Downtown streets to reflect changing travel behavior that is seeing more people choosing to walk, cycle and take transit.

The second study is the Downtown Transit Area Study, to be undertaken collaboratively with City Planning, Transportation Services and the TTC. It will develop a long-term vision and plan for surface transit improvements needed to accommodate growth within the Downtown. The study will identify a range of options to improve reliability, reduce travel times, and increase ridership on surface transit routes in the Downtown, including: increasing service on existing routes, changing route structures, and adding new routes in areas of growth. It may also include exploring a range of surface transit improvements on some routes, depending on the context.

Both studies will prioritize projects, using a set of criteria that applies a strategic lens and provides a rationale for advancing different initiatives at different points over the 25-year span of the Plan. Criteria will include population and employment growth pressures, eligibility for capital funding, opportunities for capital project coordination and emerging opportunities/quick wins. A categorization of projects will also be undertaken. Complex projects with longer implementation periods will be flagged to advance through a Council-approved "stage-gate" capital planning process that provides Council with decision points related to scope, timelines and costs. This is a similar process that has been used by City Council to manage larger infrastructure initiatives such as transit and Rail Deck Park. Other more typical projects will be required to undertake more detailed studies, such as technical feasibility and engineering studies, master plans, streetscape studies that may include Environment Assessments, or plans for smaller local initiatives. Through this work initial order of magnitude costing for the infrastructure projects will be completed.

Projects will also be assessed in terms of the degree to which they address infrastructure requirements related to growth versus benefit to existing populations. This will ensure that this work informs future Development Charges By-law reviews.

The work on both the Street Typology Study and the Downtown Transit Area Study will involve an analysis of the approved 10-year Capital Plan for involved operational divisions as well as the TTC. This analysis will determine whether the infrastructure elements are addressed, fully or partially, within the Capital Plan, and will point to those elements that may require additional investments. Opportunities for alignment of projects will be identified to ensure coordination and synchronization of capital investments across divisions and agencies. Additional opportunities for partnerships with third parties – such as planned investments by Agencies, Boards and Commissions and other orders of government – will be explored.

The studies will identify the appropriate planning, funding and financing tools available to support future investment in transportation infrastructure. These tools include Development Charges, Section 37 funds, Site Plan Control, and agreements to enable public access. Alignment and coordination of these individual tools will be required.

Detailed infrastructure timing and funding will need to be prioritized against other City-wide capital projects and operating impacts both funded and unfunded, as well as the City's financial and resource capacity to deliver additional infrastructure works that will inform and guide the future Capital Budget Plan and Operating Budget processes. The timing and provision of the necessary infrastructure to support growth in the Downtown will be a collective responsibility with the development industry for building a liveable Downtown. This may require that the City manage as appropriate development to align with the delivery of the growth-related infrastructure. The Downtown Plan provides mechanisms to assist in coordinating the provision of infrastructure including: the requirement that developers undertake a Complete Community Assessment for their proposals that will determine and address their infrastructure (physical, community service facilities, green and parkland) requirements to support growth; the potential use of a "Holding" symbol in the event that growth is outpacing the necessary infrastructure requirements; and opportunities to integrate and/or provide infrastructure within or in the area of the proposed development.

The Street Typology Study is recommended to Council for completion and report back in the fourth quarter of 2019, coordinated with the report out on the Downtown Parks and Public Realm Implementation Strategy. The Downtown Transit Area Study is recommended for completion and report back in the first quarter of 2020.

The Interim Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

TOcore:

At its May 2014 meeting, Toronto and East York Community Council (TEYCC) considered a staff report entitled "Comprehensive to the Core: Planning Toronto's Downtown," which launched TOcore: Planning Downtown, and directed staff to develop an integrated planning framework and infrastructure growth strategy for Downtown to enable long-term liveability and competitiveness.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.TE32.47>

At its December 2015 meeting, City Council adopted a staff report entitled 'TOcore: Planning Toronto's Downtown – Phase 1 Summary Report and Phase 2 Directions' and directed City Planning and Transportation Services staff, in consultation with the Toronto Transit Commission and the Toronto Parking Authority, to develop a transportation strategy to address movement, connectivity and accessibility for the growing number of people living, working and visiting Downtown

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.TE12.43>

At its October 2017 meeting, City Council adopted a staff report entitled, 'TOcore: Proposed Downtown Plan' and directed staff to undertake stakeholder and public consultation on the five Downtown infrastructure strategies, including the Mobility Strategy, and report back by mid-2018 with final strategies and any recommendations for future work to implement the strategies such as capital approvals, Environmental Assessments and/or Master Plans.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG22.1>

Other Related Reports and Aligned Initiatives:

Vision Zero Road Safety Plan

At its meeting of July 12, 13, 14 and 15, 2016, City Council endorsed the Road Safety Plan (2017-2021) and endorsed in principle the countermeasures and enhanced Road Safety Plan identified within the supplementary report (July 11, 2016).

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PW14.1>

At its meeting of October 2, 3, and 4, 2017, City Council requested the General Manager, Transportation Services to include options to accelerate Vision Zero planning, including the feasibility of accelerating the implementation from five years to two years, as part of the upcoming progress report to the November 28, 2017 meeting of the Public Works and Infrastructure Committee on the status and implementation of Toronto's Vision Zero Road Safety Plan.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.MM32.41>

Complete Streets Guidelines

At its February 2017 meeting, Public Works and Infrastructure Committee were presented with Toronto's Complete Streets Guidelines. In considering the covering report, the Committee requested a further report on 'a city overlay of street types and identification of locations where there is a potential for change'.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PW19.3>

Yonge Street Environmental Assessment (EA) Study: Queen Street to College/Carlton Streets

The Yonge Street Environmental Assessment (EA) Study will develop and review design options intended to improve streetscaping and increase pedestrian space, along with other possibilities to improve the way people move through and enjoy Yonge Street between Queen Street and College/Carlton Street. More information can be found on the City's project website:

<https://www.toronto.ca/community-people/get-involved/public-consultations/infrastructure-projects/yonge-downtown/>

John Street Corridor Improvements Environmental Assessment Study

At its March 5, 2012 meeting, City Council was presented with the completed John Street Cultural Corridor EA, which had the primary objective of developing a unique and high quality streetscape design that provides a vibrant environment for pedestrians,

recognizing John Street, between Front Street and Stephanie Street, as a route of civic and cultural importance in the City.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PW12.3>

Toronto 360 Pedestrian Wayfinding Strategy

The City of Toronto has started a city-wide roll out of the Toronto 360 (“TO360”) pedestrian wayfinding system, which is a central component of the City’s ambition to make Toronto a more walkable, welcoming and understandable place for visitors and residents alike. TO360 provides consistent wayfinding information through a unified signage and mapping system delivered by the City and project partners. More information can be found on the City's project website: <https://www.toronto.ca/services-payments/streets-parking-transportation/walking-in-toronto/wayfinding/>

Cycling Network 10-Year Plan

At its meeting on June 7, 2016, City Council adopted, in principle, the Ten Year Cycling Network Plan with implementation of individual projects subject to future City Council approval.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PW13.11>

At its July 7, 8 and 9, 2015 meeting, City Council approved the implementation of a westbound cycle track on Richmond Street from Parliament Street to York Street and an eastbound cycle track on Adelaide Street from Simcoe Street to Parliament Street as pilot projects.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PW6.12>

Bloor Street Bike Lanes: Shaw Street to Avenue Road

At its meeting of November 7, 8 and 9, 2017, City Council approved the cycle tracks on Bloor Street West, from Shaw Street to Avenue Road, as a permanent installation.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PW24.9>

Bicycle Parking Strategy

The City is currently working on a Bicycle Parking Strategy to develop a shared vision for bicycle parking among providers and users, spread and clarify responsibility for the provision of bicycle parking, increase knowledge of priority areas for investment, and plan the City's efforts in building and managing its bicycle parking assets. The Bicycle Parking Strategy is expected to be complete by 2019.

On-Street Bikeway Design Guidelines

The City is currently developing an On-Street Bikeway Design Guidelines document to be completed in 2018. The guidelines are intended to provide support for practitioners in the implementation of the cycling network city-wide. The document will focus on cycling facility design, implementation and operation within the context of Toronto specific street conditions.

Relief Line Project Assessment

At its meeting of May 24, 25 and 26, 2017, City Council approved the alignment for the Relief line and directed the commencement of the Transit Project Assessment Process.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX25.1>

Waterfront LRT

At its meeting of January 31 and February 1, 2018, City Council endorsed the overall Waterfront Transit Network Plan.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX30.1>

King Street Transit Pilot: Bathurst Street to Jarvis Street

At its July 4, 5, 6 and 7, 2017 meeting, City Council authorized the implementation of the proposed King Street Transit Pilot between Bathurst Street and Jarvis Street.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX26.1>

TTC Ridership Growth Strategy (TGS) 2018-2022

At its meeting of January 25, 2018, the TTC Board approved the Ridership Growth Strategy which outlines initiatives the TTC will pursue to grow its ridership.
[https://www.ttc.ca/About the TTC/Commission reports and information/Commission meetings/2018/January 25/Reports/2 Ridership Growth Strategy 2018-2022.pdf](https://www.ttc.ca/About%20the%20TTC/Commission%20reports%20and%20information/Commission%20meetings/2018/January%2025/Reports/2%20Ridership%20Growth%20Strategy%202018-2022.pdf)

Official Plan Review of City-Wide Transit Network

The ongoing review of the transportation policies in the Official Plan launched in 2013, with the first set of policy amendments having been adopted in 2014. The second set of policy amendments, being brought forward to City Council in 2019, is related to developing a framework to provide a consistent and transparent approach to the task of identifying a recommended long-term comprehensive rapid transit network plan and priority projects for implementation.

City-Wide Congestion Management Plan

At its meeting of City Council on November 3-4, 2015, City Council endorsed in principle the updated Congestion Management Plan (2016-2020) and directed the General Manager, Transportation Services, to report back to the Public Works and Infrastructure Committee semi-annually on the Congestion Management Plan.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PW8.1>

Curbside Management Study

At its meeting of December 5, 6, 7 and 8, 2017, City Council approved the Curbside Management Strategy including associated Quick Wins with the purpose of improving how curbside space is used.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PW25.12>

Freight & Goods Movement Strategy

At its meeting of October 18, 2017, Public Works and Infrastructure Committee considered the Freight and Goods Movement Strategy Framework which would guide the development of a city-wide freight and goods movement strategy.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PW24.8>

Automated Vehicles

At its meeting of January 31 and February 1, 2018, City Council approved the further development of an Automated Vehicle Tactical Plan to guide the City's response to automated vehicles.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PW26.4>

Smart Commute

Smart Commute is a program of the City of Toronto and Metrolinx and works with employers and commuters in the Downtown to find sustainable commuting solutions to reduce congestion, improve air quality, combat climate change, and improve people's daily commutes. More information can be found online here: <http://smartcommute.ca/>

Provincial Policy Framework

The Provincial Policy Statement, 2014 and Growth Plan for the Greater Golden Horseshoe, 2017 require the City to plan the transportation system to be safe and environmentally sustainable. To this end, they encourage the use of transportation demand management strategies. The Growth Plan provides more detail, explicitly stating that transportation demand management policies will be developed and implemented to prioritize active transportation, transit and goods movement over single-occupant automobiles. The complete streets approach is also recognized by the Growth Plan as the means by which the needs and safety of road users will be considered and accommodated.

COMMENTS

TOcore Overview

'TOcore: Planning Downtown' (the Study) has been a comprehensive and integrated look at Toronto's Downtown, its relationship to the city and region around it, and the planning framework governing growth, development and the provision of infrastructure. The Study area is bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north and the Don River to the East.

Initiating the TOcore Study in 2014, Council recognized that growth was outpacing the City's ability to secure the infrastructure necessary to support growth. It signaled that a new planning direction for Downtown was required and that it should be accompanied by an infrastructure growth strategy. Without integrated planning of growth and

infrastructure along with a balancing of residential and non-residential growth, the liveability of Downtown and the competitiveness of the city as a whole was seen to be compromised.

The purpose of the Study is to ensure growth continues to positively contribute to Toronto's Downtown as a great place to live, work, learn, play and invest by determining how future population and employment growth will be accommodated and shaped, and what physical and social infrastructure will be needed, where it will go and how it will be secured.

Led by City Planning, the Study has been a collaboration among sixteen City divisions and two offices, as well as with several supporting agency partners.

Through TOcore, staff has developed a 25-year Downtown Plan to ensure that Downtown Toronto remains the thriving, liveable, and connected heart of a successful and prosperous city and region. To guide implementation, the Downtown Plan is supported by five infrastructure-related strategies that address: parks and public realm, community services and facilities, mobility, energy and water.

Strategy Background and Overview

The Downtown Mobility Strategy seeks to enable the growing numbers of residents, workers, students and visitors in the Downtown to travel safely, efficiently and more sustainably, while also strengthening the city's economic competitiveness and environmental resiliency. It will work in tandem with the Downtown Parks and Public Realm Plan to address transportation needs within a growing Downtown. It will also support and complement rapid transit network infrastructure planning initiatives at the city-wide and regional scale.

Growth and Challenges

Toronto's Downtown functions as the economic and cultural hub of the city and region. The Downtown is the most prominent location for development activity in the City and contains the largest percentage of proposed development. Downtown currently accounts for 38% of the residential units and 40% of the non-residential gross floor area (GFA) proposed in the entire city.

Much of the residential growth Downtown between 2012 and 2016 took place south of Queen Street. Almost 50% of all Downtown growth occurred in the King-Spadina and Waterfront West neighbourhoods. The Bay Corridor, King-Parliament and Waterfront Central saw moderate increases accounting for 36% of new residents.

Downtown's population is projected to more than double from approximately 200,000 people in 2011 to a potential population of 475,000 by 2041. Downtown is Canada's largest employment cluster with over 500,000 jobs. By 2041, Downtown, together with the "shoulder areas" of South of Eastern and Liberty Village, has the potential to reach between 850,000 to 915,000 jobs.

From a transportation perspective, the overarching vision of the Downtown Secondary Plan is to enhance Downtown Toronto's status as a great place to live, work, learn, play and invest. The major existing and emerging challenges to this status are described below:

Population and employment growth

The recent and anticipated population and employment growth in the Downtown is putting tremendous pressure on transportation and transit infrastructure. When considering the impact on the transportation system, the growing numbers of daily visitors and students must also be considered. Growth in each of these areas will significantly increase demand for travel into, out of, and within the Downtown by all modes.

Fixed road capacity

Downtown streets have a limited amount of right-of-way space and it is not feasible to expand or widen them. We need to understand how to better use and allocate the limited amount of space available. More people are walking and cycling, streetcars are stuck in traffic, and there is a growing demand for public space improvements to support public life, including patios or parkettes. While peak hour traffic volumes into the Downtown remain relatively stable, outbound volumes in the morning have slightly increased due to some residents commuting to areas outside of the Downtown. Temporary uses, such as for construction, add further demands on the limited road space.

Increasing demand for walking, cycling and surface transit

The overwhelming majority of people living in the Downtown walk, cycle, or take transit to get to work – nearly half of households don't even own a car (TTS 2011). There has been a significant increase in the number of residents living Downtown who walk and cycle to their places of employment in the Downtown. The streetcars serving Downtown have had increased ridership as a result of new residential intensification both within the Downtown and beyond. Downtown streets are also used for vehicle traffic including for goods delivery and emergency services.

Safety

Downtown streets must be safe and universally accessible for people of all ages and abilities, especially the most vulnerable: children, seniors and people with disabilities. How we design our streets, and how safe people feel using them, impacts how people choose to get around. The more comfortable people feel walking and cycling the more people will choose to walk and cycle. Nowhere else in the city is this more apparent than in the Downtown where the concentration and volume of pedestrians and cyclists moving around on our streets is the highest in the city.

Healthy lifestyles

Chronic diseases are the leading cause of death and disability in Toronto. Physical activity has been shown to reduce mortality of chronic diseases such as heart attacks,

strokes, diabetes and some types of cancers including colon and breast cancer. In Toronto, 2006 levels of walking and cycling to work were estimated to prevent about 120 deaths each year. Public transit not only reduces vehicle emissions that contribute to a range of adverse health outcomes, people using public transit also tend to walk more in order to get to and from the public transit network, and to transfer between routes.

Climate change and environmental resiliency

Transportation has long been associated with environmental impacts, such as the production of greenhouse gases, creating air pollutants and contributing to stormwater runoff. About 280 deaths and 1,100 hospitalizations arise annually from exposure to traffic-related air pollution emitted within Toronto. Through TransformTO, the City has adopted several long-term goals, among them: 75% of trips under five kilometres will be active trips and all vehicles be low or zero-emissions by 2050.

New technologies and behaviours

How and why we choose to travel changes over time. In part due to demographics and in part due to technology which is evolving rapidly with new innovation to improve the remote work experience or simplify the process of ride sourcing. As a result many workers are adopting more flexible schedules or are working from alternative locations. While new technologies such as automated or electric vehicles are appealing, they won't solve the city's transportation challenges and may even cause congestion to increase, if not properly regulated.

Strategy Highlights

The Downtown Mobility Strategy sets out specific actions and related initiatives to implement the Downtown Plan's vision and mobility policies. Beginning with Complete Streets, the actions are then organized around the major Downtown travel modes – walking, cycling, public transit and motor vehicles – with Priority Actions highlighted for each mode.

Complete Streets

Streets are the most fundamental element of the Downtown transportation system and serve both as corridors for movement and as important public spaces. As the Downtown continues to grow, competition for limited space in the street rights-of-way will increase. It is not feasible to expand or widen Downtown streets, so we need to understand how to better use and allocate the limited amount of space available on our streets to use them more efficiently. The 'complete streets' approach is a contextually sensitive means by which to prioritize some street users and uses over others. While every user or use may not be accommodated on every street, the overall objective is to create a well-functioning street network that provides safe access and efficient operation for all street activities and functions, especially the needs of vulnerable users and people with lower mobility or disabilities.

As a frame for all of the other Priority Actions of the Strategy, the Complete Streets section calls for a Street Typology Study to be undertaken for key Downtown streets. In

the past, plans to enhance networks for different modes of travel have been developed somewhat in isolation. This has resulted in some streets being identified as priorities for multiple modes. The Street Typology Study would use the City's Complete Street's Guidelines to identify typologies and modal priorities for key Downtown streets, on a network basis, to help ensure that each mode is provided with a cohesive, connected network of routes serving major destinations throughout the Downtown. Any future work related to these streets would be able to use the established typologies as starting points to guide the evolution of each individual street within the broader network.

It is important to note that different streets have different priorities that are based on their existing and planned context, which may change from one street segment to the next, especially their transportation and place-making roles and functions. There is no single way to make a street 'complete'.

Walking

Downtown is already the walking heart of the City. Everyone is a pedestrian at some point in their journey. When people are walking they experience their city in a fundamentally different way. Walking is enjoyable, healthy and affordable, and helps to build a sense of community. The Strategy identifies a number of Priority Actions to improve the pedestrian experience. Collectively, they will:

- Increase space for walking
- Enhance the public realm
- Remove barriers
- Improve connections to other modes.

There are places where the pedestrian experience should be prioritized. This may be due to land use mix, pedestrian volumes, anticipated growth, transit volumes, and walking routes to major destinations. In areas where pedestrians are to be prioritized over other travel modes, improvements will be considered to enhance the pedestrian experience.

Cycling

Cycling is a great way to get around the Downtown. It's fast, convenient, space-efficient, low-cost, environmentally sustainable and healthy. As the Downtown continues to grow, and the number of cyclists increases, there must be continued investment in cycling infrastructure to grow, connect and renew the network to improve safety, comfort and convenience. The Priority Actions identified by the Strategy focus on continuing to implement initiatives already planned as part of the 10-year Cycling Network Plan. The Actions will also address end-of-trip bicycle infrastructure and facilities, such as bicycle parking, and introduce measures to secure and fund additional Bike Share infrastructure.

Public Transit

Public transit is the backbone of the Downtown transportation system. As Downtown and nearby neighbourhoods continue to grow, there will be more demand on already

busy transit routes. On a typical weekday, about 810,000 transit trips are made in and out of Downtown.

The last expansion of the subway system into and through the Downtown was in 1978. In the absence of new rapid transit lines, surface transit routes serving Downtown and surrounding areas have experienced significant increase in transit demand. Most streetcars and buses operate in mixed traffic, slowing trips and reducing their reliability. Recent development proposals have generated requests for new north-south surface transit capacity in the eastern Downtown, as well as connections from the Downtown into the Port Lands. Planned enhancements could include increasing service levels, using higher capacity vehicles, implementing transit priority measures, and providing alternate transit options within the Downtown network.

The King Street Transit Pilot is currently testing out one configuration of an extensive suite of transit priority measures to improve surface transit along the busiest surface transit corridor in the Downtown, and the entire City. Other surface transit corridors in the Downtown will need further study to better understand what range of transit priority measures are appropriate for each route, depending on the existing and planned context. Potential surface transit priority measures could include transit signal priority at key intersections, turning and on-street parking restrictions, curbside management strategies or, where feasible, reserved or dedicated lanes. It is anticipated that each surface transit route will require its own tailored approach and strategy.

The focus of the public transit Priority Actions is to achieve the following objectives:

- Enhance rapid transit access
- Co-ordinate with development
- Improve transit customer experience
- Complete Downtown Area Transit Study
- Prioritize transit
- Enhance connections to and from transit.

One of the key Actions of the Strategy is to undertake a Downtown Transit Area Study to develop a long-term vision and plan for surface transit improvements needed to accommodate growth within and near the Downtown. The study will identify a range of options to improve reliability, reduce travel times, and increase ridership on surface transit routes in the Downtown, including: increasing service on existing routes, changing route structures, and adding new routes in areas of growth. It may also include exploring a range of surface transit improvements on some routes, depending on the existing and planned context.

Motor Vehicles

Motor vehicles also play an important role in the Downtown, providing a range of functions, including emergency response, service delivery, goods movement, and personal transport. The growing competition for road space also slows down motor vehicles, reducing the efficiency of the network.

To improve the efficiency of the network, people should be encouraged to walk, cycle and take transit wherever and whenever possible. Personal motor vehicles alone cannot move enough people within the available space to provide a sufficient level of mobility. To ensure a well-functioning city, personal travel and other functions that can shift to alternative modes, should be encouraged to do so. This will also benefit certain users and uses, such as emergency response, goods movement and service delivery, for which this is challenging or not possible.

The priority objectives for managing vehicle traffic and parking are to support core functions – emergency vehicles and goods movement – facilitate a shift to more sustainable travel and rethink parking.

Priority Actions for Motor Vehicles complement other City strategies and plans like the Congestion Management Plan and the Curbside Management Strategy. The Congestion Management Plan seeks to improve travel conditions for motor vehicles and other travelers through the implementation of innovative technological solutions. The Curbside Management Strategy details a number of interventions to manage curbside space in a portion of Downtown in a way that supports mobility and access for people and goods.

Process and Engagement

The Downtown Mobility Strategy has been shaped by extensive consultation. City Planning and its divisional partners have undertaken a comprehensive public engagement and stakeholder consultation process for TOcore, employing a diverse range of tools aimed at reaching the full range of people from across the city who live, work, learn, play, visit and invest Downtown. This included information provided about the Strategy on the City's website, at public meetings and presentations, workshops, an exposition, and stakeholder meetings. Further details of the TOcore engagement process through Phases 1 to 3A can be found on the project website:

www.toronto.ca/tocore.

Recent consultations have generated comments more specific to the Downtown Mobility Strategy. A public open house was held on December 2, 2017 which solicited feedback on the proposed actions and informed subsequent updates to the Strategy. Public input was also gathered through an online survey pertaining to a summary of the Downtown Mobility Strategy. Through these consultations, the City received a variety of comments which shaped and informed this strategy. An update on the consultation undertaken on the proposed Downtown Plan between October 2017 and March 2018 is included under separate cover in the Downtown Plan Official Plan Amendment Staff Report.

Internally, a series of workshops were held in 2017 with City divisional and agency partners which established the structure, content and proposed actions of the Downtown Mobility Strategy. More recent meetings with specific staff with subject matter expertise helped to further refine the Strategy.

Next Steps

The Downtown Plan requires the delivery of new infrastructure to be aligned with growth in order to ensure complete communities.

The Downtown Mobility Strategy, along with the other four infrastructure strategies, is key to linking the timely provision of transportation infrastructure with growth. The infrastructure strategies will inform the review of development applications, including the Complete Community Assessment required as part of the Planning Rationale for development applications. To ensure growth is linked to the timely provision of infrastructure – including physical infrastructure, green infrastructure, community service facilities, and parkland – City staff will determine whether the proposed development contributes to the creation of a complete community as assessed against the five Downtown Infrastructure Plans and/or Strategies.

The strategies will also inform the annual capital planning process through a review of metrics related to infrastructure secured compared to our growth and development numbers. Regular review of the strategies will provide City Staff with an updated on whether infrastructure is keeping pace with growth.

The two implementation actions from the Downtown Mobility Strategy which are most important for advancing implementation of the Downtown Plan and mobility-related infrastructure are: a Street Typology Study and a Downtown Transit Area Study. Each of these should be commenced as soon as possible so that their results can inform the other implementation actions and projects currently underway, such as the Yonge Street Environmental Assessment (Queen Street to College/Carlton Streets). The other implementation actions will be incorporated into future Capital Budgets and Plans.

The work on both the Street Typology Study and the Downtown Transit Area Study will involve an analysis of the approved 10-year Capital Plan for involved operational divisions as well as the TTC. This analysis will determine whether the infrastructure elements are addressed, fully or partially, within the Capital Plan, and will point to those elements that may require additional investments. Opportunities for alignment of projects will be identified to ensure coordination and synchronization of capital investments across divisions and agencies. Additional opportunities for partnerships with third parties – such as planned investments by Agencies, Boards and Commissions and other orders of government – will be explored.

The Street Typology Study is recommended to Council for completion and report back in the fourth quarter of 2019, coordinated with the report out on the Downtown Parks and Public Realm Implementation Strategy. The Downtown Transit Area Study is recommended for completion and report back in the first quarter of 2020.

CONTACT

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ATTACHMENTS

Attachment 1: Downtown Mobility Strategy