

COMMITTEE OF THE WHOLE WORKING SESSION - JUNE 20, 2008

METROLINX DEVELOPMENT OF THE REGIONAL TRANSPORTATION PLAN

Recommendation

The Commissioner of Engineering and Public Works recommends:

That staff be authorized to provide formal comments on the Metrolinx draft Regional Transportation Plan if the deadline for comments is before September 8, 2008.

Economic Impact

There is no economic impact associated with this report.

Communications Plan

There is no specific communication plan associated with this report.

Purpose

The purpose of this report is to provide Council with a high level overview of the Metrolinx "Green" and "White" papers and the development of the Regional Transportation Plan (RTP) for the Greater Toronto and Hamilton area.

Background - Analysis and Options

What is Metrolinx?

In 2006, the Province created the Greater Toronto Transportation Authority (GTTA) with the mandate to plan and coordinate transportation in the Greater Toronto and Hamilton Area (GTHA). In December 2007, the GTTA adopted the name "Metrolinx" as it better reflected its mandate to provide seamless, coordinated transportation links throughout the GTHA.

The key mandate of Metrolinx is to provide leadership in the coordination, planning, financing, development and implementation of an integrated multi-modal Regional Transportation Plan that conforms with the transportation policies of the growth plans approved under the *Places to Grow Plan* and other Provincial transportation policies and plans.

The mission statement for Metrolinx is "To champion, develop and implement an integrated transportation system for the GTHA that enhances prosperity, sustainability and quality of life."

Metrolinx Goals

One of the key objectives of Metrolinx is the development of an integrated and comprehensive Regional Transportation Plan (RTP) for the GTHA by the Fall of 2008 with a real focus on public transit. Metrolinx has retained the IBI Group as the primary consultant for the development of the RTP. Some of Metrolinx other goals are to:

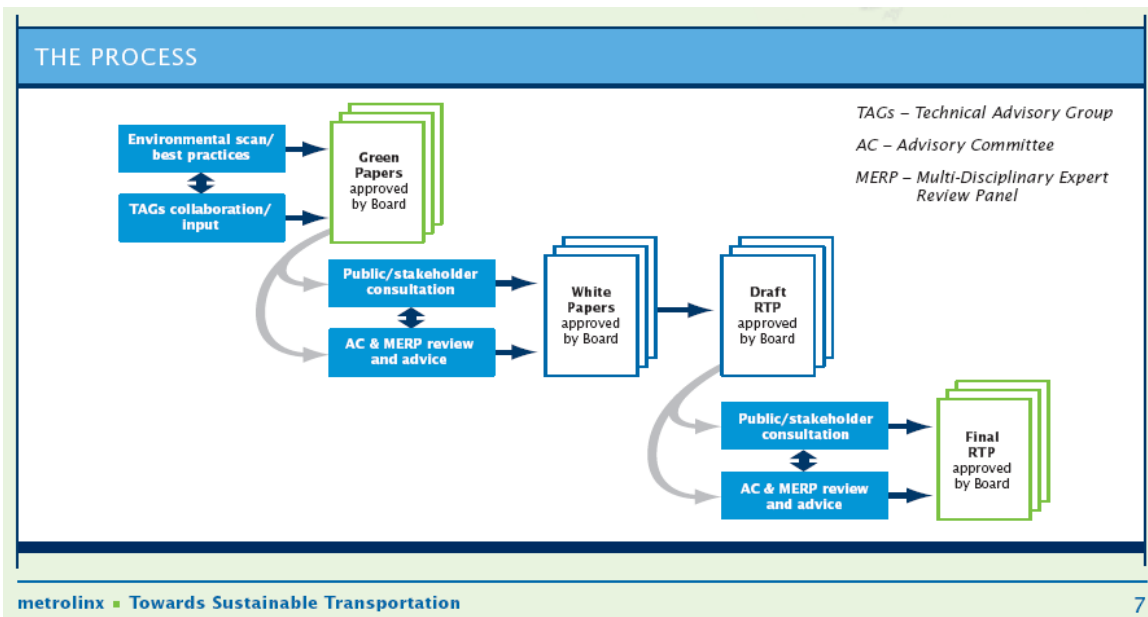
- Develop an investment strategy to identify the suite of potential financial tools and revenue sources to fund the initiatives and priorities identified in the RTP;
- Recommend how to invest in assets and develop a rolling, five-year capital plan towards that end. This will help make sure that there is a fair, transparent and easy-to-understand

approach for prioritizing the transportation infrastructure investments that we will need to create a competitive, healthy and strong GTHA;

- Metrolinx will work with key stakeholders on developing regulatory and legislative changes that continue to protect the environment, but result in a significantly more streamlined environmental assessment process for public transit projects;
- Metrolinx will be responsible for the system that will allow riders to move across the Greater Toronto and Hamilton region with a single fare card;
- Assume responsibility for “Go Transit” operations over time; and
- Assist municipalities across Ontario to save costs by coordinating their transit fleet acquisition orders, equipment specifications, and timing. This initiative will advance public standards in areas such as environmental performance, fuel economy, disability access and advanced technology in a consistent and cost-effective way.

RTP Development Process

The RTP development process includes a series of seven consultation papers (Green Papers) on key transportation topics and initiatives. These “Green Papers” will be followed by “White Papers” and then by a draft RTP as outlined and illustrated below.



Between December 2007 and March 2008, Metrolinx released a series of seven Green Paper documents, as the first step towards developing the Regional Transportation Plan. These Green Papers present key trends, challenges and opportunities for the GTHA transportation system for public discussion and showcased best practices from around the world. The Green Papers focused on the following transportation related issues:

- Towards Sustainable Transportation (Discussion Paper #1)
- Mobility Hubs (Green Paper #2)
- Active Transportation (Green Paper #3)
- Transportation Demand Management (Green Paper #4)
- Moving Goods and Delivering Services (Green Paper #5)
- Roads and Highways (Green Paper #6)
- Transit (Green Paper #7)

The content of each of the Green Papers is summarized later in this report.

Through a comprehensive consultation process, Metrolinx received a broad range of public input on the Green Papers, which was used to inform the development of two companion White Paper documents.

Green Papers

One of the first steps that Metrolinx undertook in developing the RTP was the release of seven “Green Papers” that presented key trends, challenges and opportunities for the GTHA transportation system. An overview of each Green Paper is provided below:

Towards Sustainable Transportation (Discussion Paper #1)

This document sets out the process and steps that will be followed in preparing the RTP. In addition, it generally identifies the trends and outlooks for the transportation system in the GTHA.

The document establishes the three key principles (pillars) on which the RTP will be developed, which are:

1. **“People”** – the plan will improve the quality of life and health of the citizens by providing:
 - A more sustainable and integrated transportation system;
 - Better mobility for people of all ages and means;
 - Greater choices among transportation modes;
 - Coordinated information, facilities, operations, and pricing within and across the system; and
 - Greater comfort, convenience and safety.
2. **“The Environment”** – The RTP will reduce impact on the environment by:
 - Striving to limit energy consumption and emissions
 - Operating within the constraints of our ecosystem.
3. **“Our Economy”** – The plan will support a competitive, robust economy throughout the region by designing a transportation system that:
 - Takes into account the needs of businesses for the movement of goods and delivery of services;
 - Is affordable to both the public and private users;
 - Allocates costs fairly; and
 - Reduces health costs and other costs related to accidents.

The foundation for success of the RTP is the financial commitment from the Province in the amount of \$11.5 billion (\$17.5 billion with federal participation) through MoveOntario 2020 to finance the implementation of the RTP.

For context, it is noted in this Green Paper that the capacity of the transportation system in the GTHA has not kept up with the pace of demand over the last two decades. Travel times on roads are increasing and accidents and weather result in further delays. The existing road network in urban areas is now largely built out and there are very limited opportunities to add capacity.

Based on current trends, residents throughout the region travel more than they used to. Residents also rely more on their cars, with automobile trips growing three times faster than transit trips. In fact, according to information in Green Paper #1, the percentage of commuter travel made by transit, walking or cycling dropped from 31% to 24% in two decades. Today’s typical household size is smaller, more affluent, owns more vehicles, makes more trips each day, and use public transit for a smaller share of the trips. This travel behaviour, combined with the

difficulty and cost of widening roads in most urban communities has led to traffic congestion across the region.

To compound the traffic problem, the population in the GTHA is expected to increase from just over 6 million to about 8.6 million people by 2031 (this is larger than Metropolitan Chicago or London UK are today). It is clear that the mode by which people and goods move within and across the GTHA must change in order to accommodate this expected population and employment growth.

Once the roads become congested, rapid transit is a key response. Unfortunately, rapid transit expansion in the GTHA has seen limited activity over the past 20 years. The only significant improvement was the five kilometer extension of the Sheppard Subway. This transit investment is very low compared to the rapid transit and commuter rail construction that averaged 135 Kilometres in each decade from 1960s to the 1980s. Toronto's rapid transit network is now merely average compared to other major metropolitan areas in Europe and America.

Accordingly, the Green Paper concludes that there is no disguising the GTHA's transportation crisis and challenges, which loom even larger with the high rate of population and employment growth projected for the region over the next 25 years. The development of the RTP will provide the framework for establishing a vastly improved, sustainable transportation system. Change is imperative, and with everyone's commitment, the GTHA will remain one of the world's most attractive and successful city-region.

Mobility Hubs (Green Paper #2)

This Green Paper set out the key issues around Mobility Hubs that need to be considered in order to determine where and what should be built. A Mobility hub is defined as a place of connectivity, where different modes of movement, from walking to high speed rail, come together seamlessly. A mobility hub is a place in an urban area that is attractive, with an intensive concentration of employment, living, shopping and activity around a transit interchange. Successful mobility hubs depend on supportive land-use concentrations and planning.

There are three main types of Mobility Hubs:

- Primary Hubs – Significant regional city centres (Central Toronto, subway centres and urban growth areas)
- Secondary Hubs – major activity centres (airports, emerging centres, universities, major parks and stadiums, and regional shopping centres)
- Tertiary Hubs – major transit stations (higher order stations not included above)

Metrolinx has identified a number of candidate Mobility Hubs in York Region including Markham/Markville Centre, Newmarket Centre, Richmond Hill/Langstaff Gateway and the Vaughan Corporate Centre.

The document provides a comprehensive review of the various aspects of Mobility Hubs including:

- A vision for new mobility
- Challenges to creating Mobility Hubs
- Examples from other places
- Mobility Hubs in the GTHA
- The structure of Mobility Hubs
- Creating Successful Mobility Hubs
- Mobility Hubs Candidates and Characteristics

Active Transportation (Green Paper #3)

The Active Transportation Green Paper presents the benefits, challenges, and opportunities for greatly increasing the role of active transportation in meeting the daily needs, and as part of a solution to current and future urban transportation challenges. Active transportation is defined as any form of human power, including walking, cycling, in-line skating, etc. Active transportation is important in many ways including promoting a healthier lifestyle, quality of life, a cleaner environment, sense of community, and reduced cost to everyone.

The document provides a comprehensive review of the various aspects of Active Transportation including:

- The benefits of Active Transportation
- Creating Active Communities
- Active Transportation in the GTHA
- Recent Successes
- Barriers to Active Transportation
- Innovative Practices Elsewhere
- Key opportunity Areas
- Looking to the Future

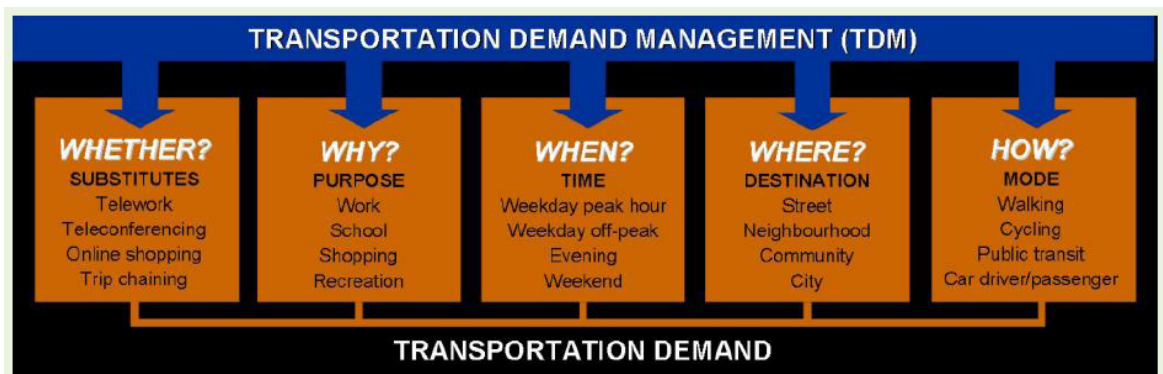
The key objectives in relation to active transportation are:

- Integrating transportation modes, reducing physical barriers and improving the community design and infrastructure;
- Making active transportation safer and more comfortable;
- Increasing the public awareness of the benefits of active transportation and breaking down social barriers; and
- Making cycling, walking or using a wheelchair a realistic first choice for travel, wherever possible.

This Green Paper recognizes that the City of Vaughan adopted a Pedestrian and Cycling Master Plan in 2007.

Transportation Demand Management (Green Paper #4)

This paper presents a case for a new forward-thinking Transportation Demand Management (TDM) strategy in the GTHA that embraces all components of the RTP. TDM is the use of policies, programs, services and products to influence whether, why, when, where and how people travel as illustrated below. TDM is a relatively new concept but it can play a vital role in how we shape our transportation system in the future.



TDM has two general approaches:

- Education, Promotion and Outreach
- Incentives and Disincentives

The TDM Green Paper identifies a list of TDM initiatives that could be explored and implemented through the RTP. Some of the more innovative potential TDM initiatives are:

- Subsidized transit passes
- Tax exemption for transit benefit
- Walking school buses
- Universal transit passes for post-secondary students
- Virtual classes
- Community wide ride sharing
- Car sharing
- On-line trip planners
- Road pricing (tolls on highways, revenue used for transit, annual vehicle registration fee reflect distance driven)
- Real time transit information
- Parking management (designated car pool parking, zoning maximums,
- Employee work arrangement solutions (telework, flexible hours and compressed work weeks)

Currently, Smart Commute is a partnership between the cities and regions of the GTHA including Vaughan (Smart Commute North Toronto/Vaughan) to implement TDM. Working in these communities, Smart Commute encourages local employers and commuters to explore more sustainable transportation choices like carpooling, teleworking, transit, cycling, walking or flexible work hours. Starting on January 1, 2008, the Smart Commute Association became part of Metrolinx. Metrolinx will play a key role ensuring Smart Commute's on-going financial sustainability.

Moving Goods and Delivering Services (Green Paper #5)

Green Paper #5 outlines the key issues and challenges related to the movement of goods throughout the GTHA. This Paper also identifies the nature and magnitude of goods movement and service delivery in the GTHA, the roles and responsibilities of the various stakeholders, and the opportunities available to respond to major challenges.

Most goods movement is performed by private industry on infrastructure largely supplied by the government. Goods are moved by a variety of different modes. In the GTHA, trucking is by far the most common mode. On average, commercial trucks make about one million trips each day in the GTHA. Other modes include rail, intermodal, marine, air, automobile, public transit and active transportation. The movement of goods in the GTHA represents a significant contribution to the local economic prosperity. On the down side, it also contributes to congestion, noise and pollution, and has social implications. Accordingly, one key objective of the RTP is to find a balance between the commercial community and environmental needs. In particular, the goal of Metrolinx is to create a more sustainable future by ensuring that:

- The transportation system operates efficiently;
- Conflicts between freight and passenger demands on the transportation system are minimized; and
- Goods movement and service delivery and associated facilities are compatible with the types of communities in which we want to live.

A number of the key objectives or potential initiatives identified in this Green Paper include:

- Influence land use decisions related to the location of new manufacturing and industrial developments and movement hubs;
- Develop an east-west toll truck route through the GTHA; through trucks are required to use this route;
- Implement private-public partnerships to invest in additional rail and road capacity for truck routes and arterial connections;
- Enhance and protect freight and passenger corridors;
- Implement a suite of technologies to monitor traffic, enable tolling and allow dynamic route/mode selection for shippers and drivers;
- Use information systems to collect data on truck movements;
- Fund innovative services that are aimed at improving freight efficiency in dense urban areas; and
- Develop and use common criteria and approaches for designating truck routes.

Roads and Highways (Green Paper #6)

The Roads and Highways Green Paper #6 provides a framework for thinking about today's roads and highway system within an integrated and sustainable transportation system.

For context, the hierarchy of roads is not only the backbone of the transportation system in the GTHA but also an integral part of our economy and quality of life. Our competitiveness relies on the continued ability to reach destinations quickly and conveniently, and residents depend on the road network to access employment, services and recreation. Congested and inefficient road networks threaten the competitiveness of the region and our reliance on cars and trucks poses other challenges, including rising emissions of greenhouse gases (GHG) and increased health risks. Making roads more efficient and having a variety of transportation choices (auto, transit, cycling, walking) will encourage the use of more sustainable and higher-capacity modes of travel rather than the single-occupant automobile. Roads and highways must be integral considerations to the development of transit services and more sustainable land use patterns.

Metrolinx key objectives for the GTHA roads and highways include:

- Optimize the use of existing infrastructure;
- Accommodate a range of modes and users, including transit vehicles, pedestrians and cyclists; and
- Analyze, design and fund roads and highways as integrated elements of the transportation system;

A number of potential initiatives identified in this Green Paper include:

- Implementation of HOV lanes, built through road widening or converted lanes;
- Reconfigure local roads to place greater priority on transit;
- Upgrade and expand active transportation facilities;
- Increase carpool lots and park-and-ride facilities in provincial highway corridors to link carpools, bus services and HOV infrastructure;
- Enhance the use of information and technology;
- Coordinate highway and transit agencies to develop common priorities and pool funds;
- Develop new guidelines, techniques and design standards to better integrate various modes and priorities; and
- Develop and implement financing, zoning, land use planning, and partnership schemes that promote greater integration between land use and transportation.

Transit (Green Paper #7)

The Transit Green Paper presents a very strong case that the transportation infrastructure has not kept up with the GTHA's rapid growth over the past several decades. Projected growth over the next 25 years based on the current auto-dependency is not sustainable from a social, economic and environmental perspective. The global experience has shown that large and growing metropolitan regions must increasingly rely on improved transit to preserve speed, capacity and reliability in major travel corridors. The solution is the development of a strong cross-regional transit system that serves inter-municipal trips and long-distant trips within each municipality, local transit services and transit supportive land uses. The Transit Green Paper identifies the key attributes and possible features of a future first-class transit system for the GTHA.

Metrolinx key objectives for the future transit system in the GTHA are:

- Improve the transportation experience and mobility choices for people of all ages, means and circumstances by improving transit's accessibility, and interfaces with other modes and selected land uses;
- Reduce time spent travelling by providing fast, frequent and reliable transit service;
- Maximize the convenience, comfort, and enjoyment of the transit experience based on high-quality infrastructure and customer-oriented service;
- Encourage compact, mixed-use, transit-accessible, pedestrian-friendly growth centres around mobility hubs, through regulatory and financial incentives, consultative planning and creative urban design;
- Promote more active and healthier lifestyles by encouraging walking and cycling to transit;
- Promote a more sustainable urban structure through transit investment which leads to new urban development, supports intensification of existing urban areas and new areas, and provides transit-accessibility to focus future growth into areas that are walkable and transit-supportive, and reduce motorized trip making;
- Reduce impacts of road expansion, such as rural land consumption, stormwater runoff, and heat gain by encouraging transit, carpooling and other measures;
- To increase road capacity for moving people and goods rather than simply vehicles;
- Connect people and jobs by providing convenient and reliable inter-regional and local transit;
- Free up road space for trucks that carry goods and services; and
- Support tourism by providing easy access to, from, and within downtown Toronto and other major destinations in the GTHA.

A number of potential initiatives identified in this Green Paper include:

- Enhance accessible pedestrian and urban design near stations on all major routes;
- Develop a regional online trip planner;
- Provide real-time "next bus" information;
- Implement region wide smart card that would be accepted on all transit systems;
- Coordinate region-wide branding of transit services;
- Central coordination of municipal/provincial transit providers for system expansion and seamless service/fare integration; and
- Streamline the Environmental Assessment process for transit project approval.

The Transit Green Paper also presents three alternate approaches to sequential transit improvements in the GTHA. The approaches include a current trends version (status quo with approved projects), an incremental and a bold future vision alternative. These alternatives are presented in a preliminary fashion in the Green Paper to stimulate discussion and feedback. Ultimately, the RTP is expected to include elements from all three approaches. It is important to

note that the extension of the Spadina Subway to the Vaughan Corporate Center is included in all three concept alternatives. The key difference between the three alternative networks from the Vaughan perspective is the order of transit along the Highway 7/407 corridor.

White Papers

In May 2008, Metrolinx published the two White Paper documents. These White Papers are intended to more specifically guide the development of the RTP.

The White Papers have been published as interim documents to provide a basis for ongoing consultations with stakeholders and the public. Input on the White Papers will help to inform the development of the draft RTP that will be released in conjunction with a draft Investment Strategy for public comment and broad consultation in late July. The Investment Strategy will set out a suite of potential dedicated revenue sources and funding tools to expand, maintain and operate the regional transportation system in a financially sustainable way over the next 25 years and beyond.

White Paper #1 – Vision, Goals and Objectives

The first White Paper, entitled “Visions, Goals and Objectives”, presents the vision for the GTHA transportation system, and sets out a series of goals and objectives which will form the basis for developing, evaluating and ultimately shaping the RTP.

Based on the information presented in the preceding Green Papers, the first White Paper summarizes the emerging trends and challenges in the region. In addition, it outlines the vision, goals and objectives for the region’s transportation plan.

Some of the key trends or challenges coming out of the Green Papers are:

- The current system of planning and financing transportation and the individual travel behaviours are unsustainable;
- The transportation system must be improved to meet the needs of the current and additional 2.5 million people that are expected move into the region by 2031;
- Existing infrastructure is being used inefficiently, with far too many trips being taken in single-occupant vehicles.
- Too few trips are being taken by transit or active modes of transportation. The average percentage of trips taken by car across the GTHA is currently 75%.
- There is little choice for travelers. Most feel they need to use a car for getting around;
- The transportation system is not adequately integrated and coordinated across boundaries, or across modes;
- Land use planning and transportation planning are not being well integrated; and
- TDM and Intelligent Transportation Systems (ITS) efforts are under-funded and therefore not used to their potential across the GTHA.

These key challenges together with those that are outlined in the Green Papers will be addressed by the RTP. The vision developed by Metrolinx for the RTP is: “An integrated transportation system for our region that enhances prosperity, sustainability and quality of life.” In the White Paper #1, this vision is articulated into three distinct themes which form the basis of the goals and objectives of the plan. The three themes are:

- A high quality of life;
- A thriving, healthy and protected environment; and
- A strong, prosperous and competitive economy.

In total, there are 19 goals and 41 objectives identified in the White Paper #1 which will be used to guide the development of the RTP. Accompanying these objectives is a set of 118 numeric and subjective indicators which are to be used to measure the progress and effectiveness of the goals and objectives.

White Paper #2 – Preliminary Directions and Concepts

The second White Paper outlines the preliminary directions, proposed policies and programs that have been established to fulfill the goals and objectives listed in the White Paper #1. These preliminary directions are comprehensive and address the following issues:

- A system for complete mobility – presents 11 preliminary directions with 44 policy options.
- Place-making and mobility hubs - presents 7 preliminary directions with 33 policy options.
- Excellent customer service – presents 7 preliminary directions with 26 policy options.
- Sustainable funding – presents 7 preliminary directions with 17 policy options
- Innovation through research – presents 9 preliminary directions with 15 policy options.
- Partnership and decision making – presents 4 preliminary directions with 12 policy options.

In total, there are 45 preliminary directions and 147 policy options provided for discussion and consultation purposes.

Test Network Concepts

The second White Paper also describes and analyzes four preliminary transportation system test concepts. The Linear, Radial and Web test concepts are illustrated on Attachments No. 1 to 3, respectively, and generally described below from a Vaughan perspective:

1. **Business-As-Usual (BAU)** includes the current transportation structure and committed transportation projects. On a rapid transit perspective, it includes the Spadina subway extension to the Vaughan Corporate Centre and all currently programmed MTO Highway improvements.
2. **Test Concept A: Linear** – Based on the MoveOntario 2020 projects with some additions and enhancements to improve inter-regional connectivity. On a rapid transit perspective, it includes the Spadina subway extension to the Vaughan Corporate Centre, the extension of the Yonge subway to the Richmond Hill Center, and a new east-west line north of Highway 7. This concept also includes the GTA-West Corridor and the planned extension of Highway 427 to Major Mackenzie Drive. The Vaughan Corporate Centre is identified as a major transit interchange/potential gateway hub.
3. **Test Concept B: Radial** – Includes elements of the “Linear” concept, plus a new east-west rapid transit line north of Highway 7 between the Vaughan Corporate Centre and Markham Centre in the Major Mackenzie Drive corridor. This concept does not include the GTA-West corridor. The Vaughan Corporate Centre is identified as an Anchor Hub.
4. **Test Concept C: Web** – Includes “Linear” and “Radial” routes strengthened by additional east-west regional express connectivity. The highway network is the same as the Radial Concept. The Vaughan Corporate Centre is identified as an Anchor Hub.

These test concepts for the transportation infrastructure system have been prepared for preliminary performance/cost comparison purposes only. Metrolinx will be considering numerous additional configurations and combinations during the process of developing the draft RTP.

The performance of the four test concepts was analyzed and the results of the key indicators show that:

- The capital costs for the four test concepts range from \$20 to \$95 billion;
- Transit operating costs range from \$2.1 to \$3.8 billion;
- Transit modal split could range from 17% to 29%
- Active transportation modal split could increase from 9% to 10.5%

Implementation and Investment Strategy

Metrolinx has yet to release a draft Implementation Plan and a draft Investment Strategy. It is anticipated that these documents will be available in late July.

Next Steps

Over the coming months, staff will continue to participate in the series of consultation and associated municipal liaison meetings. Metrolinx has requested that agencies and stakeholders provide comments on the White Papers 1 and 2 by July 10, 2008. Based on this input, Metrolinx is proposing to release the draft RTP and Investment Strategy for public and agency review in July 2008. The final draft RTP is tentatively scheduled to be presented to the Metrolinx Board in early Fall 2008. Given this accelerated work plan, there may not be an opportunity for staff to report back to Council on the draft RTP before comments are due to Metrolinx. Accordingly, staff is seeking Council's authorization to provide formal comments to Metrolinx on the draft RTP and Investment Strategy in the event that the deadline for comments is before September 8, 2008, which is the first available Council meeting after the summer hiatus.

The conclusions and recommendations of the RTP will be incorporated into the City's Transportation Master Plan.

Relationship to Vaughan Vision 2020

In consideration of the strategic priorities related to Vaughan Visions 2020, the recommendations of this report will assist in:

- The pursuit of excellence in service delivery;
- Ensuring and enhancing community safety, health and wellness;
- Leading and promoting environmental sustainability;
- Planning and managing growth and economic vitality;
- Ensuring financial stability; and
- The demonstration of leadership and promotion of effective governance.

This report is therefore consistent with the priorities previously set by Council.

Regional Implications

City and Regional staff have jointly reviewed the Metrolinx Green and White Papers and collectively assembled comments on the White Papers which were summarized in Report No.1 of the Planning and Economic Development Committee, Regional Council Meeting on dated June 11, 2008. A copy of this Regional report is included as Attachment No. 4 to this report. These comments will be forwarded to Metrolinx by the Region for consideration in developing the draft RTP.

Conclusion

Metrolinx was created by the Government of Ontario to provide leadership in the coordination, planning, financing, development and implementation of an integrated multi-modal Regional Transportation Plan that conforms with the transportation policies of the growth plans approved under the *Places to Grow Plan* and other Provincial transportation policies and plans.

Between December 2007 and March 2008, Metrolinx released a series of seven Green Paper documents, as the first step towards developing the Regional Transportation Plan. These Green Papers present key trends, challenges and opportunities for the GTHA transportation system for public discussion and showcased best practices from around the world.

In May 2008, Metrolinx published two White Paper documents. These White Papers are intended to more specifically guide the development of the RTP. City and Regional staff have jointly reviewed the Metrolinx Green and White Papers and collectively assembled comments on the White Papers which were summarized in Report No.1 of the Planning and Economic Development Committee, Regional Council Meeting on dated June 11, 2008. These comments will be forwarded to Metrolinx by the Region for consideration in developing the draft RTP.

It is anticipated that the draft RTP and draft Investment Strategy will be released for public comment and consultation in late July 2008. Staff will continue to actively participate in the review of Metrolinx documents jointly with Regional staff, and report back to Council in the Fall with respect to the draft RTP and draft Investment Strategy. In the event that Metrolinx requires comments on the draft RTP before September 8, 2008, which is the first available Council meeting after the summer hiatus, then staff is seeking Council's authorization to provide formal comments to Metrolinx on the draft RTP and Investment Strategy.

Attachments

Attachment No.1 - Test Concept A – Linear

Attachment No.2 - Test Concept B – Radial

Attachment No.3 - Test Concept C – Web

Attachment No.4 - Report No.1 of the Planning and Economic Development Committee
Regional Council Meeting on dated June 11, 2008.

Report prepared by:

Andrew Pearce, Director of Development/Transportation Engineering – Ext 8255.

Respectfully submitted,

Bill Robinson, P. Eng.
Commissioner of Engineering and Public Works

Andrew Pearce, C.E.T.
Director of Development/
Transportation Engi

ATTACHMENT 1

Map C-2: Test Concept A - Linear



ATTACHMENT 2

Map C-3: Test Concept B - Radial



ATTACHMENT 3

Map C-4: Test Concept C - Web



ATTACHMENT 4

THE REGIONAL MUNICIPALITY OF YORK

Planning and Economic Development Committee
June 11, 2008
Report of the
Commissioner of Planning and Development Services
and
Commissioner of Transportation Services

METROLINX WHITE PAPERS

1. RECOMMENDATIONS

It is recommended that:

1. York Region support the effort of Metrolinx to develop a Greater Toronto and Hamilton Area Regional Transportation Plan by offering to work with Metrolinx on travel demand modelling and project and program priority setting.
2. Staff comments on the White Papers as identified in this report be forwarded to Metrolinx by July 10, 2008.
3. Regional Council authorise staff to provide comments on Metrolinx's draft Regional Transportation Plan if the deadline for comments is before September 2008.
4. Copies of this report be distributed by the Regional Clerk to the Clerks of the local municipalities and to Metrolinx.

2. PURPOSE

The purpose of this report is to inform the Planning and Economic Development Committee of the release of Metrolinx's White Papers, part of an iterative development process towards a Regional Transportation Plan, and to seek authorisation for staff to provide formal comments to Metrolinx on the White Papers as well as the draft Regional Transportation Plan if it is released for comments during the Summer of 2008.

A presentation by Metrolinx staff forms part of this report.

3. BACKGROUND

Key Implementation Document for the Growth Plan

The Greater Toronto Transportation Authority, publicly marketed as Metrolinx, was established in late 2006 with a mandate of providing seamless transportation across the Greater Toronto and Hamilton Area. One of the main goals of Metrolinx is the development of an integrated Regional Transportation Plan (RTP) for the Greater Toronto and Hamilton Area.

Metrolinx's work plan to develop the RTP began with the drafting and release of a series of seven Green Papers for broad-based consultation in January and February 2008. This was reported to Planning and Economic Development Committee in February 2008.

Incorporating comments from municipal and other stakeholders and the public, the revised Green Papers formed the basis for the drafting of two White Papers. White Papers 1 and 2, titled "Vision, Goals and

Objectives” and “Preliminary Directions and Concepts” respectively, were released on May 9, 2008 for stakeholder and public review and comment.

4. ANALYSIS AND OPTIONS

Development of a Regional Transportation Plan is a Very Progressive Step

Metrolinx is on an expedited schedule to complete the RTP by Summer/Fall 2008. This aggressive approach is in response to the pressures from all stakeholders for a coordinated and comprehensive transportation master plan for the Greater Toronto and Hamilton Area. For taking the aggressive step to make it happen, Metrolinx should be applauded. It represents a very progressive step that is long overdue and is very timely given the favourable change in Provincial and Federal policy directions in urban transportation funding.

WHITE PAPER 1 – VISION, GOALS AND OBJECTIVES

A simple yet powerful Vision

The vision for Metrolinx’s soon-to-be-drafted RTP is:

“An Integrated Transportation System for Our Region that Enhances Prosperity, Sustainability and Quality of Life”

Goals and objectives that encompass the three pillars of sustainability

In White Paper 1 (*Council Attachment 1*), the vision is translated into the three themes of:

- a high quality of life
- a thriving, healthy and protected environment
- a strong, prosperous and competitive economy

Respectively, they refer to providing convenient, reliable, safe and different transportation choices, representing a smaller carbon and land consumption footprint from urban transportation, and a competitive, multi-modal, sustainable, interconnected, efficient and resilient transportation system. Basically, the goals and objectives “reflect a broad set of social, economic and environmental policy objectives”. In total, there were 19 goals and 40 objectives.

A long list of indicators that covers more than transportation factors

A series of 118 numeric and subjective indicators accompany the goals and objectives. These indicators cover not just transportation factors but also factors in the area of public health, land use, planning and air quality that are thought to be directly or indirectly linked to transportation impacts.

Draft York Region Comments on White Paper 1

This paper is very similar to the sustainability principles developed as part of York Region’s Transportation Master Plan Update study except that it is even more comprehensive. The goals and objectives speak to enhancing prosperity, sustainability and quality of life in the Greater Toronto and Hamilton Area through transportation actions. Achieving these goals and objectives will depend on whether they can be transformed into practical policies and programs with the associated responsibility assigned to the appropriate authority or agency. Thus, in the RTP, changes to legislation, policies, funding mechanisms, governance structure, appropriate assignment of responsibility and other factors must be clearly identified to realise these goals and objectives.

In terms of the indicators, not all of them are measurable and many, while measurable, will require data from many different sources including health care agencies, a number of Provincial ministries,

municipalities across the Greater Toronto and Hamilton Area, and their partners. The likelihood of Metrolinx being able to compile data for all of the 118 indicators is slim unless a disproportionate effort is put into it.

Based on the above assessment, staff have the following suggestions for White Paper 1:

- Establish a priority setting framework for the goals and objectives.
- Clarify and identify the role and responsibility of each agency that can influence or achieve each of the goals and objectives.
- The link between transportation and land use needs to be identified as a major goal rather than just an objective.
- Establish realistic targets for some or most indicators.
- Establish time frames for measuring indicators.
- Delete indicators where the transportation link is very indirect.

WHITE PAPER 2 – PRELIMINARY DIRECTIONS AND CONCEPTS

White Paper 2 (*Council Attachment 2*) recognises that a successful RTP will require two key elements: transformational policy programs and tools, and well-integrated and functional infrastructure. It provides the “meat” in terms of policies and infrastructure suggestions and options for the draft RTP. Specifically, White Paper 2 covers preliminary policy directions, test network concepts, performance analysis of the test network concepts and how the resulting RTP is to be implemented.

A very comprehensive set of preliminary directions

This section of White Paper 2 details potential policies and programs in the following areas:

- A system for complete mobility with 11 suggested directions and 44 policy options.
- Place-making and mobility hubs with 7 suggested directions and 33 policy options.
- Excellent customer service with 7 suggested directions and 26 policy options.
- Sustainable funding with 7 suggested directions and 17 policy options.
- Innovation through research with 9 suggested directions and 15 policy options.
- Partnerships and decision-making with 4 suggested directions and 12 policy options.

In summary, a total of 45 preliminary directions and 147 policy options were presented for consultation.

Draft Comments on Preliminary Directions

A number of the policy and program options are general in nature such that they are not specific enough to be readily implemented. These preliminary policy directions would require a tremendous and disproportionate amount of effort to implement. The end result could mean a dilution of effort on each policy or program, and therefore, not leading to the desired result. Thus, a focussing of the preliminary directions would be useful, involving some priority setting and identifying the organisational framework and timeline for implementation.

Other comments on the preliminary directions are:

- Need to develop an active transportation master plan and advocate for more aggressive funding of active transportation projects and programs.
- The issue of fare integration needs a fuller discussion.
- A stronger technology and ITS role is needed.
- More emphasis on the importance of goods movement is required.
- Minor mobility hubs also need to be shown.
- Corridors are equally important to mobility hubs.
- Estimation of financial viability for each network is needed.
- Operating costs should be addressed.
- Reference to an “Urban Development Agency” on page 30 needs clarification?

- Total passenger experience needs to be considered and included in the design of the transportation network.

Four test network concepts developed for testing and analysis

Four test network concepts were developed. They are:

Business-as-Usual (BAU) – representing currently committed rapid transit and major road projects but NOT all of the MoveOntario 2020 projects. On the rapid transit side, it includes the Spadina subway extension to the Vaughan Corporate Centre, a Yonge Street LRT/BRT line from the Finch subway station to the Richmond Hill Centre and other Viva Phase 2 projects. On the road side, it includes the proposed Provincial freeway HOV network but does NOT include an extension of Highway 427 beyond Vaughan, Bradford Bypass and an extension of Highway 404 beyond Ravenshoe Road.

Test Concept A (LINEAR) – representing currently committed rapid transit and major road projects including all of the MoveOntario 2020 projects plus a number of other rapid transit proposals. On the rapid transit side, it includes extensions of the Spadina and Yonge subway lines to the Vaughan Corporate Centre and Richmond Hill Centre respectively, all Viva Phase 2 projects and a new east-west LRT/BRT line north of Highway 7. On the road side, it includes the proposed Provincial freeway HOV network and the GTA West Corridor but does NOT include an extension of Highway 427 beyond Vaughan, Bradford Bypass and an extension of Highway 404 beyond Ravenshoe Road.

Test Concept B (RADIAL) – is a variant of the LINEAR concept with some projects taken out and new ones added. Specific to York Region, this test concept includes extension of the Spadina and Yonge subway lines, turning the Richmond Hill GO line into an “Express Rail” service as a way to relieve overcrowding on the extended Yonge subway line, all Viva Phase 2 projects, a new east-west LRT/BRT line north of Highway 7 and a Steeles East LRT/BRT line. On the road side, it includes the proposed Provincial freeway HOV network but does NOT include the GTA West Corridor, an extension of Highway 427 beyond Vaughan, Bradford Bypass and an extension of Highway 404 beyond Ravenshoe Road.

Test Concept C (WEB) – is an enhancement of the RADIAL concept with some additional projects. Specific to York Region, the only addition is extending the east-west LRT/BRT on Steeles Avenue to the west.

Draft Comments on the Test Network Concepts

The four test network concepts generally included all of York Region’s Transportation Master Plan and Rapid Transit Corporation proposals including subway extensions, Viva Phase 2 and GO Rail expansion. Two of the concepts included new east-west LRT/BRT lines in a corridor north of Highway 7 and in the Steeles Avenue corridor.

In March 2008, Regional Council adopted a Planning and Economic Development Committee report requesting the Province to add the Bradford Bypass into the Growth Plan and to develop an implementation schedule for it. As well, in May 2007, Regional Council requested the Province to expedite the GTA West Corridor environmental assessment and other transportation projects that are needed to meet the Growth Plan.

However, the test network concepts generally excluded highway expansions that are critical to meeting the Provincial growth plan in York Region. They are the Bradford Bypass, GTA West Corridor, Highway 427 extension beyond Vaughan and Highway 404 extension beyond Ravenshoe Road.

Preliminary network concepts being developed as part of York Region’s on-going Transportation Master Plan Update study has also identified the potential need for additional north-south BRT/LRT corridors in Vaughan and Markham.

To ensure that critical transportation infrastructure necessary to meet the Growth Plan is protected, an expedited corridor protection process for new highways and rapid transit lines is needed.

Other comments are:

- Advocate for critical highway projects and additional north-south LRT/BRT corridors to be included in the draft RTP.
- Express bus services on 400-series highways integrated with rapid transit is important.
- Goods movement needs to be tested as part of the performance analysis of the test network concepts.
- Financial and technical feasibility must be part of the analysis.
- Population and employment forecasts used in the testing and analysis are not current.
- Potential development of “white-belt” areas are not represented in the analysis.
- Transit service levels are not practical and operating speed assumptions are too high.

Performance analysis of the test network concepts show significant potential for change

The four test network concepts were tested and some results are presented in the white paper. The results for the 2031 horizon generally show the following for the four test concepts:

- Capital cost estimates range from \$20 billion to \$95 billion.
- Transit operating costs range from \$2.1 billion to \$3.8 billion per year compared to \$1.6 billion in 2006.
- With greater rapid transit investment and the concentration of population and jobs, the share of morning peak period trips by transit and active transportation could range from 26% to 40%, compared to 25.5% today.
- Transit trips are projected to grow between 50% to 155%.
- Cost of congestion, estimated at \$2.2 billion currently, is estimated to grow the least for the WEB concept to \$2.5 billion per year.

The modelling results presented are from a global perspective for the entire Greater Toronto and Hamilton Area. However, a more detailed assessment may be needed to uncover gaps in the transportation network in certain geographic areas.

Staff recommend working with Metrolinx on the modelling of the Test Concepts and also on project and program priority setting.

The Paper identified a number of interim findings. They include:

- Significant progress towards achieving the economic, social and environmental goals outlined in White Paper 1 can only be achieved through a combination of bold transit investment, coordinated transportation and land use planning, and supporting policies.
- Transit ridership increases are most significant when improved service is combined with aggressive land use intensification in transit corridors and at mobility hubs.
- The benefits in terms of transit use and efficiency are much greater when development is concentrated around a small number of mobility hubs, rather than when it is distributed over a more dispersed area.
- An Express Rail system would greatly enhance mobility for longer trips and is a viable new transportation option.
- Metro improvements (e.g. subway) should be considered in higher-density areas to maximize transit market share, as the transformative potential of Light Rail and Bus Rapid Transit is more limited.
- Feeder bus and paratransit fleets will need to double or quadruple in suburban areas to support the rapid transit network under any future scenario.
- Implementation of the transportation system test concepts outlined in this paper would not be sufficient by itself to meet provincial targets to reduce greenhouse gas (GHG) emissions. A whole suite of supporting programs and policies would be required. Further analysis will be performed to identify the steps and investments needed to meet these targets.

Implementing the Plan

White Paper 2 included some general observations on the key activities in the areas of land use coordination, operational and institutional collaboration, government involvement and commuter travel behaviour, and an investment strategy that must be developed as part of implementing the RTP and for its success.

While acknowledging that reliable transportation funding is needed, the Paper also estimates the capital cost of the 2031 test network concepts at \$20 to \$95 billion, compared to the \$17.5 billion estimated for the MoveOntario 2020 plan when it was announced a year ago. Even with an additional decade to implement, this still makes funding a very challenging issue to address for all stakeholders including Metrolinx.

WHAT HAPPENS NEXT?

The public and all stakeholders have until July 10, 2008 to review and comment on White Papers 1 and 2. Metrolinx plans to compile the reactions and prepare a draft RTP for presentation to their Board in late July 2008. The draft RTP is to be released for public and stakeholder consultations for the rest of the Summer of 2008 and a final draft RTP is tentatively planned to be presented to the Metrolinx Board in early Fall 2008.

With this tight schedule, there will not be another opportunity for Planning and Development Committee to receive staff comments on the draft RTP. Therefore, staff recommend that authorisation be given to staff to provide formal comments to Metrolinx on the White Papers, as laid out in this report, as well as on the draft RTP if it is released as scheduled.

As well, a coordinated plan is in place to discuss, share resources and harmonise comments with the local municipalities in reviewing the White Papers. This is to ensure that formal comments from York Region are provided to Metrolinx in a timely manner.

5. FINANCIAL IMPLICATIONS

There are no financial implications resulting from this report.

6. LOCAL MUNICIPAL IMPACT

Staff from the local municipalities and York Region jointly reviewed the White Papers and collaborated on the draft comments presented in this report.

7. CONCLUSION

Metrolinx is taking an aggressive approach and schedule to develop a Regional Transportation Plan for the Greater Toronto and Hamilton Area. Metrolinx should be commended for taking such aggressive actions to fulfil one of its key functions.

Working from the series of Green Papers released earlier this year, Metrolinx has now released two White Papers which represent a step from the draft Regional Transportation Plan that Metrolinx plan to release in late July 2008. The White Papers have been released for public and stakeholder review and comments with a July 10, 2008 deadline.

Draft comments on the White Papers jointly developed with local municipal staff are proposed to be sent to Metrolinx as formal York Region comments. Staff also recommend advocating to Metrolinx to include

critical highway projects and additional north-south LRT/BRT corridors in York Region into the Test Network Concepts and ultimately into the draft Regional Transportation Plan.

Under Metrolinx's schedule for the release of a draft Regional Transportation Plan, staff is seeking authorisation to provide formal comments to Metrolinx on the draft Plan during the Summer of 2008 if the schedule is adhered to.

For more information on this report, please contact Loy Cheah, Manager, Transportation Planning, Infrastructure Planning Branch at Ext. 5024, or, Paul May, Director, Infrastructure Planning at Ext. 5029. The Senior Management Group has reviewed this report.

Recommended by:

Recommended by:

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Approved for Submission:

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Chief Administrative Officer

June 2, 2008

Attachments: 1. Development of a Regional Transportation Plan for the Greater Toronto and Hamilton Area – White Paper #1: Vision , Goals and Objectives
 2. Development of a Regional Transportation Plan for the Greater Toronto and Hamilton Area – White Paper #2: Preliminary Directions and Concepts

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