

## **"Feeling Congested?" Draft Transportation Policies: Official Plan/Municipal Comprehensive Reviews**

<b>Date:</b>	March 13, 2014
<b>To:</b>	Planning and Growth Management Committee
<b>From:</b>	Chief Planner and Executive Director, City Planning Division
<b>Wards:</b>	All
<b>Reference Number:</b>	P:\2014\Cluster B\PLN\PGMC\PG14027

### **SUMMARY**

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The purpose of this report is to seek authorization for the release of a set of draft changes to a number of the Official Plan's transportation policies for public discussion and input. The revised draft policies described in this report are the outcome of an inter-divisional and agency review process which was undertaken as part of the "Feeling Congested?" initiative, part of the City's larger, on-going Five Year Official Plan Review and Municipal Comprehensive Review process.

The transportation policies addressed in this report have been organized topically under the headings of: (1) Integration with Land Use; (2) Streets and "Complete Streets"; (3) Active Transportation; (4) Auto, Transportation Demand Management (TDM) and Parking; and, (5) Goods Movement. Under each topic, a discussion of the need to revise, add or delete a policy is presented, along with a description of the existing policy and the proposed draft amendment to it. The proposed draft policy amendments are consolidated in Attachment 1 to this report. The draft changes described in this report do not cover all the areas of transportation policy found in the Official Plan. Notably, updates to the map and schedules pertaining to street rights-of-way and unbuilt roads and revisions to policies relating to transit planning, bicycling and laneways are not addressed in this report as they are still the subjects of on-going reviews.

## RECOMMENDATIONS

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**The Chief Planner and Executive Director, City Planning Division recommends that the Planning and Growth Management Committee:**

1. Direct that the set of draft Official Plan transportation policies appended as Attachment 1 to the report from the Chief Planner and Executive Director, City Planning Division be used as the basis for public consultation.
2. Direct Planning staff to conduct open houses in each Community Council district of the City and meet with key stakeholders as outlined in Attachment 2 to the report from the Chief Planner and Executive Director, City Planning Division, to obtain comments and feedback regarding the proposed policies.
3. Direct Planning staff to report back in June, 2014 on the findings of the consultation prior to the scheduling of the statutory public meeting in August, 2014 to consider proposed Official Plan Amendments pertaining to the set of transportation policies presented in this report.

### **Financial Impact**

There are no financial impacts resulting from the adoption of this report.

## 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 programme 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\*](#). The public consultation strategy for the Official Plan Review was launched in September, 2011.

On September 13, 2012, Planning and Growth Management Committee considered [\*PG17.17 Official Plan Review: Transportation Planning Policy in Support of a Comprehensive Transit Plan\*](#) from the Acting Chief Planner and Executive Director, City Planning which presented a framework for the review of the City's official transportation policies in the context of the ongoing five year review of the Official Plan and set out a public consultation strategy to seek input on future policy directions. In considering this report the Planning and Growth Management Committee adopted the following recommendation:

*Directed the Acting Chief Planner and Executive Director, City Planning to undertake recommended public consultation on Official Plan transportation policies including transit plans, and that the consultation strategy also engage*

*municipalities, residents and businesses in the Greater Toronto Area through social media and other appropriate means.*

The "Feeling Congested?" initiative was launched in January, 2013 to accomplish the review of the transportation policies of the Official Plan in the most effective and inclusive manner. A report presenting an update on the progress of this initiative [PG29.6 Update on the "Feeling Congested?" Initiative - A Consultative Approach to Transportation Planning](#) was presented to the Planning and Growth Management Committee at its meeting of December 4, 2013. In considering this report, the Committee endorsed the completion of the initiative with the objectives to:

- *Review and refine the existing transportation policies in the Official Plan including the introduction of the "Complete Streets" concept for street design, the Bicycle Policy Framework Plan and aligning transportation planning with land use planning.*
- *Ensure the Official Plan provides more direction related to transportation planning priorities by establishing decision-making criteria to inform how transportation infrastructure decisions, and especially transit expansion decisions, should be made.*
- *Establish Toronto's transportation priorities based on that decision-making framework.*
- *Provide greater clarity to public and private sector partners on the direction of the City's transportation infrastructure investment.*

This report responds, in part, to the above directions of the Committee. The draft changes described in this report do not cover all the areas of transportation policy found in the Official Plan. Notably, updates to the map and schedules pertaining to street rights-of-way and unbuilt roads, and revisions to policies relating to transit planning, bicycling and laneways are not addressed in this report as they are still the subjects of on-going reviews.

## **ISSUE BACKGROUND**

As noted in the December, 2013 "Update" report on the "Feeling Congested?" initiative, much of the early emphasis in reviewing the Official Plan's transportation policies has been on developing a comprehensive rapid transit network plan and accompanying surface transit strategy. This major task remains on-going and is scheduled for completion in early 2015. Similarly, updates to Map 3: Right-of-Way Widths Associated with Existing Major Streets, Schedule 1: Existing Minor Streets with Right-of-Way Widths Greater than 20 Metres, and Revised Schedule 2: The Designation of Planned but Unbuilt Roads, as well as the bicycling and laneways policies are contingent on the results of ongoing work. Updates to the map and schedules will also be brought

forward in early 2015. An update report on the status of the review of the transit and bicycling policies will be brought forward in June, 2014.

The December, 2013 “Update” report notes the intention to:

*...report in April, 2014 on recommended revisions to other transportation policies which could potentially be endorsed by the Planning and Growth Management Committee and Council in advance of the conclusion of the "Feeling Congested?" campaign.*

These "other" transportation policies are the subject of this report.

## **COMMENTS**

### **The Development of Revised Draft Transportation Policies**

The proposed draft transportation policy amendments described in this report are the outcome of an inter-divisional and agency review process which was undertaken as part of the “Feeling Congested?” initiative, part of the City’s larger, on-going Five Year Official Plan Review and Municipal Comprehensive Review process. The proposed draft policy amendments are consolidated in Attachment 1 to this report.

The proposed policies are presented in the remainder of this report organized topically under the headings of: (1) Integration with Land Use; (2) Streets and "Complete Streets"; (3) Active Transportation; (4) Auto, Transportation Demand Management (TDM) and Parking; and, (5) Goods Movement. Under each topic, a discussion of the need to revise, add or delete a policy is presented, along with a description of the existing policy and the proposed amended or new policy.

#### **1. Integration with Land Use**

##### **Accessibility: A Unifying Factor**

Statements regarding the fundamental need to integrate transportation and land use planning are dispersed throughout the text and policies of the present Official Plan. One of the Plan’s foundational precepts is directing future development to targeted higher density, mixed use growth areas that are, or are planned to be, well served by transit. Reducing auto-dependency is also a key aspect of the Official Plan’s integrated land use/transportation planning theme. However, there is no single, high-level policy statement that clearly identifies the complementary natures of land use planning and transportation planning, and the compelling reasons for their integration. In view of this, it is proposed that the following introductory text be added to Section 2.2 of the Official Plan:

The integration of transportation and land use planning is critical to achieving the overall aim of increasing accessibility throughout the City. Accessibility has two components: mobility (transportation) and proximity (land use). Increasing mobility or the speed of travel allows more trips to be made within a given time, whereas increasing proximity through greater mixing of uses or higher densities achieves the same effect by shortening trip lengths. The policies of this Plan reflect the importance of mutually supportive transportation and land use policies that combine the mechanisms of mobility and proximity to maximize accessibility.

Existing Policy 2.2(1) will be amended as shown by the addition of the bolded text below:

This Plan will create a better urban environment, a competitive local economy and a more socially cohesive city by attracting more people and jobs to targeted growth areas in the City that are supported by good transit services and other infrastructure. **Transit services and other infrastructure will be enhanced in targeted growth areas to support the planned levels of growth.**

A new policy following Policy 2.2(1) will also be added as follows:

Accessibility will be increased throughout the City by integrating transportation and land use planning to take advantage of the combined travel benefits afforded by improved mobility and increased proximity.

### **Mobility Hubs: Link Rapid Transit to Land Use**

The Official Plan preceded the release by Metrolinx, in 2008, of the Regional Transportation Plan, known as “The Big Move”. Policy 7.14 of The Big Move requires municipalities to incorporate the mobility hubs identified by Metrolinx into their Official Plans as a means of encouraging the further integration of transportation and land use planning at the regional scale. Consequently, it is proposed that the mobility hubs identified in The Big Move which are located within the City be incorporated into the Official Plan as part of the current review process. The concept of a mobility hub will be described in the introductory text to Section 2.2 as follows:

Consistent with the Metrolinx Regional Transportation Plan, this Plan designates a system of Mobility Hubs at key intersections in the regional rapid transit network that provides travelers with enhanced mobility choices and creates focal points for higher density development. The preparation of detailed master plans for Mobility Hubs will be scheduled in relation to the timing of rapid transit improvements and will respect the relevant governing policies of this Plan and consider the Metrolinx "Mobility Hub Guidelines".

Policy 2.1(1)(a) will be amended to incorporate the term "Mobility Hub" as follows with the wording changes shown in bold and deletions struck out:

Toronto will work with neighbouring municipalities and the Province of Ontario to address mutual challenges and to develop a framework for dealing with growth across the GTA which:

- a) focuses urban growth into a pattern of compact centres, **mobility hubs** and corridors connected by an integrated regional transportation system, featuring frequent, direct, ~~transfer-free~~, inter-regional transit service **with integrated fares**;

The Metrolinx Regional Transportation Plan recognizes that the number and location of some mobility hubs may change as rapid transit plans are finalized and adopted. Consequently, some of the mobility hubs temporarily shown on the map contained in Attachment 3 may change when the development of the City's comprehensive rapid transit plan is complete. At that time, the final locations of the mobility hubs will be known and will be formally identified on the statutory Official Plan map that depicts the network of Rapid Transit Corridors.

## 2. Streets and "Complete Streets"

### Updates to Streets Policies

The current Official Plan contains a provision for increasing designated right-of-way widths of streets at intersections for certain defined purposes. Experience suggests that the justification for accommodating such sidewalk or pavement widenings be expanded to give explicit recognition to safety concerns and the needs of the disabled. To this end, it is proposed that Policy 2.2(3)(b) be amended by the addition of the bolded text below:

- b) acquiring lands beyond the right-of-way widths shown on Map 3 and Schedule 1 to accommodate necessary features such as embankments, grade separations, additional pavement or sidewalk widths at intersections, transit facilities or to provide for necessary improvements in **safety, universal accessibility or** visibility in certain locations. The conveyance of land for such widening may be required for nominal consideration from abutting property owners as a condition of subdivision, severance, minor variance, condominium or site plan approvals;

It is proposed that Policy 2.2(3)(e) be amended to recognize the importance of laneways and to acknowledge that utilities, either public or private, can be accommodated in streets and laneways. The proposed amended policy is shown below:

- e) ensuring that streets **and laneways** are not closed to public use and stay within the public realm where they provide present and future access for vehicles, pedestrians and bicycles, space for ~~public~~ utilities and services, building address, view corridors and sight lines;

To strengthen the importance of connections in developing an efficient and effective street network, it is proposed that a new Official Plan policy be introduced after existing Policy 2.2(3)(e). The proposed new policy reads as follows:

- new) ensure that new streets will contribute to the development of a connected network that provides direct and clearly understood travel routes for all users throughout the City and act as a fundamental organizing element of the City's physical structure;

### **Designing Streets to Consider the Needs of all Users and Uses**

It is increasingly recognized that a more conscious effort must be made to plan and design urban streets to better balance their transportation and place-making roles. In North America, this progressive approach to street design is known as “Complete Streets”, a term which is acquiring a common acceptance and understanding. Complete Streets are designed and operated to enable safe access and functionality for all users and uses within the transportation system. The application of the Complete Streets approach should apply to the both the design of new streets and the reconstruction or alteration of existing ones.

To some extent, the Complete Streets approach is already captured in existing Official Plan policies, particularly those in Chapter 3 “Building A Successful City”. For example, existing Policy 3.1.1(5) states: “Streets will be designed to perform their diverse roles within the right-of-way. This includes pedestrians, people with mobility aids, transit, bicycles, automobiles, utilities and landscaping”. Policy 3.1.1.(14) reinforces this direction in the case of new streets and there are complementary policies elsewhere in the Official Plan with respect to creating pedestrian and cycling friendly environments along existing and future City streets.

Additionally, the City has produced several supporting documents and guidelines that reflect or support the Complete Streets design approach: Walking Strategy (2009); Streetscape Manual (2009); Vibrant Streets Guidelines (2009); Development Infrastructure Policy and Standards (2009); Sustainable Transportation Initiatives (2007); Pedestrian Charter (2002); and the Bike Plan (2001). It now appears timely to consolidate these elements of street design under the umbrella of Complete Streets and to explicitly incorporate the term Complete Streets into the Official Plan. Giving greater recognition to the Complete Streets approach in the Official Plan will advance the City’s objectives for the design and use of its urban street system. To further assist in meeting these objectives, City staff are currently preparing a Complete Streets Guidelines document to show how street design principles can be put into practice in a context-sensitive manner.

Consequently, it is proposed that existing Policy 3.1.1(5) be deleted and replaced with a new Policy 3.1.1(5) that incorporates Complete Streets as follows:

- City streets are significant public open spaces which connect people and places and support the development of sustainable, economically vibrant and complete

communities. New and existing City streets will incorporate a Complete Streets approach and be designed to perform their diverse roles by:

- a) balancing the needs and priorities of the various users and uses within the right-of-way, including provision for:
  - i) the safe and efficient movement of pedestrians of all ages and abilities, cyclists, transit vehicles and users, goods and services vehicles, emergency vehicles, and motorists across the network; and
  - ii) space for other street elements, such as utilities and services, trees and landscaping, green infrastructure, snow and stormwater management, wayfinding, boulevard cafes, marketing and vending, and street furniture;
- b) improving the quality and convenience of active transportation options within all communities by giving full consideration to the needs of pedestrians, cyclists and public transit users;
- c) reflecting differences in local context and character;
- d) providing building access and address, as well as amenities such as view corridors, sky view and sunlight; and
- e) serving as community destinations and public gathering places.

To give further definition and meaning to the term Complete Streets, it is proposed that a sidebar be added to Section 3.1 of the Official Plan to reference the Complete Streets Guidelines currently under development as follows:

The "Complete Streets" approach recognizes that there is no single way in which to make a street "complete". It depends on numerous factors whose relative importance varies according to the character and context of each particular street. While it may not be viable or appropriate to accommodate every type of user or use on every street, the overall objective is to create a well-functioning street network that is planned and designed to provide safe access and efficient operation for all street activities and functions. Guidelines for applying the "Complete Streets" approach will be developed to assist in resolving and balancing the competing demands placed upon the use of street rights-of-way and applied when streets are constructed, reconstructed or otherwise improved.

Consistent with the draft new Policy 3.1.1(5) and the amended text above, it is proposed that the existing Policy 3.1.1(14) be modified to emphasize the important role that new streets should play in improving network connectivity and acknowledges the Complete Streets approach. The revised new streets Policy 3.1.1(14) reads as follows, with the wording and numbering changes shown in bold:

New streets will be designed to:

- a) provide connections with adjacent neighbourhoods;
- b) promote a connected grid of streets that offers **safe and convenient** travel options;
- c) extend sight lines **and view corridors**;
- d) divide larger sites into smaller development blocks;
- e) provide access and addresses for new development;
- f) allow the public to freely enter without obstruction;
- g) **implement the Complete Streets approach to develop a street network that provides adequate space for pedestrians of all ages and abilities, cyclists, transit vehicles and users, goods and services vehicles, emergency vehicles, motorists, utilities and services, trees and landscaping, green infrastructure, snow and stormwater management, wayfinding, boulevard cafes, marketing and vending, and street furniture**;
- h) improve the visibility of, access to and prominence of unique natural and human-made features; and
- i) provide access for emergency vehicles.

To address the increasing pressures from developers to allow new streets to be private streets, this revised policy will be accompanied by a sidebar referencing the City's Development Infrastructure Policy and Standards (DIPS) with text as follows:

The Development Infrastructure Policy and Standards provide direction for the design of public local streets and includes criteria for when private streets may be considered appropriate, as well as supporting design standards.

### **3. Active Transportation**

#### **Health Benefits of Active Transportation**

The current policies in support of active transportation (walking and cycling) are found primarily in Sections 2.4 and 3.1.1 of the Official Plan and relate to the city-building benefits of these travel modes. However, there is an increasing awareness of the health benefits of these active modes of transportation. The City's Medical Officer of Health, in consultation with City Planning, prepared a report entitled "Creating a Healthier Toronto Through the Official Plan" (2012). This report draws attention, among other things, to the important connection that land use and transportation planning have for the health of those living and working in the City. As the report notes, "characteristics of the built environment can facilitate the desired behaviour changes by making walking, cycling or other modes of active transportation an easy choice." It should be noted that the provision of good transit services is an indirect means of encouraging people to walk and cycle.

It is proposed that the Official Plan be updated to include new text and a policy which explicitly recognizes the health benefits of increasing active transportation. The second

and third paragraphs of the introductory text to Section 2.4 will be amended as follows with wording changes shown in bold and deletions struck out:

The transportation **policies**, maps and schedules of the Plan make provision for the protection and development of the City's road, rapid transit and inter-regional rail networks. ~~In addition to policies regarding the physical infrastructure of the City's transportation system, we need~~ **The Plan provides** complementary policies to make more efficient use of this infrastructure and to **increase opportunities for walking, cycling and transit use and** support the goal of reducing car dependency throughout the City.

In a mature city like Toronto, the emphasis has to be on using the available road space more efficiently to move people instead of vehicles and on looking at how the demand for vehicle travel can be reduced in the first place. Reducing car dependency means being creative and flexible about how we manage urban growth. We have to plan in "next generation" terms to make **walking, cycling and transit** increasingly attractive alternatives to using the car and to move towards a more sustainable transportation system.

A new policy will be added as the first in Section 2.4 as follows:

Given the health benefits of physical activity, active forms of transportation will be encouraged by integrating and giving full consideration to pedestrian and cycling infrastructure in the design of all streets, neighbourhoods, major destinations and mobility hubs throughout the City.

### **Incorporate the Policy Directions of the City's Walking Strategy**

To further support the goal of creating an active city and promoting walking as a means of travel, existing Policy 2.4(8) will be revised and expanded to incorporate the essential policy directions embedded in the Toronto Walking Strategy (2009) as follows:

An urban environment and infrastructure that encourages and supports pedestrian movement for people of all ages and abilities throughout the City will be advanced by:

- a) ensuring safe, universally accessible, direct, comfortable, attractive and convenient pedestrian conditions, including walking routes to workplaces, schools, recreation areas, transit and other important community destinations;
- b) enhancing connections within the street network, as well as to other public or private pedestrian walkways, such as those found within parks, open spaces, between buildings, or above and below grade;
- c) prioritizing the inclusion of sidewalks, dedicated crossings where warranted and adequate sidewalk width in the design of all streets;
- d) reducing barriers by providing grade-separated crossings of controlled access highways and rail lines where warranted;

- e) focusing on improvements to connections and conditions in areas of high need, including areas with: physical barriers; difficult topography or substantial changes in grade; areas travelled frequently by vulnerable users, including people with disabilities, youth and seniors; and around mobility hubs, transit stations or other locations with significant pedestrian volume or activity; and
- f) developing policies, plans and guidelines to implement pedestrian priorities and Complete Streets.

To give greater recognition to the Toronto Walking Strategy, a new sidebar will be added to Chapter 2 to complement the current sidebar in Chapter 3 with text as follows:

The Toronto Walking Strategy (2009) aims to build a physical and cultural environment that supports and encourages walking, including vibrant streets, parks, public squares and neighbourhoods where people will choose to walk more often. By envisioning a city where high-quality walking environments are seamlessly integrated with public transit, cycling and other sustainable modes of travel, the Strategy sets out a plan that will produce tangible environmental, health and social benefits for residents and visitors to Toronto.

### **Enhance and Expand the PATH Pedestrian Network**

A Master Plan for the Downtown underground PATH Pedestrian Network was completed in 2012. The Master Plan contains several recommendations for Official Plan policy changes regarding the enhancement and expansion of the PATH system. It is proposed that these changes be accommodated by replacing existing Policy 2.2.1(12) with the following three new policies:

- Without compromising the role of the street as the main place for pedestrian activity, expansion and redevelopment of the PATH network will be supported by encouraging new development to connect to the system. The City may request additional information including a PATH feasibility study, to address PATH network expansion and/or secure new PATH connections for major new development in areas on or near the PATH network.
- The City will work with property owners to ensure that access to Union Station and the subway stations directly connected to the PATH network is enhanced by new development on and around these transit stations which serve as the anchors of the PATH network and the primary focal points for pedestrian traffic.
- The City will work with property owners, developers and other stakeholders to ensure the PATH network develops in a consistent, connected and coherent manner.

The PATH Pedestrian Network Master Plan will also be referred to in a sidebar in Chapter 2.

As noted earlier in this report, revisions to the Official Plan's bicycling policies will be brought forward at a later date in the "Feeling Congested?" review process. These revisions to the cycling policies will be a key component to the strengthening of the City's overall Active Transportation strategy.

#### **4. Auto, Transportation Demand Management (TDM) and Parking**

##### **Reinforce the City's Leadership Role in Introducing TDM Measures**

Transportation Demand Management (TDM) measures seek to modify travel behaviour (demand) in ways that increase vehicle occupancy rates and spread peak period traffic to make more efficient use of the available capacity (supply) in the City's transportation system. Typically, TDM strategies are relatively low cost, both in terms of money and disruption. TDM strategies may involve such measures as ride sharing programs, parking management plans and the promotion of flexible work hours and telecommuting.

Although the City has long supported the implementation of TDM measures, the current Official Plan does not reflect this leadership role. Since the Plan has come into force, the City has supported the creation of six local Transportation Management Associations (TMAs) as part of the Metrolinx regional "Smart Commute Initiative" (SCI) to implement TDM measures. As a result, it is proposed that the existing Policy 2.4(1) be rewritten to recognize these new initiatives as follows:

The City will show leadership within the region in the implementation of Travel Demand Management (TDM) measures to reduce auto dependence and rush-hour congestion in the road and transit networks by:

- a) actively pursuing measures which will:
  - i) increase the proportion of trips made by transit, walking and cycling;
  - ii) increase the average automobile occupancy rate;
  - iii) reduce the demand for vehicular travel; and
  - iv) shift travel times from peak to off-peak periods;
- b) supporting the workplace TDM efforts of Smart Commute Toronto and the region-wide Metrolinx Smart Commute program, as well as the school TDM programs of School Boards;
- c) supporting the local implementation of TDM measures through the operation and creation of local Transportation Management Associations (TMAs) across the City;
- d) promoting alternative work arrangements, such as compressed work weeks, flexible work hours and telecommuting; and
- e) working with Metrolinx to pursue a region-wide study of road pricing to reduce congestion and better manage traffic.

The potential for parking policies to be used as beneficial TDM measures will be explicitly recognized by adding a new policy between existing Policies 2.4(5) and 2.4(6) as follows:

In support of the Travel Demand Management (TDM) and environmental policies of this Plan, the City may:

- a) reduce parking requirements in new developments in exchange for providing publicly accessible dedicated car-share spaces;
- b) encourage new developments to include publicly accessible bike share facilities;
- c) encourage parking providers to designate preferred parking spaces for the exclusive use of carpools and low-emissions vehicles;
- d) encourage parking providers to install plug in stations for electric vehicles;
- e) relax restrictions on parking duration for car share vehicles in selected on- and off-street locations; and
- f) provide on-street, reserved parking spaces for car sharing vehicles in selected locations.

Policy 4.6 of The Big Move (2008), the Regional Transportation Plan prepared by Metrolinx, states:

*"Official Plans shall require a TDM strategy as part of planning applications for any major commercial, employment or institutional development."*

Staff are of the opinion that a modification to the City's recently formulated Transportation Impact Study (TIS) Guidelines (2013) is the most appropriate way of addressing this issue. The introductory paragraph to Section 3.3.3 of the TIS Guidelines should be changed to make the preparation of a TDM Plan mandatory for any development proposal that is required to undertake a Transportation Impact Study. To accommodate this change, the first two sentences of Section 3.3.3 of the TIS Guidelines would be replaced with the following text:

All development proposals required to undertake a Transportation Impact Study shall be required to take steps to promote non-automobile modes of transportation and reduce single-occupant vehicle use by preparing a Travel Demand Management (TDM) Plan.

### **Managing the Supply of Parking**

Effective management of the parking supply can be used not only as a TDM measure but is also important to the economic functioning of the City. In recognition of this, a new policy will be added before Policy 2.4(4) as follows:

An adequate supply of off-street parking for bicycles and automobiles will be provided and maintained to meet the short-term parking demands of commercial,

institutional and tourist activities while ensuring a minimal level of all-day automobile parking for commuters that reflects the availability of alternative travel modes.

The effective functioning of many of the City's commercial activities requires that an adequate supply of high turnover parking spaces be available for short-stay parkers. This need will be recognized by revising Policy 2.4(4) as follows with the wording changes shown in bold and deletions struck out:

For sites in areas well serviced by transit, such as locations around **rapid transit** stations and along major ~~surface~~ transit routes, consideration will be given to the establishment of:

- a) minimum density requirements as well as maximum density limits;
- b) minimum and maximum parking requirements;
- c) redevelopment of surface commuter parking lots on City owned land;
- d) limiting surface parking as a non-ancillary use; and
- e) **parking rates for on-street parking and in City owned parking facilities structured to discourage long-term commuter parking and to achieve a higher turnover by short-term users.**

The need to provide adequate short-stay, commercial parking is particularly critical to the success of the Official Plan's objectives for the Avenues. Although the Avenues are well served by transit, the development of these vibrant mixed use growth areas will attract some people to drive to the non-residential activities (shops, restaurants and other businesses) located along these corridors. Where it is difficult to meet the resulting demand for parking on-street, it may prove necessary to provide off-street parking in shared facilities to adequately meet the parking demands generated along some of the Avenues. Also vital to the Avenues is the ability to serve businesses, the achievement of which would be eased by additional streets or laneways in some cases. Consequently, it is proposed that Policy 2.2.3(2)(a) be revised as follows with the wording changes shown in bold:

To facilitate and shape growth, each Avenue Study will engage local residents, businesses, the TTC, **Toronto Parking Authority** and other local stakeholders and will set out:

- a) investments in community improvements by public agencies or public/private partnerships that are needed to support city living and make the area attractive for residents and businesses including:
  - i) streetscape improvements;
  - ii) transportation improvements such as **shared parking facilities**, transit priority measures, improved connections to rapid transit stations, **new streets, new or improved laneways**, bikeways and walkways;

- iii) parks and open space, community and rooftop gardens and community services and facilities; and
- iv) upgraded water or sewer infrastructure;

### **Use Technology More Effectively**

The existing statements in the Official Plan addressing the use of technology to improve travel conditions are rather generalized and, in some cases, somewhat out of date. It is proposed that these statements be updated by incorporating the technological advances and procedural changes recommended in the City's recently approved Congestion Management Plan (2013) into Section 2.4 of the Official Plan. Consequently, it is proposed that a new version of existing Policy 2.4(11) be adopted as follows:

New technologies and practices that improve urban travel conditions for the movement of people, goods and services and help mitigate the environmental impacts of transportation will be pursued and implemented where appropriate. Such technologies and practices include, but are not limited to:

- a) enhanced network data planning, collection, analysis and monitoring;
- b) incident and event response;
- c) construction coordination;
- d) traveler information systems; and
- e) centralized adaptive signals.

## **5. Goods Movement**

### **Improve Conditions for Couriers, Delivery and Service Vehicles**

Efficient goods movement is critical to the economic functioning of the City. Goods movement can involve both a long-haul component and a more local distribution (delivery and servicing) component. The primary modes of long-haul movements in the Toronto area are truck and rail, with marine and air cargo playing much smaller roles. Local freight is mainly carried and distributed on lighter, commercial delivery and service vehicles that may be supplemented by bicycle and pedestrian courier systems in the Downtown and other densely developed areas.

Managing the on-street functions of loading, delivery and servicing is primarily a municipal planning responsibility and one where the City faces particular challenges in the intensely developed areas of the Downtown, Centres and Avenues. Curbside space in these areas is often in high demand and, even where dedicated commercial stopping zones exist, they are frequently illegally occupied by other vehicles. The strategies in the City's Congestion Management Plan (2013), which seek to address these conditions, will be recognized by adding two new policies before Policy 2.4(6) as follows:

- Implement curbside management strategies to improve traffic circulation and conditions for commercial vehicles including such measures as designated

pick-up/drop-off areas for goods and service vehicles, disabled loading zones, courier delivery zones, temporary film trailer parking and motor coach parking zones.

- Encourage the implementation of off-peak delivery programs through the use of incentives and public initiatives.

### **Develop a Broad Strategy for Goods Movement**

The accommodation of the long-haul component of goods movement, much of which is carried on the highways and major arterial roads, is best planned at a more regional level. Metrolinx has recently undertaken the GTHA Urban Freight Study (2011) and the Ministry of Transportation Ontario has released draft Freight-Supportive Guidelines (2013). It is proposed that the Official Plan draw from these studies to bolster the City's goods movement policies by replacing existing Policy 2.4(6) with the following:

The City will work with other orders of government, other municipalities, representatives from across the goods movement industry and the public to develop a comprehensive multi-modal strategy for the safe and efficient movement of goods within the GTHA. This strategy will include:

- a) the documentation and sharing of best practices and the establishment of a freight data collection program for the GTHA;
- b) promotion of environmentally sustainable modes and technologies;
- c) identification of innovative approaches for urban freight movements;
- d) the establishment of a study of potential measures to encourage long distance freight trips not serving Toronto to bypass the City by using alternative corridors such as Highway 407 and those provided by the rail network;
- e) identification of infrastructure needs;
- f) guidelines for the preparation of local Freight Audits to assist in making informed decisions to enable the safe and efficient movement of freight;
- g) policies for the better management and more effective use of the existing arterial roads, expressways, rail corridors and marine terminals for the movement of goods and services; and,
- h) freight-supportive integrated land use-transportation policies.

## CONCLUSION AND NEXT STEPS

This report proposes revisions, additions and deletions to a set of Official Plan transportation policies which are recommended to be the subject of public consultation in April and May of 2014. The proposed changes are the result of extensive discussions with other City divisions and agencies. During April and May, public open houses will be held in each of the four Community Council districts of the City and further meetings will be scheduled with a roster of stakeholders. The proposed public consultation strategy is appended to this report as Attachment 2. It is intended that a report summarizing the results of the public consultation will be presented to Planning and Growth Management Committee in June with an accompanying recommendation that the Committee hold a statutory public meeting in August, 2014 to adopt the final proposed Official Plan Amendments.

## CONTACT

Tim Laspa  
Director  
Transportation Planning  
Tel. No.: 416-392-8100  
Fax No.: 416-392-3821  
E-mail: [tlaspa@toronto.ca](mailto:tlaspa@toronto.ca)

Mike Wehkind  
Program Manager  
Transportation Planning  
Tel. No.: 416-392-8572  
Fax No.: 416-392-3821  
E-mail: [mwehkind@toronto.ca](mailto:mwehkind@toronto.ca)

## SIGNATURE

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Jennifer Keesmaat, MES, MCIP, RPP  
Chief Planner and Executive Director  
City Planning Division

## ATTACHMENTS

Attachment 1: Proposed Draft Policy Changes  
Attachment 2: Public Consultation Program  
Attachment 3: Location of Metrolinx Mobility Hubs

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## Attachment 1: Proposed Draft Policy Changes

The following provides a list of draft proposed policy changes in numerical order. Bold text in a policy indicates where a change has been made and strikeouts indicate deletions. Revised policies without bold text or strikeouts have been changed in their entirety.

Revised Policy 2.1(1)(a):

Toronto will work with neighbouring municipalities and the Province of Ontario to address mutual challenges and to develop a framework for dealing with growth across the GTA which:

- a) focuses urban growth into a pattern of compact centres, **mobility hubs** and corridors connected by an integrated regional transportation system, featuring frequent, direct, ~~transfer-free~~, inter-regional transit service **with integrated fares**;

Revised Policy 2.2(1):

This Plan will create a better urban environment, a competitive local economy and a more socially cohesive city by attracting more people and jobs to targeted growth areas in the City that are supported by good transit services and other infrastructure. **Transit services and other infrastructure will be enhanced in targeted growth areas to support the planned levels of growth.**

New Policy Added Between Existing Policy 2.2(1) and Policy 2.2(2):

Accessibility will be increased throughout the City by integrating transportation and land use planning to take advantage of the combined travel benefits afforded by improved mobility and increased proximity.

Revised Policy 2.2(3)(b):

- b) acquiring lands beyond the right-of-way widths shown on Map 3 and Schedule 1 to accommodate necessary features such as embankments, grade separations, additional pavement or sidewalk widths at intersections, transit facilities or to provide for necessary improvements in **safety, universal accessibility or** visibility in certain locations. The conveyance of land for such widening may be required for nominal consideration from abutting property owners as a condition of subdivision, severance, minor variance, condominium or site plan approvals;

Revised Policy 2.2(3)(e):

- e) ensuring that streets **and laneways** are not closed to public use and stay within the public realm where they provide present and future access for vehicles, pedestrians and bicycles, space for **public** utilities and services, building address, view corridors and sight lines;

New Clause Added to Policy 2.2(3) Between Existing Clauses (e) and (f):

- ensure that new streets will contribute to the development of a connected network that provides direct and clearly understood travel routes for all users throughout the City and act as a fundamental organizing element of the City's physical structure;

Revised Policy 2.2.1(12):

Without compromising the role of the street as the main place for pedestrian activity, expansion and redevelopment of the PATH network will be supported by encouraging new development to connect to the system. The City may request additional information including a PATH feasibility study, to address PATH network expansion and/or secure new PATH connections for major new development in areas on or near the PATH network.

New Policies Added Following Policy 2.2.1(12):

- The City will work with property owners to ensure that access to Union Station and the subway stations directly connected to the PATH network is enhanced by new development on and around these transit stations which serve as the anchors of the PATH network and the primary focal points for pedestrian traffic.
- The City will work with property owners, developers and other stakeholders to ensure the PATH network develops in a consistent, connected and coherent manner.

Revised Policy 2.2.3(2):

To facilitate and shape growth, each Avenue Study will engage local residents, businesses, the TTC, **Toronto Parking Authority** and other local stakeholders and will set out:

- a) investments in community improvements by public agencies or public/private partnerships that are needed to support city living and make the area attractive for residents and businesses including:

- i) streetscape improvements;
- ii) transportation improvements such as **shared parking facilities**, transit priority measures, improved connections to rapid transit stations, **new streets, new or improved laneways**, bikeways and walkways;
- iii) parks and open space, community and rooftop gardens and community services and facilities; and
- iv) upgraded water or sewer infrastructure;

New Policy Added as the First Policy in Section 2.4:

Given the health benefits of physical activity, active forms of transportation will be encouraged by integrating and giving full consideration to pedestrian and cycling infrastructure in the design of all streets, neighbourhoods, major destinations and mobility hubs throughout the City.

Revised Policy 2.4(1):

The City will show leadership within the region in the implementation of Travel Demand Management (TDM) measures to reduce auto dependence and rush-hour congestion in the road and transit networks by:

- a) actively pursuing measures which will:
  - i) increase the proportion of trips made by transit, walking and cycling;
  - ii) increase the average automobile occupancy rate;
  - iii) reduce the demand for vehicular travel; and
  - iv) shift travel times from peak to off-peak periods;
- b) supporting the workplace TDM efforts of Smart Commute Toronto and the region-wide Metrolinx Smart Commute program, as well as the school TDM programs of School Boards;
- c) supporting the local implementation of TDM measures through the operation and creation of local Transportation Management Associations (TMAs) across the City;
- d) promoting alternative work arrangements, such as compressed work weeks, flexible work hours and telecommuting; and
- e) working with Metrolinx to pursue a region-wide study of road pricing to reduce congestion and better manage traffic.

New Policy to be Added Between Existing Policy 2.4(3) and Policy 2.4(4):

An adequate supply of off-street parking for bicycles and automobiles will be provided and maintained to meet the short-term parking demands of commercial, institutional and tourist activities while ensuring a minimal level of all-day automobile parking for commuters that reflects the availability of alternative travel modes.

Revised Policy 2.4(4):

For sites in areas well serviced by transit, such as locations around **rapid transit** stations and along major **surface** transit routes, consideration will be given to the establishment of:

- a) minimum density requirements as well as maximum density limits;
- b) minimum and maximum parking requirements;
- c) redevelopment of surface commuter parking lots on City owned land;
- d) limiting surface parking as a non-ancillary use; and
- e) **parking rates for on-street parking and in City owned parking facilities structured to discourage long-term commuter parking and to achieve a higher turnover by short-term users.**

New Policies to be Added Between Existing Policy 2.4(5) and Policy 2.4(6):

- In support of the Travel Demand Management (TDM) and environmental policies of this Plan, the City may:
  - a) reduce parking requirements in new developments in exchange for providing publicly accessible dedicated car-share spaces;
  - b) encourage new developments to include publicly accessible bike share facilities;
  - c) encourage parking providers to designate preferred parking spaces for the exclusive use of carpools and low-emissions vehicles;
  - d) encourage parking providers to install plug in stations for electric vehicles;
  - e) relax restrictions on parking duration for car share vehicles in selected on- and off-street locations; and
  - f) provide on-street, reserved parking spaces for car sharing vehicles in selected locations.
- Implement curbside management strategies to improve traffic circulation and conditions for commercial vehicles including such measures as designated pick-up/drop-off areas for goods and service vehicles, disabled loading zones, courier delivery zones, temporary film trailer parking and motor coach parking zones.
- Encourage the implementation of off-peak delivery programs through the use of incentives and public initiatives.

Revised Policy 2.4(6):

The City will work with other orders of government, other municipalities, representatives from across the goods movement industry and the public to develop a comprehensive multi-modal strategy for the safe and efficient movement of goods within the GTHA. This strategy will include:

- a) the documentation and sharing of best practices and the establishment of a freight data collection program for the GTHA;
- b) promotion of environmentally sustainable modes and technologies;
- c) identification of innovative approaches for urban freight movements;
- d) the establishment of a study of potential measures to encourage long distance freight trips not serving Toronto to bypass the City by using alternative corridors such as Highway 407 and those provided by the rail network;
- e) identification of infrastructure needs;
- f) guidelines for the preparation of local Freight Audits to assist in making informed decisions to enable the safe and efficient movement of freight;
- g) policies for the better management and more effective use of the existing arterial roads, expressways, rail corridors and marine terminals for the movement of goods and services; and,
- h) freight supportive integrated land use-transportation policies.

Revised Policy 2.4(8):

An urban environment and infrastructure that encourages and supports pedestrian movement for people of all ages and abilities throughout the City will be advanced by:

- a) ensuring safe, universally accessible, direct, comfortable, attractive and convenient pedestrian conditions, including walking routes to workplaces, schools, recreation areas, transit and other important community destinations;
- b) maximizing connections within the street network, as well as to other public or private pedestrian walkways, such as those found within parks, open spaces, between buildings, or above and below grade;
- c) prioritizing the inclusion of sidewalks, dedicated crossings where warranted and adequate sidewalk width in the design of all streets;
- d) reducing barriers by providing grade-separated crossings of controlled access highways and rail lines where warranted;
- e) focusing on improvements to connections and conditions in areas of high need, including areas with: physical barriers; difficult topography or substantial changes in grade; areas travelled frequently by vulnerable users, including people with disabilities, youth and seniors; and around mobility hubs, transit stations or other locations with significant pedestrian volume or activity; and
- f) developing policies, plans and guidelines to implement pedestrian priorities and Complete Streets.

Revised Policy 2.4(11):

New technologies and practices that improve urban travel conditions for the movement of people, goods and services and help mitigate the environmental impacts of transportation will be pursued and implemented where appropriate. Such technologies and practices include, but are not limited to:

- a) enhanced network data planning, collection, analysis and monitoring;
- b) incident and event response;
- c) construction coordination;
- d) traveler information systems; and
- e) centralized adaptive signals.

Revised Policy 3.1.1(5):

City streets are significant public open spaces which connect people and places and support the development of sustainable, economically vibrant and complete communities. New and existing City streets will incorporate a Complete Streets approach and be designed to perform their diverse roles by:

- a) balancing the needs and priorities of the various users and uses within the right-of-way, including provision for:
  - i) the safe and efficient movement of pedestrians of all ages and abilities, cyclists, transit vehicles and users, goods and services vehicles, emergency vehicles, and motorists across the network; and
  - ii) space for other street elements, such as utilities and services, trees and landscaping, green infrastructure, snow and stormwater management, wayfinding, boulevard cafes, marketing and vending, and street furniture;
- b) improving the quality and convenience of active transportation options within all communities by giving full consideration to the needs of pedestrians, cyclists and public transit users;
- c) reflecting differences in local context and character;
- d) providing building access and address, as well as amenities such as view corridors, sky view and sunlight; and
- e) serving as community destinations and public gathering places.

Revised Policy 3.1.1(14):

New streets will be designed to:

- a) provide connections with adjacent neighbourhoods;
- b) promote a connected grid of streets that offers **safe and convenient** travel options;**
- c) extend sight lines **and view corridors**;**

- d) divide larger sites into smaller development blocks;
- e) provide access and addresses for new development;
- f) allow the public to freely enter without obstruction;
- g) implement the Complete Streets approach to develop a street network that provides adequate space for pedestrians of all ages and abilities, cyclists, transit vehicles and users, goods and services vehicles, emergency vehicles, motorists, utilities and services, trees and landscaping, green infrastructure, snow and stormwater management, wayfinding, boulevard cafes, marketing and vending, and street furniture;**
- h) improve the visibility of, access to and prominence of unique natural and human-made features; and
- i) provide access for emergency vehicles.

## **Attachment 2: Public Consultation Program**

The City Planning Division will manage the design and execution of a public consultation program. The consultation program will include, but not be limited to, the following components:

### 1. Four Open House Meetings

- hosted in all Community Council districts
- will integrate internet and social media tools

### 2. Internet and Social Media Engagement

- update "Feeling Congested?" webpage
- Facebook, Twitter

### 3. Stakeholder Meetings

- 8-80 Cities
- Building Industry and Land Development Association (BILD)
- Canadian Automobile Association (CAA)
- Canada Courier & Logistics Association
- Civic Action
- Cycle Toronto
- Evergreen
- Financial District BIA
- Federation of North Toronto Residents' Associations (FONTRA)
- Neptis Foundation
- Ontario Chamber of Commerce
- Ontario Motor Coach Association
- Ontario Trucking Association
- Pembina Institute
- People Plan Toronto
- Sistering/Fair Fare Coalition
- Toronto Centre for Active Transportation (TCAT)
- Toronto Atmospheric Fund
- Toronto Region Board of Trade
- Toronto Transit Alliance
- Toronto Transit Riders
- Transport Action Ontario
- University of Toronto Institute on Municipal Finance & Governance
- University of Toronto Transportation Research Institute
- Wellesley Institute

### 4. Inter-Divisional and Agency (Internal) Consultation

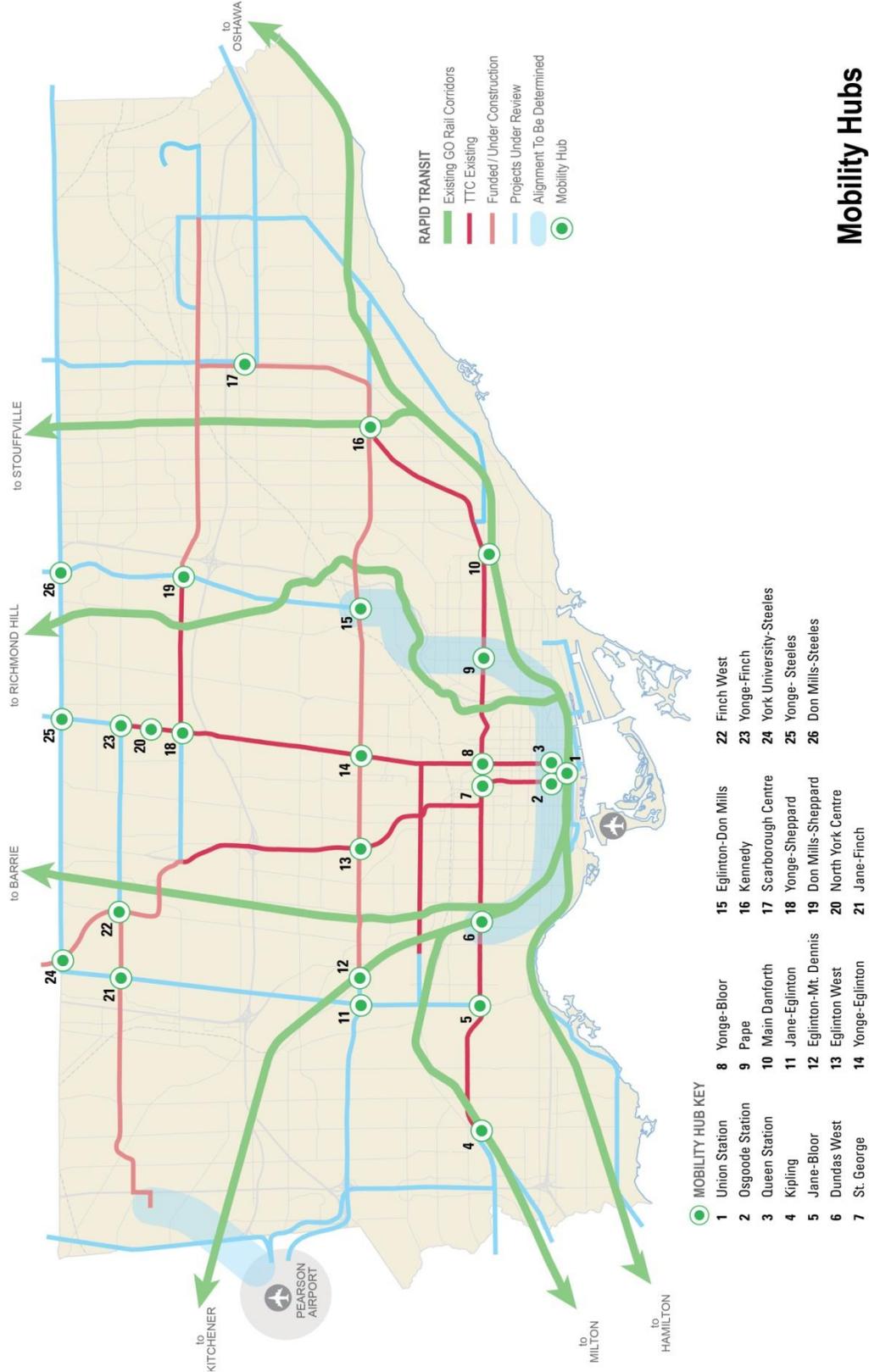
- Economic Development and Culture
- Engineering and Construction Services

- Major Capital Infrastructure Coordination
- Toronto Parking Authority
- Toronto Public Health
- Toronto Transit Commission
- Transportation Services

#### 5. Other Orders of Government

- Metrolinx
- Ministry of Infrastructure
- Ministry of Municipal Affairs and Housing
- Ministry of Transportation Ontario
- Neighbouring Municipalities

### Attachment 3: Location of Metrolinx Mobility Hubs



### Mobility Hubs