

COMMITTEE OF THE WHOLE APRIL 22, 2002

REQUEST FOR COMMENTS
REGION OF YORK TRANSPORTATION MASTER PLAN

Recommendation

The Commissioner of Planning and the Commissioner of Development Services and Public Works recommend that:

1. This report BE RECEIVED;
2. The Region of York BE ADVISED that the City of Vaughan supports the approval of the draft York Region Transportation Master Plan Final Report (dated January 2002) subject to the following;
 - a) That the Region of York be requested to work with the Local Municipalities to develop a formal protocol for identifying and fast-tracking critical road network improvements;
 - b) That the City of Vaughan supports an early initiation of the Environmental Assessment for the proposed GO Rail station on the Bradford Line at Highway 7 and that the Region of York be requested to work with the City to advance the preparation of the EA with GO Transit;
 - c) That the City of Vaughan supports this early initiation of the Terms of Reference for the Environmental Assessment for the Spadina Subway extension and that where possible, such work should be co-ordinated with corresponding work south of Steeles Avenue, initiated by the City of Toronto and the TTC; and
 - d) That the Region of York be requested to initiate the acquisition of (or obtain the necessary rights to) the lands for the commuter parking lot and accesses thereto, from the province, to complete the commuter Gateway facility on the north side of Steeles Avenue between Keele and Jane Streets.
3. This report BE FORWARDED to the Region of York.

Purpose

The purpose of this report is to provide the Region of York with the City of Vaughan's comments on the draft final York Region Transportation Master Plan Report (the "TMP"), prepared by Cansult Limited and Marshall Macklin Monaghan, dated January 2002. Regional Council considered the draft final report on January 24, 2002 and directed that it be circulated to the Area Municipalities for comment.

Background - Analysis and Options

1. Location and Scope

The TMP applies to the entire Regional Municipality of York. It deals with all modes of transportation including: Roads; expressways; rail; conventional, rapid and commuter transit; and walking and bicycling.

2. Context

The Region of York is the fastest growing Regional Municipality in the Greater Toronto Area. The population of the Region grew fourfold in the past thirty years and it is expected that the population will double again in the next thirty years. In addition, York Region is home to a rapidly growing employment sector. It is expected that the number of workers in the Region will more than double from the current level of 380,000 employees, by 2031. These levels of growth have and will continue to challenge the viability of the Region's transportation systems.

The preferred transportation mode for most of the Region's residents is the private automobile. A total of 79% of all morning rush hour trips are made by car and only 8% are made by public transit. The most obvious symptom of the problem is the traffic congestion seen in the major traffic corridors especially during the morning and evening peak periods. These conditions reduce the residents' quality of life, make commuting to and from work difficult, hamper goods movement, and overall, weaken the Region's competitive position.

3. Purpose of the TMP

The main purpose of the TMP is to define a long term transportation vision and integrated road and transit network plan that will support growth in York Region to the year 2031. The TMP sets out policies and programs to support the long term vision and includes an implementation strategy and a Five Year Action Plan to meet more immediate needs. The Transportation Master Plan also integrates land use and transportation planning. It is founded on the Regional Official Plan's Goals of a sustainable natural environment, economic vitality and healthy communities. The TMP supports the implementation of the "Centres" and "Corridors" structural plan contained in the Regional Official Plan and is complementary of the Region of York's Strategic Plan - Vision 2026.

The ultimate objective of the TMP is to develop a transportation system that will accommodate growth, by doubling transit use and by providing more travel choice, to better cope with traffic congestion and to reduce the strain on the environment caused by automobile use.

4. The Transportation Vision

The plan is based on a vision, which is intended to achieve twelve conditions that will foster in a high quality of life for future residents of the Region. These include:

- Reduced amounts of travel by car for each person;
- Employers providing flexible work arrangements and other incentives to encourage car pooling or transit use;
- Reduced dependence on private automobiles;
- Universal access to public transit;
- Integrated transit service and fares throughout the GTA;
- Public facilities such as schools and hospitals accessible by transit;
- Efficient and safe movement of goods;
- Making the best use of existing infrastructure;
- Keeping our infrastructure in a state of good repair;
- Strong protection of the environment;
- Adequate sources of transportation funding;
- Effective public consultation.

5. Key Elements of the Plan

The Transportation Master Plan, as described in the draft Final Report and supporting documents includes the following elements:

ROAD IMPROVEMENTS:	New Roads; Widening and Traffic Management Measures (resulting in a planned 2031 Road Network).
TRANSIT IMPROVEMENTS:	Rapid Transit; Expanded Regional Bus Service; Improved Frequency; Transit Priority on Road System; and Fare and Service Integration (resulting in a planned 2031 Transit Network).
SUPPORTIVE POLICIES:	Long term Corridor Protection; Transit Incentives; Travel Demand Management & Parking; Growth Management; and Land Use Planning.
IMPLEMENTATION:	Funding Strategy - Capital and Operating Costs; Staging Plans (5 Year Action Plan, 10 and 20 Year Networks) ; Priority Elements; Monitoring and Plan Review.

Many of the improvements identified in the TMP address both long-standing and future needs of the City of Vaughan. The major, strategic improvements Region-wide are identified below including the ones affecting the City of Vaughan.

Road Network Improvements - 2031 (Attachment No. 2)

The 2031 Roads Network includes the following key road improvements:

- Highway 404 widening and extension;
- Bradford By-pass from Highway 400 to Highway 404;
- Highway 400 widening to the Simcoe County boundary;
- Highway 427 extension (MTO is currently seeking a consultant to prepare the Terms of Reference for the Individual EA);
- The Bloomington-King Connector, a continuous 4-lane east/west roadway across the entire Region north of Major Mackenzie Drive;
- Extensions to the Markham By-pass, to the south to connect with an extension of Morningside Avenue in the City of Toronto, and to the north-west to connect with Highway 404;
- Completion of key “missing links” in the network including Pine Valley Drive between Langstaff Road and Rutherford Road, and Teston Road between Keele and Dufferin Streets;
- Elimination of jogs at major intersections, notably Major Mackenzie Drive at Highway 27, and Stouffville Road at Leslie Street;
- Improved connections across the Peel/York and Durham/York boundaries; and
- A number of new interchanges with 400-series highways, including Teston Road at Highway No.400 and potentially at Steeles Avenue.

Transit Improvements - 2031

The 2031 Rapid Transit Network (Attachment No. 3) consists of the following rapid transit corridors:

- Yonge Street Corridor from Steeles Avenue to Newmarket, connected at the southern end to the Finch subway station;
- Highway 7 Corridor, from the Peel boundary to the Durham boundary, with the potential for connections into Peel and Durham;
- A north-south connection from the Vaughan Corporate Centre to York University and the Spadina subway line;
- A north-south connection from the Markham Centre to the new Sheppard subway (in the Warden Avenue Corridor).

The City of Vaughan will be impacted by the rapid transit improvements in three of the four main corridors. The rapid transit system is intended to be implemented through a public-private partnership, which is currently in process. The terms of reference for the individual EA's for Highway 7 and Yonge Street Transitways are nearing completion.

Other major transit improvements (Attachment No. 1) include:

- Expansion of existing GO Transit commuter rail services and provision of two new services, including the CP Line which runs through Woodbridge and Kleinburg;
- New GO Transit rail stations (11 potential locations are identified including Highway 7 and Teston Road on the Bradford Line);
- Gateways to the transit network (10 potential locations are identified), including the York Regional Bus Terminal and Commuter Parking Lot on the north side of Steeles Avenue east of Jane Street;
- Grid network of supporting bus services in Urban York;
- A transit priority network including High Occupancy Vehicle and Reserved Bus Lanes in the southern part of the Region;
- Commuter parking lots to facilitate access to the transit and HOV networks;
- Rural bus routes connecting the outlying communities to the urban centres and rapid transit services;
- Community transit for the smaller outlying municipalities; and
- Separate services, where necessary, for those groups unable to access the conventional transit services.

Five-Year Action Plan

In order to accommodate the current rate of growth a number of high priority initiatives were identified for implementation over the next five years. The focus of the Five-year plan will be on substantially increasing transit ridership and "jump-starting" the implementation of the TMP. This will include transit initiatives, road initiatives and supportive policies and programs. The major elements of the Action Plan are set out below.

- Transit Improvements
 - Establish feasibility of Implementing the Rapid Transit PPP;
 - Detailed implementation plan for an early Bus Rapid Transit (BRT) Service;
 - EA studies for longer term transit investments such extensions to Yonge and Spadina Subways;
 - New GO Stations, particularly at Highway 7 on the Bradford Line;
 - Implementation of York Region Transit's 5-Year Service Plan

It is noted that in the five-year action plan, the priority rapid transit links on Highway 7 are, from Yonge Street east to Markham Centre and from Jane Street west to Highway 27. This leaves a gap between Jane and Yonge Streets. It is not the intention of the TMP to imply that an upgraded transit service would not be provided along this reach of Highway 7 during this time period. However, given the demand situation, initial investment in right-of-way and infrastructure should be assigned to Highway 7 east of Yonge Street and west of Jane Street, with buses running in mixed traffic between Jane and Yonge Street. It is noted that the full rapid transit system would be extended to this link by 2011.

- Road Initiatives
 - EA s for Widenings/Reconfigurations to Support Rapid Transit, e.g. Yonge Street and Highway 7 Transitways and Jane Street;
 - Widenings to support HOV and/or reserved Bus Lanes;
 - Work with MTO to get full interchange at Highway 400 and Steeles;
 - Markham By-Pass;
 - Implement 2002-2006 portion of the 2002 Ten Year Capital Works Program

- Supportive Policies and Programs
 - Amend Regional OP where required to implement supportive policies;
 - Develop Guidelines for Transit Supportive Development with Area Municipalities;
 - Create Development Review Checklist with Area Municipalities for use in development approvals process;
 - Identify target intersections and implement transit priority measures;
 - Support the creation of Travel Demand Management measures and Traffic Management Associations in key areas;
 - Accommodate Cycling and Pedestrian Facilities in the Region's Capital Works Program;
 - Develop 3 year Urban York sidewalk retrofit program focusing on roads that accommodate transit;
 - Establish Region-wide Bike network;
 - Adopt Council resolution supporting lower truck tolls on Highway 407;
 - Support formation of GTA Goods Movement Forum and identify means of encouraging a modal shift to rail, improved truck access to freeways, encourage more mid-block freeway crossings, determine need for another rail yard; and identify other supporting land use initiatives;
 - Pursue an HOV network in consultation with MTO and adjacent municipalities.

6. Financial Implications

The firm of Hemson Consulting was retained to undertake a detailed financial assessment of the capital and operating impacts of the Transportation Master Plan. The following table summarizes the preliminary analysis by Hemson Consulting.

The table illustrates the projected cost to implement the entire thirty - year program. The ultimate cost to the Regional taxpayer will depend on the technology options chosen and the value of the subsidies that may be available from the senior levels of government. The component costs include the expansion of Regional Roads and their maintenance; the York Region share of GO Rail expansion; and the cost of the rapid transit improvements.

Regional funding sources will consist of operating revenues (user fees and fares) development charges and tax levy supported financing, such as taxes and debentures.

The capital investment required to make the improvements will range from \$5.6 to \$7.3 billion. The lower figure assumes that the York Region Rapid Transit system will use only Bus Rapid Transit technology (BRT). Rapid Transit Technology is defined as transit vehicles running in their own dedicated rights-of-way. The higher amount assumes that there will be a mix of rapid transit technologies, including 25 km of BRT, 40 km of Light Rail (LRT) and 7 km of Heavy Rail (Subway).

**Transportation Master Plan
Capital Costs to 2031
(in billions of 2001 \$)**

	Gross Cost	Potential Subsidy	Net Cost
Regional Roads – Expansion	\$1.9	-	\$1.9
Regional Roads - State of Good Repair	0.4	-	0.4
GO Rail Expansion - York Share	0.9	0.6	0.3
Regional Transit Regional Transit Scenario 1 All Bus Rapid Transit (BRT)	2.4	0.8 - 1.6	0.8 - 1.6
Total - All BRT Scenario	\$5.6	\$1.4 -\$2.2	\$3.4 -\$4.2
Additional Costs: Regional Transit Rapid Transit Scenario 2 BRT (25km)+ Light Rail (40km) + Subway (7km)	1.7	0.6 - 1.1	0.6 - 1.1
Total - BRT + Light Rail + Subway Scenario	\$7.3	\$2.0 -\$3.3	\$4.0 -\$5.3

The projections assume that capital subsidies will be available for GO Rail expansion and for the development of the Rapid Transit system. Subsidies available to the rapid transit system have been estimated at both one third and two thirds of the total capital cost. A two-thirds subsidy was estimated for GO Transit. On this basis the lower estimate of subsidy was \$2 billion and the upper level was estimated to be \$3.3 billion. The resulting net capital costs would range from a low of \$3.4 billion to \$4.0 billion (@ 2/3 transit subsidy); and to a high of \$4.2 billion to \$5.3 billion (@ 1/3 transit subsidy), depending on the technologies used.

Assuming the use of an all BRT rapid transit system and a one third capital subsidy from the senior levels of government, the improvements envisioned by the TMP would result in tax supported capital requirement of \$2.5 billion. It is projected that \$1.6 billion would be funded from the Region's annual budget and a further \$.9 billion would be obtained from the issuance of debt. This would result in a tax increase of less than 1.0% per year over the first 10 year period; an increase of .5% per year over the middle decade; and a decrease of 1% per year over the third decade. A rail-based system would require more debt financing and a two-thirds subsidy from senior levels of government would be a critical requirement.

The improvements to the road network would cost approximately \$1.9 billion over the next thirty years. A total of \$1.5 billion would be sourced through development charges with the remaining amount funded through the tax base.

7. York Region Rapid Transit Public-Private Partnership (PPP)

The Region, in co-operation with Vaughan, Markham and Richmond Hill, is pursuing a private sector partner to potentially plan, finance, design, build and operate a rapid transit system which is consistent with the objectives of the Region Official Plan and the draft TMP. Earlier in the year five consortia were qualified to receive Requests for Proposals (RFP). The RFP's were issued and formal proposals were submitted on March 28, 2002. The proposals are now being evaluated and it is expected that a partner will be selected in May.

The Region expects that the implementation of the Public-Private Partnership will serve to reduce the Region's share of the overall costs of implementing the TMP.

8. Implementation

The 2031 road and transit plans are premised on York Region becoming increasingly self-contained (i.e. an increase in work trips that do not leave the Region), a doubling of peak period transit modal split, from 8% to 17% and an increase in automobile occupancy from 1.15 to 1.25 persons per vehicle. As the Region matures it is expected to generate more internal work trips, however, the TMP foresees the need to aggressively pursue an increase in transit modal split and vehicle occupancy. As a result the phasing of investments will be based on the following principles.

Phasing Principles

- Transit Investments will receive priority over Road Improvements;
- Road Widening required to support the Transit Network should be in place by 2021;
- Significant Transit Improvements should be implemented in advance of demand in order to: influence development decisions in Centres and Corridors; influence home purchasing decisions and travel patterns of new residents; and provide early support for ride-sharing programs as part of a Region-wide Travel Demand Management Program.

These principles provide the basis for the ten and twenty year plans, which will bring the TMP to completion in 2031.

Ten and Twenty Year Plans

The key to achieving significant transit and modal split improvements will be the implementation of the York Region Rapid Transit System in the four priority corridors. (Yonge Street, Highway 7, Vaughan Corporate Centre to the Spadina Subway and Markham Centre to the Sheppard Subway). The TMP recommends that the rapid transit services should be operational in all four corridors by 2011. At minimum, the plan calls for a base Bus Rapid Transit Service in these corridors with protection for upgrades to LRT or Subway technology as warranted. The alternative, to fast-track the ultimate system through the Public-Private Partnership process is also considered but the more conservative approach is reflected as the TMP's base case scenario. In the corridors affecting Vaughan, the implementation timelines are shown on the following table.

It is noted that the staging timetable foresees a subway or partially grade separated BRT connecting the VCC with York University and an extended Spadina Subway. The City of Toronto and the TTC are now giving serious consideration to Toronto's options for rapid transit system expansions. Momentum is building to do the necessary Environmental Assessment work, south of Steeles Avenue, to determine and protect the required alignments.

The Region has indicated that it intends to initiate the Environmental Assessment process, north of Steeles Avenue to correspond with the public-private partnership initiative. The City of Vaughan should signal its support for the early initiation of the EA process. Therefore, a recommendation to this effect has been included.

**Proposed Staging of Rapid Transit Services
City of Vaughan**

RT Corridor	By 2011	By 2021	By 2031
Yonge Street from Highway 7 to Steeles	Partially Grade Separated BRT	Fully Grade Separated BRT or Subway	Possible Subway
VCC to York U. and the Spadina Subway	At Grade BRT	Partially Grade Separated BRT or Subway	Possible Fully Grade Separated BRT or Subway
Highway 7			
Highway 27 to Jane Street	At-Grade BRT	Partially Grade Separated BRT or LRT	Possible fully Grade Separated BRT or LRT
Jane Street to Centre Street	At-Grade BRT	Partially Grade Separated BRT or LRT	Possible Fully Separated BRT or LRT
Centre Street to Yonge Street	At-Grade BRT	At-Grade BRT or LRT	At-Grade BRT or LRT

Improvements to the GO Rail System are also identified. The proposed staging is generally consistent with the staging plan set out in GO Transit's August 2000 Report entitled "Route Map to the Future". The initiatives affecting Vaughan are set out below.

**Proposed Staging of GO Rail Improvements
City of Vaughan**

Rail Corridor	10 Year	10 - 20 Year	Beyond 2021
Bradford	New Station at Highway 7 and additional Peak Period Service Rail/Rail Grade Separation at CN York Subdivision	Potential New Station at Teston Road and additional Peak Period Service	Double Tracking for all Day Service Rail/Rail Grade Separation at CP North Toronto Subdivision
Bolton			Five train sets for Peak Period Service Potential New Stations at Woodbridge (n. of Highway 7, Rutherford Road and Kleinburg

It is noted that the GO Station at Highway 7 on the Bradford Line is not an immediate priority for GO Transit. Vaughan and Regional Staff believe that it should be fast tracked due to the land use study the City is doing on the Highway 7 Corridor, concurrently with the Rapid Transit initiative. Therefore, it is recommended that the Region and the City pursue an early start of the EA for this station.

An important element in the transit network will be the commuter Gateway facility located on the north side of Steeles Avenue, between Jane and Keele Streets. The Region has already taken measures to acquire a site for a bus terminal on the north side of Steeles Avenue. The commuter parking component will be located in the Hydro Corridor to the north. Given the uncertainty over the status of these Provincially-owned lands (i.e. the Hydro One Initial Public Offering) the Region, with any required assistance from the City, should take steps to secure the use of these strategically important lands. A recommendation to this effect has been included.

Framework for Priority Setting

The implementation strategy also includes a priority setting procedure to determine the cost-effectiveness of individual projects. This will permit the Region to identify the road and transit projects that will provide the greatest return for the capital invested. This framework would be applied annually, when the Region's Ten Year Capital Works Program is being evaluated. Each project's status would be assessed on the degree to which it met a number of land use (Official Plan) and transportation objectives. These include:

- Support for designated Centres;
- Support for designated Corridors;
- Satisfaction of Corridor Transportation Deficiencies;
- Completion of Road and Transit Networks;
- Improvement of Inter-Regional Connections (Including Co-ordination/Integration of Transit Services)
- Improvement of Transit Accessibility to Government and Human Services (e.g. Education, Health and Social Services)
- Support for more Sustainable Modes of Travel (i.e. Transit, Cycling and Walking)
- Improvement in the Movement of Goods;
- Contribution to Safer and More Efficient Use of Existing Infrastructure;
- Enhancement of Accessibility to all Segments of Population (e.g. students, seniors and physically and developmentally challenged)

Monitoring

It is recommended that a two level monitoring process be put in place to assess changes in a number of population, employment and transportation parameters. The first level of examination would be on a Region-wide basis. The second level of examination would focus on key Centres and Corridors. This will allow the Region to evaluate whether the current policies were having the desired effect and would provide a basis to proceed with any required amendments. It is recommended that the Master Plan be reviewed every five years, with the first review to take place in 2007.

9. Analysis and Recommendations

The York Region Transportation Master Plan marks a critical change in direction for York Region. While parts of the Region will remain rural, the TMP will prepare the Region for what will be a more urban future. This is particularly the case for the three southern municipalities of Vaughan, Markham and Richmond Hill. The Region of York is currently experiencing the stresses and strains caused by rapid population and employment growth. Nowhere are these problems more apparent than on the Region's roads.

Over the last thirty years, transportation improvements in suburban areas like York Region, have focused on building and widening roads. This has supported a lower density form of development, which was not transit friendly and has resulted in an over-dependence on the automobile. Our roads are now congested and this has caused problems for commuters, made goods movement difficult and contributed to diminishing air quality. If left unresolved these problems will challenge both our quality of life and our economic competitiveness. The TMP will assist in mitigating these transportation problems by providing for alternative means of movement (i.e. better transit) and by fostering more transit supportive development, particularly in key centres and corridors.

The fundamental premise of the TMP is that there needs to be a change in investment priorities, away from the road network and the private automobile, toward a more transit based system. It recognizes that the road network is now near capacity and that there is only limited opportunity to accommodate more cars and trucks on Regional roads.

The York Region Transportation Master Plan provides a comprehensive blueprint for the Region's Road and Transit Networks to the year 2031. The major elements of the TMP have been identified above. Staff has concluded that the Transportation Master Plan is supportable for a number of reasons. These include:

- The investment horizon is appropriate to the task. Major transportation improvements take a substantial time to plan, design and construct;
- It provides a long term funding plan which can be accomplished with varying degrees of senior government support;
- Its Rapid Transit focus will benefit many of Vaughan's residents and businesses in the Highway 7 Corridor, on Yonge Street and in the Spadina Subway - Jane Street Corridors;
- The transportation initiatives identified in the TMP are supportive of the City's major land use planning priorities such as the Vaughan Corporate Centre, the Highway 7 Corridor and the development of the Highway 427 Enterprise Zone;
- The implementation of the plan is flexible, based on an on-going evaluation of objective criteria, which will assist in obtaining the most cost-effective capital investment.

One concern that should be brought to the Region's attention, is the need for transportation investments to keep pace with development. While the increased emphasis on transit is supported, there will still be the need to ensure that the roads are in place to meet the emerging demand. This is particularly the case when faced with new Block Plan development. In order to ensure that the provision of road widenings is timely, consideration should be given at the Block Plan and Draft Plan of Subdivision Stage to providing for the more immediate construction of these roads. This would allow for the required roads to be put in place concurrently with the development. This will, in turn support the timely delivery of bus based transit services.

It is noted that Regional Transportation and Works staff will be invited to a June Committee of the Whole Working Session to discuss the implementation of the Region's Ten Year Capital Works Program, which includes road network improvements.

In order to investigate the means of implementing such a process, a recommendation has been included that requests that the Region and Area Municipalities develop a formal protocol for front - ending critical road network improvements. Such a protocol would establish criteria for advancing the construction of roads and the roles and responsibilities of the Region and the City at the time of Block Plan and/or Draft Plan of Subdivision approval.

Similarly, the timely preparation of EA Studies will be needed to ensure that sites for facilities and transit corridors are protected. It is recommended that such studies be initiated at first supporting for the two critical projects, being the Highway 7/Bradford Line GO Rail Station and the Spadina Subway Extension from Steeles Avenue to the Vaughan Corporate Center. Also, measures should be taken to secure the proposed commuter parking lot on the north side of Steeles Avenue, between Jane and Keele Street.

Conclusion

The York Region Transportation Master Plan represents an important step forward for the Region of York and its Area Municipalities. Staff have reviewed the document and are satisfied that the plan is both appropriate and supportable. Therefore, Staff recommends that the Region be advised that the City of Vaughan supports the Transportation Master Plan, subject to consideration being given to the issues raised above. Should Council concur, then the recommendation set out in the "Recommendation" section of this report should be adopted.

Attachments

1. York Region 2031 Rapid Transit Network
2. York Region 2031 Road Improvements
3. Transit Focus of the Strategic Direction

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Respectfully submitted,

MICHAEL DeANGELIS
Commissioner of Planning

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ATTACHMENT 1

York Region - 2031 Rapid Transit Network.

City of Vaughan
Community Planning and Development



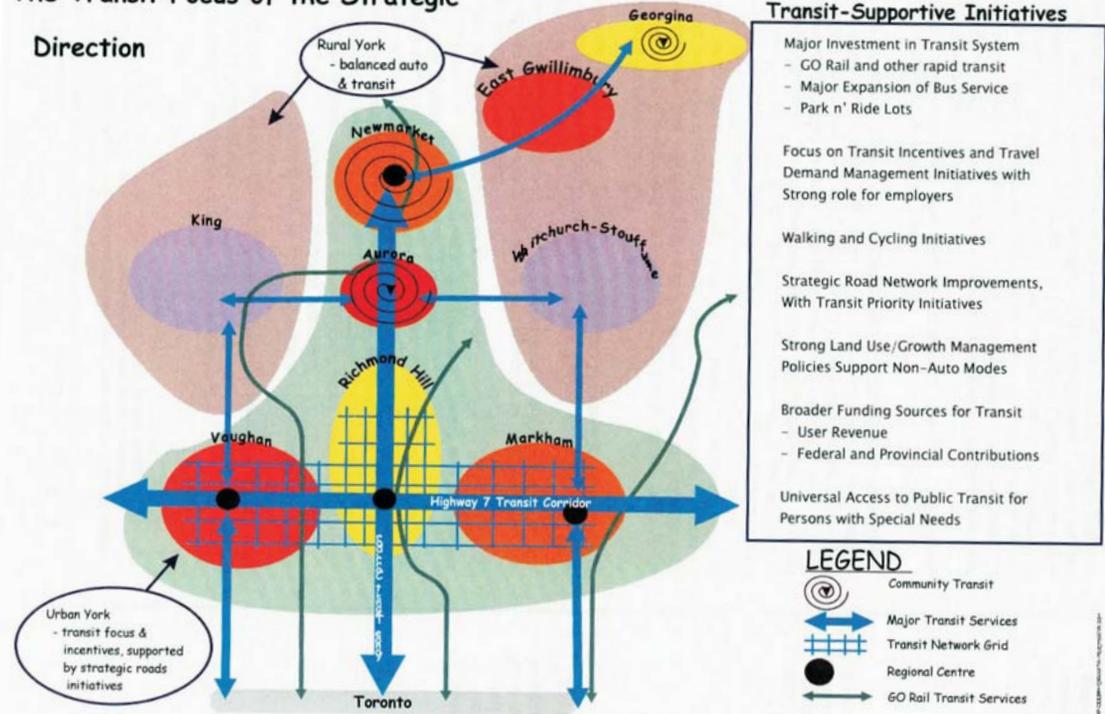
ATTACHMENT 2

York Region - 2031 Road Improvements

City of Vaughan
Community Planning and Development

Figure 1 – Transit-Focused Strategic Direction

The Transit Focus of the Strategic Direction



On the Move...

Executive Summary

ATTACHMENT 3

Transit Focus of the Strategic Direction

City of Vaughan
Community Planning and Development