

# **GRIDLOCK**

## **A Deterrent To Economic Growth: Solutions for Tomorrow**

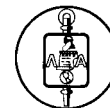
**Conference Proceedings  
and  
Compendium of Policy Reports**



**University of Toronto**

Faculty of Arts & Science

LAMBDA ALPHA INTERNATIONAL



AN HONORARY LAND ECONOMICS SOCIETY

## FOREWORD

May 2001

Transportation has become a pressing issue for the Greater Toronto Area (GTA). Disinvestment and a lack of long term planning for regional transportation infrastructure are now seen as deterrents to the GTA's development in a global economy. Delays in the movement of persons, goods and services within the region and the province, and across the Canada-United States border, are increasing as Ontario's population, commercial activities and trade volumes continue to grow.

The frustration caused by unsuccessful attempts to deal with the form of urban growth and the transportation issues that accompany it has spawned new initiatives that are dedicated to defining innovative and realistic strategies. One such initiative was the *Gridlock – A Deterrent to Economic Growth: Solutions for Tomorrow* conference, which took place on March 1<sup>st</sup>, 2001 at the University of Toronto. Sponsored by the Faculty of Arts and Science and by the Simcoe Chapter of Lambda Alpha International, a Land Economics Society, the conference pooled the knowledge and creative thinking of politicians, civil servants, academics and representatives from the private sector.

The participants identified the formation of a Greater Toronto Transportation Authority as key to integrating the different transportation systems and channelling creative funding strategies. It was stressed that the mandate of the authority should be clear, and focused on transportation only. It would achieve accountability and efficiency by being directed by both political and non-political leaders.

This publication includes "Conference Proceedings", a "Compendium of Policy Reports" and a "List of Conference Participants". The proceedings provide details on the proposed solutions as well as a summary of the discussions regarding related issues, such as land use decisions. The compendium provides a summary of recent policy reports on the issue of Gridlock in the Greater Toronto Area. Special thanks is extended to conference participants and report contributors, as well as to our donors, see a complete listing on page 3 and especially to The Neptis Foundation whose generous donation made these proceedings possible.

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# A. CONFERENCE PROCEEDINGS

## 1. INTRODUCTION

The aim of the *Gridlock* conference was to search beyond past and current proposals for urban transportation. Conference participants were encouraged to think broadly, but also to focus on defining a limited number of thoughtful, original and practical solutions for the GTA's regional transportation problems. Specifically, they were asked that proposals:

- Be realistic and practical
- Be acceptable to the public
- Assign roles for all levels of government and the private sector
- Take into consideration competing variables, such as the environment, social issues and Ontario's expanding economy

## **2. RECOMMENDATIONS**

### **2.1 Introduction**

Following the Plenary Session, participants were divided into three think-tank groups. Similar themes and recommendations emerged from the sessions, although with different emphases. Members of all groups generally felt that there was a need for a regional transportation authority that must incorporate creative funding strategies. Fundamental to all themes expounded was the realization that the GTA is in need of a clear direction in terms of its position on economic competitiveness.

### **2.2 Regional Transportation Authority**

A general consensus was reached regarding the need for an integrated transportation system across the GTA. Several participants called for the formation of a politically accountable regional transportation authority that would be modelled after the Greater Toronto Airport Authority (GTAA). The GTAA was upheld as an example of a successful and potentially saleable endeavour. Other regional authority models, such as the Greater Toronto Services Board (GTSB), were also considered. However, the GTSB's structure was deemed less appropriate because of political problems and lack of fiscal power. Many participants also supported the application of private market systems, or at least the investigation of their application.

It was agreed that the mandate of the regional transit authority should be limited in scope and focused on improving current and future transportation situations. It was felt that a broader mandate would detract from the viability and efficiency of the authority. Participants suggested that such an authority might adopt a staged approach to create viable long-term goals involving less micro-management than previous transportation planning initiatives. Because improving transit was identified as being pivotal and a priority for relieving gridlock, transit development would be the main focus of the authority. Suggestions for interim solutions included more regional scale parking hubs, local feeder jitney systems, promotion of shared ridership initiatives and increased local by-law enforcement.

There was disagreement regarding the desired degree of political leadership in the regional authority. One discussion group felt that such an authority should be an elected political body, while another group recommended that the regional authority consist of both political (for purposes of accountability) and non-political leaders (for purposes of efficiency) because of the concern that opposing "political" views and agendas might blunt the authority's long-term effectiveness.

### **2.3 Land Use and Transportation Planning**

Land use and transportation were viewed as inseparable and requiring greater co-ordination. Because sprawl and intensification both create different servicing, transit and environmental issues (e.g., absorption of farm lands, soil remediation), prices should be attached to choices made by specific groups of occupants or users of services.

Although the proposed regional authority's primary focus would not involve land use planning, the authority would be required to ensure that transportation projects complement land use patterns to the maximum practical extent. For example, providing parking on relatively

inexpensive land near public transportation hubs would encourage inter-modal transit use. Higher density mixed-use land development focused on stations and major travel corridors would also be important.

This kind of integration between land uses and costly, high capacity infrastructure is not a new concept by any means. The Yonge Street subway's early, and continuing, success in terms of attracting significant all-day use in both directions is a case-in-point. This type of planning would be essential for fostering and accommodating growth in the GTA while reducing gridlock.

## **2.4 Funding**

Clear lines of accountability should be mirrored by a clear investment plan. The proposed Greater Toronto Transportation Authority could employ focussed fundraising strategies directly supporting transit initiatives, such as borrowing funds to finance capital projects, implementing user-fees and working with the private sector. Assistance from the private sector was viewed as particularly crucial for the success of transportation fundraising initiatives. However, without a clear demonstration of potential revenue generation, it is doubtful whether the private sector would be interested in funding urban public transit. For example, all-too-common local opposition to intensified land uses, even at or near subway stations in Toronto, could militate strongly against prospects for private sector interest in mass transit ventures.

While alternative sources of public funds, such as tax-free bonds, should be explored, it was noted that all levels of government would have to be involved in the regional authority funding process. Specifically, participants argued that the Province of Ontario needs to restore its essential historic role in the long-range transportation planning and implementation process, in terms of both road networks and public transit facility expansion. The Province can accomplish this by providing either significant direct funding, or alternatively, "seed" funding together with legislation to permit urban entities to raise funds for transportation capital and operating needs over and above the limited yield of property taxation: in short, more "tax room" is desperately needed.

For example, the authority could be given control over a core group of assets, such as rolling stock and land. These assets would back the first round of debt financing and bonds could then be backed by dedicated revenue streams. The authority would also need to impose clear tests to define and assess the viability of different types of transportation initiatives.

## **2.5 Equity**

Considering the question of social responsibility and equity, the authority would need to identify minimum standards of transit service across the region. It would also have to be willing to cross-subsidize money-losing routes and services with more profitable ones. This is the issue that will most likely politicize subsequent discussions and highlights the need for the authority to have a suitable political mandate.

### **3. CURRENT IDEAS AND INITIATIVES**

#### **3.1 Introduction**

During the *Gridlock* keynote session, and in documents circulated prior to the conference, many of the issues thought to be central to understanding and solving regional transportation problems in the GTA were identified. A sample of these issues is outlined below.

#### **3.2 The Importance of Efficient Transportation**

Efficient transportation lies at the heart of the GTA's economic competitiveness. Extended travel times associated with running businesses are directly affecting the region's economy, which accounts for almost half of Ontario's Gross Domestic Product and employment (1). Delays caused by traffic congestion are estimated to cost GTA businesses over \$2billion/year. These delays prevent the smooth functioning of just-in-time inventory systems where manufacturing plants within the GTA and across the Canada-United States border are dependent upon reliable delivery schedules for supplies.

Since the shift from a resource and traditional manufacturing economy to a high-tech, knowledge-driven and service-based economy, addressing the specific needs of urbanized areas, such as Toronto, has become crucial to the national transportation debate. Not only are most of the new economy's activities now centred in urban areas, but also, Canada is generally more urbanized than the United States (i.e., a larger proportion of Canada's people live and work in cities with populations of 100,000 or more). Therefore, urban transportation deficiencies must be mitigated if Canada's cities are to compete with other major economic centres of the world, particularly in the U.S. where the government is pursuing aggressive investment strategies to improve its transportation system. In effect, Toronto's integrity as a global competitor has already deteriorated; it did not rank among the top ten business cities in North America for the year 2000 (1).

Transportation is not only an economic issue. It shapes the environmental and social landscape of a region, and is a key element in defining quality of life. Commuters suffer stress when habitually delayed by gridlock. Air quality is affected by idling vehicles caught in traffic, which contribute to smog and greenhouse gas emissions. The transportation sector is already the largest source of Canadian greenhouse gas emissions at 25% of the national total, two-thirds of which is produced by trucks and personal vehicles.

#### **3.3 Population Growth and Gridlock**

One of the principal factors influencing regional traffic congestion is the GTA's rapidly increasing population and geographic spread. The GTA has a projected growth that is among the highest on the continent after Los Angeles, Dallas and Vancouver-Seattle.

As Canada's aging population causes a shortage in new workers who are required to sustain the economy and social programs, immigration is expected to fill the gaps in the changing status of our population. Given that most new immigrants settle in major metropolitan areas, and specifically in Toronto, it is important for the national economy that the transportation system accommodate this projected growth.

(1) *Investing in Cities: An Urban Competitiveness Agenda for Ontario*, February 2001.

### **3.4 The Government and Gridlock**

All levels of government will have to contribute to finding solutions to the present and impending transportation crisis. Federal funding and planning for transportation infrastructure, such as bridges, roads, airports and port authorities, will influence the success of local transportation restructuring efforts. Initial steps toward transportation planning have been forged with the allocation of \$2.65 billion to infrastructure, including \$600 million for highways in the February 2000 federal budget. But more investment in urban transportation is essential.

Until recently, however, the Province has been the primary source of funding for major public transportation system expansion initiatives in the GTA and in other urban regions. Accordingly, speakers noted that provincial contributions to transportation operations and capital expansion will continue to be key in implementing change. Indeed, following the conference, Federal Minister of Transport, David Collenette, stated that any future involvement by the Federal Government in urban transit in Ontario can only be realized when the Province of Ontario resumes its key role in such initiatives.

Furthermore, the Province must seek partnerships with other levels of government and private ventures in order to develop an urban infrastructure plan that specifically addresses the improvement of public transit and fare/schedule integration of inter-modal services. “The Super Build Corporation” is an example of one provincial institution capable of funnelling resources to the GTA. More controversially, some at the conference argued that Ontario should provide municipalities, such as Toronto, with more control over urban affairs, and specifically, over means of generating much needed funding beyond the capacity of property taxation. Municipal governments could then focus on transportation programs that target their unique needs.

Municipal roles in curbing gridlock were identified, as well. As the largest municipality in the GTA, one of Toronto’s stated goals is to reduce the number of private vehicles and trucks on roads and highways. In an effort to realize this goal, federal funding has already begun the restoration and redevelopment of Union Station, but the bulk of this funding is to be secured through a public-private partnership. Further plans for municipal public transit initiatives include advances in technological efficiencies, such as implementing an integrated public transit card for the entire GTA.

## **4. GRIDLOCK DIALOGUES**

### **4.1 Introduction**

During three separate think tank sessions, conference participants discussed aspects of the GTA gridlock problem in an effort to formulate practical recommendations. They explored the definition of gridlock, the roles played by various levels of government in contributing to and solving gridlock and the importance of land use planning, environmental concerns, social issues and private sector involvement with regard to transportation.

### **4.2 Defining Gridlock**

Participants had difficulty forming a clear consensus on the definition of gridlock, although they agreed that it is a symptom of both poor urban form and rapid urban growth, and that it affects all factors of life in the GTA. However, participants acknowledged that there are somewhat different transportation problems for Toronto and the 905 region; congestion is more acute in 905 since sprawl does not support the type of public transit found in the City of Toronto, while in Toronto a deterioration of infrastructure was considered to be a major problem.

### **4.3 Land Use and Gridlock**

Choice with regard to location decisions and land use was identified early by many groups as being central to the gridlock problem. Participants felt that discussions should not involve the perceptions as to the comparative validity of the 905 region and Toronto lifestyles. It was argued that GTA inhabitants should be allowed to live in the area of their choice and that land use and transportation plans should be duly accommodating, provided that the true costs of lower density living are paid by those living there.

Yet there were conflicting views regarding the costs and benefits of rapid growth in the GTA. When the concept of urban growth boundaries was introduced, such as the Oak Ridges Moraine, some were supportive of the idea, while others were not. Those who were unsupportive of growth containment believed that expansion could not be stopped and that a boundary would lead to leapfrogging. It was also noted that growth inevitably follows linear infrastructure, such as trunk sewers and watermains. Extensions of this infrastructure are already in place to both permit and encourage continuing sprawl beyond the Oak Ridges Moraine, resulting in a pattern of development that cannot be served by conventional public transit services.

The discussion groups agreed that while land use planning and transportation investments were linked, they are often undertaken independently of each other. No consensus was reached regarding the sequential or simultaneous development of infrastructures for land use or transportation. However, within the city of Toronto, re-urbanization of brownfield sites with concomitant soils remediation issues will require initial land use expenditures.

### **4.4 The Role of Government**

Much of the groups' discussions focussed on the role of different levels of government in addressing the gridlock problem. Participants agreed on one crucial point: that better coordination among all government levels was required with respect to transportation planning and funding. Currently, each level of government's development timeline is different. For

example, municipalities tend to plan on a long-term basis for major facilities, but do not have the resources to do so, while provincial and federal goals, despite greater resources, often tend to be more short-term. Suggestions for greater government integration were put forth, such as providing cross-subsidies among different types of transit services and re-thinking the GTA transportation network as one integrated sector policed by a single purpose body. Restructuring entities without parallel reform and financing and delivery systems was deemed futile.

Strategies regarding the means by which various levels of government could better coordinate efforts to create a more unified transportation plan were discussed. For example, the federal government could provide a national transportation policy that would institute a dedicated transportation funding mechanism.

Initiatives at the provincial level were seen as particularly crucial to solving transportation problems in the region, particularly since community and transportation investments have been decreasing since the 1960s. Uploading some social services back to the province was recommended. The province could also immediately make legislative changes that would either increase funding to municipalities by allocating portions of the provincial gas tax, or provide municipalities with more leverage to develop their own transportation initiatives.

Participants noted that once municipalities are equipped with more power to plan and raise revenues, they would be able to institute user-fees and a new taxation system that would help subsidize transportation projects. Taxation ideas included local income and sales taxes, luxury taxes (e.g., hotel rates) and site-specific taxes. Transportation user-fees such as tolls and zoning systems should also be considered as a way to internalize externalities, such as the cost of land and road construction. Tax credits for those in lower income brackets could offset higher transportation costs.

#### **4.5 The Role of the Private Sector**

Involving the private sector in regional transportation affairs was viewed by many participants as important for reducing gridlock. Public funds have thus far proven to be inadequate in supporting new initiatives and many costs have been downloaded to municipalities, which are unable to provide the needed capital funds for transportation improvements over extended periods of time. The private sector could help fill gaps in public funding. Participants estimated that the private sector would be more likely to invest in new development projects if the basic infrastructure for future transportation investment was already in place.

### **5. CONCLUSION**

The participants of the *Gridlock* conference concluded that a strong regional transportation authority is needed before progress in regional transportation infrastructure can be made. It is clear that there is a need for cohesive leadership and renewed momentum in the effort to find feasible solutions to the GTA's transportation problems. The challenges that lie ahead include finding new ways to address gridlock while balancing the diverse needs of numerous stakeholders. It is hoped that the cooperation of the public and private sectors will provide adequate support for regional multi-modal initiatives so that the GTA can continue to grow and flourish as a major competitor in the global marketplace.

## **B. COMPENDIUM OF POLICY REPORTS**

### **REMOVING ROADBLOCKS TRENDS AND CHALLENGES** *A Greater Toronto Services Board Background Paper, Summer 2000*

#### **OBJECTIVES**

1. Maintaining a high quality of life
2. Maintaining a competitive advantage
3. Retaining business and a skilled work force

#### **RATIONALE: “TRENDS RESULTING IN INCREASED CONGESTION”**

1. Growth in population resulting in more trips
2. Growth in the share of goods exported/imported across the Ontario-U.S. border by truck; for example, between 1977 and 1994 the share of goods exported by truck increased from 59% to 68% and the corresponding increase for imports was from 70% to 84%
3. Growth in employment and population beyond the boundaries of the city of Toronto resulting in more dispersed travel patterns

#### **NECESSARY ACTIONS**

1. Developing and implementing demand management techniques which increase auto occupancy in all periods and shift some travel to less auto-intensive modes
2. Ensuring that land use development is strategically located to make best use of, and support, transit services and roadway facilities
3. Encouraging even more off-peak use of the transportation system, not only to serve existing residents more efficiently, but also to accommodate some of the projected growth
4. Continuing to maintain employment growth in the central area of Toronto to support transit
5. Creating major high density employment nodes in Markham and Mississauga
6. Need for a new transportation funding partnership with all levels of government to address the \$800 million deficiency in current investment in public transit and road infrastructure

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**POPULATION AND EMPLOYMENT FORECASTS FOR THE  
GREATER TORONTO AREA. REPORT OF THE GTA STEERING COMMITTEE  
*Hemson Consulting Ltd., March 2000***

The population of the Greater Toronto Area (GTA) is anticipated to grow significantly from the 2001 population of 5.2 million to 7.5 million in 2031. Employment over the same period is expected to rise from 2.8 million to 4.1 million in 2031. Most forecasts prepared in the last decade have produced results similar to these recent numbers.

The issue of the geographical distribution of population and employment growth in the GTA is more controversial and a wider range of forecasts exists. The recent report of the GTA Steering Committee generates the distributions below.

<b>Population Forecast (000s) Greater Toronto Area (GTA) and Regional Municipalities</b>						
Year	GTA	Durham	Halton	Toronto	Peel	York
1991	4,377	424	323	2,350	758	522
1996	4,781	474	350	2,463	882	612
2011	6,260	710	500	2,855	1,185	1,010
2021	6,975	900	610	2,915	1,350	1,200
2031	7,450	1,000	690	3,000	1,400	1,360

<b>Employment Forecast (000s) Greater Toronto Area (GTA) and Regional Municipalities</b>						
Year	GTA	Durham	Halton	Toronto	Peel	York
1991	2,298	160	140	1,370	380	248
1996	2,328	164	159	1,292	421	292
2011	3,322	280	237	1,616	643	546
2021	3,772	374	308	1,719	724	647
2031	4,137	434	370	1,835	760	738

Source: Final Report of the GTA Steering Committee on Population Forecasts for the Greater Toronto Area. Report to the Greater Toronto Coordinating Committee March 2000

These distributions assume that the GTA Vision prepared in the early 1990's will be implemented. The key sensitivities in the forecast are whether Durham Region will be able to regain its historic share and what role the City of Toronto will play in accommodating anticipated population growth. The Steering Committee report continues to assume an increase in Durham Region's growth and a strong growth trend for the City of Toronto. Recent planning documents prepared by the City of Toronto suggested an even more aggressive role for the City of Toronto, experiencing growth of 1 million more residents by 2031.

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**A TRANSPORTATION VISION FOR  
THE CITY OF TORONTO OFFICIAL PLAN**  
*City of Toronto, April 2000*

**OBJECTIVE: REDUCING AUTOMOBILE DEPENDENCE**

1. Integrate land use and urban design leading to fewer and shorter trips
2. More competitive public transit service
3. Efficient goods movement that enhances economic competitiveness
4. Traffic engineering and street design that encourage walking and cycling
5. Less need to own or use an automobile
6. Safeguards for the protection of the natural environment
7. Reduce air pollution and emissions from transportation
8. Equitable pricing and financing of transportation services

**RATIONALE**

1. Projected growth in travel is too large to be handled by the existing road system alone and historical data shows that transit is more successful where land densities are high
2. Reducing air pollution and greenhouse gas emissions from transportation

**NECESSARY ACTIONS**

1. Intensification of land use to support more widespread cost effective transit
2. Using transit to support initiatives such as reurbanization and waterfront development
3. Expanding inter-regional services that will divert City bound travelers to transit
4. Paying more attention to the needs of pedestrians and cyclists in urban design
5. Implementing more extensive transit priority measures on the road system
6. Selecting rapid transit projects that access poorly served areas, improve coverage of transit on an area-wide basis, and increase transit competitiveness for cross boundary travel.

**SELECTED INITIATIVES**

1. Union station, which was recently acquired by the City, requires an additional investment of about \$200 million to modernize existing facilities, provide expanded capacity for TTC and Go Transit services, and improve integration between commuter rail, subway, Waterfront LRT, inter-city bus, and VIA Rail services.
2. With respect to funding, there is a growing recognition of the inequity of financing all transit subsidies from the existing property tax base, paralleled by growing political pressure to obtain dedicated transit funding from fuel taxes or other automobile levies (as in Alberta, British Columbia and Quebec).

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**TORONTO PLAN DIRECTIONS REPORT**  
**TORONTO AT THE CROSSROADS: SHAPING OUR FUTURE**  
*City of Toronto, July 2000*

**OBJECTIVES:**

1. Enhance the quality of life
2. Improve economic competitiveness
3. Reinvest in community, environment and economy

**NECESSARY ACTIONS**

**1. Campaign for next generation transportation**

- a) encourage higher densities that support transit
- b) need for injection of funds from senior government for transit
- c) modernize Union Station
- d) integrate transit systems
- e) increase cycling and pedestrian comfort

**2. Campaign to make housing happen**

- a) create new & affordable rental housing, through favourable federal income tax treatment
- b) create affordable, permanent housing solutions for those in need through federal and provincial housing policies

**3. Campaign for beautiful places**

- a) invest in design excellence, e.g. St George Street
- b) beautify traffic arteries, e.g. Ellesmere Rd.
- c) build beautiful places, e.g. National Trade Centre at Exhibition Place
- d) mend the main streets: "The Avenues", e.g. Bloor West Village
- e) add parks and open space
- f) create art in public places, e.g. BCE Place
- g) conserve historical sites and architectural treasures

**4. Campaign to green Toronto**

- a) restore and rehabilitate precious natural areas, ex Don Valley Brick Works
- b) protect natural areas, e.g. Rouge Marsh
- c) acquire natural areas and connect them
- d) aggressive planting campaign
- e) promote community stewardship and institutional partnership

**5. Campaign for a dynamic downtown**

- a) support the office sector through a flexible regulatory regime
- b) build downtown neighbourhoods on the waterfront
- c) invest in art and culture, e.g. build an Opera House

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**TRAVEL IN THE GREATER TORONTO AREA:  
PAST AND CURRENT BEHAVIOUR  
AND RELATIONS TO URBAN FORM**

*A Report by Eric Miller and Amer Shalaby to the Neptis Foundation, January 2000*

**OBJECTIVE: MAINTAINING EFFICIENCY, EQUITY AND SUSTAINABILITY**

1. Coordinate land use and transportation planning in order to promote transit usage
2. Maintain a liveable core which is serviceable throughout the region by a cost effective transit system capable of attracting a majority of commuters in direct competition with the automobile
3. Build higher densities than the North American norm without loss of quality of life
4. Maintain a system of regional subcentres as a viable mean of focusing growth outside the core and creating new foci for transit network development

**RATIONALE**

1. Alleviate ever-increasing congestion on highways and streets, particularly in the suburbs
2. Find appropriate funding mechanism and investment levels for different transportation services
3. Insure the mobility of people without direct assess to the auto drive mode
4. Decrease excessive amount of greenhouse gases emitted predominantly by private automobiles and trucks
5. Stabilize the consumption of land and disruption of habitat by roads

**ACTIONS**

1. Promote transit supportive urban development (higher residential densities; high density employment/activity centres at key nodes within the transport network)
2. Reinvest in transit infrastructure and services, particularly when land use make transit a viable alternative to the automobile
3. Use road-pricing to internalize the social and environmental costs of auto travel
4. Use more extensive and aggressive parking charges and restrict parking supply
5. Reform tax laws which provide tax incentives for people to use the auto but not transit

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**OUR TORONTO WATERFRONT  
GATEWAY TO THE NEW CANADA**  
*The Fung Report, Spring 2000*

**OBJECTIVES: “DEVELOPMENT CONCEPT”**

1. Create in the core of the city, new neighbourhoods resulting in a **substantial increase of housing that supports public transit**, thus accommodating a population increase in the GTA without adding to the traffic problem
2. **Attract high quality jobs** and economic spin-offs generated by the new creativity, New Media, biotechnology and knowledge-based economy, **centred in an area of the Portlands referred to as Toronto’s Convergence Centre**, thus allowing for mixed land use, residential and new industrial in a manner that can be supported by public transit.
3. **Revitalize the tourism industry by reconnecting Toronto with its waterfront** from a physical, economic and social point of view, by making the water’s edge an accessible, public amenity from Etobicoke to Scarborough **and removing the elevated Gardiner Expressway in the Central Waterfront.**
4. **Provide a clean environment** by improving water quality, cleaning up contaminated soils, eliminating the risk of flooding and naturalizing appropriate areas.

**NECESSARY ACTIONS: “OPERATIONAL CONCEPT”**

1. Creation of a small corporation with a sunset clause of 15 years by the City of Toronto, the Province of Ontario and the Government of Canada
2. Devolution of all powers necessary to implement the Development Concept, including the disposition and use of all lands described in the mandate.
3. Primacy of the Toronto Waterfront Development Corporation over existing government organizations.
4. Series of agreements between the three levels of government and the Corporation to establish clear regulatory regimes and fast approval systems.

**COSTS AND REVENUES: “FINANCIAL CONCEPT”**

1. The infrastructure costs are estimated to be in the order of \$5.2 billion. Additional private sector spending is estimated to be in the order of \$7 billion for a total project of \$12 billion.
2. Private participation should fund at least 70% of the total project cost.
3. Revenue sources:
  - a) tolling the Gardiner Expressway
  - b) sales and leases of residential and non-residential land
  - c) easements and utility corridors
  - d) tax-related revenue streams
  - e) development charges on landowners benefiting from infrastructure improvements
  - f) hotel and entertainment complex, with or without a casino

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**REMOVING ROADBLOCKS  
A STRATEGIC TRANSPORTATION PLAN  
FOR THE GTA AND HAMILTON-WENTWORTH  
*Greater Toronto Services Board, January 2000***

**OBJECTIVE: “MAINTAINING ECONOMIC COMPETITIVENESS”**

Congestion in the GTA and Hamilton-Wentworth is estimated to cost \$2 billion a year, due mainly to delays in truck deliveries while truck transport accounts for 75% of goods movement in the area worth more than \$70 billion annually, more than Montreal and Vancouver combined.

**RATIONALE**

1. The GTA leads Canada’s metropolitan areas by a wide margin in terms of economic output, employment and income, and projections suggest that this relative position will strengthen.
2. Almost 7 million people live in the Golden Horseshoe whose eight metropolitan areas are gradually knitting themselves together into a megalopolis, accounting for 60% of Ontario’s population
3. The Golden Horseshoe, when broadly defined to include the U.S. portion in New York State, is the third most concentrated population area (after New York and L.A.) and the third fastest growing metropolitan region in the U.S. and Canada (after L.A. and Vancouver-Seattle).

**NECESSARY ACTIONS**

- 1. Improve transit:**
  - a) enhancing Go Rail
  - b) improving Union Station
  - c) creating Transit corridors
  - d) improving connections to GTA Transportation Centres
  - e) enhancing Go Bus services
  - f) creating Transit priority routes
  - g) enhancing connections to Pearson airport
- 2. Co-ordinate transit**
  - a) enhancing co-ordination among Go Transit and the 16 local systems within the region
  - b) integrating transit fares
  - c) integrating customer information
  - d) intermodal integration
  - e) planning transit by GTSB
- 3. Maintain an efficient movement of goods: creating a strategic goods movement network.**
- 4. Optimize assets**
  - a) preparing assets management plans
  - b) managing traffic flows
  - c) managing transport demand

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**FUNDING TRANSPORTATION IN THE GREATER TORONTO AREA  
AND HAMILTON-WENTWORTH (GTA/H-W)**  
*Hemson Consulting Ltd. and IBI Group 1999*

**OBJECTIVE**

To examine the current state of the GTA/H-W transportation network and make recommendations to address growth-related issues of congestion and road network deterioration, including annual investments required to preserve and expand the network.

**RATIONALE**

**The GTA/H-W transportation system is deteriorating—demands on the system are increasing several times faster than the rate of system expansion.**

1. Over 70 per cent of the freeway network is congested in peak periods
2. Regional roads are severely congested in an increasing number of locations
3. GO transit is unable to provide sufficient services to meet growing demand with its current capital funding levels.
4. The TTC has reduced services, has had difficulty maintaining vehicles and facilities, and has limited expansion funds.

**NECESSARY ACTIONS**

- 1. The Transportation System Needs To Be a Priority for Public Investment— Transit Must Play an Increased Role in Meeting Future Demand.**

The impacts of a deteriorating transportation system are immense. Congestion exacts direct economic costs in the form of wasted time, emissions, and increased accidents. As investment in transportation infrastructure falls increasingly behind demand, the GTA/H-W's reputation as a good place to live and work is fast eroding. Transit will need to play an increased role in meeting future demands on the transportation system. The planned road system simply will not provide adequate capacity to meet future demand. Improved transit *must* be put in place to alleviate anticipated road congestion. At current investment rates, transit is not expanding and is having difficulty maintaining existing service levels.

- 2. Municipalities Cannot Fund Transit With Existing Tools. Additional Revenue Sources are Required**

Almost \$1.4 billion needs to be invested annually to preserve and expand the transportation system. The gap between this level and the current level of spending is enormous — \$800 million annually. While privatization and innovative financing approaches may provide some cost savings, the only way to bridge this funding gap is with additional funding sources. A combination could include:

- a) Existing funding sources (property tax and development charges);
- b) Uploading of some services to the Provincial Government;
- c) Channelling and/or increasing transportation-related users fees, including gasoline taxes or vehicle registration fees;
- d) Enabling municipalities to collect such transportation user fees directly
- e) Direct cash transfers from the provincial and federal governments.

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**GO TRANSIT**  
**TEN YEAR CAPITAL PLAN**  
**2001-2010**  
*Go Transit, March 2000*

**OBJECTIVES IN REVISITING THE BUDGET**

1. Introducing rehabilitation funds into the environs of Union Station to maintain the existing level of passenger safety and service, as well as support the City of Toronto's endeavour to maximize the commercial and heritage elements of the Station.
2. Supporting the Year 2008 Olympic Bid, which necessitates the acceleration of both the 10 Year State of Good Repair Budget and the 2021 Plan.
3. Giving municipalities the ability to appreciate Go Transit's long-term capital requirements in order to assign development charges.

**RATIONALE**

1. Present congestion of trains, exit points, platforms and parking lots: since 1995: 30% ridership growth without significant additional capital expansion
2. Possibility of growth from 150,000 passenger trips per day now to 200,000 before the end of 2010 in conjunction with employment growth in downtown Toronto.

**NECESSARY ACTIONS**

- |   |               |
|---|---------------|
| 1. Repair, or replacement of the Union Station train shed roof  | \$5 million   |
| 2. Refurbishment of the TTR bridges   | \$3.2 million |
| 3. Refurbishment of track/signal systems  | \$47 million  |
| 4. Expansion of Union Station to accommodate more trains  | \$45 million  |
| 5. Expansion of storage facilities to the east of Union Station to allow significant rush hour capacity increases | \$15 million  |
| 6. More track capacity to meet forecast demand  | \$235 million |
| 7. Establishment of a reserve fund for purchases of future rail corridors   | \$50 million  |
| 8. Rail to rail grade separation on one of the north corridor tracks  | \$60 million  |
| 9. More rail equipment to carry more people   | \$345 million |
| 10. Construction of 5 new stations and 2 relocated stations to provide more service and parking                   | \$53 million  |
| 11. Improved TTC-GO integration at stations   | \$6 million   |
| 12. Parking lot expansion   | \$6 million   |
| 13. Introduction of structured parking at key stations  | \$30 million  |
| 14. More buses and creation of a new downtown bus terminal and Go Transit Operating Centre on the CP Express site | \$31 million  |
| 15. Overall improvements to accommodate growing demand  | \$43 million  |

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**FOUNDATIONS FOR A STRONG CITY:  
IMPROVING TORONTO'S PHYSICAL INFRASTRUCTURE**  
*The Toronto Board of Trade, February 1999*

**OBJECTIVE: MAINTAINING ECONOMIC COMPETITIVENESS**

**RATIONALE: THE ROLE OF ENHANCED INFRASTRUCTURE**

Toronto's emergence as a global economic centre owes much to the foresight of earlier generations who understood the importance of physical infrastructure. The City's physical infrastructure is the foundation upon which the city is built and contributes to its prosperity, quality of life and growth.

In recent years, infrastructure renewal has not kept pace with the City's growth; Our aging infrastructure is no longer adequate to meet today's service needs or the anticipated demands of a rapidly growing population.

**ACTIONS**

The report deals with a broad array of infrastructure concerns relating to airports, ground transportation and rights-of-way, below-ground services and communications. It also refers to governance issues and the potential benefits of public/private partnerships for financing infrastructure. With specific reference to ground transportation and right-of-way preservation, The Toronto Board of Trade recommends the following:

1. Now that station ownership has been resolved, several improvements must be made in connection with the redevelopment of Union Station as a multi-modal transportation centre. This would involve inter-city and GO Transit bus terminals and shuttle services to Pearson Airport, enhanced access to subways, LRT systems, bicycle and pedestrian movement, as well as long distance and GO Transit commuter rail services.
2. The City should ensure that an appropriate and cost-effective mix of heavy rail (subway, GO Transit rail), light rail, and buses are considered in any service expansion projects.
3. Despite the enormous advantages of integrating fares and schedules, transit systems have remained separate across the GTA. Physical integration of adjacent TTC subway and GO Transit stations and services, for example, could be significantly improved and operate far more effectively under an integrated approach.
4. The City of Toronto must establish a planning framework that allows it to maintain the network of major arterial roads and ensure full integration with the arterial network throughout the GTA (*Example: the erstwhile Metropolitan Road System*). Other priorities must include completion of missing links in the arterial road system and the establishment of effective and safe standards for road signage.
5. Congestion on Highway 401 is inhibiting economic growth and inflating the cost of moving goods and passengers within the GTA. Highway 407 could become a truly viable alternative to Highway 401 - if there were direct expressway-standard links with Highway 401 east of Highway 404 and, ultimately, with Highways 35 and 115.

6. Rail and hydro rights-of-way located within the GTA offer unique opportunities for transportation and communications use in the future. If lost, these corridors would be prohibitively expensive to recover or impossible to recreate.
7. The Toronto Board of Trade strongly advocates broadening the GTSB's powers. This is the most appropriate body to ensure preservation of rights-of-way and coordination of services and infrastructure improvements across the region. However, the actual delivery of services should be the responsibility of special bodies, such as GO Transit, member municipalities and private enterprise.
8. The Board of Trade recommends that the City of Toronto establish a formal process to receive and assess proposals from the private sector on alternative funding sources for the development, upgrading and operation of City infrastructure. It also recommends that the provincial and federal governments assign a high priority to key infrastructure projects and assist with their funding.

## **CONCLUSION**

Toronto's infrastructure has deteriorated to the point where it requires increasingly costly and disruptive maintenance and repair. The lack of action on infrastructure renewal, if it continues, will seriously limit the City's progress. Despite the cost and complexity of infrastructure renewal, all levels of government must make Toronto's physical infrastructure a priority.

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