



Official Plan Review: Transportation - Recommended Official Plan Amendment

Date: January 29, 2020

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning Division

Wards: All

SUMMARY

This report recommends the adoption of Official Plan transportation policy and text changes as part of the Five Year Review of the Official Plan. The recommended changes affect transportation policies in the areas of: transit; cycling; automated vehicles, shared mobility and other emerging mobility technologies; and the transportation of water, wastewater and stormwater. Updates to the street related map and schedules are also recommended.

The recommended policy amendments are intended to strengthen the existing policies and provide greater clarity regarding the City's goals related to transportation and the tools endorsed for use to achieve them. The recommended Official Plan Amendment appended to this report as Attachment 1 contains changes impacting a number of existing Official Plan Sections and proposes the addition of a new section. Attachment 2 demonstrates how the recommended amendment will be incorporated into the relevant sections of the Official Plan, if approved.

This recommended Official Plan Amendment follows an initial set of transportation policy amendments, which were approved by the Minister of Municipal Affairs and Housing in December, 2014 (OPA No. 274) and are related to: Integration with Land Use; "Complete Streets"; Active Transportation; Auto, Transportation Demand Management (TDM) and Parking; and, Goods Movement. The recommended Official Plan Amendment presented in this report builds upon these earlier policy amendments and will, once adopted, complete the transportation component of the Official Plan Review process which began in 2013.

The recommended Official Plan Amendment has been formulated to address proposed policy directions endorsed by Planning and Growth Management Committee in 2018 and the further direction received from Planning and Housing Committee in April 2019, paying particular attention to the impact of the policies on vulnerable road and transit users. The policies also incorporate feedback received through a city-wide consultation process.

RECOMMENDATIONS

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

1. City Council amend the Official Plan substantially in accordance with the Transportation Official Plan Amendment attached as Attachment 1 to this report, dated January 29, 2020 from the Chief Planner and Executive Director, City Planning.
2. City Council authorize the Chief Planner and Executive Director, City Planning to seek the approval of the Minister of Municipal Affairs of Ontario of the Transportation Official Plan Amendment under Section 26 of the Planning Act. R.S.O. 1990, c. P.13.
3. City Council resolve and declare that the revisions to the Official Plan attached as Attachment 1 to this report conform to the Growth Plan, 2019, have regard to matters of Provincial interest listed in Section 2 of the Planning Act and are consistent with the Provincial Policy Statement, 2014 issued under Section 3 of the Planning Act.

EQUITY STATEMENT

The transportation policies of the Official Plan were reviewed for potential impacts on equity-seeking groups and vulnerable residents of Toronto. The intended outcomes of the recommended Official Plan Amendment will positively impact equity-seeking groups and vulnerable residents by improving access to opportunities such as public transit, training and employment opportunities, and affordable housing and increasing the safety and security of the transportation system.

FINANCIAL IMPACT

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in the report in the current budget year or in future years.

DECISION HISTORY

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

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.PG5.2>). The public consultation strategy for the Official Plan Review was launched in September, 2011.

Since the inception of the Official Plan Review, a number of thematic policy amendments have been adopted by Council, including the following:

- Heritage Policies (OPA 199) – adopted April 2013 (in effect)
- Section 37 (OPA 214) – adopted July 2013 (in effect)
- Economic Health and Employment Lands (OPA 231) – adopted December 2013 (partial approval)
- Transportation Policies (OPA 274) – adopted August 2014 (in effect)
- Environment (OPA 262) – adopted November 2015 (in effect)
- Neighbourhoods/Apartment Neighbourhoods (OPA 320) – adopted December 2015 (if effect)
- Greenbelt Conformity (OPA 346) – adopted May 2016 (in effect)

The Planning and Growth Management Committee adopted a framework for the review of the City's Official Plan transportation policies in the context of the ongoing Five Year Review of the Official Plan at its meeting of September 13, 2012 (see PG17.17 Official Plan Review: Transportation Planning Policy in Support of a Comprehensive Transit Plan. URL:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG17.17>).

The review of the Official Plan's transportation policies was launched in February, 2013 under the banner of the "Feeling Congested?" initiative. A status report on the initiative (see PG29.6 Update on the "Feeling Congested?" Initiative - A Consultative Approach to Transportation Planning. URL:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG29.6>) was considered by the Planning and Growth Management Committee at its meeting of December 4, 2013.

Subsequent to the Committee's adoption of item PG29.6, the review of the Official Plan's transportation policies has advanced along two broad fronts. The work stream comprising "Other" transportation policy has concluded with recommended policy changes being adopted by Council in a modified form at its meeting on August 25-28, 2014 (see PG35.2 "Feeling Congested?" Recommended Official Plan Amendment for Selected Transportation Policies: Official Plan Comprehensive Review. URL:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG35.2>). These policies have since come into force.

An update report on the primary work stream related to the four areas of: Rapid Transit Evaluation Framework (RTEF); Surface Transit Network; Cycling Policy Framework; and Rights-of-Way Map and Schedules was presented to the Planning and Growth Management Committee at its meeting of June 19, 2014 (see PG34.12 "Feeling Congested?" - Update on Progress to Date. URL:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG34.12>). This major ongoing policy review resulted in the proposed policy directions presented in this report covering the remaining areas of transportation policy found in the Official Plan.

Broadly, they pertain to: Rapid Transit Evaluation Framework (RTEF); Surface Transit Network; Cycling Policy Framework; and Street Related Maps and Schedules.

A further report with proposed policy directions covering the areas of transit, cycling, street related maps and schedules and automated vehicles and shared mobility services was presented to the Planning and Growth Management Committee at its meeting of July 5, 2018 (see PG31.10 Official Plan Review: Further Proposed Transportation Policy Directions for Consultation.

URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG31.10>). The Committee directed that these policy directions be used as the basis for public consultation.

Planning and Housing Committee endorsed Draft Official Plan Amendments relating to the areas of transit, cycling, street related maps and schedules and automated vehicles and shared mobility at its meeting of April 4, 2019 (see <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH4.4>). The Committee requested staff to conduct further consultation including discussions with additional advocates, organizations and academic researchers promoting greater accessibility and safety especially for vulnerable road and transit users such as the elderly, women, children and people living with disabilities.

Additional Council directions with impacts on the transportation component of the Official Plan Review can be found in Attachment 3.

COMMENTS

Toronto's Official Plan deliberately intersperses transportation policies with land use policies. This reflects the interrelationship of these policies and the need to consider both areas to achieve the overall vision of compact complete communities.

Strengthening the relationship between these policy areas was a central focus of an initial set of transportation related policy amendments which was approved by the Minister of Municipal Affairs and Housing in December, 2014 (OPA No. 274). These are now incorporated into the Official Plan and include policies related to Integration with Land Use; "Complete Streets"; Active Transportation; Auto, Transportation Demand Management (TDM) and Parking; and, Goods Movement. Briefly, the intent of these earlier policy changes can be described as follows:

- (1) Integration with Land Use - Strengthen language to emphasize that both land use and transportation planning are more effective when considered together
- (2) Streets and "Complete Streets" - Direct the use of a "Complete Streets" design philosophy to consider the needs of all users and uses of the right-of-way
- (3) Active Transportation - Strengthen the wording protecting pedestrians and the pedestrian environment to promote walking and cycling
- (4) Auto, Travel Demand Management (TDM) and Parking - Introduce measures to encourage sustainable and active mobility choices
- (5) Goods Movement - Support measures to protect the freight distribution system

The recommended policy amendments presented in this report build upon these earlier policy amendments to further support and encourage the development of compact complete communities. They will, once adopted, complete the transportation component of the Official Plan Review process which began in 2013.

This report recommends amendments to various sections of the Official Plan containing policies related to the remaining areas of transportation as part of the Five Year Review of the Official Plan. The recommended Official Plan Amendment appended to this report as Attachment 1 contains changes impacting existing Official Plan Sections 2.1, 2.2, 2.2.2, 2.4, Maps 3, 4, and 5, and Schedules 1 and 2 and portions of the Scarborough Centre Secondary Plan in Chapter 6. It also proposes a new section in Chapter 3 between existing Sections 3.1.1 and 3.1.2. Attachment 2 demonstrates how the recommended amendment will be incorporated into the relevant sections of the Official Plan, if approved. Attachment 4 shows the recommended amendment incorporated into the relevant section of the Official Plan noting the changes.

The recommended changes affect transportation policies in the areas of: transit; cycling; automated vehicles, shared mobility and other emerging mobility technologies; and the transportation of water, wastewater and stormwater. Updates to the street related map and schedules are also recommended. The recommended changes are described in more detail below in the order in which they would appear in the Official Plan, noting the impact each change would have on the relevant policy areas. The differences between the recommended changes and the draft policy changes presented in April 2019 are identified in Attachment 5.

The recommended policy amendments are intended to strengthen the existing policies and provide greater clarity regarding the City's goals related to transportation and the tools endorsed for use to achieve them. This includes, but is not limited to, the climate goals established through TransformTO. This clarity is particularly important given the recent agreement between the City and the Province which confirms the City's role in the delivery of transit. Clearly stated Official Plan policy positions on transit will strengthen the City's ability to advocate for its interests.

The recommended Official Plan Amendment has been formulated to address proposed policy directions endorsed by Planning and Growth Management Committee in 2018 and the further direction received from Planning and Housing Committee in April 2019, paying particular attention to the impact of the policies on vulnerable road and transit users. The policies incorporate feedback received through a citywide consultation process. A summary of the feedback received through the consultation process is provided below.

1. Section 2.1 Building A More Liveable Urban Region

Addressing issues which particularly affect vulnerable road and transit users, including equitable access and universal accessibility, are core goals of the Official Plan. Chapter 1 states, among other things, that Toronto's future will be one where:

- people have equitable access to a range of leisure and recreational opportunities;

- public transit is universally accessible and buses and streetcars are an attractive choice for travel; and
- communities are supported by equitable access to opportunities, resources and services.

Although these are identified as goals of the Official Plan, they are not always explicitly recognized within the policies of the Plan. To partially address this, it is recommended that Policy 2.1(1)(a) be amended to add "accessible" before "regional transportation system" to recognize the importance of accessibility to the transportation system.

2. Section 2.2 Structuring Growth in the City: Integrating Land Use and Transportation

Recommended amendments to Official Plan Section 2.2 restructure the section to separate the policies related to transportation network improvements from policies related to new development and water infrastructure. The recommended amendments add new sub-headings and associated expanded explanatory text and sidebars. The restructuring is intended to give greater prominence to transportation policies and highlight the importance of the transportation system. The amendments also replace references to "rapid transit" with references to "higher-order transit" to reflect the language used in the Growth Plan, 2019.

The recommended Official Plan Amendment also adds introductory text emphasizing the importance of access, and changes introductory text in Section 2.2 to clarify the multiple meanings of the terms "access", "accessible" and "accessibility" used in the Plan. The measure of the ease of reaching activity locations will be referred to with the modifier "transportation" or a mode-specific modifier before "accessibility" to avoid confusion with the Accessibility for Ontarians with Disabilities Act. Uses of the modifier "universal" will be eliminated as these are redundant. Colloquial uses of the terms will be avoided where possible.

Recommended amendments to existing Policy 2.2(3) subdivide the policy into groups related to (i) streets and laneways and (ii) transit. This amendment clarifies the major elements of the transportation system. Further amendments to the policy clarify the relationship between the elements of the transportation system, adopt a modified version of the Ministry of Transportation's passenger transportation hierarchy to promote space-efficient and sustainable mobility and emphasize the importance of connections between elements of the transportation system. This change supports the climate goals established in TransformTO to increase the share of short trips completed by active transportation. The amendment also adds cycling facilities and transit priority measures to the list of specifically identified necessary features for which lands beyond the right-of-way widths shown on Map 3 and Schedule 1 may be acquired.

A sidebar defining "space-efficient transportation" is recommended to be added. Space-efficient transportation modes are ones which move a comparatively large number of people or quantity of goods relative to the space they require. Examples of space-efficient transportation modes for passengers include walking, cycling and transit. Examples of space-efficient transportation modes for goods include full truck loads.

These are prioritized by the Official Plan for their ability to make better use of the City's limited road space and for their environmental benefits. Moving more people and goods within the existing road space will be critical in order to accommodate City's anticipated growth in residents and jobs.

New recommended policies to follow the amended Policy 2.2(3) incorporate the concept of a comprehensive transit network plan, consisting of fully integrated higher-order and bus and streetcar services. The first new recommended policy describes the elements of this comprehensive transit network plan and the following two policies describe the approach to improving the higher-order transit network and the approach to the bus and streetcar network, respectively.

In the case of the higher-order transit network, the core of the approach is a three step process to expanding the network: i) protect corridors for future higher-order transit, ii) establish priorities for improvement amongst these corridors using a comprehensive planning process, and iii) implement higher-order transit services in the protected corridors according to the established priorities. Work has been progressing on the development of decision support tools to assist in the implementation of this process.

The approach to the bus and streetcar network is primarily to identify approaches to improve speed, reliability and comfort of these services for transit customers. This includes clarifying what is meant by transit priority in the City of Toronto context. Transit routes operating in mixed traffic will almost always be slower than a private vehicle as a result of stopping to allow users to board and alight. Introducing transit priority measures will improve transit's attractiveness relative to other, less space-efficient modes of travel.

Although not indicated in the policies, this approach will require sustained, predictable funding for both capital and operating expenditures to ensure the continued successful operation and future growth of the transit network.

The transportation and management of water, wastewater and stormwater are critical to the health of the city. Much of the water, wastewater and stormwater infrastructure is located within street rights-of-way and transportation infrastructure is a major contributor to stormwater runoff. These considerations make the transportation component of the Official Plan Review the natural place to review the policies related to water, wastewater and stormwater. The restructuring of Section 2.2 gives the policies related to water, wastewater and stormwater greater prominence. Recommended amendments to existing Policy 2.2(5) and its accompanying explanatory text clarify the approach that the City currently takes to transporting drinking water, storm water and wastewater. The amendments also recognize the ability of green street designs and initiatives to help manage stormwater.

3. Section 2.2.2 Centres: Vital Mixed Use Communities

The existing introductory text references improvements and extensions to the Scarborough RT which will not occur due to its planned replacement with the Line 2 East Extension. The recommended amendment changes the introductory text to recognize this new plan.

4. Section 2.4 Bringing the City Together: A Progressive Agenda of Transportation Change

Recommended amendments to the explanatory text in Section 2.4 provide context for the amended policies related to cycling and new mobility technologies. The amended text introduces the goal of implementing dedicated cycling facilities so that every residence is within one kilometre of such a facility. This new goal will provide direction to ongoing cycling network planning exercises, such as the Cycling Network Plan, and the resulting network will form the framework of a comprehensive cycling network across the city. The recommended amendments also replace the existing sidebar describing Toronto's Bike Plan with one describing the Bicycle Policy Framework and one describing Active and Sustainable School Travel programs.

The amended text presents a cautious approach to automated vehicles, shared mobility and other emerging mobility technologies, as their impact on the City's transportation system is uncertain. More work is required to identify approaches to assessing and incorporating these technologies which will capture their benefits while ensuring that the City's overall vision and goals can be achieved.

The recommended amended Policy 2.4(5) clarifies expectations about how transit stations should be integrated within development to ensure high quality transit access and protection of heritage properties. A draft new policy immediately following it will require development in proximity to transit stations to provide access to the stations to promote transit access. These policies will both support and advance the Province's approach to Transit Oriented Development by encouraging seamless connections between higher-order transit stations and nearby development.

Recommended amendments to Policy 2.4(13) will clarify the City's objectives for the cycling network. The goal to ensure that every resident is within no more than one kilometre of a dedicated cycling facility will be embedded in this policy, as will direction regarding how to achieve this. Complementary aspects of the policy address enhancing the convenience and attractiveness of the network, making cycling safer and providing greater direction regarding bicycle parking facilities. Relative to the draft policy presented in April, the recommended policy supports the use of bicycles for commercial activity, recognizes the importance of continuous cycling routes and connections between routes and clarifies that road safety is all road users' responsibility. The implementation of this Policy will be achieved using the Cycling Network Plan. An update on the implementation progress for the City's Cycling Network Plan was presented to Infrastructure and Environment Committee in June 2019.

A recommended new policy will complement the amended and expanded Policy 2.4(13) to direct that the City work with the Province to overcome the barriers created by the 400-series highways and address the significant safety challenges around interchanges which currently exist.

Language updates are incorporated in the recommended amendment to Policy 2.4(15) to reflect the currently used term "people of all ages, abilities and means". Additional

sub-policies are recommended which identify other measures which will be pursued to improve the accessibility of the transportation system.

Although it is likely that emerging mobility technologies will have a significant impact on the way people move around the city, it is not yet clear what the full range of impacts will be. A recommended new policy before existing Policy 2.4(17) addresses the uncertainty around the potential impacts of emerging mobility-related technologies, such as automated vehicles. The policy directs further work be done to assess their impacts on various City goals and implement regulations as necessary to ensure they can be achieved. One example of possible further work is a review of the City's parking policy framework to consider recent shifts in market demand for new parking and possible future shifts resulting from the widespread adoption of automated vehicles and vehicles-for-hire.

The extent of the impacts of emerging mobility technologies, such as ride-hailing apps, are not yet clear. Based on preliminary analysis of ride-hailing data, there are increases in pick-up and drop-off activity around the city. To address this, an amendment to existing Policy 2.4(17) will add curbside management to the list of technologies, practices and designs which should be implemented, recognizing the City's Curbside Management Strategy which was adopted by Council in 2017 (PW25.12). A recommended new policy encourages development to accommodate pick-up and drop-off, loading and parking activity on site. The draft policy proposed in April 2019, which would have encouraged development to provide shared community parking spaces, is considered redundant. The intent of these recommended amendments is to maintain street space primarily for movement, and to support alternatives to car ownership.

5. Section 3.1.X Public Realm - Higher-Order Transit

In response to the recent shift towards alternative models for the delivery of new higher-order transit infrastructure, the City has started to develop public realm guidance related to higher-order transit. The recommended new policy section to be inserted between existing Section 3.1.1 and Section 3.1.2 articulates the City's policy goals for the public realm around higher-order transit infrastructure, namely to support efficient movement by integrating higher-order transit with other modes as well as community building objectives. This section will also serve to establish a direct link between Official Plan policies and the specific public realm guidance related to higher-order transit being developed.

6. Maps and Schedules

The street related Map 3 and Schedule 1 indicate the designated right-of-way widths of existing major streets and existing minor streets with right-of-way widths greater than 20m. Schedule 2 indicates designated planned but unbuilt roads. The recommended amendments reflect changes which have been identified through such exercises as Secondary Plans, Transportation Master Plans and Environmental Assessments, and have been approved or endorsed by Council for further exploration.

Map 4 in the Official Plan identifies higher-order transit corridors. The map is recommended to be replaced and retitled "Higher-Order Transit Network". The Planning OP Review: Transportation - Recommended OPA

Act prohibits public works from being undertaken which do not conform to the Official Plan. The role of Map 4 in the Official Plan is to recognize potential higher-order transit projects to ensure that the City complies with the Planning Act when it undertakes work on these projects. The map does not establish a requirement for the City to undertake work on any particular project. The recommended replacement map reflects the direction received from Council at the time the transportation component of the Official Plan Review was initiated and Council motions passed since that time. The recommended map reflects lines identified in the current Official Plan, the Regional Transportation Plan and other transportation plans approved or vetted by City Council, the former Municipality of Metropolitan Toronto, the TTC and the Province of Ontario. The list of previous rapid transit plans considered can be found in PG17.17.

Two lines which appear on the existing Official Plan Map 4 have not been included in the recommended map. The first of these is the hydro corridor which runs generally east-west a short distance north of Finch Avenue. Recently Hydro One has not been supportive of incorporating higher-order transit facilities in their hydro corridors. The corridor itself is somewhat separate from the built up areas directly adjacent to Finch Avenue. A higher-order transit service on Finch Avenue itself would be more consistent with the rest of the Official Plan.

The second line which has not been included in the recommended map is the one which runs between approximately Sheppard/Kennedy and Scarborough Centre. The existing map reflects the preferred alignment identified in the Sheppard Subway Environmental Assessment, completed in 1992. A new environmental assessment would need to be completed prior to constructing such a line to reflect the changes to local conditions which have occurred since 1992, including:

- The current position of Council is to construct an LRT on Sheppard Avenue East. The Province previously agreed to fully fund the LRT along Sheppard between Don Mills Station and approximately Morningside Ave. The line was included in the Master Agreement signed by Metrolinx, the City, and TTC in November, 2012. In its 2019 budget, the Province of Ontario announced it "remains committed to" an eastward extension of Line 4 - Sheppard to connect with the proposed terminus of the Three-stop Line 2 East Extension (Scarborough Subway) at Sheppard Avenue East and McCowan Road.
- The preferred subway alignment from 1992 would have connected to a relocated Agincourt GO station near the CP freight corridor running approximately east-west between Highway 401 and Sheppard Avenue East. Metrolinx is currently enhancing the existing Agincourt GO station and is not pursuing the relocation plan.
- The Line 2 East Extension has since been planned with a terminus at the Scarborough Centre oriented north-south near McCowan Avenue. A potential interlining between the Line 2 East Extension and Sheppard Subway would be easier to achieve on a Sheppard/McCowan alignment.

The recommended Map 4 identifies both Sheppard Avenue East and McCowan Avenue as future higher-order transit corridors. These streets could be used for a future subway or other higher-order transit service to connect Don Mills Station to Scarborough Centre.

The Official Plan's Map 5 indicates corridors identified as priorities for surface transit priority. The map is recommended to be replaced and retitled "Enhanced Surface Transit Network". This map was developed by considering the existing TTC ridership, the surface transit routes in the TTC's existing Ten-Minute Network, TTC's Express Network, the Official Plan's Urban Structure, particularly the locations of designated Avenues, and the goal of extending the network to the whole city. The recommended amended policies will make these routes priorities for the implementation of transit priority measures. Such measures can improve the reliability and speed of transit service allowing more service to be operated at the same cost. The implementation of these measures will be guided by the findings of the Surface Transit Network Implementation Study initiated earlier this year jointly by City Planning, Transportation Services and the TTC and by the TTC 5-Year Service Plan.

7. Scarborough Centre Secondary Plan

Recommended amendments to the Scarborough Centre Secondary Plan reflect the changes included in the recommended Map 4. These amendments include changes to the policies and maps in the Scarborough Centre Secondary Plan to maintain their consistency with the policies and maps in the rest of the Official Plan.

Summary of Public Consultation

A stakeholder meeting was held in April 2019 and a series of public meetings, one in each Community Council district, were held in May, 2019. A second stakeholder meeting with advocates, organizations and academic researchers promoting accessibility and safety for vulnerable road and transit users was held on May 14, 2019. Staff also made presentations to and received feedback from TTC Advisory Committee on Accessible Transit (ACAT) Service Planning Subcommittee (May 1, 2019), Toronto Design Review Panel (May 30, 2019) and the Toronto Accessibility Advisory Committee (June 4, 2019). A final Public Open House as required by the Planning Act was held at Metro Hall on November 26, 2019.

A report summarizing these consultations is appended to this report as Attachment 6. The feedback received was generally positive and consistent with that received from the public meetings in February 2019. Modifications have been made to the draft amendments as a result of the feedback received.

The comments we heard include:

- safety, particularly around schools, and accessibility should be priorities
- the policies should support a more connected and integrated overall transportation system that provides more equitable distribution of transit and cycling infrastructure
- undertake new work to help implement the policies, such as the development of guidelines for transit priority measures and better defining business case analysis

- review other implementation measures to ensure they are consistent with the Official Plan vision and goals, such as the existing zoning bylaw parking requirements for both cars and bikes
- do more to balance land use with transportation policies
- include a concrete higher-order transit plan, not just Map 4
- higher-order transit should not be planned on Lake Shore Blvd west of Legion Rd
- accelerate existing work, such as the planning around higher-order transit stations, or to expand the scope of existing work, such as more aggressively implementing the transit and cycling network plans
- specifically recognize more emerging modes such as e-bikes and scooters
- protect and support the existing character of local communities
- implement specific targets or performance measures related to the City's mobility goals
- do more to reflect the goals of TransformTO and to address the climate emergency declared by City Council

Many of the comments went beyond the scope of the Official Plan, which outlines the long-term vision, but not implementation timelines or priorities. To fill this gap, City staff are currently developing a mobility strategy, which will help clarify the relationship of the Official Plan's policy directions with the City's implementation, service delivery and budgeting initiatives. The strategy will articulate a unified and integrated approach for making decisions and setting priorities in the planning, operation and maintenance of the transportation system, guided by a range of performance measures. Where possible, other more specific comments received have been passed on to appropriate staff to consider in ongoing studies, programs or operations.

A draft of the Official Plan Amendment was shared with the Province through the Ministry of Municipal Affairs and Housing on November 4, 2019. A letter was received in response shortly before the Clerk's deadline. The letter will be considered by City staff and follow in a supplemental report along with recommended responses.

Next Steps

This report recommends an Official Plan Amendment, appended to this report as Attachment 1, containing policy and text amendments related to: transit; cycling; automated vehicles, shared mobility and other emerging mobility technologies; water, wastewater and stormwater; and updates to the street related map and schedules. The impacted policies are located in Sections 2.1, 2.2, 2.2.2, 2.4, Maps 3, 4, and 5, Schedules 1 and 2 and portions of the Scarborough Centre Secondary Plan in Chapter 6. The recommended changes build upon earlier policy amendments approved in 2014 and will, once adopted, complete the transportation component of the Official Plan Review process which began in 2013.

As part of the City of Toronto's Five Year Official Plan Review under Section 26 of the Planning Act, the Official Plan Amendment contained in Attachment 1 of this report is an important component of the work program to bring the Official Plan into conformity with A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 (the "Growth Plan").

The recommended revisions are consistent with the policies and intent of the Provincial Policy Statement, 2014. They have regard for matters of Provincial interest listed in Section 2 of the Planning Act and they conform and do not conflict with the Growth Plan for the Greater Golden Horseshoe, 2019.

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ATTACHMENTS

Attachment 1: Recommended Official Plan Amendment
Attachment 2: Recommended Policy Revisions Incorporated with the In-Force Official Plan
Attachment 3: Additional Council Directions with Impacts on the Transportation Component of the Official Plan Review
Attachment 4: Recommended Policy Revisions Incorporated with the In-Force Official Plan Showing Differences
Attachment 5: Differences between Recommended Policy Revisions for Official Plan Chapters 1-5 and Draft Policy Changes Endorsed in April 2019 for Consultation
Attachment 6: Consultation Summary Report
Attachment 7: Notice of Special Public Meeting to be held by the Planning and Growth Management Committee (under the Planning Act)

Attachment 1: Draft Official Plan Amendment

***see separate document ***

Attachment 2: Recommended Policy Revisions Incorporated with the In-Force Official Plan

***see separate document ***

Attachment 3: Additional Council Directions with Impacts on the Transportation Component of the Official Plan Review

At its meeting of January 8, 2015, the Planning and Growth Management Committee requested that the Chief Planner and Executive Director, City Planning develop an appropriate process to measure and monitor the cumulative effect of development on transportation congestion, to ensure planned new infrastructure is coordinated with growth of the City, as part of the transportation component of the Official Plan Review (see PG1.8 Five Year Official Plan and Municipal Comprehensive Reviews: Status Update. URL:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG1.8>).

At its meeting of March 31 and April 1, 2016, City Council directed staff to: report the list of projects to be considered as part of the development of the City's Transit Network Plan; consider the Downsview Station - Sheppard - Yonge Line connection for inclusion in the Transit Network Plan; and consider the needs of the employment zone surrounding Toronto Pearson International Airport in developing the Transit Network Plan (see EX13.3 Developing Toronto's Transit Network Plan: Phase 1. URL:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX13.3>).

At its meeting of June 7-9, 2016, City Council adopted, in principle, the Ten Year Cycling Network Plan with implementation of individual projects subject to future City Council approval (see PW13.11 Ten Year Cycling Network Plan. URL:

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

At its meeting of July 12-15, 2016, City Council directed the Chief Planner and Executive Director, City Planning to include in the review to develop the City's Transit Network Plan a review and consideration of:

- potential alignments and costs for an extension of the Bloor Danforth line from Kipling Avenue to Sherway Gardens;
- potential alignments and costs for an extension of the Sheppard Subway east of Don Mills to join the extension of the Bloor Danforth line; and
- the construction of a subway link between Downsview (now Sheppard West) station and the Yonge and Sheppard interchange.

(see EX16.1 Developing Toronto's Transit Network Plan to 2031. URL:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX16.1>).

At its meeting of May 24, 25 and 26, 2017, City Council confirmed that the Relief Line is Toronto's number one transit priority, that the Relief Line must be in operation prior to the opening of the Yonge North Subway Extension and that the expansion of Bloor-Yonge Station is a priority project. City Council further directed staff to report in early 2019 with an evaluation and prioritization of the full range of current transit expansion projects using a comprehensive set of criteria and consideration of different funding strategies (see EX25.1 Advancing Planning and Design for the Relief Line and Yonge Subway Extension. URL:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX25.1>).

At its meeting of July 4, 5, and 6, 2017, City Council adopted long-term environmental goals developed as part of TransformTO. The goals include that 100 percent of

transportation options - including public transit and personal vehicles - use low or zero-carbon energy sources, and active transportation accounts for 75 percent of trips under 5 km city-wide by 2050 (see PE19.4 TransformTO: Climate Action for a Healthy, Equitable and Prosperous Toronto - Report 2 - The Pathway to a Low Carbon Future. URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PE19.4>).

At its meeting of January 31 and February 1, 2018, City Council directed that the Waterfront Transit Network Plan be incorporated into the Official Plan Review of transportation and transit policies (see EX30.1 Waterfront Transit Network Plan. URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX30.1>).

At its meeting of January 31 and February 1, 2018, City Council also approved the further development of an Automated Vehicle Tactical Plan to guide the City's response to automated vehicles (see PW26.4 Preparing the City of Toronto for Automated Vehicles. URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PW26.4>).

At its meeting of March 26 and 27, 2018, City Council requested the Chief Planner and Executive Director, City Planning to report on current work on the Relief Line North, future work on the Sheppard East LRT and the feasibility of extending Line 4 Sheppard to the Consumers Road Business Park in the context of evaluating transit priorities as part of the transportation component of the Official Plan Review (see PG27.2 ConsumersNext: Planning for People and Business at Sheppard and Victoria Park- Final Report. URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG27.2>).

A number of other planning studies have recently been conducted which have culminated in new secondary plans or transportation master plans being adopted by Council. These new plans introduced a number of transportation policies to specific areas of the city. One example of these is TOcore which resulted in the Downtown Plan adopted by City Council at its meeting of May, 2018 (see PG29.4 TOcore: Downtown Plan Official Plan Amendment. URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG29.4>).

At its meeting of October 2 and 3, 2019, City Council declared a climate emergency and committed to looking for opportunities to invest in and accelerate high priority emissions reduction areas in TransformTO including transportation (see MM10.3 Climate Emergency and Accelerating Toronto's Climate Action Plan. URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.MM10.3>).

At its meeting of October 29 and 30, 2019, City Council authorized the City Manager to execute an agreement with the Province which confirms the City's ownership of the existing subway system and requires the Province to collaborate with the City/TTC in the delivery of Provincial Projects (see EX9.1 Toronto-Ontario Transit Update. URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX9.1>).

Attachment 4: Recommended Policy Revisions Incorporated with the In-Force Official Plan Showing Differences

***see separate document ***

Attachment 5: Differences between Recommended Policy Revisions for Official Plan Chapters 1-5 and Draft Policy Changes Endorsed in April 2019 for Consultation

***see separate document ***

Attachment 6: Consultation Summary Report

***see separate document ***

Attachment 7: Notice of Special Public Meeting to be held by the Planning and Growth Management Committee (under the Planning Act)

***see separate document ***