

## **GTSB Strategic Transportation for the Greater Toronto Area and Hamilton-Wentworth**

*(City Council on May 9, 10 and 11, 2000, amended this Clause by adding thereto the following:*

*“It is further recommended that the acquisition and/or preservation of rail corridors should also apply to pedestrian and bicycle pathway uses.”)*

**The Planning and Transportation Committee recommends the adoption of the following report (April 11, 2000) from the Commissioner of Urban Development Services:**

Purpose:

This report presents the response of the Strategic Transportation Planning Group (STPG) to the report “Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada - A Strategic Transportation Plan for the GTA and Hamilton-Wentworth”, the Recommended Actions for Implementation of the GTA Strategic Transportation Plan, and the 2000 work program and budget of the Greater Toronto Services Board (GTSB) Transportation Committee. The STPG is comprised of:

- The Chief Planner and Executive Director of City Planning for the City of Toronto
- The General Manager of Transportation Services for the City of Toronto
- The Chief General Manager of the Toronto Transit Commission
- The Managing Director of GO Transit
- The President of the Toronto Parking Authority

STPG is a forum for discussion and resolution of transportation issues in the City. It allows the member departments and agencies to collectively formulate positions and speak with one voice on transportation issues affecting the City of Toronto. Given the importance and scope of the GTA Strategic Transportation Plan, the STPG assumed responsibility for providing a response for consideration by City Council, the Toronto Transit Commission and the GO Transit Board.

The STPG response takes into account all City of Toronto transportation aspects and addresses each of the components of the Plan, work program and Recommended Actions for Implementation of the Plan. This covering report summarizes STPG’s response and conveys the recommendations to Council regarding finalization of the GTA Strategic Transportation Plan and 2000 work program. The STPG response to the GTA Strategic Transportation Plan was endorsed by TTC at their meeting on April 5, 2000 and will be considered by the Greater Toronto Transit Authority (the GO Transit Board) on April 14, 2000.

The GTSB asked for comments from member municipalities and stakeholders by May 15, 2000 in order that a report on the comments can be submitted to the GTSB meeting in June, 2000.

## Financial Implications and Impact Statement :

The recommendations of this report do not have direct financial implications to the City.

## Recommendations :

It is recommended that Council:

- (1) adopt and endorse the attached Strategic Transportation Planning Group response to the GTA Strategic Transportation Plan and in so doing:
  - (1.1) endorse a GTA Strategic Transportation Plan as a first step towards coordinated transportation planning and investment in the GTA;
  - (1.2) support maintaining and improving existing infrastructure as a priority over new initiatives when determining overall GTA infrastructure funding requirements;
  - (1.3) support the transit focus of “Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada – A Strategic Transportation Plan for the GTA and Hamilton-Wentworth” as the means to move a greater proportion of the population and support a transit network that builds on the existing rapid transit and commuter rail networks;
  - (1.4) support in principle the GTA Transit Plan on the condition that components of the Plan are revised and clarified based on sound integrated transportation and land use planning including cost-benefit and ridership analysis;
  - (1.6) support the upgrading of Union Station for GO Transit services and the addition of a new TTC platform for Union Subway station as the first priority for infrastructure enhancement to improve transit in the GTA; and
  - (1.7) support the expansion of GO Transit rail services in the peak periods as the means to support continued downtown development;
- (2) endorse “Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada – A Strategic Transportation Plan for the GTA and Hamilton-Wentworth” as a conceptual framework for transportation planning in the GTA subject to changes being made to the report as recommended in the STPG Response to the GTA Strategic Transportation Plan;
- (3) support the Recommended Actions for Implementation of the GTA Strategic Transportation Plan subject to the changes being made as recommended in the STPG Response to the GTA Strategic Transportation Plan;
- (4) communicate these recommendations to the GTSB and member municipalities of the GTSB and request that the GTSB incorporate the recommendations in the final GTA

Strategic Transportation Plan, Recommended Actions for Implementation of the Plan and 2000 work program; and

- (5) request the GTSB to establish study teams for the 2000 work program items to provide guidance and input and involve City and TTC staff in the study teams.

Background:

On February 4, 2000 the Greater Toronto Services Board (GTSB) circulated the report “Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada – A Strategic Transportation Plan for the GTA and Hamilton-Wentworth” January 2000 (GTA Strategic Transportation Plan) and circulated it to municipalities and other stakeholders for comment (Attachment 1). In addition to receiving comments from member municipalities, the GTSB is also holding several consultation sessions for stakeholders and interested parties to present their views on the Plan.

On March 3, 2000 the GTSB approved the Recommended Actions for Implementation of the GTSB Strategic Transportation Plan for the Greater Toronto Area and Hamilton-Wentworth along with the 2000 work program and budget to carry out the implementation initiatives. (Attachment 2).

Comments:

The GTSB initiated the preparation of a GTA Strategic Transportation Plan in August 1999 with a workshop on the Vision for the Plan involving municipal councillors, GTSB members and municipal staff. Between September and December 1999 the draft GTA Transportation Plan was prepared under the guidance of GTSB staff with consultation and input from a team of municipal planning and transportation staff, including City of Toronto and TTC staff, and several transportation consultants. The Plan did not involve new research or analysis but relied on numerous studies completed in the last ten years by the Ministry of Transportation, the regions, and local municipalities, the former Metro Toronto, TTC and GO Transit.

The draft GTA Strategic Transportation Plan recognizes that continuing increases of auto use and dependency will lead to worsening transportation conditions in terms of increasing road congestion and diminishing levels of transit service. It identifies that growth in the GTA has put great pressure on the transportation system because travel is more dispersed with residential and employment locations in suburban areas that are difficult and costly to serve by transit. The Plan responds to these pressures by proposing a transportation plan that enhances and improves existing infrastructure and services, including the City’s rapid transit system, commuter rail lines, rail corridors and highway rights-of-way, and proposes new infrastructure to increase transit services throughout the GTA.

The GTA Strategic Transportation Plan is consistent with the direction of the City’s new Official Plan which focuses on strengthening the viability of existing transit services by increasing the population and employment within the City and by providing priority for transit over auto travel. The GTA Plan proposes new transit services that feed into Toronto’s rapid transit network and support continued growth and intensification. It recognizes that travel to and from the City will

continue to grow and should be served by transit. The GO Transit rail service expansion proposed in the GTA Transportation Plan will continue the success of commuter rail service in supporting growth in the downtown and avoid the need for increased road capacity. In general the transit focus of the GTA Strategic Transportation Plan supports continued growth and development of the City.

The Plan is a good first step and gives a much needed broader perspective to the transportation issues in the GTA. The Plan and the work program can, however, be improved in a number of areas. The following changes to the GTA Strategic Transportation Plan and the work program are being requested of the GTSB:

- provide greater emphasis on the importance of maintaining existing infrastructure and the need for funding priority for state of good repair;
- strengthen the relationship between land use and transportation planning and give greater recognition to the influence of land use policies on transportation demand and mode choice;
- provide justification for proposed transportation investments based on sound transportation/land use planning principles, ridership forecasts, cost-benefit analysis and supporting land use recommendations;
- identify development patterns and densities in the GTA to support the long-term implementation of the components of the Plan, to optimize the use of existing infrastructure, protect the environment, and encourage more travel by walking, bicycle, and transit;
- present a realistic indication of the degree to which people can be attracted out of their cars and into transit through better coordination of transit in the GTA. A major shift will occur only if there is substantial transit funding and investment and if transit is given significantly greater priority over automobiles on roads throughout the GTA, so that transit travel times and convenience are perceptibly improved relative to travel by car; and
- recognize the need for and strongly advocate the development of a GTA- wide “smart growth” management plan to immediately guide and structure land uses in a way that is consistent with and supportive of the Plan’s transportation goal of achieving an overall shift from auto to transit use.

The STPG report outlines these and a number of other important changes which must be made to the GTSB report in order for the City of Toronto to be able to wholeheartedly support the GTA Strategic Transportation Plan.

Conclusions :

The GTA Strategic Transportation Plan provides a good first step toward a collective framework for improving transportation in the GTA. However, as noted by Toronto's Strategic Transportation Planning Group, the Plan and related work program items should be improved in a number of areas to give greater priority and emphasis to:

- investment to maintain existing transportation assets;
- optimizing the use of existing transportation services and infrastructure; and
- integrating land use with transportation planning.

City Council should endorse the STPG report and the recommendations of this report in order to assist the GTSB in finalizing the GTA Strategic Transportation Plan and work program.

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Strategic Transportation Planning Group Response to:

Removing Roadblocks  
To Continued Prosperity for the Greater Toronto Area, Ontario and Canada  
A Strategic Transportation Plan for the GTA and Hamilton Wentworth

and

Recommended Actions for Implementation of the GTSB Strategic Transportation Plan

Strategic Transportation Planning Group :

Paul Bedford, Chair	Chief Planner and Executive Director of City Planning, City of Toronto
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Gary McNeil	Managing Director, GO Transit
Maurice Anderson	President, Toronto Parking Authority

March 20, 2000

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Preamble :

On February 4, 2000 the Greater Toronto Services Board (GTSB) decided to circulate the report entitled "Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario

and Canada – A Strategic Transportation Plan for the GTA and Hamilton-Wentworth” January 2000 (GTA Strategic Transportation Plan) to municipalities and other stakeholders for comment.

On March 3, 2000 the GTSB approved the Recommended Actions for Implementation of the GTSB Strategic Transportation Plan for the Greater Toronto Area and Hamilton-Wentworth along with the 2000 work program and budget to carry out the implementation initiatives.

The Strategic Transportation Planning Group (STPG) is a forum for the discussion, coordination, resolution and implementation of transportation planning policies and programs affecting the City of Toronto. This report provides a consolidated, collaborative response by the STPG to the GTSB on the GTA Strategic Transportation Plan and the Recommended Actions for Implementation.

This report does not attempt to provide analysis on every detail of the GTA Transportation Plan. Rather these are comments on the broad approach and direction of the Plan related to the City’s policy direction with more detail on selected items only. The report starts with recommendations on the Transportation Plan and Recommended Implementation Actions followed by comment on the key sections of the Plan and the 2000 work program.

#### Recommendations:

- (1) The STPG supports and endorses a GTA Strategic Transportation Plan as a first step towards coordinated transportation planning and investment in the GTA;
- (2) the STPG recommends maintaining and improving existing infrastructure as a priority over new initiatives when determining overall infrastructure funding requirements;
- (3) the STPG supports the transit focus of “Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada – A Strategic Transportation Plan for the GTA and Hamilton-Wentworth” as the means to move a greater proportion of the population and supports a transit network that builds on the existing rapid transit and commuter rail networks;
- (4) the draft GTA Strategic Transportation Plan is supported in principle on the condition that certain components are revised and clarified to ensure the Plan is developed on sound integrated transportation and land use planning principles, including cost-benefit and ridership analysis;
- (5) the STPG supports the upgrading of Union Station for GO Transit rail services and the addition of a new TTC platform at the Union Subway station as the first priority for infrastructure enhancement to improve transit in the GTA;
- (6) the STPG supports the expansion of GO Transit rail services in the peak periods as the means to support continued downtown commercial development;

- (7) the STPG endorses “Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada – A Strategic Transportation Plan for the GTA and Hamilton-Wentworth” as the draft conceptual framework for transportation planning in the GTA subject to the following changes being incorporated into the final report:
  - (7.1) increasing the emphasis of the need to maintain existing transportation assets by reorganizing the report to move the State of Good Repair to the first sections and stressing that maintaining existing assets must be given priority for funding;
  - (7.2) reflecting the Vision and Guiding Principles by providing a greater emphasis on the land use/transportation relationship and giving greater recognition to the importance of land use on influencing transportation demand and mode choice;
  - (7.3) identifying development patterns and densities in the GTA that will support the long-term implementation of the Plan, optimize the use of existing infrastructure, protect the environment, and encourage more travel by walking, bicycle and local transit for inter and intra-regional travel;
  - (7.4) including the additional subway platform at Union Station as part of the Union Station improvements identified as the first priority for infrastructure enhancement;
  - (7.5) providing an analysis of the overall effectiveness of the proposed GTA Transit Plan with respect to future travel patterns in the GTA;
  - (7.6) recognizing the existing high level of transit integration and coordination in and amongst GTA transit operations;
  - (7.7) recognizing that greater integration of transit across the GTA should be achieved through building on the strong integration, coordination and cooperation that now exists in the GTA and not by imposing inflexible, unattainable standards or additional administrative processes;
  - (7.8) giving greater emphasis to maintaining and optimizing existing assets and recognizing that improvements in service or providing priority for transit and goods movement should focus on changes to the operation of existing facilities with reduced reliance on additions and extensions especially to the highway network;
  - (7.9) emphasizing the importance of acquisition and/or protections of rail corridors for existing and future transit use;
- (8) the STPG supports the Recommended Actions for Implementation of the GTA Strategic Transportation Plan subject to the following:

- (8.1) the Transit Corridor Priorities and Phasing Study include:
- identification of GTA transit and land use “success factors” for incorporation into the transit corridor reviews as the first activity;
  - an assessment of cost-benefits, projected ridership, and justification of the corridors along with recommended travel demand management measures; and
  - identification of changes to local Official Plans to include development patterns and densities that are transit supportive and that should be put in place as a prerequisite to the implementation of any transit corridor;
- (8.2) building on the results of the Transit Corridors Study, the GTSB should formulate a GTA-wide “smart growth” plan to immediately guide and structure land use changes in a manner that is consistent with and supportive of the transportation goal of achieving an overall shift from auto to transit use;
- (8.3) the Integrated Transit Information System building on existing experience and investigating new means to provide GTA-wide transit information; and
- (8.4) the Goods and Services Movement Strategy including:
- a comprehensive assessment of the deficiencies and needs for goods and services movement and involving a forum comprised of representatives of the trucking, service and rail sectors;
  - inter and intra-regional goods movement; and
  - improvements for Goods Movement through modification of existing infrastructure rather than investment in new or expanded facilities;
- (9) the STPG supports the city and regional municipalities co-ordinating the preparation of development charges by-laws for GO Transit capital plans;
- (10) the STPG supports the harmonization of the federal and provincial environmental assessments approvals processes; and
- (11) the STPG supports the plan to request the provincial government to identify and address expressway congestion points for improvements that are demonstrated to address safety issues or benefit only goods and services movement or transit.

Comments:

The GTA Strategic Transportation Plan starts from the premise that the GTA transportation system is under increasing stress because it has not kept up with the travel demand resulting from growth in the GTA. The Plan is needed to improve transportation now and to accommodate the growth expected over the next twenty years (40% population, 56% employment). The Plan is organized into the following sections:

- GTA Transit Network;
- Transit Coordination;
- Goods and Services Movement;
- Optimizing Existing Assets; and
- Phased Implementation.

The Plan does not address cost, funding, cost-benefit, or revenue generation aspects of the components and policies.

The Plan indicates that the greatest pressure on the GTA transportation system arises from the travel demands of suburban areas where both residential and employment development are more dispersed, less dense, and consequently more difficult and costly to serve by transit. Where residential growth has shifted to the suburbs but employment has stayed in the Central Area, GO Transit effectively and efficiently serves daily commuters and could serve many more with peak hour increases in service. However, the shift of both residential and employment locations to the suburbs has created travel demands that are very difficult to serve effectively by local transit in areas beyond the City.

(A) The GTA Transit Network

(i) Transit Improvements

The primary focus of the Plan is to provide more transit to serve future growth. It proposes specific expansions, extensions and enhancements to GO rail service throughout the GTA and a system of Transit Corridors to accommodate some form of rapid transit in separate rights-of-way. Transit Corridors connect to and feed the existing TTC rapid transit lines and many GO stations. Transportation Centres and Gateways are proposed to accommodate and enhance transfers from one form of transit to another and from auto to transit. Transit Priority provides opportunities for improving bus and streetcar travel by giving priority or exclusivity over auto traffic in order to reduce transit delays, increase convenience for transit riders, and therefore make transit attractive relative to auto travel. Union Station improvements for GO Transit rail services are noted as the first priority of the Plan.

The City's approach to transportation planning is to encourage more people living and working in the City thus strengthening the financial and ridership performance of existing transit services and improving those services through priority treatment. The Transit Corridors proposed in the Plan extend or enhance the City's existing rapid transit network and could support improved transit services in the City and continued population and employment growth in Toronto. Expansion of GO Transit rail services in peak periods will provide much needed additional capacity to support downtown growth and provide a high capacity alternative to auto use for suburban to downtown travel. The proposal in the Plan to provide all-day GO rail service on most lines may not attract sufficient ridership to be cost-effective. The first priority for infrastructure enhancement should be improvements to Union Station for GO Transit rail services but should also include the additional TTC subway platform at Union subway station. The success of the Plan mostly depends on making the commuter rail, subway, streetcar and bus connections at Union Station work better.

(ii) Transit and Land Use

The GTA Plan Vision and Guiding Principles recognize that transportation and land use planning should be integrated and complementary. It is necessary to support transit investments and assets with compatible high-density land-uses to generate enough trips in areas immediately adjacent to transit services to make such services viable, busy, and attractive. The Transit Corridors Study should provide both the basis for recommendations regarding travel demand management measures and auto disincentives and land use changes to support the transit network. A “smart growth” strategy should build on the transit network to move the GTA towards more sustainable patterns of growth and travel. The City of Toronto and the TTC are embarking on a review of potential rapid transit extensions that will be premised on the success factors that contributed to the high transit ridership and the transit culture in the City. Such success factors should underlie the Transit Corridor Study.

(iii) Transit Corridor Study

The Transit Corridor Study should relate the proposed new transit components to the existing and future travel demands, ridership projections, cost-benefit analysis and projected returns on investments as part of the business case by which to rank the payback or effectiveness of each of the proposals. Adding transit in areas where land use is auto-dependent does not necessarily mean that transit will be used. For example, a transit corridor along Highway 407 would connect many suburban communities but it may not provide the service that large numbers of residents and workers in those communities need and will use. In many areas of the GTA there is no transit “culture” upon which to build stronger transit ridership. Without supportive land use policies including parking limitations and auto disincentives, attracting travel to transit will be extremely difficult.

Conclusions on the Transit Network and Land Use Planning

- The GTA Transportation Plan should promote, as the first priority to enhance infrastructure, the upgrading of Union Station to improve GO Transit rail services and provision of the additional TTC platform at Union subway station.
- The GTA Transit Plan is supported in principle on the condition that certain components are revised and clarified to ensure that the Plan is based on sound integrated transportation and land use planning principles, including cost-benefit and ridership analysis.
- The GTA Transportation Plan should be strengthened to provide more emphasis on the land use/transportation relationship and the importance of land use in determining transportation demand, mode choice and support for transit investments.
- The Transit Corridor Priorities and Phasing Study should:
- include as an initial activity the identification of GTA transit and land use “success factors” for incorporation into the corridors reviews;

- provide an assessment of projected cost-benefits ratios and ridership to allow ranking and setting priorities for investment; and
- recommend changes to local and regional Official Plans to protect corridors and help ensure that development patterns and densities will support existing and proposed transit infrastructure.
- The GTSB should prepare a GTA-wide “smart growth” strategy to immediately begin guiding growth in a manner that is consistent and compatible with a shift from auto dependent development patterns to one that is more supportive of environmentally friendly modes of travel.

#### (B) Transit Coordination

The objective of Transit Coordination in the GTA Transportation Plan is to provide greater convenience for transit users thereby increasing the attractiveness and use of transit. To this end, the Plan proposes a number of measures to increase integration and coordination of transit through the adoption of GTA-wide policies and standards. Coordinated transit addresses a wide-range of issues including integrated transit fare-by-distance, integrated information on transit services, and intermodal integration at TTC and GO stations. It also includes planning and delivery of higher-order transit within a GTA framework to coordinate interregional transit schedules, fares and routes, minimum service policies and standards, transit information collection, and distribution of funding, costs, and revenue for interregional services.

##### (i) Transit Service Integration

Currently the GTA has a very high level of transit coordination and, in many areas, has already achieved an exemplary integration of modes of transit and transit operations. GO rail and TTC subway and SRT stations accommodate buses from other transit agencies. About 50 transit routes cross the City’s boundaries and another 30 direct transfer-free cross-boundary routes operate between other municipalities in the GTA. Existing transit integration is the result of bilateral discussions, negotiations and agreements between transit operators with the result that the arrangements are tailored to the particular circumstances of the service or need.

A greater degree of transit service coordination in the GTA will improve the perception of transit as one unified system across the GTA but will only attract significant numbers of new riders if transit travel times and convenience are also significantly improved. Given the current high level of co-ordination of transit services, however, there are limits to how much greater the co-ordination of services can be and how much affect this will have on attracting people to transit. Many of the initiatives included in the Plan have been in place for many years and continue to be implemented incrementally as justified. The major obstacle to greater service coordination is funding and, particularly for the TTC, the full cost recovery that is required for all its inter-regional services. Funding constraints require that service coordination across City boundaries, like transit services within the City, must attract sufficient ridership to be cost-effective. A greater level of transit service and coordination could be implemented in the

GTA if funding was available; however, coordination without service improvements is unlikely to attract significant numbers of new riders.

It is not clear that a GTA-level of coordination can provide any more effective transit integration than is now the case. The proposal for a consistent approach to standards for cross-boundary services could add another layer of review and approval increasing the delay and cost for transit operators to provide service. Also, the standards may not be affordable to all municipalities or apply in all circumstances. Any standards should be based on ridership and economic performance to ensure that whatever funding is available is spent where it will achieve the best return on the scarce dollars that are available for service improvements.

(ii) Fare Integration

The Plan proposal that all transit services be priced on a fare-by-distance basis is premature. Fare structure and pricing is a policy decision that has many financial and ridership implications. Fares-by-travel-distance would have the advantage of benefiting areas that currently support short transit trips such as the older areas of the City of Toronto and that currently have high levels of transit use. It would also disadvantage areas not as well served by transit – the market that is targeted for greater transit use. Also in off-peak periods when transit is under-utilized there may be little economic justification for charging passengers higher fares for longer trips. Fare-by-distance requires a very thorough examination of the costs and benefits and the implications prior to implementation. Today, fare by distance has been implemented on a selective basis as illustrated by the different fare structures of the TTC and GO Transit.

(iii) Integrated Customer Information

The proposed Integrated Transit Customer Information System is designed to explore the development of a geographical data base for providing coordinated transit trip planning information and is to build on the expanded GTA-wide Ride Guide. One-stop shopping for GTA transit information would be beneficial. The redevelopment of Union Station should include GTA-wide transit information services. The initiation of the Integrated Transit Information System will provide the opportunity to improve and enhance GTA transit information.

(iv) Planning Delivery of Higher Order Transit Services

The plan proposes that the GTSB be responsible for the planning and co-ordinating of inter-regional transit services to ensure that a regional perspective and a common policy framework are in place. Currently higher-order transit is planned through cooperative, collaborative efforts by neighbouring municipalities based on supportive land use plans, ridership projections and thorough cost-benefit analysis. The call for GTA policies and standards for minimum service levels must reflect the realities of actual passenger demand and the harsh realities of limited funding to ensure that scarce transit dollars are spent as effectively as possible. It is not clear how GTSB coordination of the planning and delivery of transit services within these parameters would provide for better or more timely decisions.

The Plan also proposes that the GTSB should coordinate the collection and distribution of transit information. In fact there is currently a very high level of cooperation amongst the municipalities and transit agencies in the GTA regarding the collection and use of extensive transportation information. The City of Toronto, the GTA regions have been partners in transportation data collection for 15 years through the Data Management Group at the University of Toronto and Transportation Tomorrow Surveys. In addition transit operators share operations information amongst themselves, and supply it to the Canadian Urban Transit Association, for ready reference at a central source. The GTSB should identify the additional transportation information requirements and deficiencies and work with the existing partnerships and agencies to expand or enhance their information programs.

### Conclusions Regarding Transit Coordination

- The GTA Strategic Transportation plan should be revised to emphasize:
  - the extensive transit coordination and integration existing in the GTA;
  - that GTSB transit service coordination policy should be based on ridership and economic performance and improvements to travel time and service;
  - that GTSB proposals for fare-by-distance should be preceded by a thorough assessment of benefits and implications including costs for transit operators and the impacts on ridership levels prior to implementation; and
  - that extensive transportation information collection and distribution arrangements and partnerships exist and should be largely relied on for transportation and transit service planning activities;
- The initiation of the GTA Integrated Transit Information System is supported.

### (C) Movement of Goods and Services

The need to improve movement of Goods and Services is one of the key issues noted in the Plan. However, the Plan does not propose new facilities or policies for goods and services. One of the problems is the lack of information about the deficiencies and needs for the movement of goods and services. A multi-modal analysis of goods and services movement and trade corridors should conclude with grounded recommendations aimed at specific improvements for goods and services movement. The Plan's Goods Movement Network essentially consists of the entire highway network, however, this is misleading. Much of the goods and services movement is on arterial roads, a point that is not recognized in the Plan. Also highway extensions and widenings for goods movement would also provide more capacity for auto travel and may lead to the opening up of new areas for suburban development. Both of these consequences would be contrary to the objective of shifting travel to transit and intensifying development in urban areas. Improvements for goods movement should start with better use of existing infrastructure such as encouraging more truck traffic on to Highway 407 as an alternative to the congestion and delays on Highway 401 or designating existing expressway lanes for trucks only.

The Recommended Actions for Implementation include identification of key congestion points on the expressway system. Highway improvements that can be demonstrated to improve safety, or only for goods and services movement or transit should be given priority. Highway system and road improvements should avoid encouraging more auto travel or opening-up more areas to suburban development.

#### Conclusions on Goods and Services Movement

The Goods and Service Movement Strategy is generally supported. The Strategy should involve a forum with representatives of trucking and services to provide input to the study and support the next steps. The strategy should consider improvements that put the initial emphasis on the modification of existing infrastructure rather than building new or expanding existing facilities.

#### (D) Optimizing Existing Assets

##### (i) State of Good Repair

The Plan notes that maintaining existing transportation infrastructure is important. However, the Plan does not give enough attention to this issue. Maintaining the existing transportation assets in the GTA or “State of Good Repair” should be the number one priority of any transportation plan. The City’s infrastructure is older than in most of the GTA and this has consequently revealed that keeping these assets in a state of good repair can consume a significant portion of all available tax dollars. To show how critical this is, in the next ten years the TTC will have to spend \$1.33 billion just to replace or rebuild existing subway cars, buses and streetcars. In addition, road and transit structures require major repairs and rehabilitation. The report “Funding Transportation in the GTA/Hamilton-Wentworth” prepared by IBI Consultants and Hemson Consulting notes that to improve transportation in the GTA, funding must be more than doubled (from \$580 m to \$1.37 billion per year) and should be split about half to maintenance and improvements and half to expansion. Maintenance and repair are not as exciting as the opening of new facilities but are critical activities from the standpoint of both efficiency and public safety. Given the constraints on funding for transportation, the Plan should emphasize the importance of maintaining existing assets and should give it priority for funding.

The resources required to maintain infrastructure in a state of good repair may not yet be evident to the regions in the GTA because their infrastructure is newer and has not yet started to require major rehabilitation or maintenance. However, these assets will age and will eventually require ever increasing funding levels to repair and rehabilitate. This important fact should be highlighted in the GTA Strategic Transportation Plan.

##### (ii) Operations Optimization

In this section of the Plan a number of measures that would improve operations or discourage auto-use are identified. Many of these measures have to some degree been implemented in the GTA with varying success. The Transit Corridor Study and Goods and services Movement Strategy should incorporate consideration of these measures and assess their application on a case by case basis. As noted earlier in this response, the studies being undertaken on Transit

Corridors and Goods and Services movement should first recommend enhancement of existing assets before new facilities are proposed.

Conclusions on Asset Management

The Plan should be reorganized to move the section on State of Good Repair to the front of the GTA Transportation Plan to emphasize that existing infrastructure must be maintained and given priority for funding.

(E) Phased Implementation

The Plan notes that there is a need for action now to protect for potential future transportation improvements and to take advantage of opportunities that may arise such as rail corridor abandonment. The Plan recognizes that rail corridors should be preserved for transit use but should be strengthened to recommend that wherever possible rail corridors should be acquired and/or protected for potential commuter rail service or for other transportation purposes.

Conclusion on Phased Implementation

- Rail corridors should be acquired and/or protected for transportation uses.



Recommended Actions for Implementation of the GTSB Strategic Transportation Plan

The following is a summary of the Recommended Actions For Implementation of the GTA Strategic Transportation Plan and the 2000 Work Program for the GTSB Transportation Committee with STPG comment. Many of these comments are reflected in other areas of this response and in the recommendations at the beginning.

Action	STPG Comment
1. Approve the Purchase of Union Station involving GO Transit	The City is in the process of purchasing Union Station with GO Transit acquiring part of the assets. The City is preparing the Functional Plan for Union Station.
2. Receive the draft GTA Strategic Transportation Plan	Concur
3. Adopt the GO Transit 10-year plan as the basis for capital investment.	Expansion of GO Transit rail services in the peak period supports the continued growth of downtown and provides a high capacity alternative to auto use for suburban to downtown travel
4. Request the City and GTA regional municipalities to coordinate the preparation of development charge by-laws	The preparation of a DC bylaw should recognize the need for senior government involvement. The City has decided not to use development charges for GO Transit however the City should support the use of development charges in the regions to provide a funding stream for GO transit.
5. The matter of providing the GTSB with clear responsibility for planning and coordination of inter-regional transit services be referred to the strategic planning and Review Committee.	Concur

<p>6. The provincial and federal governments be requested to harmonize the provincial and federal processes for environmental assessment approval for infrastructure and conduct them simultaneously</p>	<p>Harmonization of the provincial and Federal EA processes was supported by City Council as part of the Olympic master plan.</p>
<p>7. Request the provincial government to develop a short-term plan to identify and address the most critical expressway congestion points.</p>	<p>Continuing to improve expressways in response to congestion is not consistent with the intent &amp; direction of the Strategic Transportation Plan. Improvements to the expressway system should ensure that eliminating congestion points does not simply result in more traffic and more congestion at other points in the system. Improvements should be demonstrated to improve safety or goods and services movements and transit.</p>
<p>8. Engage the provincial and federal governments in a Transportation Investment Partnership through continuation of a collaborative effort with member municipalities, key private sector and community stakeholders, the Federation of Canadian Municipalities and other large urban regions in Canada.</p>	<p>The GTSB should take a proactive approach to the funding strategy and develop options and mechanisms for revenue sharing with other levels of government.</p>
<p>9. Prepare a program of transportation projects of inter-regional benefit in the Greater Toronto Area and Hamilton-Wentworth to be communicated to all GTSB member municipalities for consideration in preparing their submissions for the anticipated federal-provincial-municipal infrastructure program.</p>	<p>The first priority for a federal infrastructure program is funding for maintenance of existing assets.</p>
<p>10. Prepare a submission for the anticipated federal-provincial-municipal infrastructure program comprising GO Transit system improvements based on the GO Transit Ten-year capital program and including Union Station as the first priority</p>	<p>Union Station in combination with TTC Union subway station is the most important transportation facility in the GTA. The first priority for infrastructure investment in a GTA wide submission to a federal infrastructure program should be GO Union Station improvements in combination with TTC Union Subway Stations platform improvements.</p>
<p>11. Design and undertake a transit corridor priorities and planning strategy.</p>	<p>The first phase of this study identify the land use characteristics which are compatible with high transit usage and which should be a prerequisite for transit corridor implementation.</p>
<p>12. Request the GTSB member municipalities to protect GTA transit corridors through official plans as they are reviewed.</p>	<p>Official Plans should protect transit corridors and designate land use along transit corridors to support transit</p>
<p>13. Update and build on the conclusions of the Transit Integration Steering Committee on the regional ride guide coordinated telephone information and interregional signage.</p>	<p>The provision of coordinated interregional transit information is supported.</p>
<p>14. Prepare the first phase of a multi-modal analysis of goods and services movements and trade corridors in the GTA and Hamilton-Wentworth.</p>	<p>The analysis is supported and should include goods and services movement in the downtown, maximizing rail freight and methods of facilitating truck travel on existing infrastructure.</p>

15. Adopt GTA-wide transit service coordination protocol and request GTSB municipalities and their operating agencies to adopt the same protocol.	The need for and benefits of a GTA-wide transit service coordination protocol have not been demonstrated. A review of existing transit operations should be undertaken to determine what if any deficiencies would be addressed or resolved by such a protocol.
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**The Planning and Transportation Committee also submits the following communication (April 6, 2000) from the General Secretary, Toronto Transit Commission, forwarding Toronto Transit Commission Report No. 22, titled “TTC – City Response to the GTSB’s Strategic Transportation Plan for the GTA and Hamilton- Wentworth”:**

At its meeting on Wednesday, April 5, 2000, the Commission considered the attached report entitled, “TTC - City Response to the GTSB’s Strategic Transportation Plan for the GTA and Hamilton- Wentworth.”

The Commission adopted the Recommendation contained in the report, as listed below, and requests that City of Toronto Council through the Planning and Transportation Committee accept this report as the TTC’s input to the City's formal response to the GTSB regarding this plan:

“It is recommended that the Commission:

- endorse the attached report from the Strategic Transportation Planning Group, which is proposed to form the basis of the City of Toronto's response to the Greater Toronto Services Board's (GTSB’s) proposed Strategic Transportation Plan for the Greater Toronto Area entitled, “Removing Roadblocks to Continued Economic Prosperity for the Greater Toronto Area, Ontario and Canada”, and note that, in so doing, the Commission will be endorsing, among other things:
- the concept of a Greater Toronto Area (GTA) strategic transportation plan as a first step towards co-ordinated transportation planning and investment in the GTA;
- giving priority to maintaining and improving existing infrastructure over new infrastructure investments, when determining overall GTA infrastructure funding requirements;
- the transit focus of Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada as the means to move a greater proportion of the GTA population, and a transit network that builds on existing rapid transit and commuter rail
- the inclusion of a new subway platform within the TTC’s Union Station, as part of the upgrading of the GO Transit-TTC Union Station which, taken together, is the first priority for infrastructure enhancement to improve transit in the GTA;

- the strategic transportation plan, entitled “Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada”, as a conceptual framework for transportation planning in the GTA, subject to a number of changes being made to the final report, including:
  - significantly increasing the emphasis on the need to maintain existing transportation assets and giving priority of funding to maintenance of existing assets, by making the “asset management” or state-of-good-repair section, the first section of the report;
  - giving greater emphasis to the relationship between land use and transportation, and the importance of land use in influencing transportation demand, mode choice, and overall travel behaviour, consistent with the GTSB’s vision and guiding principles;
  - identifying development patterns and densities in the GTA which will support the long-term implementation of the plan, optimize the use of existing infrastructure, protect the environment, and encourage more travel by walking, bicycle, and local transit;
  - including the additional platform at TTC Union Station as part of the broader Union Station improvements;
  - recognizing the existing high level of transit integration and co-ordination among GTA transit operators, and that greater integration of transit across the GTA should be achieved by building on the strong integration, co-ordination, and co-operation which now exists in the GTA, and not by imposing inflexible, unattainable standards or additional processes or administration;
  - the recommended actions for implementation of the GTA Strategic Transportation Plan, subject to a number of changes, including:
    - improving the proposed transit corridor priorities and phasing study by making the first activity the identification of GTA transit and land use “success factors” for incorporation into the transit corridor reviews; providing cost-benefit assessments, projected ridership, and justifications for the corridors, along with recommended travel demand management measures; and identifying changes to local official plan development patterns and densities which would be transit supportive and which should be put in place as prerequisites to the implementation of any transit corridor;
    - developing a GTA-wide growth management plan to immediately begin guiding and structuring land use changes in a manner which is consistent with, and supportive of, the transportation goal of achieving an overall shift from auto to transit use; and

- forward this report to the City of Toronto, for consideration at its Planning and Transportation Committee meeting of April 17, 2000, in conjunction with the joint City Works and Planning report on this subject, which will be considered at that same meeting, with a request that the City of Toronto accept this report as the TTC's input to the City's formal response to the GTSB regarding this plan."

The foregoing is forwarded to the City of Toronto Planning and Transportation Committee for consideration at its meeting on Tuesday, April 25, 2000, in conjunction with a joint City Works and Planning report on this same subject matter.

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(Toronto Transit Commission Report No. 22, titled  
"TTC – City Response to the GTSB's Strategic  
Transportation Plan for the GTA and Hamilton-Wentworth)

Recommendations :

It is recommended that the Commission:

- (1) endorse the attached report from the Strategic Transportation Planning Group, which is proposed to form the basis of the City of Toronto's response to the Greater Toronto Services Board's (GTSB's) proposed Strategic Transportation Plan for the Greater Toronto Area entitled, "Removing Roadblocks to Continued Economic Prosperity for the Greater Toronto Area, Ontario and Canada", and note that, in so doing, the Commission will be endorsing, among other things:
  - the concept of a Greater Toronto Area (GTA) strategic transportation plan as a first step towards co-ordinated transportation planning and investment in the GTA;
  - giving priority to maintaining and improving existing infrastructure over new infrastructure investments, when determining overall GTA infrastructure funding requirements;
  - the transit focus of Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada as the means to move a greater proportion of the GTA population, and a transit network that builds on existing rapid transit and commuter rail networks;
  - the inclusion of a new subway platform within the TTC's Union Station, as part of the upgrading of the GO Transit-TTC Union Station which, taken together, is the first priority for infrastructure enhancement to improve transit in the GTA;
  - the strategic transportation plan, entitled "Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada", as a conceptual

framework for transportation planning in the GTA, subject to a number of changes being made to the final report, including:

- significantly increasing the emphasis on the need to maintain existing transportation assets and giving priority of funding to maintenance of existing assets, by making the “asset management” or state-of-good-repair section, the first section of the report;
- giving greater emphasis to the relationship between land use and transportation, and the importance of land use in influencing transportation demand, mode choice, and overall travel behaviour, consistent with the GTSB’s vision and guiding principles;
- identifying development patterns and densities in the GTA which will support the long-term implementation of the plan, optimize the use of existing infrastructure, protect the environment, and encourage more travel by walking, bicycle, and local transit;
- including the additional platform at TTC Union Station as part of the broader Union Station improvements;
- recognizing the existing high level of transit integration and co-ordination among GTA transit operators, and that greater integration of transit across the GTA should be achieved by building on the strong integration, co-ordination, and co-operation which now exists in the GTA, and not by imposing inflexible, unattainable standards or additional processes or administration;
- the recommended actions for implementation of the GTA Strategic Transportation Plan, subject to a number of changes, including:
  - improving the proposed transit corridor priorities and phasing study by making the first activity the identification of GTA transit and land use “success factors” for incorporation into the transit corridor reviews; providing cost-benefit assessments, projected ridership, and justifications for the corridors, along with recommended travel demand management measures; and identifying changes to local official plan development patterns and densities which would be transit supportive and which should be put in place as prerequisites to the implementation of any transit corridor;
  - developing a GTA-wide growth management plan to immediately begin guiding and structuring land use changes in a manner which is consistent with, and supportive of, the transportation goal of achieving an overall shift from auto to transit use; and

- (2) forward this report to the City of Toronto, for consideration at its Planning and Transportation Committee meeting of April 17, 2000, in conjunction with the joint City Works and Planning report on this subject, which will be considered at that same meeting, with a request that the City of Toronto accept this report as the TTC's input to the City's formal response to the GTSB regarding this plan.

### Funding

This report has no effect on the TTC's Operating or Capital Budgets.

### Background

In 1999, the GTSB initiated the preparation of a Strategic Transportation Plan for the GTA. The draft plan was prepared under the guidance of GTSB staff, with consultation and input from municipal planning and transportation staff and several transportation consultants. The plan did not involve new research or analysis, but relied on numerous studies completed in the last ten years by the Ministry of Transportation, the regions, the local municipalities, the former Metro Toronto, TTC, and GO Transit.

The GTSB has circulated the report, entitled "Removing Roadblocks to Continued Prosperity for the Greater Toronto Area, Ontario and Canada – a Strategic Transportation Plan for the GTA and Hamilton-Wentworth", (copy attached), to municipalities and other stakeholders with a request for comments by May 15, 2000.

On March 3, 2000, the GTSB approved the recommended actions for implementation of the GTSB's Strategic Transportation Plan, along with the 2000 work program and budget to carry out the implementation initiatives.

In order to prepare a response to the GTSB which takes into account all transportation aspects of the City of Toronto, the Strategic Transportation Planning Group (STPG) assumed responsibility for preparing the City of Toronto's response. The Strategic Transportation Planning Group consists of:

- the Chief Planner and Executive Director of City Planning for the City of Toronto;
- the General Manager of Transportation Services for the City of Toronto;
- the Chief General Manager of the Toronto Transit Commission;
- the President of the Toronto Parking Authority; and
- the Managing Director of GO Transit.

The STPG was established to allow discussion of any issue relating to the planning, funding, coordination, or functionality of transportation in the City of Toronto. It allows the member departments and agencies to collectively formulate positions which are in the best interests of the City of Toronto, and to speak with a united voice on these matters. The STPG report on the GTSB's transportation plan addresses each of the components of the plan, work program, and recommended actions for implementation of the plan. The STPG report represents the consensus

position of the participating departments and agencies, and is expected to form the basis of the City of Toronto's official response to the GTSB.

### Discussion

The draft GTA Strategic Transportation Plan recognizes that continuing growth of automobile use and dependency will lead to worsening transportation conditions in terms of increasing road congestion and deterioration of transit service. It states that growth in the GTA has put great pressure on the transportation system because travel is more dispersed, owing to new residential and employment development being located in suburban areas which are difficult and costly to serve by transit. The plan responds to this problem by proposing a transportation strategy which focuses on improving transit services throughout the GTA. The plan proposes to use both existing and proposed new infrastructure, including Toronto's existing rapid transit services, GO commuter rail lines, rail corridors, and highway rights-of-way, to increase transit service or add new services.

The GTA Transportation Plan has very few direct effects on the City of Toronto or the TTC, but it is consistent with the general direction of the City of Toronto's transportation planning efforts and forthcoming official plan, which focus on reinforcing and strengthening the viability of existing transit services, specifically by increasing the population and employment within the City, and by providing priority for transit over auto travel. The GTSB plan proposes to have new transit services connect to, and feed Toronto's rapid transit network and, in this way, supports continued growth and intensification and increased transit use within the City of Toronto.

The plan is a good first step, and can be improved in a number of areas, as outlined in the STPG report. The most important of the changes which are requested of the GTSB in finalizing its plan are:

- there must be significantly greater emphasis on maintaining existing transportation assets and the priority allocation of funding for such state-of-good-repair;
- there must be much greater emphasis on the relationship between land use and transportation, and the importance of land use and parking policies in influencing transportation demand and mode choice, and overall travel behaviour;
- proposed major transportation investments must be justified and supported by sound transportation-land use planning principles, ridership analyses, cost-benefit analyses, and appropriate land use recommendations;
- the plan must identify development patterns and densities in the GTA which will support the long-term implementation of the plan, optimize the use of existing infrastructure, protect the environment, and encourage more travel by walking, bicycle and transit;
- the plan must present a realistic indication of the degree to which people can be attracted out of their cars and into transit through better co-ordination of transit in the GTA. A significant shift will occur only if there are significant transit funding and investment

decisions, and if transit is given significantly greater priority over automobiles on roads throughout the GTA, so that transit travel times and convenience are perceptibly improved, relative to travel by car; and

- the plan must recognize the need for, and strongly advocate the development of a GTA-wide growth management plan to immediately guide and structure land uses in a way which is consistent with, and supportive of the plan's transportation goal of achieving an overall shift from auto to transit use.

The STPG report outlines these and a number of other important changes which must be made to the report in order for the TTC and the City of Toronto to be able to support it. The Commission should endorse the attached STPG report as the TTC's input to the City's response to the GTSB.

### Summary

The GTA Strategic Transportation Plan is a good first step towards a collective framework for improving transportation in the GTA. The plan and its related work program items must be improved in a number of areas, notably in the areas of greater emphasis on maintenance of existing transportation assets, optimizing use of existing transportation services and infrastructure, and integrating land use with transportation planning, as identified by Toronto's Strategic Transportation Planning Group. The Commission should endorse the STPG report in order to assist the GTSB in improving and finalizing its plan, and in order to ensure that the City of Toronto response to the GTSB represents, and has the full support of all of its transportation agencies and departments.

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The Planning and Transportation Committee reports, for the information of Council, also having had before it during consideration of this matter, the following material:

- Attachment 1, titled "Removing Roadblocks to Continued Economic Prosperity for the Greater Toronto Area, Ontario and Canada, A Strategic Transportation Plan for the GTA and Hamilton-Wentworth, January 2000", appended to the foregoing report (April 11, 2000) from the Commissioner of Urban Development Services;
- Attachment 2, Clause 1 of Transportation Committee Report No. 8 of the Greater Toronto Services Board, "titled "Recommended Actions for Implementing the Draft GTSB Strategic Transportation Plan for the Greater Toronto Area and Hamilton-Wentworth", which was amended by the Greater Toronto Services Board at its meeting held on March 3, 2000, appended to the foregoing report (April 11, 2000) from the Commissioner of Urban Development Services;
- communication (March 20, 2000) from Lynn Morrow, Executive Director, Greater Toronto Services Board, advising that the GTSB, at its meeting on March 3, 2000, adopted Clause 1 of Transportation Committee Report No. 8 of the GTSB, titled "Recommended Actions for Implementing the Draft GTSB Strategic Transportation Plan for the Greater Toronto Area and Hamilton-Wentworth", and noting that

Recommendation 3 therein requests the regional municipalities of Durham, Halton, Hamilton-Wentworth, Peel and York and the City of Toronto to coordinate the preparation of development charges by-laws for GO Transit services and supporting documentation for those by-laws. The attached Clause also notes that the timeline for receipt of comments by municipalities of April 3, 2000 has subsequently been extended by the GTSB to May 15, 2000; and

- communication (February 15, 2000) from Lynn Morrow, Executive Director, Greater Toronto Services Board, forwarding the GTSB Strategic Transportation Plan for the Greater Toronto Area and Hamilton-Wentworth to member municipalities and stakeholders for comment and report back to the GTSB Transportation Committee and advising that the report is also available on the GTSB website at [www.gtsb.on.ca](http://www.gtsb.on.ca).

*(City Council on May 9, 10 and 11, 2000, had before it, during consideration of the foregoing Clause, a communication (May 2, 2000) from the City Clerk, forwarding a copy of the Greater Toronto Services Board's report entitled "Removing Roadblocks to Continued Economic Prosperity for the Greater Toronto Area, Ontario and Canada – A Strategic Transportation Plan for the GTA and Hamilton-Wentworth – January 2000", a copy of the report is on file in the office of the City Clerk.)*