



For Action

City of Toronto Report EX9.1: Toronto-Ontario Transit Update

Date: October 24, 2019
To: TTC Board
From: Head of Commission Services

Summary

EX9.1: Toronto-Ontario Transit Update will be considered by the City of Toronto Executive Committee on October 23, 2019. Subject to the actions of the Executive Committee, the item will be considered by City Council on October 29, 2019.

Recommendations

It is recommended that the TTC Board:

1. Receive this report for information.

Signature

Kevin Lee
Head of Commission Services



Tracking Status

- This item will be considered by [Executive Committee](#) on October 23, 2019. It will be considered by City Council on October 29, 2019, subject to the actions of the Executive Committee.

Executive Committee consideration on October 23, 2019

EX9.1	ACTION			Ward: All
-------	--------	--	--	-----------

Toronto-Ontario Transit Update

Origin

(October 15, 2019) Report from the City Manager

Recommendations

The City Manager recommends that:

1. City Council authorize the City Manager and any other relevant City Officials, in consultation with the Chief Executive Officer, Toronto Transit Commission and the City Solicitor, to negotiate, enter into and execute an agreement (the “Preliminary Agreement”) with the Province and/or any other relevant provincial agency, in accordance with the terms set out in the term sheet attached as Attachment 6 reflecting the principles/parameters set out in the letters from the Minister of Transportation and the Special Advisor to Cabinet provided as Attachments 7 and 8.
2. City Council authorize the City Manager, in consultation with the Chief Executive Officer, Toronto Transit Commission, to negotiate a Master Agreement and/or other applicable Agreements with the Province and/or any other relevant provincial agency for the purposes of the planning, procurement, construction, operations, and maintenance of the provincial priority projects, on the terms set out in Attachment 6 and any additional terms deemed necessary, and to report back to the Executive Committee on the results of such negotiations.
3. Subject to entering into the Preliminary Agreement, and in anticipation of the realization of the City's project expectations including project benefits as described in this report, City Council endorse the re-allocation of the federal funding under the Investing in Canada Infrastructure Program Public Transit Infrastructure Fund Phase 2 in accordance with the following, and direct the City Manager to advise the Government of Canada and the Province of Ontario accordingly:

- a. up to \$0.660 billion for the Province's proposed three-stop Line 2 East Extension as described in the 2019 Ontario Budget; and
- b. up to \$3.151 billion for the Province's proposed Ontario Line as described in the 2019 Ontario Budget and Initial Business Case.

4. City Council direct the City Manager to provide semi-annual updates to City Council regarding the ongoing realignment of transit responsibilities and status of the provincial transit expansion program.
5. City Council direct the City Manager, in consultation with the Chief Executive Officer, Toronto Transit Commission, to ensure the provincial priority projects continue to materially meet the City's expectations and provide the anticipated benefits as described in this report, and report back to Council in the event of changes to the provincial priority projects that vary materially from such expectations.
6. City Council direct that the City Manager, in consultation with the Chief Executive Officer, Toronto Transit Commission, to report in 2020, prior to the launch of the 2021 budget process, on funding and financing options for the reallocation of funds previously approved, identified, or contemplated for the provincial priority projects, for the purposes of state-of-good-repair of the Toronto Transit Commission subway network informed by Attachment 1, and other expansion projects.
7. City Council direct the City Manager to work with the Provincial and Federal governments to develop a long-term plan for dedicated and stable funding to support ongoing transit operations, state of good repair, and expansion projects.

Summary

The purpose of this report is to provide City Council with both an update on the status of the technical assessment of the Province's Sole Responsibility Projects and progress on discussions between the City and the Province in accordance with the Terms of Reference for the Realignment of Transit Responsibilities Review. Based on the results of the technical assessment and the current status of discussions on the realignment of transit responsibilities between the City and Province, this report includes a series of recommendations to ensure ongoing engagement to advance important transit initiatives to support the City's growth. This report was prepared in consultation with the Chief Executive Officer, Toronto Transit Commission.

For context, over the next twenty years, the City's population is projected to grow by about 960,000 people. By 2041, the City's population will be more than 3,900,000, exceeding the Provincial Growth Plan forecasts by more than 500,000[1]. This growth will add pressure to Toronto's transit infrastructure, already in need of significant investment by all orders of government. The City and Toronto Transit Commission have identified state of good repair and growth needs totaling at least \$33.5 billion as per the Toronto Transit Commission Capital Investment Plan. The Province, in announcing its investment in their four priority projects (i.e., Ontario Line, three-stop Line 2 East Extension, Yonge Subway Extension and Eglinton West Light Rail Transit), has estimated an investment of at least \$28.5 billion. Taken together, this represents a more than \$60 billion in transit investment, critical to maintaining the safety and

reliability of the existing system and growing the system to meet mobility demands of the City and region.

Technical Assessment of Provincial Projects

Since the last report to City Council on the status of the Toronto-Ontario Transit Responsibilities Realignment Review, City and Toronto Transit Commission staff have continued to meet with Provincial staff for the purpose of carrying out the assessment of the Provincial Priority Projects. City and Toronto Transit Commission staff have assessed the Ontario Line and Line 2 East Extension, and will now, with City Council's support, work with the Province to advance all four priority projects.

Based on the Ontario Line proposal, and the level of design completed to date in respect to the Line 2 East Extension (3-stop), the City and Toronto Transit Commission believe the projects as proposed have the ability to deliver positive benefits to Toronto's transit network, and are therefore supportable in principle. Both projects have elements that are similar to projects previously considered by Council and as such have the potential to bring similar positive benefits to the City, including contributing to the relief of Line 1. Further, both projects will enhance the transit network by providing new higher-order transit lines throughout the city including to equity-seeking communities. The City and Toronto Transit Commission have received limited information regarding the Eglinton West Light Rail Transit and the future plans for the Yonge Subway Extension to date and will continue to work with the Province to better understand the benefits of those projects.

As part of the technical assessment, the City and Toronto Transit Commission have also identified key areas requiring further discussion with the Province in order to ensure that the projects continue to materially deliver the anticipated minimum benefits and address City expectations. City and Toronto Transit Commission staff will also continue to engage closely with the Province on the location of potential portals and tracks for the Ontario Line, and the coordination of major capital construction projects, especially in the area of the Lower Don River.

The Province has committed to collaborate with the City and Toronto Transit Commission as the priority projects are developed and to ensure seamless integration of the extensions with existing subway infrastructure and assets. Through collaboration, City and Toronto Transit Commission staff will ensure that outstanding areas of concern are addressed as the projects are further developed, and that they proceed without undue delay. City and Toronto Transit Commission staff will also continue to work with the Province through established tables to advocate for meaningful public consultation on the Province's Sole Responsibility Projects.

Realignment of Transit Responsibilities

In parallel with the work on the technical assessment, the City and Province have been engaged in ongoing discussions regarding the realignment of transit responsibilities, as directed by Council and agreed to in the Terms of Reference. These discussions have culminated in a Provincial commitment of intent and a proposed package of terms as set out in an October 10, 2019 letter from the Minister of Transportation Caroline Mulroney, and an October 9, 2019

letter from the Deputy Minister of Transportation Shelley Tapp and Special Advisor to Cabinet – Transit Upload Michael Lindsay, both of which are attached to this report.

These letters taken together articulate a provincial commitment of intent and a set of principles and parameters to guide the working relationship of the City and Province in delivering the expansion of transit. They contain the package of terms that form the foundation of a preliminary agreement, summarized and presented in a term sheet, also attached to this report.

In summary, the Provincial proposal provides the following:

- The City Retains Ownership of the Existing Subway Network – The Province has determined that it is no longer necessary to assume ownership of the existing subway system in order to expand Toronto’s transit network. The existing Toronto Transit Commission subway system will remain under the ownership of the City of Toronto and Toronto Transit Commission.
- Toronto Transit Commission Retains Operations of the Transit Network - The Toronto Transit Commission will continue to operate the existing network, and will maintain day-to-day operations of the four Provincial priority projects as they come into service, including labour relations. With respect to maintenance functions and service levels/standards, the Province will work with the City and Toronto Transit Commission to further define roles and responsibilities through operating and maintenance agreements. Farebox revenue will be used to defray operating costs, and the Province has committed to negotiate ongoing and commensurate operating contributions from other municipalities where subway service is provided. Under the proposal the City will be responsible for funding any net subsidy required to operate each of the priority projects.
- Funding for State of Good Repair Needs and Transit Expansion - The Province's proposal indicates that it would not seek capital contributions from the City for the Province's four priority expansion projects (Ontario Line, Line 2 East Extension, Yonge Subway Extension, and Eglinton West Light Rail Transit), in accordance with the commitment that the City will redirect the capital contributions it would have otherwise been expected to make toward incremental investments in the state-of-good-repair needs of the system, as illustrated in the letter attached from the Chief Executive Officer, Toronto Transit Commission, Rick Leary. The Province would also consider the redirection of these funds to investment in other transit expansion priorities identified by Council, based on a fully developed business case, and subject to credible progress to the relief of the state of good repair backlog in the subway system.
- Advancing and Accelerating Transit Projects - The Province will own and be solely responsible for the delivery of the four priority Provincial subway projects, and have committed to collaboration and engagement with the City and Toronto Transit Commission through the design, development, and delivery of these projects, similar to the approach taken with the Eglinton Crosstown Light Rail Transit project.
- In order to accelerate delivery of priority expansion projects, the City and Province will jointly seek opportunities to streamline processes, where possible. The Transit Expansion Office will act as the one-window access to the City, and facilitate the

City's role in project implementation, while also developing improved processes to meet timelines.

- The Province will work with the City to identify opportunities to leverage powers and authorities available through the Province to expedite delivery, and to develop a Memorandum of Understanding related to Transit Oriented Development, recognizing the desire to create and capture value to offset capital costs while advancing the principles of good city planning.
- The Province is seeking a commitment that the City will engage and work collaboratively to identify how to efficiently manage key interchange stations and intersecting assets to facilitate construction and seamless integration. As outlined in the letter from Minister Mulroney, the Province is seeking a City commitment to grant the Province a level of access to and control over the interchange stations and other intersecting assets, following engagement between senior provincial and City officials.
- Financial Support of Projects – The Province has committed to undertaking a financial review and reconciliation of costs incurred by the City and Toronto Transit Commission to date on the Relief Line South and the Line 2 East Extension, and subject to further review of commitments made, the Province has committed to reimbursing the City for reasonable costs incurred. The Province has also committed to reimbursing the City for staff services and appropriate consulting services provided in support of advancing its priority projects.
- Endorsement of Projects for Federal Funding – As a result of the City's findings through the technical assessment of the projects, and in accordance with the above terms, the Province is seeking the City's endorsement of the re-allocation of the funding under the Investing in Canada Infrastructure Program Public Transit Infrastructure Fund Phase 2 to the Ontario Line and the Line 2 East Extension projects, consistent with the Investing in Canada Infrastructure Program Public Transit Infrastructure Fund Phase 2 approvals framework.
 - The Province and the City will continue to advance the SmartTrack Stations Program and Bloor-Yonge Capacity Improvement project through the federal Investing in Canada Infrastructure Program Public Transit Infrastructure Fund Phase 2 program.
 - The Province and City will work together to seek further federal engagement and funding commitment to all priority projects.

The package of terms as proposed by the Province, subject to endorsement by Council and outlined in the attached Term Sheet, provide a starting framework for agreements that will result in significant new transit investment in Toronto to both maintain and expand the existing system.

Subject to Council approval, staff will negotiate, enter into, and execute an agreement (the "Preliminary Agreement") with the Province on the basis of these terms, transitioning them into a formal arrangement between the parties. This Preliminary Agreement will form the starting

foundation of a more fulsome Master Agreement or series of agreements, which will be negotiated between the parties as the projects advance through their respective lifecycles. These agreements will be subject to future Council approval.

This report outlines the significant outcomes achieved as a result of the discussions between the City and Province since the signing of the Terms of Reference in February. Continued engagement with the Province will provide the City and Toronto Transit Commission the critical opportunity to collaboratively advance the priority projects through their lifecycles, ensure the projects continue to materially meet the City's anticipated benefits and expectations, and advance much needed investment in transit without undue delay.

[1] Canadian Centre of Economic Analysis and the Canadian Urban Institute. Toronto Housing Market Analysis. January 2019.

<https://www.toronto.ca/legdocs/mmis/2019/ph/bgrd/backgroundfile-124480.pdf>

Financial Impact

The principle terms, Attachment 6, discussed with the Province and recommended by staff provide a starting foundation for agreements that are expected to result in substantial investment in new higher-order transit in Toronto and allow the City to reallocate its resources to fund the Toronto Transit Commission State of Good Repair backlog and other unfunded transit expansion priorities.

The Province has indicated that it will commit to leave ownership of the existing subway system with the City and Toronto Transit Commission. The Toronto Transit Commission will continue to operate the existing network and will operate the four Provincial priority projects as they come into service.

The Province has agreed to reimburse the City for preliminary design and engineering costs on the Line 2 East Extension and Relief Line South incurred to-date, subject to a financial review and reconciliation exercise, and for staff services for the development of the Province's subway priority projects going forward.

Additional discussions and negotiations on operating agreements, maintenance and operating subsidies will occur as the projects proceed through their lifecycle and therefore no financial impacts are available at this time.

Capital Costs

Historically, funding for subway projects in Toronto has been determined on a project-by-project basis and has generally been done as a partnership between all three orders of government.

The proposed terms, if endorsed by Council, would represent a new cost-sharing arrangement for capital costs for the Province's four priority projects. Under the new arrangement, the City would no longer be expected to provide any portion of the capital costs with the caveat that the funds otherwise spent would be directed to incremental subway State of Good Repair or other approved transit expansion priorities. The City will assume the operating costs and the farebox revenues will be used to defray operating costs with any net operating costs will be the

responsibility of the City/Toronto Transit Commission. The Province has committed to negotiating contributions to further defray costs for the portions of the lines that extend into other municipalities. The maintenance life cycle costs will be subject to future negotiations and agreement(s).

As a required part of this arrangement, the City would redirect the funds it would have otherwise considered spending, on the Relief Line South, Line 2 East Extension, Eglinton West Light Rail Transit and Yonge Subway Extension projects toward the Toronto Transit Commission state of good repair backlog and other transit expansion priorities as determined by the City.

Each of the four projects for which City contributions are no longer required was at a different stage of design, with different agreements and expectations for cost-sharing and with different levels of committed City funding when last considered by Council.

Below are the salient aspects of the latest state of project design and costing for each of these projects.

Line 2 East Extension (1 stop):

- Approved project of Council with a Class 3 cost estimate and a funding and financing strategy in place
- City costs of \$1.2375 billion were fully funded through a dedicated tax levy and development charges. Subject to Council decision, the funds from the dedicated levy can be redirected to another purpose.
- Funding can now be redirected to subway State of Good Repair and other transit expansion projects.

Table 1. Line 2 East Extension 1-stop Project Cost Estimate and Funding (\$ millions)

Project Cost Estimate		3,887.5
Class Estimate		3
Federal PTIF 2 Funding	Confirmed	660
Provincial Funding	Assumed	1,990
City Contribution	Funded	1,237.5

Relief Line South:

- Project at an early stage of design with a Class 5 cost estimate.
- Item EX4.1 nominated \$3.151 billion of Public Transit Infrastructure Fund Phase 2 funding toward the Relief Line South.
- In order to leverage the federal funding, the City would have been required to provide \$2.106 billion in matching funding under the program.
- This amount is unfunded and the City would have needed to identify a funding source in

order to leverage the federal funding in the Public Transit Infrastructure Fund Phase 2 program.

- If the City were to redirect these funds to other transit projects, a funding source will still need to be identified for the \$2.106 billion.

Table 2. Relief Line South Project Cost Estimates (\$ millions)

		Capital	PDE
Project Cost Estimate ^{1,2}		7,224 + 1,965 for provision	-
Class Estimate		5	
Federal PTIF 2 Funding	Assumed	3,151	-
Provincial Funding	Assumed	3,506	45 confirmed + 162.5 assumed
City Contribution	Unfunded	2,106	190
<p>Notes:</p> <p>1. Project cost estimate includes \$27.5 million in Public Transit Infrastructure Fund Phase 1 preliminary design and engineering funding</p> <p>2. Best practice is to include a contingency provision for projects that have a Class 5 estimate, with an expected accuracy range of -50 percent to +100 percent.</p>			

Eglinton West Light Rail Transit:

- City staff have completed the Initiation and Development phase of the Toronto segment of the project, but Council has made no determination as to the preferred option for the Toronto segment.

- Design is at an early stage with only a class 4 cost estimate, and a final design, including number of stops and potential grade separations has not been decided by Council. The staff recommended option of an at-grade Light Rail Transit in Item EX4.1 had a preliminary cost estimate of \$1.8 billion.

- Under the terms of the Agreement-in-Principle, Toronto would have been responsible for 100% of the capital costs of the Eglinton West Light Rail Transit for the Toronto segment, subject to agreement on the scope of the project between the parties through the stage-gate process outlined in the Agreement-in-Principle.

- Capital contributions to Eglinton West Light Rail Transit are unfunded.

Yonge Subway Extension:

- In Item 2017.EX25.1, Council authorized the City Manager and the Chief Executive Officer, Toronto Transit Commission to enter into an Memorandum of Understanding with Metrolinx and York Region, to undertake the preliminary design and engineering phase only for the project in order to advance the project to procurement readiness and develop a Class 3 cost estimate and schedule.

- At this time no Class 3 cost estimate has been determined for the project and there has been no decision taken on what portion of the capital costs, if any, the City would agree to assume.
- As no costs were envisioned at this stage, there are no funds to consider redirecting.

Cost Overruns:

Globally, large-scale and complex civil engineering projects – public and private – have been known to experience substantial cost overruns and delays. As the City will no longer be responsible for providing capital contributions to these four projects, subject to approval of the term sheet, the City will be insulated from potential cost overruns. This arrangement represents a significant financial benefit to the City.

Redirection of Funds:

The Provincial proposal is based on the principle that each of the City and Province will be responsible for a proportional share of the required investment in state of good repair and expansion, representing an incremental investment in transit in Toronto. Below is a summary of staff's assessment of the minimum amount of City capital that will be redirected to incremental subway State of Good Repair and other City transit expansion priorities:

- \$1.2375 billion of funded contributions in the Capital Plan to Line 2 East Extension can be redirected.
- \$2.106 billion in capital contributions for the Relief Line South that the City would have been required to make in order to maximize the Public Transit Infrastructure Fund Phase 2 contributions. This amount is currently unfunded.
- \$1.8 billion in unfunded capital contributions for the Eglinton West Light Rail Transit can be redirected once a funding source is identified.
- Once a funding source is identified for the currently unfunded \$3.9 billion in capital contributions noted above, at a minimum approximately \$5.1 billion in City funds will be required to be redirected to Toronto Transit Commission subway State of Good Repair and/or expansion projects.

The Province has conveyed in their letters a nominal expectation of City contributions based on committed amounts to the one-stop Line 2 East Extension and the Eglinton West Light Rail Transit, as well as a 27 percent share of the current estimate for the Ontario Line and a pro rata share of the Yonge Subway Extension. The Province has communicated that they estimate this contribution to be approximately \$6 billion.

The needs of the approximately \$24 + billion unfunded Toronto Transit Commission State of Good Repair backlog, plus the funds needed for other City expansion projects exceeds by multiple factors the funding considered above.

Additional funding above and beyond the \$5.1 billion identified here will be required to meet Toronto Transit Commission State of Good Repair and expansion needs.

As per the terms, the City and Province commit to seek additional federal funding commitments to work to address these needs.

Project Costs Incurred

The Province has committed to undertake a financial review and reconciliation exercise with the City, in respect to investments made in the preliminary design and engineering work incurred on the Relief Line South and Line 2 East Extension. Pending the outcomes of this review and subject to previous commitments made, the Province will reimburse the City for reasonable costs incurred.

In addition, the Province will provide full cost-recovery for City/Toronto Transit Commission staff services and consulting services provided in support of advancing the Province's priority projects, in line with the experience of the Eglinton Crosstown and Finch West Light Rail Transit projects.

It was estimated in April in Item EX4.1 that approximately \$200 million had been incurred for preliminary design and engineering on these projects.

Staff are currently updating these estimates and the City and Province will work to determine the amounts to be recovered and enter into an agreement for the purposes of cost recovery.

Operating Costs

As contemplated in the term sheet, the Toronto Transit Commission will operate the four provincial priority projects, with farebox revenue defraying operational costs. The City/Toronto Transit Commission will be responsible for the net operating cost of the lines and the Province intends to negotiate with the relevant municipalities into which rapid transit lines will be extended to secure an ongoing operating contribution commensurate with the service provided in that municipality.

Exact determinations of operating, maintenance, and potential lifecycle costs will be the subject of future negotiations as the projects proceed through the development process. Financial impacts will be determined and reported to Council as appropriate and as the negotiations and projects advance.

Public Transit Infrastructure Fund Phase 2

The City of Toronto has been allocated \$4.897 billion in federal funding under the Investing in Canada Infrastructure Program. This includes the federal government's prior commitment of \$660 million to the Line 2 East Extension project.

In Item EX4.1, Council directed the City Manager to advise the federal government of the following two City priorities under the program:

- \$500 million for the Bloor-Yonge Capacity Improvement project, as described in Attachment 1 (to Item EX4.1); and
- \$585 million as previously approved by City Council in April 2018 (2018.EX33.1) for the SmartTrack Stations Program.

The Federal government announced Investing in Canada Infrastructure Program Public Transit Infrastructure Fund Phase 2 funding for the SmartTrack Stations Program and for the Bloor-Yonge Capacity Improvement Project and the Province is working with the City to advance these two projects.

This report recommends that, subject to the conditions in Recommendation 3 above, that City Council endorse the re-allocation of the federal funding under the Investing in Canada Infrastructure Program Public Transit Infrastructure Fund Phase 2 in accordance with the following, and direct the City Manager to advise the Government of Canada and the Province of Ontario accordingly:

- a. up to \$660 million for the Province's proposed three-stop Line 2 East Extension as described in the 2019 Ontario Budget; and
- b. up to \$3.151 billion for the Province's proposed Ontario Line as described in the 2019 Ontario Budget and Initial Business Case.

These four projects will maximize the City of Toronto's \$4.897 billion federal funding allocation under Public Transit Infrastructure Fund Phase 2.

Impact on Broader Transit Investment:

It is noted that the Province has committed to a \$28.5 billion subway expansion investment in Toronto. Under the terms of this agreement, the Province will be seeking no capital contribution from the City, will leverage approximately \$4 billion (for Line 2 East Extension and Ontario Line) in Federal Public Transit Infrastructure Fund Phase 2 funding and will assume responsibility for the balance of the program. The following table provides a breakdown of the 2019 Ontario Budget preliminary cost estimates for the four Provincial priority projects that will extend the Toronto Transit Commission-operated network.

Table 3. 2019 Ontario Budget Provincial Priority Project Cost Estimates (\$ billions)

Project	Cost
Line 2 East Extension (3 stop)	5.50
Ontario Line	10.90
Yonge Subway Extension	5.60
Eglinton Crosstown West Extension	4.70

Other Considerations

The following matters have been identified and will have to be resolved as part of further negotiations of a master agreement(s). These matters will have financial implications that cannot be assessed at this time.

- Responsibility for funding costs for maintaining Line 3 and or replacement transit service in Scarborough as a result of the change in scope and delivery of the Line 2 East Extension;
- The City receives approximately \$185 million in annual funding from the Provincial Gas Tax Program. Funding is based on a 30 percent population and 70 percent ridership allocation of funds across municipalities. Potential impacts to the Provincial Gas Tax Program program in future from the province owning a portion of the Toronto Transit Commission-operated network are not known at this time and are subject to the evolution of the program over time;
- Roles and responsibilities for day-to-day and lifecycle maintenance of the four provincial expansion projects, including funding as appropriate;
- Impacts to budget, schedule and design of other approved and/or ongoing City and Toronto Transit Commission infrastructure projects;
- Impacts to infrastructure disturbed, to be mitigated through master agreement negotiations;
- Potential changes to SmartTrack Stations Program as a result of impacts of Ontario Line/Line 2 East Extension and any third party integrated transit oriented development proposals;
- Continuing Toronto Transit Commission State of Good Repair needs for funding, as the identified funds to be reallocated would not fully address unfunded backlog.

The terms contemplated here will see the Province take on responsibility for funding four major capital expansion projects, including cost overruns, which will represent substantial net-new investment in transit in Toronto. As a result, the City will redirect investment in a range of \$5.1 billion to \$6 billion toward addressing State of Good Repair needs and advancing other expansion priorities. This will simultaneously allow for expansion of the transit network, while addressing critical State of Good Repair needs.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

Background Information

(October 8, 2019) Report from the City Manager on Toronto-Ontario Transit Update
<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138688.pdf>

Attachment 1 - Letter (August 28, 2019) from the Chief Executive Officer, Toronto Transit Commission regarding Toronto Transit Commission Capital Investment Plan
<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138944.pdf>

Attachment 2 - Rapid Transit Evaluation Framework

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138945.pdf>)

Attachment 3 - Status Tracker - Preliminary Technical Questions for the Province

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138964.pdf>)

Attachment 4 - Assessment of Provincial Proposals - Ontario Line

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138946.pdf>)

Attachment 5 - Assessment of Provincial Proposals - Line 2 East Extension

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138947.pdf>)

Attachment 6 - Summary Term Sheet

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138948.pdf>)

Attachment 7 - Letter (October 10, 2019) from the Minister of Transportation to Mayor John Tory

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138949.pdf>)

Attachment 8 - Letter (October 9, 2019) from the Deputy Minister of Transportation and "Special Advisor to Cabinet - Transit Upload" to the City Manager

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138950.pdf>)

Attachment 9 - Part 1 - Summary Report - Public Consultation Activities

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138951.pdf>)

Attachment 9 - Part 2 - Appendices

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138954.pdf>)

Attachment 10 - Expert Advisory Panel - Summary Report

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138952.pdf>)

Attachment 11 - Provincial Engagement/Consultation - Priority Subway Projects

(<http://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-138953.pdf>)

Source: Toronto City Clerk at www.toronto.ca/council



REPORT FOR ACTION

Toronto-Ontario Transit Update

Date: October 15, 2019
To: Executive Committee
From: City Manager
Wards: All

SUMMARY

The purpose of this report is to provide City Council with both an update on the status of the technical assessment of the Province's Sole Responsibility Projects and progress on discussions between the City and the Province in accordance with the Terms of Reference for the Realignment of Transit Responsibilities Review. Based on the results of the technical assessment and the current status of discussions on the realignment of transit responsibilities between the City and Province, this report includes a series of recommendations to ensure ongoing engagement to advance important transit initiatives to support the City's growth. This report was prepared in consultation with the Chief Executive Officer of the TTC.

For context, over the next twenty years, the City's population is projected to grow by about 960,000 people. By 2041, the City's population will be more than 3,900,000, exceeding the Provincial Growth Plan forecasts by more than 500,000¹. This growth will add pressure to Toronto's transit infrastructure, already in need of significant investment by all orders of government. The City and TTC have identified state of good repair and growth needs totaling at least \$33.5 billion as per the TTC Capital Investment Plan. The Province, in announcing its investment in their four priority projects (i.e., Ontario Line, three-stop Line 2 East Extension, Yonge Subway Extension and Eglinton West LRT), has estimated an investment of at least \$28.5 billion. Taken together, this represents a more than \$60 billion in transit investment, critical to maintaining the safety and reliability of the existing system and growing the system to meet mobility demands of the City and region.

Technical Assessment of Provincial Projects

Since the last report to City Council on the status of the Toronto-Ontario Transit Responsibilities Realignment Review, City and TTC staff have continued to meet with Provincial staff for the purpose of carrying out the assessment of the Provincial Priority Projects. City and TTC staff have assessed the Ontario Line and Line 2 East Extension, and will now, with City Council's support, work with the Province to advance all four priority projects.

¹ Canadian Centre of Economic Analysis and the Canadian Urban Institute. Toronto Housing Market Analysis. January 2019. <https://www.toronto.ca/legdocs/mmis/2019/ph/bgrd/backgroundfile-124480.pdf>

Based on the Ontario Line proposal, and the level of design completed to date in respect to the Line 2 East Extension (3-stop), the City and TTC believe the projects as proposed have the ability to deliver positive benefits to Toronto's transit network, and are therefore supportable in principle. Both projects have elements that are similar to projects previously considered by Council and as such have the potential to bring similar positive benefits to the City, including contributing to the relief of Line 1. Further, both projects will enhance the transit network by providing new higher-order transit lines throughout the city including to equity-seeking communities. The City and TTC have received limited information regarding the Eglinton West LRT and the future plans for the Yonge Subway Extension to date and will continue to work with the Province to better understand the benefits of those projects.

As part of the technical assessment, the City and TTC have also identified key areas requiring further discussion with the Province in order to ensure that the projects continue to materially deliver the anticipated minimum benefits and address City expectations. City and TTC staff will also continue to engage closely with the Province on the location of potential portals and tracks for the Ontario Line, and the coordination of major capital construction projects, especially in the area of the Lower Don River.

The Province has committed to collaborate with the City and TTC as the priority projects are developed and to ensure seamless integration of the extensions with existing subway infrastructure and assets. Through collaboration, City and TTC staff will ensure that outstanding areas of concern are addressed as the projects are further developed, and that they proceed without undue delay. City and TTC staff will also continue to work with the Province through established tables to advocate for meaningful public consultation on the Province's Sole Responsibility Projects.

Realignment of Transit Responsibilities

In parallel with the work on the technical assessment, the City and Province have been engaged in ongoing discussions regarding the realignment of transit responsibilities, as directed by Council and agreed to in the Terms of Reference. These discussions have culminated in a Provincial commitment of intent and a proposed package of terms as set out in an October 10, 2019 letter from the Minister of Transportation Caroline Mulroney, and an October 9, 2019 letter from the Deputy Minister of Transportation Shelley Tapp and Special Advisor to Cabinet – Transit Upload Michael Lindsay, both of which are attached to this report.

These letters taken together articulate a provincial commitment of intent and a set of principles and parameters to guide the working relationship of the City and Province in delivering the expansion of transit. They contain the package of terms that form the foundation of a preliminary agreement, summarized and presented in a term sheet, also attached to this report.

In summary, the Provincial proposal provides the following:

- ***The City Retains Ownership of the Existing Subway Network*** – The Province has determined that it is no longer necessary to assume ownership of the existing subway system in order to expand Toronto's transit network. The

existing TTC subway system will remain under the ownership of the City of Toronto and TTC.

- ***TTC Retains Operations of the Transit Network*** - The TTC will continue to operate the existing network, and will maintain day-to-day operations of the four Provincial priority projects as they come into service, including labour relations. With respect to maintenance functions and service levels/standards, the Province will work with the City and TTC to further define roles and responsibilities through operating and maintenance agreements. Farebox revenue will be used to defray operating costs, and the Province has committed to negotiate ongoing and commensurate operating contributions from other municipalities where subway service is provided. Under the proposal the City will be responsible for funding any net subsidy required to operate each of the priority projects.
- ***Funding for State of Good Repair Needs and Transit Expansion*** - The Province's proposal indicates that it would not seek capital contributions from the City for the Province's four priority expansion projects (Ontario Line, Line 2 East Extension, Yonge Subway Extension, and Eglinton West LRT), in accordance with the commitment that the City will redirect the capital contributions it would have otherwise been expected to make toward incremental investments in the state-of-good-repair needs of the system, as illustrated in the letter attached from TTC CEO Rick Leary. The Province would also consider the redirection of these funds to investment in other transit expansion priorities identified by Council, based on a fully developed business case, and subject to credible progress to the relief of the state of good repair backlog in the subway system.
- ***Advancing and Accelerating Transit Projects*** - The Province will own and be solely responsible for the delivery of the four priority Provincial subway projects, and have committed to collaboration and engagement with the City and TTC through the design, development, and delivery of these projects, similar to the approach taken with the Eglinton Crosstown LRT project.
 - In order to accelerate delivery of priority expansion projects, the City and Province will jointly seek opportunities to streamline processes, where possible. The Transit Expansion Office will act as the one-window access to the City, and facilitate the City's role in project implementation, while also developing improved processes to meet timelines.
 - The Province will work with the City to identify opportunities to leverage powers and authorities available through the Province to expedite delivery, and to develop a Memorandum of Understanding related to Transit Oriented Development, recognizing the desire to create and capture value to offset capital costs while advancing the principles of good city planning.
 - The Province is seeking a commitment that the City will engage and work collaboratively to identify how to efficiently manage key interchange stations and intersecting assets to facilitate construction and seamless integration. As outlined in the letter from Minister Mulroney, the Province is seeking a City commitment to grant the Province a level of access to and

control over the interchange stations and other intersecting assets, following engagement between senior provincial and City officials.

- **Financial Support of Projects** – The Province has committed to undertaking a financial review and reconciliation of costs incurred by the City and TTC to date on the Relief Line South and the Line 2 East Extension, and subject to further review of commitments made, the Province has committed to reimbursing the City for reasonable costs incurred. The Province has also committed to reimbursing the City for staff services and appropriate consulting services provided in support of advancing its priority projects.
- **Endorsement of Projects for Federal Funding** – As a result of the City's findings through the technical assessment of the projects, and in accordance with the above terms, the Province is seeking the City's endorsement of the re-allocation of the funding under the Investing in Canada Infrastructure Program Public Transit Infrastructure Fund Phase 2 (ICIP-PTIF2) to the Ontario Line and the Line 2 East Extension projects, consistent with the ICIP-PTIF2 approvals framework.
 - The Province and the City will continue to advance the SmartTrack Stations Program and Bloor-Yonge Capacity Improvement project through the federal ICIP-PTIF2 program.
 - The Province and City will work together to seek further federal engagement and funding commitment to all priority projects.

The package of terms as proposed by the Province, subject to endorsement by Council and outlined in the attached Term Sheet, provide a starting framework for agreements that will result in significant new transit investment in Toronto to both maintain and expand the existing system.

Subject to Council approval, staff will negotiate, enter into, and execute an agreement (the "Preliminary Agreement") with the Province on the basis of these terms, transitioning them into a formal arrangement between the parties. This Preliminary Agreement will form the starting foundation of a more fulsome Master Agreement or series of agreements, which will be negotiated between the parties as the projects advance through their respective lifecycles. These agreements will be subject to future Council approval.

This report outlines the significant outcomes achieved as a result of the discussions between the City and Province since the signing of the Terms of Reference in February. Continued engagement with the Province will provide the City and TTC the critical opportunity to collaboratively advance the priority projects through their lifecycles, ensure the projects continue to materially meet the City's anticipated benefits and expectations, and advance much needed investment in transit without undue delay.

RECOMMENDATIONS

The City Manager recommends that:

1. City Council authorize the City Manager and any other relevant City officials, in consultation with Chief Executive Officer Toronto Transit Commission and the City Solicitor, to negotiate, enter into and execute an agreement (the "Preliminary Agreement") with the Province and/or any other relevant provincial agency, in accordance with the terms set out in the term sheet attached as Attachment 6 reflecting the principles/parameters set out in the letters from the Minister of Transportation and the Special Advisor to Cabinet provided as Attachments 7 and 8.
2. City Council authorize the City Manager, in consultation with the Chief Executive Officer Toronto Transit Commission, to negotiate a Master Agreement and/or other applicable Agreements with the Province and/or any other relevant provincial agency for the purposes of the planning, procurement, construction, operations, and maintenance of the provincial priority projects, on the terms set out in Attachment 6 and any additional terms deemed necessary, and to report back to the Executive Committee on the results of such negotiations.
3. Subject to entering into the Preliminary Agreement, and in anticipation of the realization of the City's project expectations including project benefits as described in this report, City Council endorse the re-allocation of the federal funding under the Investing in Canada Infrastructure Program Public Transit Infrastructure Fund Phase 2 in accordance with the following, and direct the City Manager to advise the Government of Canada and the Province of Ontario accordingly:
 - a) up to \$0.660 billion for the Province's proposed three-stop Line 2 East Extension as described in the 2019 Ontario Budget; and
 - b) up to \$3.151 billion for the Province's proposed Ontario Line as described in the 2019 Ontario Budget and Initial Business Case.
4. City Council direct the City Manager to provide semi-annual updates to City Council regarding the ongoing realignment of transit responsibilities and status of the provincial transit expansion program.
5. City Council direct the City Manager, in consultation with the Chief Executive Officer Toronto Transit Commission, to ensure the provincial priority projects continue to materially meet the City's expectations and provide the anticipated benefits as described in this report, and report back to Council in the event of changes to the provincial priority projects that vary materially from such expectations.
6. City Council direct that the City Manager, in consultation with the Chief Executive Officer Toronto Transit Commission, to report in 2020, prior to the launch of the 2021 budget process, on funding and financing options for the reallocation of funds previously approved, identified, or contemplated for the provincial priority projects, for the purposes

of state-of-good-repair of the TTC subway network informed by Attachment 1, and other expansion projects.

7. City Council direct the City Manager to work with the Provincial and Federal governments to develop a long-term plan for dedicated and stable funding to support ongoing transit operations, state of good repair, and expansion projects.

FINANCIAL IMPACT

The principle terms, Attachment 6, discussed with the Province and recommended by staff provide a starting foundation for agreements that are expected to result in substantial investment in new higher-order transit in Toronto and allow the City to reallocate its resources to fund the TTC State of Good Repair (“SOGR”) backlog and other unfunded transit expansion priorities.

The Province has indicated that it will commit to leave ownership of the existing subway system with the City and TTC. The TTC will continue to operate the existing network and will operate the four Provincial priority projects as they come into service.

The Province has agreed to reimburse the City for preliminary design and engineering (PDE) costs on the Line 2 East Extension and Relief Line South incurred to-date, subject to a financial review and reconciliation exercise, and for staff services for the development of the Province's subway priority projects going forward.

Additional discussions and negotiations on operating agreements, maintenance and operating subsidies will occur as the projects proceed through their lifecycle and therefore no financial impacts are available at this time.

Capital Costs

Historically, funding for subway projects in Toronto has been determined on a project-by-project basis and has generally been done as a partnership between all three orders of government.

The proposed terms, if endorsed by Council, would represent a new cost-sharing arrangement for capital costs for the Province's four priority projects. Under the new arrangement, the City would no longer be expected to provide any portion of the capital costs with the caveat that the funds otherwise spent would be directed to incremental subway SOGR or other approved transit expansion priorities. The City will assume the operating costs and the farebox revenues will be used to defray operating costs with any net operating costs will be the responsibility of the City/TTC. The Province has committed to negotiating contributions to further defray costs for the portions of the lines that extend into other municipalities. The maintenance life cycle costs will be subject to future negotiations and agreement(s).

As a required part of this arrangement, the City would redirect the funds it would have otherwise considered spending, on the Relief Line South, Line 2 East Extension,

Eglinton West LRT and Yonge Subway Extension projects toward the TTC state of good repair backlog and other transit expansion priorities as determined by the City.

Each of the four projects for which City contributions are no longer required was at a different stage of design, with different agreements and expectations for cost-sharing and with different levels of committed City funding when last considered by Council. Below are the salient aspects of the latest state of project design and costing for each of these projects.

Line 2 East Extension (1 stop):

- Approved project of Council with a Class 3 cost estimate and a funding and financing strategy in place
- City costs of \$1.2375 B were fully funded through a dedicated tax levy and development charges. Subject to Council decision, the funds from the dedicated levy can be redirected to another purpose.
- Funding can now be redirected to subway SOGR and other transit expansion projects.

Table 1: L2EE 1-stop Project Cost Estimate and Funding (\$ millions)

Project Cost Estimate		3,887.5
Class Estimate		3
Federal PTIF 2 Funding	Confirmed	660
Provincial Funding	Assumed	1,990
City Contribution	Funded	1,237.5

Relief Line South:

- Project at an early stage of design with a Class 5 cost estimate.
- EX4.1 nominated \$3.151 B of PTIF2 funding toward the Relief Line South.
- In order to leverage the federal funding, the City would have been required to provide \$2.106 B in matching funding under the program.
- This amount is unfunded and the City would have needed to identify a funding source in order to leverage the federal funding in the PTIF 2 program.
- If the City were to redirect these funds to other transit projects, a funding source will still need to be identified for the \$2.106 B.

Table 2. Relief Line South Project Cost Estimates (\$ millions)

		Capital	PDE
Project Cost Estimate ^{1,2}		7,224 + 1,965 for provision	-
Class Estimate		5	
Federal PTIF 2 Funding	Assumed	3,151	-
Provincial Funding	Assumed	3,506	45 confirmed + 162.5 assumed
City Contribution	Unfunded	2,106	190
Notes:			
1. Project cost estimate includes \$27.5 M in PTIF Phase 1 PDE funding			
2. Best practice is to include a contingency provision for projects that have a Class 5 estimate, with an expected accuracy range of -50% to +100%.			

Eglinton West LRT

- City staff have completed the Initiation and Development phase of the Toronto segment of the project, but Council has made no determination as to the preferred option for the Toronto segment.
- Design is at an early stage with only a class 4 cost estimate, and a final design, including number of stops and potential grade separations has not been decided by Council. The staff recommended option of an at-grade LRT in EX4.1 had a preliminary cost estimate of \$1.8 B.
- Under the terms of the Agreement-in-Principle (AIP), Toronto would have been responsible for 100% of the capital costs of the Eglinton West LRT for the Toronto segment, subject to agreement on the scope of the project between the parties through the stage-gate process outlined in the AIP.
- Capital contributions to Eglinton West LRT are unfunded.

Yonge Subway Extension:

- In EX25.1, Council authorized the City Manager and CEO, TTC to enter into an MOU with Metrolinx and York Region, to undertake the preliminary design and engineering phase only for the project in order to advance the project to procurement readiness and develop a Class 3 cost estimate and schedule.
- At this time no Class 3 cost estimate has been determined for the project and there has been no decision taken on what portion of the capital costs, if any, the City would agree to assume.
- As no costs were envisioned at this stage, there are no funds to consider redirecting.

Cost Overruns:

Globally, large-scale and complex civil engineering projects – public and private – have been known to experience substantial cost overruns and delays. As the City will no longer be responsible for providing capital contributions to these four projects, subject to

approval of the term sheet, the City will be insulated from potential cost overruns. This arrangement represents a significant financial benefit to the City.

Redirection of Funds:

The Provincial proposal is based on the principle that each of the City and Province will be responsible for a proportional share of the required investment in state of good repair and expansion, representing an incremental investment in transit in Toronto. Below is a summary of staff's assessment of the minimum amount of City capital that will be redirected to incremental subway SOGR and other City transit expansion priorities:

- \$1.2375 B of funded contributions in the Capital Plan to Line 2 East Extension can be redirected.
- \$2.106 B in capital contributions for the Relief Line South that the City would have been required to make in order to maximize the PTIF2 contributions. This amount is currently unfunded.
- \$1.8 B in unfunded capital contributions for the Eglinton W LRT can be redirected once a funding source is identified.
- Once a funding source is identified for the currently unfunded \$3.9 B in capital contributions noted above, at a minimum approximately \$5.1 B in City funds will be required to be redirected to TTC subway SOGR and/or expansion projects.

The Province has conveyed in their letters a nominal expectation of City contributions based on committed amounts to the one-stop Line 2 East Extension and the Eglinton W LRT, as well as a 27% share of the current estimate for the Ontario Line and a pro rata share of the Yonge Subway Extension. The Province has communicated that they estimate this contribution to be approximately \$6 B.

The needs of the approximately \$24 + B unfunded TTC SOGR backlog, plus the funds needed for other City expansion projects exceeds by multiple factors the funding considered above.

Additional funding above and beyond the \$5.1 B identified here will be required to meet TTC SOGR and expansion needs.

As per the terms, the City and Province commit to seek additional federal funding commitments to work to address these needs.

Project Costs Incurred

The Province has committed to undertake a financial review and reconciliation exercise with the city, in respect to investments made in the preliminary design and engineering work incurred on the Relief Line South and Line 2 East Extension. Pending the outcomes of this review and subject to previous commitments made, the Province will reimburse the City for reasonable costs incurred.

In addition, the Province will provide full cost-recovery for City/TTC staff services and consulting services provided in support of advancing the Province's priority projects, in line with the experience of the Eglinton Crosstown and Finch West LRT projects.

It was estimated in April in EX4.1 that approximately \$200 M had been incurred for PDE on these projects.

Staff are currently updating these estimates and the City and Province will work to determine the amounts to be recovered and enter into an agreement for the purposes of cost recovery.

Operating Costs

As contemplated in the term sheet, the TTC will operate the four provincial priority projects, with farebox revenue defraying operational costs. The City/TTC will be responsible for the net operating cost of the lines and the Province intends to negotiate with the relevant municipalities into which rapid transit lines will be extended to secure an ongoing operating contribution commensurate with the service provided in that municipality.

Exact determinations of operating, maintenance, and potential lifecycle costs will be the subject of future negotiations as the projects proceed through the development process. Financial impacts will be determined and reported to Council as appropriate and as the negotiations and projects advance.

Public Transit Infrastructure Fund Phase 2 (PTIF2)

The City of Toronto has been allocated \$4.897 billion in federal funding under the Investing in Canada Infrastructure Program (ICIP-PTIF2). This includes the federal government's prior commitment of \$660 million to the Line 2 East Extension project.

In EX4.1, Council directed the City Manager to advise the federal government of the following two City priorities under the program:

- **\$500 million** for the Bloor-Yonge Capacity Improvement project, as described in Attachment 1 (to EX4.1); and
- **\$585 million** as previously approved by City Council in April 2018 (EX33.1) for the SmartTrack Stations Program.

The Federal government announced ICIP-PTIF2 funding for the SmartTrack Stations Program and for the Bloor-Yonge Capacity Improvement Project and the Province is working with the City to advance these two projects.

This report recommends that, subject to the conditions in Recommendation 3 above, that City Council endorse the re-allocation of the federal funding under the ICIP-PTIF2 in accordance with the following, and direct the City Manager to advise the Government of Canada and the Province of Ontario accordingly:

- a) up to **\$660 million** for the Province's proposed three-stop Line 2 East Extension as described in the 2019 Ontario Budget; and

b) up to **\$3.151 billion** for the Province's proposed Ontario Line as described in the 2019 Ontario Budget and Initial Business Case.

These four projects will maximize the City of Toronto's \$4.897 billion federal funding allocation under PTIF2.

Impact on Broader Transit Investment:

It is noted that the Province has committed to a \$28.5 B subway expansion investment in Toronto. Under the terms of this agreement, the Province will be seeking no capital contribution from the City, will leverage approximately \$4 B (for L2EE and OL) in Federal PTIF2 funding and will assume responsibility for the balance of the program. The following table provides a breakdown of the 2019 Ontario Budget preliminary cost estimates for the four Provincial priority projects that will extend the TTC-operated network.

Table 3. 2019 Ontario Budget Provincial Priority Project Cost Estimates (\$ billions)

Project	Cost
Line 2 East Extension (3 stop)	5.50
Ontario Line	10.90
Yonge Subway Extension	5.60
Eglinton Crosstown West Extension	4.70

Other Considerations

The following matters have been identified and will have to be resolved as part of further negotiations of a master agreement(s). These matters will have financial implications that cannot be assessed at this time.

- Responsibility for funding costs for maintaining Line 3 and or replacement transit service in Scarborough as a result of the change in scope and delivery of the L2EE;
- The City receives approximately \$185 M in annual funding from the Provincial Gas Tax Program (PGT). Funding is based on a 30% population and 70% ridership allocation of funds across municipalities. Potential impacts to the PGT program in future from the province owning a portion of the TTC-operated network are not known at this time and are subject to the evolution of the program over time;
- Roles and responsibilities for day-to-day and lifecycle maintenance of the four provincial expansion projects, including funding as appropriate;
- Impacts to budget, schedule and design of other approved and/or ongoing City and TTC infrastructure projects;
- Impacts to infrastructure disturbed, to be mitigated through master agreement negotiations;
- Potential changes to SmartTrack Stations Program as a result of impacts of Ontario Line/L2EE and any third party integrated transit oriented development proposals;
- Continuing TTC SOGR needs for funding, as the identified funds to be reallocated would not fully address unfunded backlog.

The terms contemplated here will see the Province take on responsibility for funding four major capital expansion projects, including cost overruns, which will represent substantial net-new investment in transit in Toronto. As a result, the City will redirect investment in a range of \$5.1 B to \$6 B toward addressing SOGR needs and advancing other expansion priorities. This will simultaneously allow for expansion of the transit network, while addressing critical SOGR needs.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting of May 22, 2018, City Council considered MM41.36 Keeping Toronto's Transit in Toronto's Hands, which stated "that the City of Toronto should continue to own, operate and maintain the Toronto subway system and that transit within the City of Toronto should not be uploaded or otherwise transferred, in whole or in part, to the Province of Ontario", and that transit within the City should remain publicly owned through the TTC. Link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.MM41.36>

At its meeting of December 13, 2018, City Council considered *CC1.6 Engagement with the Province on Toronto's Transit System*, which reaffirmed its support for keeping the TTC in the City of Toronto, while authorizing the City Manager to negotiate a joint Terms of Reference for a discussion with the Province having regard to the City's Guiding Principles, an evaluation of potential models and other policy options, and the inclusion of a meaningful public consultation process. Council further authorized the City Manager to engage in the discussion with the Province based upon the joint Terms of Reference, and requested the City Manager to report to Council in Q1 2019 with an update on the process.

Link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.CC1.6>

On March 27, 2019, City Council considered *EX3.1 Engagement with the Province on Toronto's Transit System - First Quarter 2019 Status Report* and *EX3.12 Save Our Subway - Ensuring Torontonians Know the Facts*, requesting the City Manager to:

- report on the four transit priorities identified by the Province in its letters dated March 22, 2019 and March 26, 2019 and on the potential impact of these priorities;
- report to Council should the Province of Ontario introduce legislation affecting the City of Toronto's transit responsibilities, the City Manager to report with a comprehensive assessment of the potential risks, liabilities, implications, and seek authority to engage with the Province of Ontario, as may be required; and
- in consultation with the Chief Executive Officer, Toronto Transit Commission, to create and implement a public information campaign regarding Council's position on the transit upload.

Link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX3.1>

Link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX3.12>

On April 9, 2019, Executive Committee considered *EX4.1 Toronto's Expansion Program - Update and Next Steps* and requested the City Manager to report directly to City Council at its meeting on April 16 and 17, 2019 regarding new information from the Province on transit upload or transit expansion.

Link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX4.1>

On April 16, 2019, City Council considered EX4.1d, a supplementary report to *EX4.1 Toronto Transit Expansion Program – Update and Next Steps* and directed the City Manager to advise the Province of Ontario and the Government of Canada that the City of Toronto will consider endorsing Provincial priorities for the City's PTIF2 allocation, subject to an assessment of the Province's proposed changes to Toronto's transit expansion program and further direction from City Council.

Supplementary Report Link:

<http://www.toronto.ca/legdocs/mmis/2019/cc/bgrd/backgroundfile-132117.pdf>

On June 18, 2019, City Council considered EX6.5, which provided an update on the status of engagement with the Province regarding the realignment of transit responsibilities, and update of the status of applications for the SmartTrack Stations Program and the Bloor-Yonge Capacity Improvement project under the PTIF2 program, and an overview of Bill 107 - Getting Ontario Moving Act.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX6.5>

ISSUE BACKGROUND

For context, over the next twenty years, the City's population is projected to grow by about 960,000 people. By 2041, the City's population will be more than 3,900,000, exceeding the Provincial Growth Plan forecasts by more than 500,000. Toronto is also expected to meet Growth Plan 2041 employment targets of 1,720,000 jobs long before 2041; 2018 employment is more than 1,523,180 jobs, with growth over the past decade of 22,999 jobs per year.. This growth will add pressure to Toronto's transit infrastructure, resulting in the need for significant investment by all orders of government. These investments will be critical to maintain the safety and reliability of the existing system as well as grow the system to meet mobility demands of the City and region.

The City and TTC have identified their state of good repair and growth needs in several reports to TTC Board and City Council. The TTC has identified \$33.5 billion in capital needs in its Capital Investment Plan, based on order of magnitude estimates. These are critical investments to modernize existing TTC assets across all modes, of which \$24 billion is currently unfunded.

A letter from the CEO of the TTC, provided as Attachment 1, provides an overview of the update and prioritization process underway to determine the most critical base capital needs within the CIP and highlights priority elements of the CIP that pertain to the subway network. This process will inform recommendations to the TTC Board in 2020, future year budgets, as well as the report back to Council recommended by this report regarding the reallocation of funds previously identified as the City's expected

funding for the four priority projects to other critical transit needs, focused on state of good repair to the subway system.

City Council identified priority transit expansion projects for the City of Toronto's federal funding allocation under the Investing in Canada Program – Public Transit Infrastructure Program Phase 2 at its April 16, 2019 meeting. Through its 2019 budget, the Province presented its transit expansion proposal of approximately \$28.5 billion for the City and region.

On February 12, 2019, the City, TTC, and Province established a Terms of Reference with respect to a realignment of transit responsibilities between the parties. The Terms of Reference contemplated a comprehensive discussion on how to best realign transit responsibilities, including governance, funding, transit service integration, and transit expansion planning and project delivery. This review was to include a discussion of a variety of options, including those that both considered and did not consider the transfer of assets. The terms of reference outlined the following key objectives:

- The accelerated implementation of priority expansion projects;
- The integration of transit services across modes and agencies (e.g. TTC, Metrolinx, other 905 transit agencies);
- The modernization and enhancement of the existing subway system, while ensuring the system is maintained in a state of good repair;
- The continuity of safe, reliable service to all residents who depend on it for mobility; and
- A long-term sustainable, predictable, funding model for the existing transit system and future transit needs.

On May 2, 2019, the Ontario Government introduced Bill 107, the “*Getting Ontario Moving Act*” which is a series of amendments to legislation, notably the *Metrolinx Act and the Highway Traffic Act*. Amendments to the Metrolinx Act give authority to the Lieutenant Governor in Council to designate rapid transit projects by regulation as either “Sole Responsibility Projects” or otherwise as being subject to Ministerial authority. Bill 107 received Royal Assent on June 6, 2019.

On July 23, 2019, the Province filed Ontario Regulation 248/19² which designated the Relief Line/Ontario Line, Scarborough Subway Extension/Line 2 East Extension, and Yonge Subway Extension as being the sole responsibility of the Province. The Eglinton West LRT is considered a Provincial priority by virtue of being an extension of the provincially-owned Eglinton Crosstown LRT.

In accordance with Section 46 (3) of the Metrolinx Act, the Minister of Transportation authorized the City and TTC to work on the projects prescribed in the regulation, through the engagement structure outlined in the Terms of Reference.

² <https://www.ontario.ca/laws/regulation/r19248>

COMMENTS

1. Recent Engagement with the Province

Throughout 2019, the City has continued to engage with the Province for the purposes of developing a series of principles regarding the roles and responsibilities for the delivery of transit in Toronto and the surrounding region. City and TTC staff have also continued to meet with Provincial staff for the purposes of carrying out the technical assessment of the Province's transit proposal. Discussions have proceeded in three primary streams:

- **Assessment of Transit Proposals** – In April 2019, Council directed the City Manager and CEO TTC to undertake an assessment of the Province's proposed changes to Toronto's transit expansion program. Since the interim update provided in June 2019 (EX6.5), City and TTC staff have continued to meet with Provincial staff for the purpose of carrying out the assessment of the Provincial Priority Projects. City and TTC staff have assessed the Ontario Line and Line 2 East Extension, and will now work with the Province to advance all four priority projects.

As part of this process, the initial business case (IBC) authored by Metrolinx for the Ontario Line was provided in draft to City and TTC staff on July 19, 2019 prior to a public release on July 25, 2019. City and TTC staff have reviewed the IBC and provided initial feedback to the Province as part of the ongoing assessment.

The results of the City and TTC's assessment are discussed in Section 2.

- **Principles - Realignment of Transit Responsibilities** - As part of EX4.1, City Council authorized the City Manager to "negotiate principles with respect to cost-sharing, roles and responsibilities, governance, and funding for transit network expansion" as part of the broader discussion regarding the realignment of transit responsibilities.

The culmination of the discussions undertaken between the City and Province, has resulted in the letters and series of principles/parameters described above, for consideration of Council on a number key elements regarding the alignment of transit roles and responsibilities between the City, TTC, and Province. These are summarized in Section 3 below.

- **City and Provincial Public Consultation Activities** – As directed, the City and TTC undertook a number of public consultation initiatives, as well as engaged an Expert Advisory Panel. Currently, the City, TTC, and Province have commenced discussions regarding activities planned to ensure meaningful public consultation for the four priority projects. An overview of these activities is provided in Section 4.

2. Assessment of the Provincial Proposals

As directed by Council, extensive work has been undertaken over the past four months to complete the technical assessment of the Ontario Line and the L2EE projects as proposed by the Province. This assessment has been undertaken using the Rapid Transit Evaluation Framework (RTEF) and is based on the information provided by the Province. Background information on the RTEF is provided in Attachment 2.

The information City and TTC staff have received is reflective of the current status of the projects in the project lifecycle and associated level of planning and design.

With regard to the Ontario Line and Line 2 East Extension, the City and TTC believe the projects are supportable in principle based on the level of planning and design that has been completed to date. The projects as currently presented have the potential to bring similar benefits to the City as those projects previously considered by Council, including providing important relief to Line 1, and providing new higher-order transit lines throughout the City.

As part of the assessment, the City and TTC have also identified key areas requiring further discussion with the Province in order to ensure that the projects continue to materially deliver the anticipated minimum benefits and address City expectations. City staff will also continue to engage closely with the Province on the location of potential portals and tracks for the Ontario Line, and the coordination of major capital construction projects, especially in the area of the Lower Don River.

Additional details regarding each project are provided in the sections below and in greater detail in the associated attachments. The City and TTC expect that further details regarding the projects will become available as they continue to advance through the design process. Further, the technical assessments have also served to address the preliminary technical questions as identified in EX4.1 and are reflective of the current stage of the projects. These outcomes can be found in Attachment 3.

2.1 - Ontario Line

Project Description

The Ontario Line as currently proposed is a 15.5-kilometre higher-order transit line with 15 stations, connecting from Exhibition GO Station to the Line 5 Science Centre Station at Don Mills Road and Eglinton Avenue East.

For the purposes of this report, the project is described in three distinct sections:

- *Western Section:* From an interchange at the Exhibition GO station to downtown, connecting with Line 1 at Osgoode station. This section has not previously been studied by the City/TTC;
- *Central Section:* From Osgoode station on Line 1 to Pape station on Line 2, which coincides with the Relief Line South project study area; and
- *Northern Section:* From Pape station on Line 2 to an interchange with the Eglinton Crosstown LRT at Don Mills station, which coincides with the Relief Line North project study area.

The Ontario Line builds on and extends the previous work undertaken in partnership by the City, TTC and Metrolinx on the Relief Line South and North. Portions of the central section follow the Council-approved Relief Line South alignment and share similar station locations.

There are major differences in some areas, such as elevating the alignment over the Lower Don River and travelling above grade within the Lakeshore East GO rail corridor in the central section. Similarly, in the northern section, the Ontario Line follows one of the alignment options that was studied in the Relief Line North assessment, but with the line being elevated through Thorncliffe Park and Flemingdon Park.

Highlights of City/TTC Assessment

Information to support the assessment of the plans for the Ontario Line was obtained through a series of technical working group meetings with Provincial staff from the Ministry of Transportation, Infrastructure Ontario, and Metrolinx, and from the IBC. City and TTC staff have completed the technical assessment based on this information. Highlights of the assessment are provided below, with further detail available in Attachment 4.

- A design capacity of at least 34,000 riders per hour for the Ontario Line will meet demand in the project corridor for approximately 50 years.
- The Ontario Line will help relieve demand on Line 1. The modelling suggests that the Ontario Line is projected to reduce demand on Line 1 north of Bloor by between 700–2,000 riders per hour and between 3,200-5,400 riders south of Bloor in 2041.
 - This would reduce the demand north of Bloor to 31,000-38,500 passengers per hour and south of Bloor on Line 1 to approximately 33,500-36,000 passengers per hour; the upper end of these estimated ranges match or exceed the projected capacity of the line.
- The Ontario Line is expected to bring higher-order transit closer to equity-seeking communities. The northern section will directly serve the Thorncliffe Park and Flemingdon Park Neighbourhood Improvement Areas. Other portions of the line will be close to the Regent Park and Parkdale neighbourhood improvement areas, as well as the Alexandra Park and Moss Park communities.
- The Ontario Line, as proposed, is expected to contribute positively to the development of a comprehensive higher-order transit network. It provides new interchange opportunities with other higher-order transit lines, giving transit riders additional routes and alternatives in making journeys to the downtown and across the city. Importantly, it provides an additional second network connection from Line 2 to Line 1 downtown. It also provides good connectivity with local transit.
- The Ontario Line has the potential to support the development of employment and prosperity in the City, serving a large number of existing and future jobs.

Proposed stations in the central section provide direct access to the Financial District in the Downtown, while employment in the King-Spadina Secondary Plan area is well-served by two proposed stations in the western section. Other stations such as East Harbour will serve emerging employment precincts.

- The Ontario Line is consistent with the policy goals in both provincial and City planning frameworks. The proposed stations are generally located in areas where the Official Plan directs population and employment growth, with land use designations in the station area that support the development of this growth. There are transit-oriented development opportunities at many of the proposed station locations. Comprehensive station-area planning studies would help to determine the appropriate nature and scale of potential development, including consideration of station access, public realm integration and fit with the area's planned urban context.
- As planning, design and delivery of the Ontario Line proceeds, potential temporary and permanent impacts to residents and businesses will need to be mitigated and well-managed. The portions of the line that are above-grade or on an elevated guideway have the potential for permanent noise and vibration, property, traffic, and visual impacts. For example, the section between Cherry Street and Gerrard Street East has the potential for significant impacts on the existing community and will require great care during the design process and during construction. Operational impacts may also result. Design and construction of the elevated crossing of the Lower Don will need to be well coordinated with numerous major infrastructure improvement projects, including planned flood protection mitigation measures and the Gardiner Rehabilitation Project.
- The Ontario Line has the potential to provide improved public transit access to several public parks and attractions such as Ontario Place, Exhibition Place, Fort York, Nathan Phillips Square, the Don Valley parks system, and the Ontario Science Centre. The project passes through several heritage conservation districts and many station areas include listed and designated heritage properties. The Don River crossing presents sensitive environmental interfaces, including potential impacts to the flood channel. Potential impacts to natural and cultural heritage features will need to be appropriately mitigated.

Consultation with City divisions and agencies responsible for stewardship, management and planning of these resources and infrastructure is important in protecting public health and the environment.

It is important to note that these findings are based on an assessment of the early conceptual level of planning that has been completed to date, the project scope, such as the alignment and station locations, may change significantly through further design and the P3 delivery process.

Project Costs and Schedule

The 2019 Ontario Budget included a preliminary cost estimate of \$10.9 billion, while the IBC estimates the capital cost at \$10.2 billion (2019\$), assuming the representative 15.5-kilometre alignment with 15 stations at a conceptual planning stage. This is a Class 5 cost estimate undertaken by an international project management consultant. Accuracy ranges for a Class 5 estimate can be anywhere on the low end from -50% and on the high end of +100%.

The Province has stated a project timeline with a 2027 in-service date for the Ontario Line, two years sooner than the accelerated Relief Line South schedule. It is expected a more accurate estimate of schedule will be determined as the project advances. The Province has committed to ensuring the Ontario Line is in-service prior to the Yonge Subway Extension.

Given the current stage of the project and the early state of design and development, the City and TTC are unable to assess the validity of the stated timetable or the estimated cost at this time.

Project Delivery

Metrolinx has indicated that it intends to undertake a Transit Project Assessment Process (“TPAP”) for the Ontario Line; however, the timing for Notice of Commencement is not yet available. By way of a letter to The Ministry of Environment, Conservation and Parks, Metrolinx provided notice that it will be proceeding as the sole proponent for the Ontario Line TPAP. The Province has confirmed that public consultation related to the project will be undertaken, as referenced further in this report and in Attachment 11.

Based on discussions with the Province and as noted in the IBC, procurement contemplates a P3, design-build-finance-maintain (DBFM) delivery model for delivery of the project.

2.2 - Line 2 East Extension

Project Description

The Provincial plans for the Line 2 East Extension (L2EE) are similar to what was being planned by the City and TTC prior to 2016. The L2EE as proposed by the Province is an approximately 8 kilometre extension of Line 2 from Kennedy Station that will have three stations – at Lawrence and McCowan, Scarborough Centre and Sheppard and McCowan. The service would be fully integrated with the existing Line 2, will be operated by the TTC as an extension of the existing Line 2, and will match service provided across the subway network in the future.

Metrolinx has assembled a panel of external advisors with the mandate of reviewing previously developed plans and assessing their technical and commercial deliverability to give advice to the Province. It is expected that Metrolinx will develop a Preliminary Design Business Case (“PDBC”), which will reflect any changes resulting from the work of their expert panel.

The Province has clearly stated that it does not intend to recommend inclusion of any additional stations beyond the three already identified.

Highlights of Assessment

Information to support the assessment of the Line 2 East Extension was obtained through a series of technical working groups meetings with Provincial staff, and was directly informed by previous planning for a three-stop subway extension completed by the TTC. The highlights of the City/TTC assessment are provided below, with further detail available in Attachment 5.

- Rapid transit in this corridor will expand Toronto's higher-order transit network, better connect Scarborough Centre to the rest of the region, catalyse transit-oriented growth to encourage the development of the Centre into a vibrant urban node, and provide a replacement for the aging Line 3 (Scarborough RT).
- L2EE will replace the rapid transit service to Scarborough Centre that is currently provided by Line 3 (Scarborough RT). The vehicles and some of the other infrastructure on Line 3 have reached the end of their useful life.
 - Existing Ellesmere and Midland Line 3 stations will not be replaced by stations on L2EE.
 - The Lawrence East Line 3 station will be replaced indirectly by a station on Line 2, approximately two kilometres east of the existing station.
 - The Scarborough Centre and McCowan Line 3 stations will be replaced by a single new Line 2 Scarborough Centre Station.
- L2EE will better connect Scarborough Centre to the rest of the rapid transit network by providing through service to Scarborough Centre and eliminating the transfer between Line 3 and Line 2 at Kennedy Station. The project will expand the rapid transit network in Toronto by extending it north to Sheppard Avenue to connect with the future Sheppard East LRT and provide high quality connections to rapid transit for riders on buses in north Scarborough.
- Preliminary travel demand modelling suggests that the L2EE will attract approximately 11,000 net new transit riders per day by 2041. Preliminary modelling also suggests that the extension will also increase the peak westbound demand on Line 2 (east of Pape Station) by approximately 1,000 riders in the AM peak hour. The total estimated number of riders of westbound riders on Line 2 is expected to be less than the already expected eastbound demand. Expected demand will require future modernization to Line 2.
- Emerging modelling results also show that L2EE will reduce the estimated usage of the future Lawrence East SmartTrack Station, and that it will increase transit ridership on the Sheppard Corridor east of McCowan, but reduce it west of McCowan.

Further work is required to fully assess these impacts. Further analysis is also needed to assess the implications of a potential extension of Line 4 (Sheppard), as referenced in the 2019 Ontario Budget.

- The project will provide subway service to at least one Neighbourhood Improvement Area: stations at Scarborough Centre and Lawrence Avenue East would each serve the Woburn neighbourhood.
- Scarborough Centre is identified as a Centre in the Official Plan, with significant residential and employment growth planned over a large area. A new subway station in Scarborough Centre, with improved connections to the rest of the transit network is expected to help advance the urbanization of what is today an area of suburban development in a predominantly car-oriented public environment.
- Opportunities for a fully integrated transit facility with private development are being explored by the Province, to ensure a seamless development pattern in Scarborough Centre. Transit Oriented Development that is integrated with the transit facilities at Sheppard East station are also possible. Growth opportunities at Lawrence Avenue East and McCowan Road are constrained by existing conditions and existing planning policies.
- The Provincial L2EE will have greater property requirements than the previous express concept. Property impacts will result from the station facilities (including but not limited to bus terminals, traction power substations and a Passenger Pick-Up and Drop off) at both Lawrence/McCowan and Sheppard/McCowan.
- L2EE is not expected to impose significant impacts to the City's cultural heritage, the natural environment, parks, or the public realm.

Project Costs and Schedule

It is the City and TTC's understanding that the \$5.5 billion budget announced in 2019 Ontario Budget was based on the City's estimate of approximately \$4 billion (adjusted for inflation) for the express extension to Scarborough Centre, and an additional \$1.5 billion for scope associated with the additional two stations.

The City's anticipated completion date for the express L2EE was Q2 2026 / Q2 2027 (with and without applicable schedule risk allowance respectively). The 2019 Ontario Budget has estimated a completion date for the 3-stop L2EE at 2029-30.

The City and Province, pursuant to further negotiations under the master agreement(s), will continue to discuss responsibility for funding costs for maintaining Line 3 (Scarborough RT) and/or replacement transit service in Scarborough as a result of the change in scope and delivery of the L2EE.

Further work with the Province is required in order to validate the cost estimate and schedule, once determined and premised on the current stage of design, noting the extent of change from the express subway design work that had already been undertaken.

Project Delivery

The TPAP for the L2EE, express from Kennedy Station to Scarborough Centre, was completed in 2017, with the City and TTC as co-proponents. The Provincial concept will likely require an Addendum. The Province has not yet provided the details regarding their plans to the City or TTC.

It is the understanding of the City and TTC that the Province intends to conduct a procurement options analysis, which will include consideration of a design-build procurement model and alternate contracting approaches.

2.3 - Ontario Line and Line 2 East Extension - Anticipated Benefits and City/TTC Expectations

Given the early stage of design of the projects, the City and TTC will need to ensure that the projects continue to materially deliver the anticipated minimum benefits and address City expectations as summarized in Table 4. These anticipated benefits are based on City and TTC staff current understanding of the proposed project scope and form the basis of the City and TTC's expectations, upon which this report recommends ICIP-PTIF2 federal funding be allocated.

Subject to Council approval, City staff would report back on the progress of projects on a semi-annual basis, including an update on whether the projects continue to meet the City's expectations and anticipated project benefits outlined herein. Additionally, the City Manager will report back if there are changes to the provincial priority projects that result in material changes to the proposed minimum benefits.

A summary of the key findings for the Ontario Line and Line 2 East Extension are presented below.

Table 4 – Summary of Anticipated Benefits and City/TTC Expectations

Ontario Line
<ul style="list-style-type: none"> • Providing a design capacity for the Ontario Line of at least 34,000 passengers per hour per direction at the peak point (pphpd) and opening day capacity for at least 20,000 pphpd. • Per the Initial Business Case demand projection, reducing the projected 2041 demand on Line 1 to no more than 36,000 pphpd of the line. • Providing new interchange stations with Lines 1, 2 and 5, and GO Transit. • Minimizing impacts to existing City and TTC infrastructure and facilities and not causing design alterations or schedule delays to planned capital infrastructure projects, including Lower Don flood mitigation measures and the Gardiner Rehabilitation Project. • Putting in appropriate measures to mitigate impacts on the local community, such as property, noise, vibration, traffic, and visual intrusion, including in such areas as Riverdale/Leslieville and Thorncliffe Park.

Line 2 East Extension

- Providing fully integrated future service with Line 2, including through-service at Kennedy Station
- Protecting for the normalization of the Progress Avenue and McCowan Road intersection.
- Not precluding an easterly extension of Line 5 Eglinton (Eglinton East LRT).

Common to both Projects

- Demonstrating consistency with the City's planning framework, including locating stations in areas where the Official Plan directs population and employment growth, with land use designations in the station area that support the development of this growth, benefiting the natural and cultural heritage environments, improving the public realm, achieving architectural and urban design excellence, and being resilient to climate change.
- Providing convenient and safe passenger movement with connecting bus and streetcar routes, while integrating facilities identified by TTC to deliver effective and flexible transit service.

2.4 - Yonge Subway Extension

Based on the 2009 approved environmental assessment, the Yonge Subway Extension (YSE), is a proposed 6.8 kilometre extension of Line 1 Yonge-University from Finch Station north to Richmond Hill, with six new stations: Cummer/Drewry, Steeles, Clark, Royal Orchard, Langstaff/Longbridge and Richmond Hill Centre. The scope of the project also includes the following key elements:

- Major bus terminals at the Steeles and Richmond Hill Centre Stations;
- Bus loop at Summer/Drewry Station;
- Commuter parking facility at the Langstaff/Longbridge station; and
- An underground alignment, with the exception of a bridge structure over the East Don River, between Clark and Royal Orchard Stations.

In May 2017, City Council considered a report (EX25.1) on advancing preliminary design and engineering for YSE. Council directed that the work be advanced and authorized the City and TTC to enter into a Memorandum of Understanding (MOU) with Metrolinx, York Region and York Region Rapid Transit Corporation.

Project Status

In accordance with City Council direction to undertake a technical assessment of the projects, City and TTC staff have continued to work with the Province to advance project planning and design. Work had reached approximately a 15% design stage.

Bill 107 and associated regulation has identified the Yonge Subway Extension as being a “sole responsibility” project of Metrolinx. Accordingly, the City and TTC's ongoing involvement in this project will be subject to the Preliminary Agreement recommended in this report.

Metrolinx has initiated a value engineering exercise for the purposes of ensuring that the project scope and budget remain in alignment. The Province is currently undertaking a "challenge function" that includes reviewing the scope of the Yonge Subway Extension (YSE) to determine whether changes may be required from what is currently planned. These changes could include eliminating some stations, adjusting the alignment, or changing the size/location of bus terminals.

In addition, Metrolinx has assembled a panel of external advisors with the mandate of reviewing previously developed plans and assessing their technical and commercial deliverability to give advice to the Province. It is expected that reports generated by the Panel will be shared with the City and TTC when available.

Project Timing

City Council has previously confirmed its position that it will not agree to a north extension of Line 1 unless adequate relief has been provided to Line 1 through projects such as the Relief Line and improvements to Bloor-Yonge station. Projects providing this relief must be in operation prior to the opening of the Yonge Subway Extension. The Provincial Budget indicates that the YSE could be constructed at the same time as the Ontario Line and could be opened by 2029-30, following completion of the Ontario Line.

2.5 - Eglinton West LRT

The Eglinton West LRT (“EWLRT”) was originally approved in 2010 under Ontario's Environmental Assessment Act as Phase 2 of the Eglinton Crosstown LRT. In 2016, an Initial Business Case jointly developed by the City and Metrolinx, concluded that a surface-running LRT was the preferred concept for the western corridor of the SmartTrack proposal. In November 2016, City Council agreed in principle to contribute full funding for the design and construction of the Toronto Segment of the EWLRT, identified \$51 million for early planning and design for the project and directed staff to consider grade-separated concepts for the Toronto segment.

From 2017 to the date of the Province's 2019 budget announcement, City, TTC and Metrolinx worked closely on the following:

- Further consideration of grade-separated concepts, in consultation with a Community Working Group (as directed by City Council);
- detailed analysis of future traffic conditions and potential impacts of the LRT;
- assessment of development potential and related streetscape design;
- conceptual infrastructure design;
- cost estimation;
- business case analysis; and
- extensive public consultation.

The April 2019 report to City Council (EX4.1) indicated that City staff had concluded that the surface-running LRT was the preferred amongst all LRT concepts based on a broad assessment of project benefits and costs. This assessment was consistent with previous analysis and recommendations in 2010, 2016 and 2017. At the time, further analysis of regional benefits of the Toronto segment was expected from Metrolinx. Metrolinx was also continuing work to define the Airport segment, from Renforth Gateway (Commerce Boulevard) and the proposed Regional Passenger Centre at Pearson International Airport.

Current Status

In a March 2019 letter, the Province proposed that a significant portion of the EWLRT be "subterranean" (i.e., tunnelled). Subsequently, in the 2019 Ontario Budget, the Province proposed changing the scope of the Eglinton West LRT extension from a surface-running LRT to put a portion of the extension between Mount Dennis and Renforth underground, primarily between Royal York and Martin Grove Roads. The Province also stated it is committed to connecting to Pearson International Airport through future phases of the project.

It is understood that the Province is in the process of developing a revised Initial Business Case for this project, evaluating the similar surface-running and tunnelled options generally considered in the previous IBC developed jointly in 2016. City and TTC staff have received a high-level presentation from Metrolinx summarizing the IBC, but have not received any additional information regarding elements such as cost/benefit analysis, cost estimates, schedules or approach to procurement or construction.

2.6 - Yonge Subway and Eglinton West LRT Extensions - Anticipated Benefits and City Expectations

As the City and TTC have limited information regarding the Province's plans for the Eglinton West LRT and Yonge Subway Extension as above, the City will continue to work with the Province to better understand benefits and expectations of these projects, as applicable.

3. Principles - Realignment of Transit Responsibilities

The City has continued to meet frequently with the Province through the committees and working groups established under the Terms of Reference for the purposes of advancing ongoing discussions regarding the realignment of transit responsibilities. As a result of this exercise, the Province has proposed a package of terms for Council's consideration, the sum of which will result in significant new investment in transit in Toronto.

This package represents a starting foundation to address the objectives of the Terms of Reference and a number of previous Council positions, including opposition to an upload of the TTC subway and the need for enhanced state-of-good-repair funding.

Subject to Council authorization, this package of terms will be formalized as part of a Preliminary Agreement between the parties. This report seeks authority for the City Manager and any other relevant City official, in consultation with the CEO TTC, to negotiate, enter into, and execute an agreement (the "Preliminary Agreement") on the basis of the identified terms, as presented in the Term Sheet in Attachment 6 and reflecting the two letters received by the City from the Minister of Transportation and the Special Advisor to Cabinet in Attachments 7 and 8.

Following the establishment of the Preliminary Agreement, the City and TTC will continue discussions with the Province to negotiate a Master Agreement or series of agreements that will fully define the role of the City and TTC in the Provincial Priority Projects. It may be necessary to develop and negotiate project-specific agreements given the differing nature of the projects themselves.

The Master Agreement(s) will be negotiated on the basis of the Preliminary Agreement, providing additional details to the terms, as well as addressing additional topics typically contained in a Master Agreement or other applicable agreements related to implementation and future system operations such as City process and approvals, cost-sharing on infrastructure, capital coordination, governance and dispute resolution, and other considerations and protocols related to real estate, traffic management, staffing, operating and lifecycle maintenance accountabilities, and public communications and engagement. This report seeks authority for the City Manager, in consultation with the CEO TTC, to negotiate the Master Agreement(s) which will be subject to future Council approvals.

City and TTC staff will also continue to work with the Province for the purposes of advancing the design of the four priority projects, providing technical input and influencing design considerations to ensure City planning and neighbourhood concerns are addressed as the projects develop further. This involvement is reflective of the Provincial commitment to work collaboratively with the City and TTC on its priority projects.

It is critical that the City and TTC continue to work and engage closely with the Province to implement the terms of the proposed agreement as presented below.

3.1 - The City Retains Ownership of the Existing Subway Network

City Council has previously stated its position that the City of Toronto and TTC should maintain ownership of the TTC subway network (MM41.36 and CC1.6). As a result of discussions between the parties under the Terms of Reference, the Province has identified that it no longer views the upload of the TTC subway network as critical to achieving mutual objectives outlined in the Terms of Reference. The Province's identification of Metrolinx "sole responsibility projects" through Regulation 248/19, and the commitment between the parties to pursue acceleration measures would enable the Province with the necessary flexibility and tools to achieve the identified objectives regarding investment, planning, and delivery of the expansion of Toronto's transit system as a part of the regional transit network.

As established through Regulation 248/19, the Province would retain ownership of the new expansion projects that are extensions to the existing lines (i.e., L2EE and YSE).

3.2 -TTC Retains Operations of the Transit Network

The Province has confirmed its commitment that the TTC will continue its critical role as the operator of both the existing network as well as the four priority expansion projects as they come into service. Consistent with this role, the City/TTC will be responsible for the net operating costs of the four provincial priority projects and will be responsible for the day-to-day maintenance of the lines, with farebox revenue defraying operational costs. The Province intends to negotiate with the relevant municipalities to secure an ongoing operating contribution commensurate with the service provided in that municipality.

Further definition of roles and responsibilities for the operation and maintenance of the priority projects will be provided by the Master Agreement or Agreement(s) to be negotiated with the Province, including applicable service levels and standards.

The City/TTC and Province have jointly identified the need to maintain continuity of operations for those projects that are extensions to the existing subway network (i.e. YSE and L2EE). As part of the negotiation of the required Master Agreement or Agreements, the City/TTC and Province will continue to discuss the appropriate division of roles and responsibilities for the priority projects, including in particular responsibility for funding and carrying out of the lifecycle maintenance for the L2EE and YSE extensions.

3.3 – Funding for Transit Expansion and State of Good Repair Needs

In order to ensure the transit system continues to meet the demands of a growing City and region, the Province and City have established the following principles:

- the Province has committed to providing, in partnership with Federal government programs, the necessary capital funding required to advance the four expansion priority projects they have identified, reflecting the role of the Province as the sole party responsible for their delivery; and
- consistent with the ownership of the existing subway network remaining with the City and TTC, the City will redirect funding it may have otherwise considered for the Provincial priority projects toward the state-of-good-repair needs of the existing TTC network and toward other transit expansion priorities as determined by Council and subject to the terms of the agreement.

The City and TTC will report to Council in 2020, prior to the 2021 budget process, on a recommended funding and prioritization strategy for investment in TTC state-of-good-repair and transit expansion arising from this potential reallocation. This prioritization strategy will be informed by the TTC's Capital Investment Plan, including those elements of the CIP that pertain to the subway network as identified in the letter from

the CEO TTC (Attachment 1), and Council's priorities identified on April 16, 2019 (EX4.1)

This overall arrangement represents substantial net-new investment in both transit expansion and state-of-good-repair funding in Toronto, and reflects the long-standing City position that all three levels of government have a role to play in funding transit. As a result of this arrangement, the City will redirect at minimum \$5.1 billion to address the SOGR backlog and to other transit expansion projects as identified by Council.

In consideration of the above and the identified benefits of the proposals, the Province is seeking City Council's endorsement to leverage the federal dollars available to the City of Toronto under the ICIP-PTIF2 program to further advance and fund the Ontario Line and Line 2 East Extension as currently proposed.

Approximately \$4.897 billion in Federal funding under ICIP-PTIF2 has been allocated to Toronto. Under the ICIP-PTIF2 program, both the Provincial and Federal government must approve projects submitted by the City in order to receive funding.

As part of EX4.1, City Council identified its priorities for ICIP-PTIF2 federal funding as the Relief Line South, the Line 2 East Extension project as previously approved by City Council in October 2013 (CC39.5), Bloor-Yonge Capacity Improvement, and the SmartTrack Stations Program. City Council further identified that it would consider endorsing the Province's proposed line three-stop Line 2 East Extension and the Ontario Line, subject to the completion of an assessment of those projects.

Having undertaken this assessment, the City and TTC believe the Ontario Line and Line 2 East Extension projects proposed by the Province are supportable in principle based on the conceptual level of design completed to-date, the proposed scope and anticipated benefits of the projects. This conclusion has been reached on the basis that the projects have the potential to bring similar or greater benefits to the City as those projects previously considered by Council (i.e. Relief Line South and Line 2 East Extension express to Scarborough Centre, respectively), including providing important relief to Line 1 and enhancing the transit network by providing new higher-order transit lines throughout the City including equity-seeking communities.

This report therefore recommends that City Council endorse the allocation of ICIP-PTIF2 funding to the Ontario Line and Line 2 East Extension, subject to entering into the Preliminary Agreement, and reflecting the City's project expectations including the proposed scope and anticipated project benefits as described in this report and summarized in Table 4.

The ICIP-PTIF2 program requires the completion of a detailed federal business case. Projects must be sufficiently advanced in preliminary design and engineering (PDE) so as to be able to complete the business case requirements which include questions about scope, schedule, costing, and procurement, amongst others. This information is typically available once a project has reached Class 3 cost estimate and a Level 3 schedule.

The City and TTC therefore anticipate that as the Province advances the design of these projects and proceeds through to the submission of applications under the ICIP-PTIF2 program, changes to the scope of the projects may arise. While refinements to planning and design are normal in the evolution of a project through its lifecycle, the City and TTC will need to ensure that the projects continue to materially meet the City's expectations regarding currently proposed scope, that the projects ultimately deliver the benefits currently anticipated, and that the City's areas of concern are addressed/mitigated.

This report recommends that the City Manager in consultation with the CEO TTC be directed to report back to Council as required, should the projects materially change and negatively impact the projected benefits.

3.4 - Advancing and Accelerating Transit Projects

City and TTC Role in Provincial Priority Projects

Consistent with the authorities enacted under Bill 107 and Regulation 248/19, the Province will own and be solely responsible for the delivery of the four priority Provincial projects. This responsibility will include establishing planning and design, developing business cases, managing the TPAP Process, procurement, project delivery and conducting public consultation.

The Province has indicated its intention to work closely with the City and TTC in the design and development of its priority projects, and has been generally receptive to City and TTC feedback on the projects to-date. The City and TTC will continue to work with the Province to advance the design of the four priority projects, provide technical input, and continue to exert its influence to the extent possible, to ensure areas of concern and neighbourhood impacts are addressed as designs develop further. The TTC will need to have the opportunity to influence designs in such a way that the future operations and maintenance of the system are properly accounted for. Likewise, the City will need to have the opportunity to influence designs in order to ensure that they are consistent with City policy, including Toronto's Official Plan.

Similar to the role the City plays on other provincially-led projects such as the Eglinton Crosstown LRT and Finch West LRT, the City will continue to have responsibility for reviews and approvals and other matters required for City infrastructure. In addition, and similar to the agreement on the LRT projects, the Province has committed to fully reimbursing the City and TTC for all reasonable costs arising from staff services and applicable consulting services.

The Province has indicated, as a component of the agreement terms, the expectation of a city commitment to grant the Province the necessary levels of access to, and control over, the interface stations and other intersecting assets, for the purposes of delivering the expansion projects. They have committed to working collaboratively with the City and TTC on how best to manage this, giving consideration to efficient construction and seamless integration with the existing system.

Transit-Oriented Development

The City of Toronto and the Province share common goals to build transit and realize integrated Transit Oriented Development (“TOD”). The City and Province also want to ensure that these investments advance our shared desire for effective growth and high quality development of Toronto.

As Metrolinx and Infrastructure Ontario pursue their TOD strategy, the City is working to ensure that the Official Plan is in conformity with the “Places to Grow: Growth Plan for the Greater Golden Horseshoe” (2019). This conformity exercise, for which the Minister of Municipal Affairs and Housing (“MMAH”) is the approval authority, enables the City and Province to collaborate on providing certainty and a land-use planning context that promotes complete communities and meets Provincial Growth Plan targets.

Over the past few years, the City has led several large-scale planning initiatives that demonstrate the City's desire to reconfigure urban space and development around new transit investment, including: the Don Mills Crossing Secondary Plan, including the Celestica site, the Six Points redevelopment in Etobicoke, the Well development in downtown, the Consumers Next Secondary Plan, and the Scarborough Centre Transportation Master Plan.

Approximately 88% of all residential development in the City is occurring within 500 metres of higher order transit. Understanding the local context is a priority in order to make this development well-connected and integrated with transit. For the City, developing rapid transit is about more than just moving people more efficiently and cost-effectively; it is also about city-building that includes new housing, employment and the amenities that support liveable communities.

Transit investment in Toronto provides the opportunity for the Province and City to work in partnership to shape the development of our city's urban and suburban centres. The City's planning expertise, consultation practices and understanding of local communities would help to facilitate transit facilities and TOD that best fit both the existing and planned future context, optimize opportunities and avoid the delays that often result from disputed planning decisions.

Given the significant public investment and the desire to tap market interest, integration with the local context and, where necessary, refashioning the surroundings to induce transit usage, are key contributions that the City can inform and influence.

The City and the Province are working through the details of an agreement on how they work together to advance TOD opportunities.

Acceleration Measures

The City and Province will jointly seek opportunities to advance and accelerate, where possible, the delivery of priority transit projects in Toronto. This may involve streamlined processes to expedite project implementation. The City has already taken steps to facilitate a "one-window" approach for these projects, by creating the Transit Expansion Office. City staff are working diligently to review current processes, taking lessons learned from the Eglinton Crosstown, Finch West LRT and GO Expansion projects, in

order to facilitate a more streamlined, collaborative and efficient role in facilitating the delivery of transit projects.

In their letters, the Province has indicated it is exploring opportunities that also include leveraging the powers and authorities available to expedite priority project delivery. The City will look forward to the opportunity to work with the Province to understand how the delivery of transit projects can benefit from any identified changes.

In addition, the Province has indicated it seeks the City's commitment to granting the Province the "necessary levels of access to, and control over, the interchange stations and other intersecting assets, following engagement between senior provincial and City officials to define such levels". The TTC as the operator of the asset and responsible for carrying out maintenance and other capital works on the TTC subway infrastructure will play a lead role in the discussion with provincial and City officials to ensure that parameters for access and control at TTC subway stations are clearly defined, reasonable and with due consideration of implications to TTC services and infrastructure as well as required mitigation responses.

The TTC has worked closely with Metrolinx and Crosslinx throughout the construction phase of the Eglinton Crosstown LRT at key interchange stations on Line 1 in particular. Lessons learned and best practices from the Eglinton Crosstown experience will inform further discussions with the Province on this matter. Staff will report to the TTC Board and City Council as appropriate.

Advancement of Other Transit Projects

While recent discussions on the "Realignment of Transit Responsibilities" have been focused on the Province's four priority projects and ownership of the existing TTC subway network, the City and Province have further arrived at principles that relate to other ongoing expansion projects:

- *Agreement-in-Principle and the SmartTrack Stations Program* - Effective November 2016, the City and the Province entered into an AIP that established cost-sharing principles for a number of transit projects, including the SmartTrack Stations Program. In April 2018, City Council approved a capped funding contribution of \$1.463 billion for a package of six SmartTrack stations, subject to terms and conditions negotiated with the Province.³

In May 2018, the City and the Province entered into a non-binding MOU to formally indicate the intention of the two parties to amend the AIP to reflect the terms and conditions of the SmartTrack Stations Program. The City sent draft AIP amendments to the Ministry of Transportation in July 2018 reflecting the terms of the MOU.

As noted above, the Province is developing a transit-oriented development strategy that has impacted the approach to procurement and development of the SmartTrack stations program. Per the terms in Attachment 6, the City and the

³ <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.EX33.1>

Province will enter into an MOU to outline the objectives of the TOD strategy and the responsibilities of the parties.

In August 2019, the federal government announced priority funding consideration is being made for the SmartTrack Stations Program through the ICIP-PTIF2 stream⁴. This announcement aligns with City Council's decision to advise the Government of Canada and the Province of Ontario of the SmartTrack Stations Program as one of the City's priority transit expansion projects under ICIP.

The Province has confirmed its commitment to collaborate with the City to advance and deliver the SmartTrack Stations Program (per the terms of the 2018 MOU). The City and the Province will renegotiate terms as required to advance this Program, and staff will report back to Council accordingly.

- *Bloor-Yonge Capacity Improvement project* - The City and Province previously agreed to advance this project for federal funding under the ICIP-PTIF2 program. The federal government has similarly announced priority funding consideration for this project⁵.
- *Eglinton East LRT and Waterfront Transit Network* - the Province has indicated a willingness to discuss the other transit expansion projects approved by Council, subject to the terms of the agreement including a viable business case and credible progress towards relieving the state of good repair backlog on the existing subway system. Further direction regarding these projects will be sought in the report back from the City Manager as directed in this report.

3.5 - Project Costs Incurred

As previously indicated in the Financial Impact section of this report, the Province has committed to undertaking a financial review and reconciliation exercise with the City, as it relates to the investments made in preliminary design and engineering (PDE) work completed on the L2EE and Relief Line South. Pending the outcomes of the review, and taking into consideration previous commitments made, the province has stated that it will reimburse the city for reasonable costs incurred.

3.6 Tri-partite Agreement on Funding

The Province is seeking the commitment of the City, to partner with them to solicit and secure much-needed federal funding commitments to support transit capital expansion, modernization/upgrades and state of good repair of the existing subway system. Recognizing the importance of the TTC and its network to the prosperity of the region, this report recommends that City Council direct the City Manager to work with the Province and Federal Government to explore a long-term funding strategy for state-of-good repair and transit expansion needs.

⁴ <https://www.canada.ca/en/office-infrastructure/news/2019/08/getting-torontonians-moving-making-crucial-investments-in-public-transit.html>

⁵ Ibid

4. Recent and Upcoming Consultation Activities

4.1 Outcomes of City Consultation

As directed by Council, a public information campaign undertaken in the spring and summer 2019. Its purpose was to ensure public awareness of the following:

- The TTC's state of good repair needs
- The City's expansion needs and priorities;
- The Transit Responsibilities Realignment review and Province's proposed changes (i.e. Bill 107, Province's transit expansion proposal).

Many activities were undertaken as part of the public information campaign to ensure the widest possible reach to Toronto's diverse communities as well as test public awareness of the key consultation topics. The project team launched public advertisements across the TTC network, a project webpage, online survey, and held a series of pop-up events across the City at key destinations (e.g. TTC subway stations and public events). Ipsos Research was also retained to conduct public opinion research on the topics, and four public meetings were held throughout the month of June in each of the four community council areas. Public feedback and input were collected through comment forms, the question and answer period at the public meetings, and through the online survey.

Highlights from feedback received through these various engagement methods is summarized below and provided in further detailed in Attachment 9 to this report.

The City commissioned third party research to understand public perception and opinion on the topic areas identified. Through this research, Ipsos engaged a representative sample of 1,600 Toronto and Greater Toronto Area residents online. The Ipsos research found:

- Majority of residents believe that the municipal and provincial government and respective transit agencies should be responsible for planning future rapid transit infrastructure together. Only 1 in 10 feel that the Province should do this alone.
- TTC and other GTHA municipal transportation providers are the most trusted public institutions to plan and deliver new public transportation infrastructure.
- When testing public awareness on a series of transit funding related needs, there was relatively low awareness of the TTC's Capital Investment Plan and State-of-Good-Repair needs.
- Awareness of the City/TTC's SmartTrack Stations, and Bloor-Yonge Capacity Improvement plans were relatively low compared to other projects such as the Crosstown LRT, Relief Line and Line 2 East Extension.
- Generally people were split in their support or opposition for the Province's proposed plan to take ownership of the subway system, while 905 residents were more supportive of the plan. Support for the upload was driven by hopes for better leadership, better service, and more funding. Opposition was driven by mistrust, an understanding that future planning would be worse, and fear for less funding for the system.

More than 150 people attended the public meetings and nearly 3,500 people completed the online survey. Below is a summary of key themes from the feedback received:

- People felt that there is an urgent need to ensure adequate funding to maintain the existing system. People were interested in how to ensure the financial sustainability of the transit system as a whole, and suggested that all orders of government play a role in funding transit.
- People were interested in how local interests would be represented in transit planning in light of changes around roles and responsibilities for transit expansion projects proposed through Bill 107.
- People expressed concern about the timing for delivery of critical projects to support Toronto's growth needs and were particularly interested in timelines for delivering projects to reduce Line 1 congestion and providing rapid transit access to Scarborough.
- People were very interested in learning more about the Province's proposal to upload the TTC subway and its four transit projects and expressed concerns that the changes may delay delivery of much-needed service.
- People felt that ownership of the subway is important and were very concerned about the accessibility from an infrastructure design and network integration perspective if ownership were to change.

The feedback/input received through the consultation have been shared with the Province, and consultation summary report prepared by AECOM is appended as Attachment 9 to this report. A full record of the public consultation activities can also be found on the project webpage at www.toronto.ca/transitreview.

4.2 - Expert Advisory Panel

In May 2019, the City and TTC established an Expert Advisory Panel to provide input and advice to inform the City/TTC's engagement with the Province on the transit responsibilities review. Six panel meetings were held between June and September 2019. The Institute on Municipal Finance and Governance (IMFG) facilitated panel discussions on various topics relating to the current state challenges of transit in the Toronto region, role of transit in city building, integrated mobility, governance, and funding.

The panel's objective was to provide advice and input for City / TTC staff consideration on a realignment of transit responsibilities. It was not expected to arrive at a consensus opinion or specific recommendation. Advice and input was provided based on each panel member's respective area of expertise and their observations of the challenges for the city and region in transit planning and service delivery.

Over the six meetings, the panel discussed the projected growth in population and employment for the City and region over the next ten years, and the need to continue to invest in the existing system to maintain it in a state of good repair, as well as plan for expansion to meet regional growth needs. Although a consensus opinion was not the panel's objective, there was general agreement on the following areas:

- Investments in incremental enhancements (e.g. King Street Transit priority) to improve service are important while larger expansion projects are underway.
- Need for renewed regional approach with a focus on enhancing movement and mobility of people across the region. Such an approach would require involvement of all affected parties.

- Dedicated and stable funding source and model to enable evidence-based planning and decision-making on mobility needs for the region, including transit expansion.
- Governance model that would reflect all affected parties, including other municipalities and transit service providers, and funders.

IMFG has prepared a report on the Expert Advisory Panel process that summarizes the key ideas arising from the panel's six meetings, appended to this staff report as Attachment 10. The summary report focuses on the panel's discussion on risks, opportunities, priorities, and ideas for a potential realignment of responsibilities in the City and region. IMFG's report also summarizes the key points and ideas for a potential regional approach to transit. Meeting agendas, minutes, and materials for the panel meetings are all publicly available on the project webpage (www.toronto.ca/transitreview).

The work of the Expert Advisory Panel will be used to inform City and TTC staff engagements with partners in enhancing mobility across the region.

4.3 - Consultation on Provincial Priority Transit Projects

The Province, through the applicable project delivery agency for the Ontario Line, Line 2 East Extension and Yonge Subway Extension will be assuming responsibility for public consultation activities associated with the projects. City and TTC staff have shared information on past consultation activities and approaches in the interest of ensuring that Metrolinx and Infrastructure Ontario understand the neighbourhood specific context of each project.

Through discussions with Provincial staff, City and TTC staff have been advised that the Province's consultation approach includes:

- Designing a consultation program that, where possible, reflects core consultation principles that were utilized for the Relief Line (e.g. inclusiveness, timeliness, transparency, balance, flexibility, and traceability);
- Conducting project-specific consultations to provide the opportunity for focused input on local community impacts;
- Engaging communities throughout the project's development and in line with the P3 delivery model approach;
- Leveraging existing consultations that have been undertaken to-date in project design and delivery; and
- Utilizing a variety of tactics including open houses, regular meetings with key stakeholders, newsletters, appearances at special events and direct engagement with property owners, as needed.

As the provincial projects advance through the next phases of the project lifecycle, City and TTC will continue to advocate for meaningful public input into the decision-making process. Information provided by the Province/Metrolinx to City and TTC summarizing the above summarized approach is appended to this report as Attachment 11. The Province has indicated that its engagement approach will continue to evolve as plans are further developed and refined.

5. Next Steps

Since the establishment of the Terms of Reference for the Transit Responsibilities Realignment Review, there has been extensive discussion and work completed among the parties. This report has provided an update on the findings of the City/TTC technical assessment and an update on the status of a series of productive discussions on the broader realignment of transit responsibilities between the City and Province.

The terms presented in Attachment 6 of this report are the culmination of significant efforts of both parties towards advancing the mutual objectives of the Terms of Reference, including the continued delivery of much needed transit investment in state of good repair and expansion. It is critical that the City continue to engage with the Province through the Terms of Reference to build on the momentum that has been achieved to-date. The City will also be interested in continuing the broader discussions with the Province and other municipal partners on a broader realignment of transit responsibilities to improve mobility more broadly across the region.

Subject to Council endorsement of the terms outlined in Attachment 6, staff will negotiate, enter into, and execute an agreement with the Province on the basis of these principles, transitioning them into a formal arrangement between the parties. This Preliminary Agreement will form the starting foundation of a more fulsome Master Agreement or series of agreements, which will be negotiated between the parties as the projects advance through their respective lifecycles. These agreements will be subject to future Council endorsement.

CONTACT

Tracey Cook, Deputy City Manager, Infrastructure and Development Services
Email: Tracey.Cook@toronto.ca, Tel: 416-338-7200

SIGNATURE

Chris Murray
City Manager

ATTACHMENTS

- Attachment 1 – Letter (August 28, 2019) from the CEO TTC regarding TTC Capital Investment Plan
- Attachment 2 – Rapid Transit Evaluation Framework (RTEF)
- Attachment 3 – Status Tracker - Preliminary Technical Questions for the Province
- Attachment 4 – Assessment of Provincial Proposals - Ontario Line
- Attachment 5 – Assessment of Provincial Proposals - Line 2 East Extension
- Attachment 6 – Summary Term Sheet
- Attachment 7 – Letter (October 10, 2019) from the Minister of Transportation to Mayor Tory
- Attachment 8 – Letter (October 9, 2019) from the Deputy Minister of Transportation and "Special Advisor to Cabinet - Transit Upload" to the City Manager
- Attachment 9 – Summary Report - Public Consultation Activities
- Attachment 10 – Expert Advisory Panel - Summary Report
- Attachment 11 – Provincial Engagement/Consultation - Priority Subway Projects



Toronto Transit Commission
1900 Yonge Street, Toronto, ON M4S 1Z2
416-393-4000

August 28, 2019

Chris Murray
City Manager
City Hall, 4th Floor East Tower
100 Queen Street West,
Toronto, ON

RE: TTC Capital Investment Plan

Dear Chris,

On January 24, 2019 the TTC Board received the TTC's 15-Year Capital Investment Plan ("CIP"), "*Making Headway – Capital Investments to Keep Transit Moving, 2019-2033.*" This report was subsequently forwarded to City Council for information as part of the 2019 Budget Process.

The CIP outlines the results of a comprehensive review of all state-of good-repair needs and capital requirements to support asset lifecycle replacement and ridership growth. Required capital investments of \$33.5 billion over the next 15 years were identified in the CIP, based on order of magnitude cost estimates. Approximately \$24 billion is currently unfunded.

As a result, the TTC Board directed staff to work with the City to pursue intergovernmental funding opportunities in the interest of establishing a "*dedicated, long-term, stable and predictable funding plan*" to address TTC state of good repair needs. Further, as directed by the TTC Board and City Council, the TTC is currently in the process of undertaking a prioritization process to determine the most critical base capital needs within the CIP.

The prioritization process will take into consideration the interdependencies between various projects and programs in order to manage risk and achieve desired benefits. Further, several components of the CIP are necessary pre-requisites to further

Jaye Robinson, Chair
Alan Heisey, Q.C., Vice-Chair
Richard J. Leary, Chief Executive Officer

Brad Bradford, Commissioner
Shelley Carroll, Commissioner
Joanne De Laurentiis, Commissioner
Jim Karygiannis, Commissioner

Ron Lalonde, Commissioner
Jennifer McKelvie, Commissioner
Denzil Minnan-Wong, Commissioner
Julie Osborne, Commissioner



expansion of the transit network. The above listed considerations will be included in the current analysis underway and will inform recommendations to the TTC Board as part of the 2020 and future year budget processes.

The CIP outlines capital needs across all TTC asset type categories including streetcars, buses, stations, WheelTrans and subway infrastructure. The review of priorities will look at all categories. As requested, the following is a non-exhaustive summary of elements in the CIP that pertain to subway infrastructure:

- ATC resignalling (Line 1 and Line 2);
- Line 1 and Line 2 capacity enhancement—increasing capacity through purchase of new trains, yards, and other station infrastructure enhancements;
- Subway Track;
- Traction Power;
- Subway Infrastructure – Maintenance of bridges, tunnels (leak remediation; asbestos abatement), communications, and signal systems;
- Toronto Rocket/ T1 Rail Yard Accommodation;
- Purchase of Subway Trains – Ridership Growth and ATC – post 2028;
- T1 Subway Cars (Life Extension Overhaul); and
- Fire Ventilation Upgrade (Line 1 and Line 2).

There is also investment required in the following stations elements of the subway system— elevator and escalator overhaul and replacement; Easier Access Phase III (AODA)/Enhanced Station Access; and Platform Edge Doors.

The CIP includes further details on the above listed subway elements, as well as surface transit requirements in *Appendix – Base Capital Requirements* (p. 78-83). See following link:

[https://www.ttc.ca/About the TTC/Commission reports and information/Commission meetings/2019/January 24/Reports/10 TTC Capital Investment Plan Supplementary.pdf](https://www.ttc.ca/About%20the%20TTC/Commission%20reports%20and%20information/Commission%20meetings/2019/January%2024/Reports/10%20TTC%20Capital%20Investment%20Plan%20Supplementary.pdf)

As part of the 2020 budget process, cost estimates and schedules are being updated and will input into the CIP prioritization process. The TTC will continue to engage the City on the TTC's full state of good repair needs as the prioritization process progresses and advice and recommendations to the TTC Board are developed.



The TTC looks forward to continued engagement with the City in order to secure sustainable funding for priority SOGR requirements in the interest of maintaining a safe and reliable transit system for Toronto.

Sincerely,

A handwritten signature in black ink, appearing to read 'Richard J. Leary', written over a light blue horizontal line.

Richard J. Leary
Chief Executive Officer

Copy:

Josie LaVita, Chief Financial Officer, Toronto Transit Commission
Joan Taylor, Chief of Staff, Toronto Transit Commission
Tracey Cook, Deputy City Manager, Infrastructure and Development Services, City of Toronto

Attachment 2 Rapid Transit Evaluation Framework (RTEF)

The Rapid Transit Evaluation Framework (RTEF) is an outcome of *Feeling Congested?*, the transportation component of the City's Official Plan review. The RTEF supports ongoing work to develop a long-term, comprehensive rapid transit network plan for inclusion in the Official Plan. The RTEF was developed in 2013 with extensive input from the public and stakeholders and has been used over the past several years to guide the evaluation of options in major transit expansion projects undertaken by the City and TTC.

Three policy principles form the foundation of the RTEF:

- *Serving People*: Considers how well the project meets the demand for travel in terms of helping passengers, drivers, goods and services get to where they need to go, and in terms of improving equity or fairness by bringing better transportation services to all parts of the city;
- *Strengthening Places*: Addresses how well the project strengthens and connects neighbourhoods, balances the functions of serving as a travel corridor and a place-building agent, and protects and enhances the quality of the urban environment; and
- *Supporting Prosperity*: Concerns how much the project would cost to build, operate and maintain, how well it supports the city's economic development goals, improve its competitiveness and deliver the greatest ridership/travel volumes at the least cost.

The RTEF was used as the basis for a framework to assess the Provincial priority projects, as detailed below.

Table 1. Framework for Assessment of Provincial Priority Projects

Principles	Criteria	Objectives	Example Measures
Serving People	Transit User Choice	Develop an integrated network that connects different modes to provide for more travel options	<ul style="list-style-type: none"> • Connectivity to local transit • Connectivity to higher-order transit • Pedestrian and cycling access
	Experience and Performance	Capacity to ease crowding / congestion; reduce travel times; make travel more reliable, safe and enjoyable	<ul style="list-style-type: none"> • Relief to existing transit network, especially Line 1, and existing stations • Projected ridership for the project and for the transit network • Proximity to key destinations
	Social Equity	Provide everyone good access to work, school and other activities	<ul style="list-style-type: none"> • Improving service to neighbourhoods of need • Improving service to areas underserved by transit

Principles	Criteria	Objectives	Example Measures
Strengthening Places	Shaping the City	Use the transportation network as a tool to shape the residential development of the City	<ul style="list-style-type: none"> • Existing and projected population • Physical barriers • Compatibility with planning policies • Planned/potential residential development
	Healthy Neighbourhoods and City	Changes in the transportation network should strengthen and enhance existing neighbourhoods; promote safe walking and cycling within and between neighbourhoods	<ul style="list-style-type: none"> • Permanent and temporary impacts to residents and businesses
	Public Health and Environment	Support and enhance natural areas; encourage people to reduce how far they drive; mitigate negative impacts	<ul style="list-style-type: none"> • Impacts to cultural heritage, natural environment, parks and public spaces, public realm and infrastructure
Supporting Prosperity	Cost and Schedule	Improvements to the transportation system should be affordable to build, maintain and operate	<ul style="list-style-type: none"> • Construction cost • Engineering feasibility and constructability • Schedule • Future extensions • Operational cost for surface routes and rapid transit system • Maintenance costs
	Supports Growth	Investment in public transportation should support economic development: allow workers to get to jobs more easily; allow goods to get to markets more efficiently	<ul style="list-style-type: none"> • Existing and projected employment • Planned potential commercial development • Logical future extensions • Ultimate capacity

Attachment 3 STATUS OF PRELIMINARY TECHNICAL QUESTIONS

Background

In April 2019, City Council considered a supplementary report from the City Manager on Toronto's Transit Expansion Program- Update and Next Steps (EX4.1d). This report included an attachment which contained a series of preliminary technical questions for the Province related to the four transit projects identified in the 2019 Ontario Budget, released in April.

Throughout Q2 and Q3 2019, City and TTC staff have met with Provincial staff for the purposes of carrying out the technical assessment of the Province's transit proposal as directed by Council. Through this process, City and TTC staff have received information and insight that informs the responses below, and is reflective of the various stages of design of the Province's priority projects. In some instances, further work and due diligence will be required as planning and design development progresses.

Further information on the projects as well as more detailed technical information on the staff assessment can be found Attachment 4- Assessment of Ontario Line and Attachment 5- Assessment of Line 2 East Extension.

#	Question and Status of Current Answer
Transit Planning and Design	
1	<p>At what stage in the project lifecycle is each project, relative to either the City/TTC project lifecycle map (in EX4.1) or the Metrolinx Benefits Management Framework?</p> <p>Based on the information provided by the Province through the Ontario-Toronto Transit Expansion Technical Working Group, the City and TTC have assessed that the projects are currently at the following stages based on the City/TTC project lifecycle stage gate reporting:</p> <ul style="list-style-type: none"> • Ontario Line – Needs Assessment phase completed, project at Stage Gate 1 • Line 2 East Extension – Initiation and Development phase completed, project at Gate 2 • Yonge Subway Extension - Initiation and Development phase completed, project at Stage Gate 2 • Eglinton West LRT – Needs Assessment completed, project at Stage Gate 1

#	Question and Status of Current Answer
2	<p data-bbox="280 233 1349 338">Is Metrolinx preparing a business case analysis for each project in the new Ontario plan? If so, when will these be reported to the Metrolinx Board?</p> <ul data-bbox="329 363 1398 1073" style="list-style-type: none"> <li data-bbox="329 363 1398 506">• Ontario Line - Metrolinx has released the Initial Business Case (IBC) for the Ontario Line, which was brought to the Metrolinx Board in September 2019 where it was endorsed and advanced to the Preliminary Design stage. <li data-bbox="329 548 1398 653">• Line 2 East Extension - Metrolinx has indicated that the L2EE Preliminary Design Business Case (PDBC) is currently underway and will be presented to the Metrolinx Board in late 2019 or early 2020. <li data-bbox="329 674 1398 852">• Eglinton West LRT - An IBC for the EWLRT was completed by Metrolinx (in partnership with the City) in 2016. The timeline for reporting a revised EWLRT IBC to the Metrolinx Board is still to be determined. Metrolinx has shared a preliminary summary of the EWLRT IBC with the City and TTC. <li data-bbox="329 873 1398 1020">• Yonge Subway Extension - Metrolinx completed a benefits case analysis for the YSE in 2009. Given the stage of work completed, it is likely that Metrolinx will prepare a Preliminary Design Business Case (PDBC). The timeline for reporting to the Metrolinx Board is still to be determined. <li data-bbox="329 1041 1398 1073">• Sheppard – See response to Question 59.

#	Question and Status of Current Answer
3	<p data-bbox="277 233 1404 302">What level of design was used to develop the cost estimate and schedule for each project?</p> <p data-bbox="277 306 1382 415">The Province has not specifically identified the level of design used to prepare cost and schedule estimates, however, based on the information received to date, and the estimated project stages, the City/TTC have determined that:</p> <ul data-bbox="326 436 1404 1108" style="list-style-type: none"> <li data-bbox="326 436 1360 506">• Ontario Line – estimates are based on an approximate 0 -10% design level, in line with the Metrolinx IBC requirements. <li data-bbox="326 527 1404 779">• L2EE - the Province has confirmed that it is based on the TTC's Class 3 estimate for the express subway and the Province determining an order of magnitude estimate for the additional two stations. According to the Metrolinx process, the PDBC would be premised on an approximate 10% design. EWLRT - Information in the preliminary presentation used the Class 5 cost estimate produced by the City and based on conceptual design only. <li data-bbox="326 800 1365 909">• EWLRT – Information in the preliminary presentation used the Class 5 cost estimate produced by the City and based on conceptual design only. <li data-bbox="326 930 1404 1108">• YSE - The Province has established a subway expert advisory panel to review the plans for the Yonge North Subway Extension and has not yet confirmed any potential changes in scope to the work already completed on this project. The current level of design on the 6-stop option is approximately 15% design.

#	Question and Status of Current Answer
4	<p data-bbox="277 233 1354 268">What is the cost and schedule estimate classification for each project?</p> <p data-bbox="277 306 480 338">Ontario Line:</p> <ul data-bbox="326 363 1401 705" style="list-style-type: none"> <li data-bbox="326 363 1401 432">• Ontario Line IBC reports a total capital cost estimate (Class 5) as between \$9.5B and \$11.4B (unadjusted for P3 delivery). <li data-bbox="326 453 1401 522">• Industry standards identify accuracy ranges for a class 5 estimate are on the low end -20% to -50% and on the high end of +30% to +100%. <li data-bbox="326 527 1401 705">• The Province has stated a project timeline with a 2027 in-service date for the Ontario Line, with a more accurate estimate of schedule will be determined as the project advances. The Province has committed to ensuring the Ontario Line is in-service prior to the Yonge Subway Extension. <p data-bbox="277 726 370 758">L2EE:</p> <ul data-bbox="326 783 1401 1052" style="list-style-type: none"> <li data-bbox="326 783 1401 961">• The Province's cost estimate for the L2EE was based on the City's express L2EE Class 3 estimate of approximately \$4B (adjusted for inflation) and added \$1.5B for scope associated with two additional stops. This totals the \$5.5B announced for the L2EE in 2019 Ontario Budget. <li data-bbox="326 982 1401 1052">• The 2019 Ontario Budget estimated a completion date for the L2EE at 2029-30. <p data-bbox="277 1073 402 1104">EWLRT:</p> <ul data-bbox="326 1129 1401 1272" style="list-style-type: none"> <li data-bbox="326 1129 1401 1272">• The 2019 Ontario budget estimated a cost of \$4.7 Billion for the Toronto Segment. The City's Class 5 cost estimates for the EWLRT reported to Council in April 2019 showed costs between \$3 Billion and \$4 Billion for tunnelled options. <p data-bbox="277 1293 354 1325">YSE:</p> <ul data-bbox="326 1329 1401 1545" style="list-style-type: none"> <li data-bbox="326 1329 1401 1472">• The Province's cost estimate for YSE was based on work already underway between City, TTC, York Region, and Metrolinx. The latest cost estimate was a Class 4/5 estimate of \$5.6 billion, as reported in a May 2017 City staff report EX25.1. <li data-bbox="326 1476 1401 1545">• The 2019 Ontario Budget estimated a completion date for the YSE at 2029-30, following completion of the Ontario Line.

#	Question and Status of Current Answer
5	<p data-bbox="277 233 1360 338">What is included in each cost estimate (e.g., financing, property acquisition, escalation, operating, maintenance, fleet, maintenance and storage facilities, etc.)?</p> <p data-bbox="277 380 480 411">Ontario Line:</p> <ul data-bbox="326 436 1369 615" style="list-style-type: none"> • As reflected in the IBC, the cost estimate includes infrastructure, financing, fleet and rehab capital costs such as: track and guideway, stations, Maintenance and Storage Facility (MSF), site work, systems, vehicles, and including: property acquisition, professional services and contingency. <p data-bbox="277 636 370 667">L2EE:</p> <ul data-bbox="326 688 1344 831" style="list-style-type: none"> • Staff have not received the detailed cost information for L2EE, but expect that the base assumption includes the cost elements from the TTC's project estimate, such as above. The City/TTC anticipate that more detail will be released as part of Metrolinx PDBC in Fall 2019. <p data-bbox="277 852 402 884">EWLRT:</p> <ul data-bbox="326 905 1398 1050" style="list-style-type: none"> • Class 5 cost estimates produced by the City as referenced, include track and guideway, stations, expansion of the Mt. Dennis MSF, an extension to Pearson Airport, site work, systems, vehicles, professional services and contingency. <p data-bbox="277 1071 354 1102">YSE:</p> <ul data-bbox="326 1123 1333 1226" style="list-style-type: none"> • Class 5 estimate includes tunnelling, track and guideway, stations, storage facility, systems, vehicles, property acquisition, professional services and contingency

#	Question and Status of Current Answer
6	<p data-bbox="277 233 1130 302">Who prepared the cost estimates? Have they been peer-reviewed/validated by a third party?</p> <p data-bbox="277 342 480 373">Ontario Line:</p> <ul data-bbox="326 401 1401 541" style="list-style-type: none"> <li data-bbox="326 401 1401 541">• Metrolinx have recently supplied details of the class 5 cost estimate undertaken by an international project management consultant. Accuracy ranges for a Class 5 estimate can be anywhere on the low end from -50% and on the high end of +100%. <p data-bbox="277 562 370 594">L2EE:</p> <ul data-bbox="326 615 1382 720" style="list-style-type: none"> <li data-bbox="326 615 1382 720">• We have not received further details regarding the preparation of the cost estimate, beyond the peer reviewed baseline estimate provided by the TTC for the express project. <p data-bbox="277 741 394 772">EWLRT</p> <ul data-bbox="326 779 1330 884" style="list-style-type: none"> <li data-bbox="326 779 1330 884">• Class 5 cost estimates produced by the City and used in Metrolinx's preliminary presentation were developed by AECOM and reviewed/approved by Metrolinx. <p data-bbox="277 888 345 919">YSE</p> <ul data-bbox="326 940 1052 972" style="list-style-type: none"> <li data-bbox="326 940 1052 972">• The Class 5 estimate was prepared by the TTC.
7	<p data-bbox="277 1016 1239 1052">Have operating cost estimates been prepared for each project?</p> <ul data-bbox="326 1094 1390 1436" style="list-style-type: none"> <li data-bbox="326 1094 1390 1163">• Ontario Line IBC reports Net Present Value operating costs of \$2.463B. This has not been validated by City/TTC. <li data-bbox="326 1184 1268 1253">• L2EE- The City/TTC anticipate that it will be released as part of Metrolinx PDBC in Fall 2019 <li data-bbox="326 1274 1300 1344">• EWLRT- The City/TTC anticipate that it will be released as part of Metrolinx revised IBC <li data-bbox="326 1365 1390 1436">• YSE- The City/TTC anticipate that it will be released as part of Metrolinx revised business case (likely PDBC)

#	Question and Status of Current Answer
8	<p data-bbox="277 233 1274 302">What are the ridership projections for each project for each of the following:</p> <p data-bbox="277 342 1281 411">Based on the travel demand modelling work, the preliminary results (all projections to 2041) are as follows:</p> <p data-bbox="277 451 824 485">Peak Point Demand (AM Peak Hour)</p> <ul data-bbox="326 506 1284 861" style="list-style-type: none"> <li data-bbox="326 506 781 539">• Ontario Line 19,500 - 20,000 <li data-bbox="326 560 1195 751">• Line 2 East Extension <ul data-bbox="423 615 1195 751" style="list-style-type: none"> <li data-bbox="423 615 1195 651">○ On extension: 9,500 (Westbound, east of Kennedy) <li data-bbox="423 663 1076 699">○ Westbound, east of Pape: 23,000 – 28,000 <li data-bbox="423 711 1284 751">○ Peak point, eastbound, west of Bathurst: 23,000 – 31,000 <li data-bbox="326 772 1057 808">• EWLRT: 4,300 (Eastbound, East of Jane Street) <li data-bbox="326 829 1190 861">• YSE: 14,000-20,300 (Southbound, North of Finch Station) <p data-bbox="277 882 781 915">Impact on Line 1 (AM Peak Hour)</p> <ul data-bbox="326 936 1321 1150" style="list-style-type: none"> <li data-bbox="326 936 948 970">• Demand south of Bloor: 33,500 – 36,000 <li data-bbox="326 991 943 1024">• Demand north of Bloor: 31,000 – 38,500 <li data-bbox="326 1045 1321 1150">• Relief to Line 1 may be impacted by some of the Province’s project design decisions still to be confirmed, and land use changes for Downtown and Yonge-Eglinton, prescribed by the Province. <p data-bbox="277 1171 659 1205">Weekday Demand (Daily)</p> <ul data-bbox="326 1226 989 1421" style="list-style-type: none"> <li data-bbox="326 1226 834 1260">• Ontario Line: 391,000 – 410,000 <li data-bbox="326 1281 862 1314">• Line 1 (including) YSE): 1,154,100 <li data-bbox="326 1335 989 1369">• Line 2 (including L2EE): 600,000 – 675,000 <li data-bbox="326 1390 873 1421">• Line 5 (including EWLRT): 136,500 <p data-bbox="277 1442 561 1476">New Riders (Daily)</p> <ul data-bbox="326 1497 1240 1728" style="list-style-type: none"> <li data-bbox="326 1497 797 1530">• Ontario Line: 35,000 – 35,500 <li data-bbox="326 1551 1240 1621">• L2EE: 11,000 (compared to base case with no rapid transit to Scarborough Centre) <li data-bbox="326 1642 586 1675">• EWLRT: 5,500 <li data-bbox="326 1696 557 1728">• YSE: 19,800

<p>9</p>	<p>What input assumptions were used in the modelling work with respect to the following:</p> <p>Forecast year (e.g., 2031, 2041)</p> <ul style="list-style-type: none"> • 2041 <p>Land Use Assumptions</p> <ul style="list-style-type: none"> • Population and employment growth assumptions as agreed by City and Province, consistent with previous work. Does not include assumptions for increased Transit Oriented Development at stations or changes to downtown and Yonge-Eglinton land use plans recently prescribed by the Province. <p>Service integration with TTC surface transit</p> <ul style="list-style-type: none"> • Assumes fare integration as now exists. Bus/streetcar/subway connections assumed to work similarly to existing TTC system. Indicative bus and streetcar networks, connecting to the new line, have been provided to the modellers by TTC staff. <p>Proposed service plan(s)</p> <ul style="list-style-type: none"> • Ontario Line assumed to operate with 90 second headway. • EWLRT assumed to operate with 4 minute headway from Renforth Gateway to Mt. Dennis. • YSE assumed to operate with 110 second headways consistent with the rest of Line 1. <p>Capacity of transit lines and proposed transfer stations</p> <p>All figures represented as "riders per hour":</p> <ul style="list-style-type: none"> • Ontario Line: 34,000 • Future, planned Line 1: 36,000 • Existing Line 2: 26,000 • Line 5: 5,900 <p>Fares</p> <ul style="list-style-type: none"> • Assume TTC fare system for Ontario Line and L2EE; assume existing double discount co-fares between TTC and GO. <p>Other planned network improvements</p> <ul style="list-style-type: none"> • Metrolinx base network includes St. Clair, Liberty Village, East Harbour and Finch East SmartTrack Stations, Line 1 Capacity Improvements, GO Expansion, Yonge North Subway Extension, Eglinton West LRT, Sheppard Subway, and Broadview streetcar extension.
-----------------	---

#	Question and Status of Current Answer
	<ul style="list-style-type: none"> City base network includes all of the above except the Sheppard Subway and includes the Lawrence East and Gerrard SmartTrack Stations, Sheppard East LRT, and Waterfront Transit Network.
10	<p>What are the impacts on the City/TTC transit network resulting from these projects?</p> <p>The technical assessment has determined that the Ontario Line and L2EE concepts would be planned to seamlessly integrate into Toronto's Transit Network. The current understanding of the impacts of these projects on the City/TTC's transit network is summarized below, however these impacts may change as further design is undertaken on these projects.</p> <p>Ontario Line:</p> <ul style="list-style-type: none"> Reduces projected demand on 504 King east/west streetcar services and estimated station usage at Gerrard SmartTrack Station. Depending on the design of the Exhibition station, there may be impacts on the TTC's project to connect the Dufferin and Exhibition Loops as part of the Waterfront transit reset. There are no significant impacts on design or projected ridership on the East Bayfront component of the Waterfront transit reset <p>L2EE:</p> <ul style="list-style-type: none"> Reduces estimated station usage at Lawrence East SmartTrack and increases demand in Sheppard corridor east of McCowan but reduces demand west of McCowan. <p>EWLRT:</p> <ul style="list-style-type: none"> No significant impacts to existing network; would need to maintain existing bus service on corridor due to stop spacing. <p>Eglinton East LRT:</p> <ul style="list-style-type: none"> Design decisions for the L2EE may require changes to the EELRT conceptual design and how it connects to Kennedy Station Clarity about future rapid transit on Sheppard East corridor is required before recommendations about the location of the Maintenance and Storage Facility and Malvern Extension can be made. <p>YSE</p> <ul style="list-style-type: none"> The Province has indicated that service on the YSE will not begin before the Ontario Line is in service. This responds to a City Council concern about the potential impact on crowding on Line 1 of extending the subway to Richmond Hill. As Metrolinx shares further project details, the City and TTC will need to assess the impacts on operations of the existing network.

#	Question and Status of Current Answer
11	<p>What existing planning and design work can be used for each of the proposed projects? Has an assessment been undertaken yet?</p> <p>Metrolinx has confirmed that it will leverage the planning and design work for the Ontario Line and Line 2 East Extension. Metrolinx has established a Subway Expert Panel to review the existing plans for the Line 2 East Extension and Yonge North Subway Extension. The extent to which this previous work can be utilized will be determined once the expert panel results are considered, and as the projects continue to develop.</p>
12	<p>Do you anticipate new TPAPs or amendments being required to previously approved TPAPs? If so, what is the expected timing on this?</p> <p>Based on current requirements for transit projects, City and TTC staff anticipate that new TPAPs or addendums will be required. Per Bill 107, Metrolinx will be the sole proponent on these TPAPs or addendums. The City/TTC have not received a detailed project schedule for Metrolinx's projects.</p>
13	<p>With respect to "transit-oriented development" and seeking private sector investment, what assumptions are being made with respect to compliance with the City's Official Plan policies and guidelines?</p> <p>The Province has committed to work with the City to ensure that transit oriented developments advance a shared understanding for effective growth and high quality development of Toronto. The City and the Province are working through the details of an agreement on how they will work together to advance TOD opportunities.</p>

#	Question and Status of Current Answer
14	<p data-bbox="277 233 1065 268">What is the Province's plan for public consultation?</p> <p data-bbox="277 306 1357 449">The City and TTC have been advised that project-specific consultation plans are currently under development. Through discussions with Provincial and Metrolinx staff, City and TTC staff have been advised that the Province and Metrolinx's consultation approach includes:</p> <ul data-bbox="326 491 1377 898" style="list-style-type: none"> <li data-bbox="326 491 1333 634">• Designing a consultation program that, where possible, reflects core consultation principles that were utilized for the Relief Line (e.g. inclusiveness, timeliness, transparency, balance, flexibility, and traceability) <li data-bbox="326 642 1369 709">• Conducting project-specific consultations to provide the opportunity for focused input on local community impacts <li data-bbox="326 718 1230 751">• Engaging communities throughout the project's development <li data-bbox="326 760 1377 827">• Leveraging existing consultations that have been undertaken to-date in project design and delivery <li data-bbox="326 835 1284 898">• Utilizing a variety of tactics including town halls, public meetings, stakeholder meetings, etc. <p data-bbox="277 940 1403 1121">The opportunity for feedback and input throughout a project's development may differ given the anticipated P3 delivery model. Details regarding the Province's proposed approach are provided as Attachment 11 to this report. City and TTC will continue to advocate for meaningful public consultation on provincial transit projects.</p>
15	<p data-bbox="277 1136 1300 1203">Will the proposed lines meet the requirements of NFPA 130 and the Ontario Building Code?</p> <p data-bbox="277 1245 1369 1312">The City/TTC have assumed that the designs will be compliant with OBC and NFPA 130.</p>
16	<p data-bbox="277 1337 1187 1404">Will the accessibility features for the proposed vehicles and infrastructure be consistent with those used by TTC?</p> <p data-bbox="277 1446 1170 1480">The City/TTC have assumed that the designs will be compliant.</p>
Project Delivery	
17	<p data-bbox="277 1541 1195 1575">What assumptions were made with respect to procurement?</p> <p data-bbox="277 1612 1398 1755">Illustrated in Infrastructure Ontario's Fall 2019 – P3 Market Update: indicates the Ontario Line will be Design-Build-Finance-Maintain (DBFM) procurement model. The procurement models for L2EE, EWLRT and YSE are listed as to be determined (TBD).</p> <p data-bbox="277 1776 1398 1843">https://www.infrastructureontario.ca/uploadedFiles/CONTENT/News/2_Market_Update/2019-Market-Update.PDF</p>

#	Question and Status of Current Answer								
18	<p>Has a procurement options analysis been conducted for each project?</p> <p>Metrolinx has completed an initial procurement options analysis for the Ontario Line has been completed, informing the selection of Design-Build-Finance-Maintain. Procurement options analyses for the L2EE and YSE are pending. It is unknown if a procurement options analysis has been completed for the EWLRT.</p>								
19	<p>What are the anticipated property impacts (including City property and private property)?</p> <p>Given the early stage of development for each of the Provincial projects, the specific property impacts of these projects are not yet known. Property impacts for each of the four projects will be determined as the projects become further developed.</p> <p>While detailed analysis of property requirements has not been completed or shared with the City, staff anticipate that additional property acquisition is likely for L2EE, with the addition of two new stations. It is staff's understanding that alternative concepts for Scarborough Centre Station are being examined and may therefore have different property impacts.</p> <p>Property owners impacted by the previous Relief Line South project have been provided with an update on the status of the project.</p> <p>Metrolinx will be communicating directly with impacted property owners as the projects develop further.</p>								
20	<p>What is the timeline for going to procurement for each project? At what stage of design will the project be tendered?</p> <p>The City/TTC have not received a detailed schedule from Metrolinx, however the Infrastructure Ontario Fall update includes the following timelines:</p> <table border="1" data-bbox="280 1350 1401 1726"> <tbody> <tr> <td data-bbox="280 1350 841 1457">Ontario Line</td> <td data-bbox="841 1350 1401 1457">RFQ Spring 2020 RFP Summer/Fall 2020</td> </tr> <tr> <td data-bbox="280 1457 841 1564">L2EE</td> <td data-bbox="841 1457 1401 1564">RFQ Winter/Spring 2021 RFP Summer/Fall 2021</td> </tr> <tr> <td data-bbox="280 1564 841 1671">YSE</td> <td data-bbox="841 1564 1401 1671">RFQ Fall 2021 RFP Spring 2022</td> </tr> <tr> <td data-bbox="280 1671 841 1726">EWLRT</td> <td data-bbox="841 1671 1401 1726">To be determined.</td> </tr> </tbody> </table>	Ontario Line	RFQ Spring 2020 RFP Summer/Fall 2020	L2EE	RFQ Winter/Spring 2021 RFP Summer/Fall 2021	YSE	RFQ Fall 2021 RFP Spring 2022	EWLRT	To be determined.
Ontario Line	RFQ Spring 2020 RFP Summer/Fall 2020								
L2EE	RFQ Winter/Spring 2021 RFP Summer/Fall 2021								
YSE	RFQ Fall 2021 RFP Spring 2022								
EWLRT	To be determined.								

#	Question and Status of Current Answer
21	<p>Has an assessment of impacts on City infrastructure been undertaken (e.g., roads, bridges, water mains, public realm, etc.)?</p> <p>The City will undertake this assessment as a natural part of the design phases for each of the four projects. The City/TTC and Province have convened a working group that is focused on understanding the required coordination of major capital construction projects, especially in the area of the Lower Don River.</p>
22	<p>Has an assessment of construction-related impacts been undertaken as part of the preliminary planning and design? What about impacts on community, businesses, traffic congestion, noise, etc.? If not, when will this occur and be factored into decisions on build methodology, procurement, and a program for business and community supports?</p> <p>The City/TTC expect that this will be undertaken as part of the updated environmental work for the TPAP(s).</p>
23	<p>Will the Province adhere to City permits and approvals, per the practice under the LRT Master Agreement?</p> <p>The applicable Master agreement(s) for these projects are to be developed, and it will be the expectation that agreed upon service standards and timelines for applications, permits and approvals will be adhered to. The Province is seeking city commitment to explore opportunities to accelerate and expedite delivery including review of processes, and leveraging powers and authorities.</p>
24	<p>Do the project schedules factor in risks associated with current market capacity to undertake all projects concurrently? What approach will be taken to prioritizing projects should the market not allow for all projects to proceed concurrently?</p> <p>It can be expected that as the projects advance through the design and procurement phases, the consideration of market capacity and prioritization will be undertaken by the delivery agent (IO and/or Metrolinx – as applicable).</p>
25	<p>How will the Metrolinx "market-driven approach" apply to these projects? Have any private sector partners been engaged on any of these projects to date?</p> <p>The City and Province will be developing a Memorandum of Understanding for the purpose of TOD.</p>

#	Question and Status of Current Answer
Relief Line/Ontario Line	
26	<p>For the segment of the Ontario Line between Pape and Osgoode, are the proposed alignment and stations/stops the same as the current plan for the Relief Line South?</p> <p>Based on information obtained from meetings with the Provincial staff and on review of the IBC, the Ontario Line and Relief Line South share a common conceptual alignment and station locations between Osgoode Station and Sherbourne/Moss Park Stations. The projects differ between Sherbourne and Gerrard Stations. Both projects generally follow under Pape Avenue to an interchange at Pape Station.</p>
27	<p>With respect to the new technology proposed for the Ontario Line, please clarify the following:</p> <p>Type, number length and weight of trains</p> <ul style="list-style-type: none"> • Metrolinx is proposing that 100-metre light rail trains will be used, however have indicated this will be determined through their procurement approach. <p>Depth and diameter of the tunnel</p> <ul style="list-style-type: none"> • The tunneling technology has not been confirmed and will form a part of the design process through their planned procurement approach. TTC has provided design work from the Relief Line South project as information to assist Metrolinx in their work. <p>Whether the design will achieve a 90-second headway or better</p> <ul style="list-style-type: none"> • This is a working assumption by Metrolinx and has been assumed in all assessments. The ability of the design to ultimately achieve this objective will be determined in future phases of design. <p>The carrying capacity of the technology</p> <ul style="list-style-type: none"> • Assuming 100-metre trains carrying 850 passengers each, a 90 second headway would result in 34,000 people per hour based on Metrolinx's proposed crowding standard. <p>Whether the technology has been proven to perform under similar climate conditions experienced in Toronto</p> <ul style="list-style-type: none"> • The specific technology has not been confirmed and will be determined as part of the procurement process.

#	Question and Status of Current Answer
28	<p>If the approach is to have the market define the technology, what requirements are being included in the PSOS document? How were these requirements defined in order to determine an estimate of \$10.9 B?</p> <p>Requirements to be included in a PSOS document will be determined in the next phases of work.</p>
29	<p>Are you building the line to a budget of \$10.9 B or are you building a line with a defined scope of work?</p> <p>The project cost estimate is preliminary based on the current state of development. The scope in so far as length and areas served have been consistently stated. Future adjustments to scope, budget and schedule will be identified as part of subsequent phases of work.</p>
30	<p>What is the proposed build methodology along the various segments of the alignment? What elements of the alignment are tunnelled, at-grade or elevated?</p> <p>The Ontario Line Initial Business Case outlines the build methodology of the various segments as part of an indicative alignment. The L2EE and EWLRT, are expected to be advanced as tunnelled and partially-tunnelled projects, respectively.</p> <p>City/TTC staff are aware that Metrolinx has assembled a panel of experts to review the plans for L2EE and YSE, and anticipate that the outputs of this group will inform the proposed build methodology.</p>
31	<p>Are existing GO tracks/corridors being used as part of the alignment?</p> <p>According to the Metrolinx IBC, the Ontario Line would travel in the same corridor (right-of-way) as the Lake Shore East GO corridor, along a widened embankment.</p>
32	<p>Are the tunnelled stations mined or cut-and-cover construction?</p> <p>The specific construction techniques will be determined through the design and procurement phase of the project.</p>
33	<p>Does your proposal include for the diversion of the Enwave energy system?</p> <p>TTC has provided information from the Relief Line South project which was being designed to avoid the diversion of the Enwave energy system. Potential impacts to the Enwave system will be determined as design is developed.</p>

#	Question and Status of Current Answer
34	<p>What geotechnical analysis has been undertaken, particularly in the areas north and west of the current Relief Line South PDE work?</p> <p>The City/TTC is not aware of any geotechnical work having been undertaken, beyond what was previously done for the Relief Line South project.</p>
35	<p>Has the planning analysis taken into account current plans for SmartTrack Stations and the Waterfront Transit Network?</p> <p>The provincial plan may have impacts on the SmartTrack Stations Program and the Waterfront Transit Network. Further impacts will be determined as design advances on the Ontario Line. These projects have been considered in the modelling exercise that has been undertaken.</p>
36	<p>Has the design taken into account necessary facilities for passenger transfers to and from TTC buses and streetcars?</p> <p>Design specific to stations and points of transfer will be determined in the next phases of work as the project design advances.</p>
37	<p>How were the proposed alignment and the station stops identified in the 2019 Ontario Budget map (p. 68) determined? Is this still preliminary?</p> <p>Based on the work undertaken to date, the Province has identified an indicative alignment and assumptions in their IBC. Further design work will be undertaken as the project progresses.</p>
38	<p>What are the configuration of the bridges proposed over the Don River, both at the south end near Eastern Avenue and farther north near Thorncliffe Park? What are the proposed elevations, grades, locations of tunnel portals, etc.?</p> <p>The Province has shared their indicative alignment options with the City/TTC but until a final alignment is determined and design is advanced, City/TTC staff are unable to confirm this level of detail.</p>
39	<p>What are the proposed interfaces and plans for surface transit at each station location to ensure multi-modal integration of the network and achievement of Line 1 relief objectives?</p> <p>TTC has provided an indicative surface network for modelling purposes. Specific terminal designs at stations have not been developed, and therefore not evaluated at this time. However, the Province has indicated its goal of seamless integration with the existing TTC system.</p>

#	Question and Status of Current Answer
40	<p>Where will the maintenance and storage facility (MSF) be located?</p> <p>The Ontario Line IBC states that the MSF is assumed to be located alongside the CP Rail Corridor in the area of Wicksteed Avenue and Beth Neilson Drive.</p>
41	<p>Has a cost-benefit analysis been undertaken that suggests a separate MSF facility from the Greenwood Yard is preferable?</p> <p>A cost-benefit analysis has not yet been undertaken. The Province's policy decision is to have a separate MSF for the Ontario Line due to the different vehicle technology and gauge of the track.</p>
42	<p>Given the proximity of the Ontario Science Centre to the flood plain of the Don River, are flood control measures included in the scope or cost estimate?</p> <p>The impact of the alignment and related mitigation measures/costs will be determined in later stages of design.</p>
Line 2 East Extension	
43	<p>What assumptions have been made related to the re-design of Scarborough Centre Station if it is no longer a terminus?</p> <p>The Province is currently reviewing the alignment options to determine the scope of the project. An update is anticipated as part of the Preliminary Design Business Case.</p>
44	<p>Has the design taken into account necessary facilities for passenger transfers to and from TTC buses and streetcars?</p> <p>Design will be determined as the project advances.</p>
45	<p>What are the bus-bay requirements at each station?</p> <p>This will be determined during the design phase as the project advances.</p>
46	<p>What assumptions have been made related to extending the life of Line 3 Scarborough (RT) and supplementary bus service?</p> <p>A study is being undertaken by the TTC to determine if the current life of Line 3 can be extended to 2030. This is expected to be complete in Q1/Q2 2020, and is a matter of ongoing discussion with the Province.</p>

#	Question and Status of Current Answer
47	<p>Does the cost estimate include or not include Automatic Train Control (ATC) implementation on Line 2?</p> <p>No, this is not currently assumed.</p>
48	<p>Has the province undertaken a comparative analysis of the requirements for a station at Lawrence East given the current plan for a SmartTrack station at Lawrence-Kennedy?</p> <p>The Province has identified that a Lawrence East Station will be included in the L2EE project scope. City staff will assess the impact of a Lawrence East subway station on the performance of a Lawrence-Kennedy SmartTrack station</p>
49	<p>What assumptions about the Scarborough transit network have been made with respect to Sheppard East Extension, SmartTrack Stations, GO Expansion, Eglinton East LRT to UTSC and to Malvern Centre, etc.?</p> <p>Eglinton East LRT has not been assumed in any modelling by the City or Metrolinx. The City's modelling has included GO Expansion, and also tested the inclusion of Lawrence East SmartTrack Station and both a Sheppard Subway Extension and the Sheppard East LRT. These changes have limited impact on network ridership.</p> <p>See answer to Question 9.</p>
50	<p>Is the McCowan station proposed to be an interchange with the proposed future Sheppard East Extension or a direct connection? What intersection on the McCowan alignment is the McCowan station (i.e., Sheppard and McCowan)?</p> <p>An interchange station is assumed and is protected at Sheppard East and McCowan.</p> <p>The assumption is that the Line 2 terminal station at Sheppard and McCowan would include future provision for passenger connections to a future east-west rapid transit line on Sheppard Avenue. There is currently no provision for through-running of trains between Line 2 and any future east-west line on Sheppard.</p>
51	<p>Is the project completion date of 2030 for L2EE for revenue service only, or does that include demolition of Line 3 Scarborough (RT)?</p> <p>The current plan is that revenue service for L2EE would be achieved by 2030.</p>

#	Question and Status of Current Answer
Eglinton West LRT	
52	<p>How many stations are proposed and where are they located?</p> <p>The City and TTC understand the Province is generally considering seven stations on Eglinton, west of Mount Dennis Station, at Jane, Scarlett, Royal York, Islington, Kipling, Martin Grove and Renforth. A future extension in Mississauga would run to Pearson Airport.</p> <p>Additional details regarding station locations are expected to be discussed in an Initial Business Case anticipated to be released in late 2019 or early 2020.</p>
53	<p>Will the service levels and fare be comparable to the Eglinton Crosstown LRT?</p> <p>Per the package of terms presented by the Province, the City/TTC and Province will discuss service levels and fare agreements as part of the negotiation of the Master Agreement or Agreement(s).</p>
54	<p>Has the design taken into account necessary facilities for passenger transfers to and from TTC buses and streetcars?</p> <p>Design specific to stations and points of transfer will be determined in the next phases of work as the project design advances.</p>
55	<p>Metrolinx has previously recommended an at-grade LRT for the Eglinton West LRT; what new information has Metrolinx considered that supports a tunneled option?</p> <p>The City and TTC expect that this will be provided as part of the revised Initial Business Case to be produced by Metrolinx.</p>
56	<p>City analysis shows that a significant portion of the congestion along Eglinton Avenue West is caused by the configuration of highway ramps in the area and constrictions on the 401. What concurrent work does the Province propose to mitigate traffic congestion at Martin Grove Rd and Eglinton Ave W?</p> <p>Traffic impacts and mitigation will be addressed as the project design advances.</p>

#	Question and Status of Current Answer
57	<p>The \$4.7 B estimate in the 2019 Ontario Budget (p. 71) is for an extension to Renforth Drive to be delivered by 2030-31.</p> <p><i>What is the timing for the extension from Renforth to Pearson post 2030-31? What is the timeline for concluding the planning analysis on the Airport Segment of the LRT?</i></p> <p>There has been minimal engagement on this project at this point, therefore, information has not been provided about this.</p> <p><i>Will Metrolinx be conducting an updated business case for the full alignment from Renforth Station to Pearson International Airport?</i></p> <ul style="list-style-type: none"> - Metrolinx has indicated that its revised IBC will include consideration of the impacts of the connection to the airport.
58	<p>What is the timeline for completing the PDE phase of work for the Eglinton West LRT Toronto Segment?</p> <p>A timeline for completion of PDE work is still to be determined.</p>
Sheppard East Extension	
59	<p>How will the Province advance work on the proposed extension of Line 4 (Sheppard) to McCowan?</p> <p>The City and TTC have not received any additional details regarding the Sheppard East Extension. The provincial budget indicated this will follow work on the L2EE.</p>
60	<p>What is the status of the confirmed funding for the Sheppard East LRT?</p> <p>The City and TTC have not received any additional details regarding the Sheppard East Extension or funding for the Sheppard East LRT.</p>
61	<p>What technology is proposed for the rapid transit line east of McCowan? What will this change of plans mean for the approved Conlins LRV Maintenance and Storage Facility?</p> <p>The City and TTC have not received any additional details regarding the Sheppard East Extension.</p>

Attachment 4 – Assessment of Ontario Line

As directed by City Council in April 2019, City and TTC staff have assessed the Province’s proposed Ontario Line. The details of this assessment are provided in this attachment.

1. Project Summary

1.1. Project Description

The Ontario Line was included as part of the 2019 Ontario Budget¹ as a transit project that will cover similar study areas as the Relief Line South and North, as well as a western extension. The proposed project is a 15.5-kilometre higher-order transit line with 15 stations, connecting from Exhibition GO station to Line 5 at Don Mills Road and Eglinton Avenue East, near the Science Centre station, as shown in **Figure 1**.



Figure 1. Ontario Line Proposal (source: Metrolinx IBC)

Since April 2019, technical working groups comprising staff from the City, TTC, Metrolinx, Infrastructure Ontario and the Ministry of Transportation met regularly to understand alignment and station location options being considered for the Ontario

¹ <http://budget.ontario.ca/2019/contents.html>

Line. Discussions also considered fleet requirements, infrastructure design criteria, and travel demand modelling.

Metrolinx prepared an Initial Business Case (IBC) that was publicly posted on July 25, 2019.² The IBC compared the Ontario Line and Relief Line South projects against a Business As Usual scenario. The general findings by Metrolinx were that "both Relief Line South and Ontario Line offer significant improvements compared to a Business As Usual scenario, generating \$3.4 billion and \$7.4 billion worth of economic benefits, respectively. Because it generates twice the economic benefits for a proportionally smaller cost increase, the Ontario Line provides better value for money than the Relief Line South, with a Benefit-to-Cost Ratio between 0.90 an[d] 0.96 when delivered under a Public-Private Partnership (P3) delivery model."³

Further, the IBC recommends advancing design of the Ontario Line option over the Relief Line South. Next steps will include refining design and engineering to maximize benefits and address risks, developing a Preliminary Design Business Case, seeking environmental approvals through a Transit Project Assessment Process and proceeding towards delivery. Though the Ontario Line would expand mobility and opportunities for people in the GTHA, as well as provide relief to the existing transit network, it is also recommended that overall expansion of the transit system, beyond current plans for 2041, be pursued at pace in order to anticipate and support future growth of the region."⁴

As the planning and design work for the Ontario Line is still at a very early stage, details concerning the precise alignment and station locations are not yet available (e.g., the IBC provides only a representation alignment and station locations). As a result, the assessment of the project that follows is at a high level.

For the purposes of this report, the project is described in three main sections:

- *Western Section:* From an interchange at the Exhibition GO station to downtown, connecting with Line 1 at Osgoode station. This section has not previously been studied by the City/TTC;
- *Central Section:* From Osgoode station on Line 1 to Pape station on Line 2, which coincides with the Relief Line South project study area; and
- *Northern Section:* From Pape station on Line 2 to an interchange with the Eglinton Crosstown LRT at Don Mills station, which coincides with the Relief Line North project study area.

The Ontario Line builds on and extends the work undertaken in partnership by the City, TTC and Metrolinx on the Relief Line South and North. Portions of the alignment follow the Council-approved Relief Line South alignment and share similar station locations.

There are major differences in some areas, such as elevating the alignment over the Lower Don River and running above grade within the Lakeshore East GO rail corridor in the central section. Similarly, in the northern section, the Ontario Line follows one of the

² <https://metrolinx.files.wordpress.com/2019/07/click-here-to-view-the-ontario-line-initial-business-case.pdf>

³ Ontario Line Initial Business Case, page 10.

⁴ Ontario Line Initial Business Case, Page 12

alignment options that was studied in the Relief Line North assessment, but with an elevated guideway.

1.2 Project Costs and Schedule

The Ontario Budget included a preliminary cost estimate of \$10.9 billion, while the IBC estimated the capital cost to be \$10.2 billion (2019\$), assuming the representative 15.5-kilometre alignment with 15 stations at a conceptual planning stage. This is a Class 5 cost estimate undertaken by an international project management consultant. Accuracy ranges for a class 5 estimate can be anywhere on the low end from -50% and on the high end of +100%.

The Province has stated a project timeline with a 2027 in-service date for the Ontario Line, two years sooner than the accelerated Relief Line South schedule. It is anticipated that a more accurate estimate of schedule for the Ontario Line will be determined as the project advances. The Province has committed to ensuring the Ontario Line is in service prior to the Yonge Subway Extension.

Given the current stage of the project and the variety of design challenges that remain to be overcome in a project of this scale, further design and development must occur before City and TTC are able to assess the validity of the stated timetable or the estimated cost at this time.

1.3 Project Delivery

Metrolinx has indicated that it intends to undertake a Transit Project Assessment Process (TPAP) for the Ontario Line; however, the timing for Notice of Commencement is not yet available. By way of a letter to the Ministry of Environment, Conservation and Parks, Metrolinx provided notice that it will be proceeding as the sole proponent for the Ontario Line TPAP.

Based on discussions with the Province and as noted in the IBC, procurement contemplates a P3, design-build-finance-maintain (DBFM) delivery model for delivery of the project.

2. City/TTC Assessment

The City and TTC assessment of the representative Ontario Line project as included in the IBC was guided by the Rapid Transit Evaluation Framework (RTEF). Background information on the RTEF is provided in Attachment 2.

Information to support the assessment of the plans for the Ontario Line was obtained through a series of technical working group meetings with Provincial staff from the Ministry of Transportation, Infrastructure Ontario, and Metrolinx, and from the Initial Business Case (IBC) prepared by Metrolinx and released in July 2019.

It is important to note that this assessment is based on the current early conceptual design. The project may change significantly through further design and a P3 delivery

process, which could result in changes to the City and TTC assessment of the project in the future.

Highlights

- A design capacity of at least 34,000 riders per hour for the Ontario Line will meet demand in the project corridor for approximately 50 years.
- The Ontario Line will help relieve demand on Line 1. The modelling suggests that the Ontario Line is projected to reduce demand on Line 1 north of Bloor by between 700–2,000 riders per hour and between 3,200-5,400 riders south of Bloor in 2041.
 - This would reduce the demand north of Bloor to 31,000-38,500 passengers per hour and south of Bloor on Line 1 to approximately 33,500-36,000 passengers per hour; the upper end of these estimated range matches or exceeds the projected capacity of the line.
- The Ontario Line is expected to bring higher-order transit closer to equity-seeking communities. The northern section will directly serve the Thorncliffe Park and Flemingdon Park Neighbourhood Improvement Areas. Other portions of the line will be close to the Regent Park and Parkdale NIAs, as well as the Alexandra Park and Moss Park communities.
- The Ontario Line has the potential to support the development of employment and prosperity in the City, serving a large number of existing and future jobs. Proposed stations in the central section provide direct access to the Financial District in the Downtown, while employment in the King-Spadina Secondary Plan area is well-served by two proposed stations in the western section. Other stations such as East Harbour will serve emerging employment precincts.
- The Ontario Line is consistent with the policy goals in both provincial and City planning frameworks. The proposed stations are generally located in areas where the Official Plan directs population and employment growth, with land use designations in the station area that support the development of this growth. There are transit-oriented development opportunities at many of the proposed station locations. Comprehensive station-area planning studies would help to determine the appropriate nature and scale of potential development, including consideration of station access, public realm integration and fit with the area's planned urban context.
- As planning, design and delivery of the Ontario Line proceeds, potential temporary and permanent impacts to residents and businesses will need to be mitigated and well-managed. The portions of the line that are above-grade or on an elevated guideway have the potential for permanent noise and vibration, property, traffic, and visual impacts. For example, the section between Cherry Street and Gerrard Street East has the potential for significant impacts on the existing community and will require great care during the design process and during construction. Operational impacts may also result. Design and

construction of the elevated crossing of the Lower Don will need to be well coordinated with numerous major infrastructure improvement projects, including but not limited to planned flood protection mitigation measures and the Gardiner Rehabilitation Project.

- The Ontario Line has the potential to provide improved public transit access to several public parks and attractions such as Exhibition Place, Fort York, Nathan Phillips Square, and the Don Valley parks system. The project passes through several heritage conservation districts and many station areas include listed and designated heritage properties. The Don River crossing presents sensitive environmental interfaces, including potential impacts to the flood channel. Potential impacts to natural and cultural heritage features will need to be appropriately mitigated.

Consultation with City divisions and agencies responsible for stewardship, management and planning of these resources and infrastructure is important in protecting public health and the environment.

2.1 Rapid Transit Evaluation Framework Principle #1 – Serving People

Transit Users Choice

The Ontario Line is expected to contribute to the development of a comprehensive higher-order transit network in Toronto, in a manner similar to what City Council has previously endorsed as a priority in the City's transit network plan. It provides transit riders additional routes and alternatives for making transit journeys to the Downtown core and across the city. The Ontario Line provides several interchange opportunities with other higher-order transit lines, most critically a second network connection from Line 2 to Line 1, similar to the Relief Line South concept, and generally provides good connectivity with existing and planned TTC streetcar and bus routes in its service area. Further information on each section are discussed below.

- *Western Section*

Exhibition Station, the western terminus station, will contribute to good network development by providing interchange opportunities with Lakeshore West GO rail services, and existing and future TTC bus and streetcar services at Exhibition Loop and in Liberty Village. Good pedestrian access to Liberty Village would provide excellent rapid transit connections to that area. Frequent service on the Ontario Line, combined with a track arrangement allowing cross-platform transfers between Ontario Line trains and GO trains, will provide a very attractive alternative for many passengers on GO Trains destined to the northern part of the financial district that would otherwise continue to travel through Union Station.

Stations along the western section of the representative alignment provide good connections to surface transit routes. Importantly, King-Bathurst station provides a transfer opportunity to the heart of the Financial District with the 504 King streetcar, while Queen-Spadina station will connect with the 501 Queen and 510 Spadina streetcars.

The western section will interface with some important existing and future transit infrastructure in the vicinity of Exhibition station. The Exhibition Loop is an important facility for serving TTC streetcar and bus customers, and provides necessary space for terminating and storing streetcars and buses to support service on several busy routes. The first phase of a future expanded Waterfront streetcar network, connecting Exhibition Loop to Dufferin Gate Loop, is currently at 30% design and is planned to be constructed parallel to the Lakeshore West GO rail corridor. Any conflicts between the proposed track arrangements to permit cross-platform transfers between Ontario Line and GO trains must be identified and resolved.

- *Central Section*

The Ontario Line provides optimal interchange opportunities with other higher-order transit services in the central section. Direct connections are provided at Osgoode, Queen, and Pape stations to existing Line 1 and Line 2 trains. An elevated crossing of the Don River along the existing GO rail bridge creates an opportunity to provide a cross-platform exchange for passengers transferring between Lakeshore East or Stouffville GO rail services to the Ontario Line at East Harbour, saving passengers several minutes of journey time and making the transfer more attractive.

The Corktown station will be located west of Parliament Street near King Street, instead of near King Street/Sumach Street/Eastern Avenue as proposed by the Relief Line South. This station will provide a new connection to buses on Parliament Street, but will be more distant from the developing area in the West Don Lands, as compared to the Sumach station.

The central section connects well with local TTC bus and streetcar services. The Leslieville station will be located at Queen Street and the Lakeshore East GO rail corridor, just east of Broadview Avenue, instead of the Queen Street/Carlaw Avenue location proposed by the Relief Line South. The Leslieville station will provide connections to streetcars on Queen Street but will not connect to buses on Carlaw Avenue.

The location of Gerrard station on the Ontario Line may preclude the construction of the planned SmartTrack station at Gerrard-Carlaw. More work is required to understand the interdependency of these two stations and consider design options.

In the central section, station access from the surrounding neighbourhoods to each of the Ontario Line stations by various modes of transportation is excellent. The proposed stations at Queen-Yonge, Moss Park, Corktown, Leslieville, Gerrard and Pape are located in mature urban neighbourhoods with well-developed pedestrian infrastructure, providing multiple walking access routes approaching stations from all directions. East Harbour station is located in a future employment precinct where Official Plan policies and development plans are prioritizing a good pedestrian environment. Wide sidewalks and high-quality public realm improvements will be provided, particularly along the signature Broadview Avenue extension.

- *Northern Section*

A well-designed interchange station at the Don Mills/Eglinton station for the Ontario Line, with direct connection to the Science Centre station on Line 5 and the bus terminal on the northeast corner, will provide an important transfer for transit riders.

The Ontario Line will replace some of the TTC bus service currently operating on Pape Avenue, Millwood Road, Overlea Boulevard, and Don Mills Road (south of Eglinton Avenue East). TTC bus services in the Thorncliffe Park and Flemingdon Park neighbourhoods will be revised to provide efficient, direct connections for passengers to the closest higher-order transit stations on the Ontario Line. The station at Cosburn will connect with the busy east-west 87 Cosburn bus service.

Pedestrian and cyclist station access to proposed Ontario Line stations in the northern section is not as well developed and the pedestrian network in some areas, such as Thorncliffe Park and Flemingdon Park, is fragmented. Station design provides an opportunity to improve the pedestrian environment along key walking routes near the station, as well as enhancements to cycling connections. Station locations that can leverage transit-oriented development opportunities can also improve pedestrian and cycling connections to the station.

Experience

Ontario Line Design Capacity and Line 1 Demand

A key component of the City and TTCs assessment of the Ontario Line is determining how it could affect the overall performance of the transit network. Key considerations include how it may:

1. Reduce future demand on Line 1 (i.e. provide relief); and
2. Meet future demand in the new corridor.

Given the significant investment being made, a very long term view is prudent. Travel demand modelling is a tool that is used to help understand these issues. Travel demand models use inputs such as projected population and employment distributions, demographics and existing travel behaviour to estimate demand on Toronto's transportation network at a point in the future, known as the planning horizon.

Travel demand modelling has been undertaken by both the City and Metrolinx – key results are summarized in Table 1.

Table 1: Ontario Line Travel Demand Projections⁵

Planned Ontario Line Capacity	34,000 riders per hour ⁶
Projected Ontario Line Demand (2041): <ul style="list-style-type: none"> • Greatest Hourly Demand (Morning peak hour, westbound between East Harbour and Moss Park Stations; peak hour, peak point, peak direction) • Total Daily Boardings 	19,000 - 20,000 riders per hour 391,000 - 410,000 riders per day
Projected timeline when Ontario Line will reach capacity	Approximately 50 years after opening ⁷
Line 1 capacity	36,000 riders per hour ⁸
Projected Line 1 Demand in 2041 (With Ontario Line): <ul style="list-style-type: none"> • Morning peak hour, southbound <ul style="list-style-type: none"> ○ South of Bloor ○ North of Bloor 	33,500 - 36,000 riders per hour 31,000 - 38,500 riders per hour

The findings are preliminary and will be the subject of further refinement. The work is based on the best information available about the Provincial projects, and relies on population and employment projections that do not yet reflect recent changes to Official Plan policies prescribed by the Province for the Downtown and Yonge-Eglinton Centre.

⁵ All demand estimates reported are for the 2041 planning horizon. All four provincial priority projects are assumed to have been built and are included in the model. In all cases, the range of values represents the different estimates resulting from the travel demand models run by the City and Metrolinx; in all cases the lower estimates are output by the Metrolinx model, while the higher estimates are the output by the City model.

⁶ 34,000 passengers per hour is the product of 850 passengers per train, times 40 trains per hour (i.e. one train every 90 seconds).

⁷ Using industry-standard assumed growth rates of 1.5% per year beyond the planning horizon suggests that the Ontario Line's capacity is sufficient to meet demand well into the 2070s, or approximately 50 years after opening. This estimate does not account for changes in development and growth patterns that will likely occur in response to the Ontario Line's construction.

⁸ 36,000 passengers per hour is the approximate product of 1100 passengers per train, times 33 trains per hour (i.e. one train every 110 seconds)

Key conclusions from the City's travel demand modelling are as follows:

1. The Ontario Line will provide relief to Line 1 in the short term.
2. Even with the Ontario Line, Line 1 demand will exceed capacity by 2041
 - The City's travel demand model estimates the demand on Line 1, north of Bloor, will exceed 36,000 passengers/hour in 2041.
 - Based on these results, it is expected that Line 1 demand will exceed capacity both north and south of Bloor shortly after 2041.
3. The Ontario Line's anticipated design capacity of 34,000 riders per hour will meet demand in the Ontario Line corridor for approximately 50 years.
 - The selection of a transit vehicle for the Ontario Line that has sufficient capacity is crucial to the long term success of the project. Demand for the Ontario Line may exceed capacity earlier if development patterns shift as a result of its construction.
 - A train with a capacity of 1100 passengers used by the TTC on Lines 1 and 2 would offer more flexibility to meet increased demand and ensure that the project is fit for purpose further into the future compared to the capacity of 850 passengers being planned for Ontario Line.

These conclusions mean that:

1. Additional expansion of the rapid transit network will be required by 2041 to meet future demand in the Yonge corridor; and
2. It is critical that the proposed performance of the Ontario Line be maintained or enhanced as design work progresses.

Additional travel demand modelling should be undertaken to analyze future extensions of the Ontario Line and other potential projects that could respond to the projected demand on Line 1. Extensions of the Ontario Line north to Sheppard Avenue and west to Line 2 and improvements to the Richmond Hill GO line among other projects should be considered. Impacts of possible changes in development patterns should also be further analyzed.

Operations

The Ontario Line will use a transit technology that is not the same as existing TTC subway technology and trains will not be compatible with existing TTC subway trains, tracks, or other facilities. TTC and City staff continue to advocate for interoperability of trains to allow for shared use of facilities, provide economies of scale in purchasing trains; and increase flexibility in operations.

It is understood that the Ontario Line is planned to operate with very frequent service of up to one train every 90 seconds in each direction. Delivering such a frequent service can be challenging, and will require highly optimised trains, signals, terminals, and operating practises. It is assumed that service at all times of the week will be operated in accordance with standards similar to those used by the TTC, which call for a train every five minutes or better at all times. The hours of operation should match those of

the TTC, which have service start at approximately 05:45 Monday-Saturday or 08:00 on Sunday, and end at approximately 02:00 every day.

Changes to the TTC bus and streetcar network will be needed to connect to the new line. This could mean reduced bus or streetcar service where it currently overlaps the Ontario Line corridor, or increased service connecting to the corridor to meet the increased demand. Appropriate bus and streetcar facilities such as on-street stops or off-street terminals, will be required for passenger connections at all stations.

- *Western Section*

The western section is critical to providing significant relief to Union Station, by providing GO Transit riders an alternative route to the Downtown and Financial District with a transfer opportunity at Exhibition station. This was not one of the project objectives for the Relief Line South or North. AM peak hour station usage at Union Station is forecast to drop by approximately 20,000 passengers with the Ontario Line in service. This relief could allow Union Station to operate more efficiently by reducing train dwell times and platform clearance times, which could in turn increase Union Station's capacity to bring additional GO Transit services to the station. The western section does not significantly impact demand on, or provide material relief to Line 1.

The western terminus at Exhibition station is proposed to be at-grade, to provide a cross-platform transfer opportunity with Lakeshore West GO trains. Frequent 90-second headways during peak periods will mitigate the impact of passengers being exposed to the elements in an exterior station. Nevertheless, passenger comfort could be improved by providing climate-controlled waiting areas on the platforms.

- *Central Section*

The central section approximates the route of the approved Relief Line South, and therefore functions to provide relief to Line 1 and reduce passenger congestion at Bloor-Yonge station. It is essential that the interchange between Line 2 and the Ontario Line at Pape station is designed in a manner that encourages riders bound for Downtown to transfer at this location. This requires minimizing the vertical separation distance between the two lines and providing multiple, direct, legible routes for passengers making the transfer, in order to minimize the transfer journey time. The ease of transferring is particularly important from the westbound platform to southbound platform, corresponding with the predominant passenger flows in the AM peak period.

Although several stations in the central section may be partially exposed to the elements, frequent service will minimize passenger waiting time in stations, and passenger comfort amenities can be provided in the design.

- *Northern Section*

The northern section will provide some additional relief to the existing subway network by providing Line 5 passengers with an alternative journey to Line 1 to

access the Downtown. Given the elevated guideway, consideration should be given to providing climate-controlled areas in Flemingdon Park and Thorncliffe Park stations to reduce passenger exposure to elements and to provide a more comfortable passenger experience; although this may be addressed through the use of platform edge doors as currently proposed.

Social Equity

The Ontario Line as proposed is expected to bring higher-order transit service closer to equity-seeking communities residing in Neighbourhood Improvement Areas (NIAs). It will also provide benefits to densely populated areas of the City that are not currently served well by higher-order transit.

- *Western Section*

The Ontario Line will improve higher-order transit access to residents of Alexandra Park, a community that would be well served by the Queen-Spadina Station. The western section is also relatively close to the South Parkdale NIA. Within the western section, the Ontario Line will bring an additional 64,000 people within an 800-metre walk of higher-order transit that were not previously within walking distance of a rapid transit station.

Social equity could be further improved by considering changes to the representative alignment in the western section that could provide stations at Queen-Bathurst and King-Strachan, which would provide an additional station in proximity to Alexandra Park and improve streetcar connectivity with the Parkdale NIA to the west along King Street.

- *Central Section*

Moss Park station is proposed to be adjacent to an apartment complex within the Moss Park community. Corktown Station as currently proposed will provide improved access to Regent Park via a short connection with the 65 Parliament bus. Within the central section, the Ontario Line will bring 71,500 additional people within an 800-metre walk of higher-order transit that were not previously within walking distance of a rapid transit station.

Social equity could be further improved by the Ontario Line project by examining a potential station location between Berkeley Street and the Don River that would be better situated to serve the Regent Park NIA, and the social services/community facilities emerging in the West Don Lands neighbourhood. The improved geographic coverage provided by such a station could also bring additional population within an 800-metre walking distance of rapid transit.

- *Northern Section*

The Ontario Line is expected to provide excellent service to neighbourhoods in need with stations located in Thorncliffe Park and Flemingdon Park NIAs. Within the northern section, the Ontario Line will bring an additional 41,000 people within an

800-metre walk of higher-order transit that were not previously within walking distance of a rapid transit station (not including the Science Centre station, which will already have access to Line 5).

Social equity could be further improved in the northern section by considering the benefits of adding a second station in Thorncliffe Park. This could better serve the greatest population concentration and provide improved coverage of a neighbourhood with a relatively large geographic area and disconnected street network.

2.2 Rapid Transit Evaluation Framework Principle #2 – Strengthening Places

Shaping the City

The Ontario Line is consistent with the planning and growth management frameworks at both the provincial and municipal levels, providing a high degree of coordination between transportation and land use planning. The proposed Ontario Line stations are generally located within or adjacent to areas where the Official Plan urban structure plan directs population and employment growth. Transit-oriented development opportunities are present at many station locations. Comprehensive station-area planning studies could be undertaken by City Planning to determine the appropriate nature and scale of development at proposed Ontario Line stations, including consideration of public realm integration and fit with the area's urban context.

- *Western Section*

The western section aligns well with City planning policies and is supportive of development trends and transit-oriented development opportunities. The Official Plan urban structure plan identifies all stations in the western section to be within the Downtown & Central Waterfront area, where growth is encouraged. Western section station areas are highly compatible with the Official Plan land use plan, with about 59% of land within 800 metres of stations designated Mixed Use Areas, Regeneration Areas, and General/Core Employment Areas.

The western section passes through neighbourhoods with a significant existing population, as 78,000 people already live within an 800-metre walking distance of the proposed stations. This is projected to increase to over 132,000 by 2041, which translates into a highly transit-supportive density. The most significant growth is anticipated to occur around the Queen-Spadina station.

Although the area served by the Ontario Line is already highly urbanized, there are some station areas with potential for further development and infill, subject to further study of the planned context.

The Ontario Line could be improved if the alignment better served the southern part of the King-Spadina Secondary Plan area, one of the densest and fastest growing areas of the city. Consideration of an alignment that passes through stations at King-Spadina or Front-Spadina would further improve the coordination of land use with transportation planning.

- *Central Section*

In the central section, Queen-Yonge, Moss Park and Corktown stations are located entirely within the Downtown & Central Waterfront. East Harbour station is located within an Employment Area, and Leslieville and Gerrard stations are located along Avenues. In terms of the Official Plan land use plan, about half of the lands within 800 metres of stations in the central section is designated Mixed Use Areas, Regeneration Areas, and General/Core Employment Areas.

The central section serves a sizable existing population, as well as areas where significant population growth has been projected by the City. About 75,000 people currently live within an 800-metre walking distance of the proposed central section Ontario Line stations, a figure that is projected to increase to over 113,000 by 2041 (figures represent data from Moss Park to Gerrard stations inclusive). Most of this growth is anticipated to occur around the Moss Park and Corktown stations, where development applications representing approximately 35,000 residential units have been approved or are currently under review (as of July 2019).

The Ontario Line supports some significant opportunities for transit-oriented development in proximity to proposed stations. East Harbour station will provide access to approximately one million square metres of office and retail floor space being developed in the Unilever Precinct as a new employment cluster immediately east of Downtown on brownfield land that is underutilized. Gerrard station is adjacent to a potential major redevelopment opportunity at the Riverdale Plaza site, which is being considered as part of the Gerrard-Carlway planning study. Corktown station is adjacent to vacant and underutilized land that is the subject of both private and public/civic development interest.

Refinements to the Ontario Line plan have the opportunity to further improve the coordination of land use and transportation planning. Improvements to the spacing of some stations would provide better geographic coverage of higher-order transit access for neighbourhoods served by the Ontario Line and increase the existing and future population within the walking catchment area of stations. In particular, the proposed spacing of approximately 500 metres between Moss Park and Corktown stations, and between East Harbour and Leslieville stations, is considered to be close together for higher-order transit. As a result, some of the walking catchment areas are duplicated for these stations, while leaving a 1.7-kilometre gap between Corktown and East Harbour stations where a station could be better located to serve the rapidly-growing West Don Lands neighbourhood.

- *Northern Section*

An alignment with four stations from Cosburn to Science Centre stations captures the largest potential of existing and projected populations. Cosburn station provides access to apartment buildings along Cosburn Avenue. Stations near Flemingdon Park and Thorncliffe Park apartment communities provide access to the highest catchment of existing and projected populations. Within 800 metres of stations, the population is projected to grow by approximately 60,000 people by 2041.

Overlea Boulevard is a hub with retail shops, grocery stores, restaurants and East York Town Centre. It is important to reduce the presence of elevated guideway physical barriers along Overlea Boulevard to maintain access for businesses and residents. Planned residential developments near Science Centre and Flemingdon Park stations provide an opportunity for integrated transit-oriented development.

The Ontario Line can be potentially integrated into East York Town Centre and Flemingdon Park Shopping Centre, if the malls were to be redeveloped as part of the project. Major integrated development potential at all four corners of Eglinton and Don Mills with Science Centre Parking Lot, Line 5 station and bus terminal, CreateTO lands and Celestica Lands. Integrated development at these sites can improve transit connectivity, economic and residential growth as well as public realm improvements.

Healthy Neighbourhoods

In order to better understand the permanent and temporary impacts on neighbourhoods, further details about the project design and proposed construction methods will be required. Cut-and-cover construction methods, for example, would have greater negative impacts on traffic management than tunnel boring or station mining methods. A 2027 targeted opening day for the Ontario Line is anticipated to require a compressed construction timeline, increasing the intensity but reducing the duration of construction impacts to residents and businesses adjacent to stations. Community consultation with residents and businesses will be important to maintaining healthy neighbourhoods and generate creative solutions with broad-based support to mitigate impacts.

- *Western Section*

Permanent impacts to residents will be minimized by the largely underground alignment, with stations assumed to be underneath the public right-of-way. Property impacts around Queen-Spadina and King-Bathurst stations will likely occur for entrances. The need for emergency exit buildings and traction power substations may also result in property impacts. Care needs to be taken to mitigate sensitive land uses, including the Four Seasons Centre for the Performing Arts, from long-term operational impacts like noise and vibration.

Temporary impacts from construction are anticipated to be typical of a large urban infrastructure project. Impacts are likely to be focused around stations and construction shafts, and include increased construction-related traffic, noise and vibration.

- *Central Section*

This section of the proposed Ontario Line, from west of the Don River to the area near Carlaw Avenue/Pape Avenue and Gerrard Street East/Riverdale Avenue has the potential for significant impacts on the existing community and will require great care during the design process and during construction. The proposal to construct a significant portion of the central section above grade along the Lakeshore East GO

rail corridor will have temporary construction impacts that are anticipated to be shorter in duration (but potentially greater in intensity) than the complex construction associated with building underground tunnels and stations.

If widening of the Lakeshore East GO rail corridor is required to accommodate the project, property acquisition of homes, businesses and community facilities may be required. Operational impacts (e.g., slower train speeds) may result from the elevated nature of the GO Corridor, and from the grades and curves that may be necessary to fit along the alignment. The operation of trains along GO rail line embankment may generate additional noise and vibration that could impact sensitive receptors like residential homes, schools, and parks. Mitigation measures such as covered stations, vegetation strategies, and noise walls could be employed in the project design as appropriate to reduce impacts. Further design work is required to fully understand the permanent and temporary impacts to residents and businesses.

- *Northern Section*

The intent to construct an elevated guideway for the Ontario Line in Thorncliffe Park and Flemingdon Park will have permanent impacts on residents and businesses. Overlea Boulevard is a busy mixed-use arterial which connects Thorncliffe Park and Flemingdon Park, with several high-rise apartment towers, businesses and shopping centres front onto the boulevard. Designed poorly, the impacts of elevated guideways can be severe.

The Ontario Line design must mitigate the visual, noise and vibration impacts that can be created by an elevated guideway. The guideway design should preserve sightlines and visibility from street frontage to businesses and commercial signage. Public realm strategies should be implemented to mitigate the negative aspects of elevated guideways and enhance the character of Overlea Boulevard and Don Mills Road. Further design work is required to fully understand the impacts.

Public Health and Environment

The Ontario Line will provide improved public access to several parks, public spaces, recreation opportunities, and heritage sites which will be beneficial to residents and visitors of the city. The project can support public health and the environment by minimizing and mitigating impacts to natural areas, parks and public spaces, city infrastructure and cultural heritage features along its alignment. Data collection and prescribed studies must be undertaken to determine any impacts the Ontario Line may have on these natural and cultural features, and to identify any appropriate mitigation measures. Consultation with the appropriate City divisions and agencies responsible for the management of these features is essential.

- *Western Section*

The western section will improve public access to some high-profile cultural heritage resources at Fort York and Exhibition Place that are of great importance in the context of the City's history and evolution, representing a major benefit to residents and visitors of Toronto. Because of this, the project must also take care to avoid and

mitigate impacts on Fort York, an important National Heritage Site which is also protected under the Ontario Heritage Act. The western section also passes through the Queen Street West Heritage Conservation District, which includes several properties that are protected under the Ontario Heritage Act. A Heritage Impact Assessment must be prepared for any facilities that create an impact on this HCD. .

Further modifications to the representative alignment could improve public health and environment considerations in the western section, particularly some heritage impacts that were emerging during the preliminary design and engineering work being undertaken for the Relief Line South. If the alignment were to follow Simcoe Street to include an interchange station at St Andrew station, impacts to key cultural heritage resources around Osgoode station (e.g. Osgoode Hall, Campbell House, and 250 University Avenue) could be minimized by avoiding the need to construct a second platform on the Line 1 Osgoode station.

- *Central Section*

The central section will interface with a number of natural areas, particularly where it crosses the Lower Don River on the Lakeshore East GO rail corridor bridge, which may need to be widened, or on a bridge structure parallel to the existing bridge. This may involve placement of piers or support columns into the Don River, which may affect the flood channel and flood profile of the river. Consultation with the Toronto Region Conservation Authority (TRCA) will be needed to ensure impacts to the flood channel are mitigated and the flood profile is compatible with existing and under-construction flood protection landforms along the Don River and in the Port Lands.

As previously mentioned, the design and construction of the elevated crossing of the Lower Don and above-grade station at East Harbour will need to be well coordinated with a significant number of major infrastructure improvement projects.

If the Lakeshore East GO rail corridor requires widening to accommodate the project, there may be impacts on adjacent parks and recreation centres. Leslieville station is proposed to be located adjacent to the Jimmie Simpson Recreation Centre, McCleary Playground, and Bruce Mackey Park (on Degrossi Street). Gerrard station will be adjacent to the Gerrard-Carlaw Parkette, an important neighbourhood amenity. Further design and analysis is required to understand the degree of impact to these facilities, which will be determined by the exact location of station platforms, vertical circulation, entrance buildings, and other infrastructure. Consultation with the Parks Forestry & Recreation division will be essential to ensure the functionality of these parks and recreation centres is maintained to the extent possible.

Important heritage sites in the central section include the First Parliament and the St. Lawrence Foundry sites (at the proposed Corktown station), which are the subject of intense public planning interest and have been identified as archaeologically sensitive areas. Several heritage conservation districts (HCDs) in various stages of the approval process are present within the central section including the St. Lawrence HCD (under appeal) at Moss Park and Corktown stations, the Distillery District HCD (under study) near the Cherry Street portal, the Queen Street East

HCD (under study) at Leslieville station, and Riverdale HCD (designated) at Gerrard station. Appropriate studies including cultural heritage evaluation reports and heritage impact assessments need to be undertaken to appropriately conserve heritage resources.

- *Northern Section*

The Ontario Line infrastructure for the crossing over the Don River and West Don River Ravine could have an environmental impacts. For example, support columns for the bridge crossing may impact the natural environment. The project requires further field research to confirm impacts. Due to the potential placement of the elevated guideway in the middle of the street, construction and traffic management plans must mitigate the degree of infrastructure impacts on the public realm and road reconstruction. It will be important to maintain road access for residents and businesses and reduce impacts to major city infrastructure.

2.3 Rapid Transit Evaluation Framework – Principle #3 – Supporting Prosperity

Cost and Schedule

- *Western Section*

In the western section, further analysis may provide additional ways to reduce costs and maintain an ambitious schedule. For example, alternative alignments running within the rail corridor could be less costly, and achieve some of the other planning objectives for the line. Alignments that do not follow public rights-of-way could be shorter and less costly, but introduce some construction risk to the project. The technical feasibility of these modifications would need to be assessed.

Project risks in the western section include uncertainties about geological conditions along the representative alignment; borehole testing has not been undertaken for this section.

- *Central Section*

Between Cherry Street and Gerrard Street East the project will be above-grade within the Lakeshore East GO rail corridor, rather than in a tunnel, in order to reduce costs. These cost savings will be partially offset by the portals that will be needed to transition between an underground and above-grade alignment and additional property costs if widening of the rail corridor is required. Maintenance and operating costs may be higher for above-grade sections, as the infrastructure will have greater exposure to the elements.

Project risks that may result in increased costs in this section include uncertainties about the technical design required to achieve an elevated crossing of the Don River, coordination with multiple other construction projects occurring during the same timeframe in the Lower Don area, and uncertainties about the mitigation measures required in the above-grade corridor running through Leslieville.

- *Northern Section*

An elevated guideway along Overlea Boulevard and Don Mills Road is anticipated to reduce costs in comparison to tunneling. The northern section is anticipated to be relatively simple to design and construct with fewer potential technical challenges identified. Major works include portals and bridges crossing sensitive ravine lands in the Don River valley.

Supports Growth

The Ontario Line is well-positioned to support the development of employment and prosperity in the City, serving a large number of existing and future jobs.

- *Western Section*

The western section serves the highest concentration of existing jobs within the Ontario Line alignment. Almost 300,000 jobs are situated within an 800-metre walking distance of the proposed western section Ontario Line stations, a figure that is projected to increase to over 360,000 by 2041. The project will serve several areas of major growth, including continued growth in the expanding Financial District around Osgoode station, as well as the area around Queen-Spadina station.

The Ontario Line could enhance support of employment growth by considering an alignment following Simcoe and Front Streets, with an interchange station at St. Andrew. Providing a station closer to the Financial District and along the southern edge of the dense employment in the King-Spadina area, this alignment would have an even greater employment concentration of 320,000 existing jobs within 800 metres of stations, projected to grow to over 405,000 by 2041.

- *Central Section*

The central section serves a considerable number of existing jobs, as well as areas where significant employment growth has been planned for and projected by the City. About 60,000 jobs are currently situated within an 800-metre walking distance of the proposed central section Ontario Line stations, a figure that is projected to increase to about 125,000 by 2041 (figures represent data from Moss Park to Gerrard stations inclusive). The majority of this growth is anticipated to occur around the East Harbour station, where eight development applications representing more than one million square metres of non-residential floor space have been approved or are under review as of July 2019.

Supporting growth can be further enhanced by examining station spacing along certain portions of the alignment and considering station locations closer to employment growth in the South of Eastern area and the eastern portion of the Port Lands. As previously discussed, Moss Park and Corktown stations are relatively close together, as are East Harbour and Leslieville stations. While both Corktown and Leslieville stations are projected to have high employment densities within their 800-metre walking catchment areas, much of this catchment area is duplicated by the area served by Moss Park and East Harbour stations. At the same time, the

currently-proposed alignment bypasses some nearby employment areas like the South of Eastern and Port Lands precincts east of Carlaw Avenue, which are projected to grow significantly in the medium to long term. While the Leslieville station must continue to provide a good transfer connection to the 501 Queen streetcar, consideration of a station closer to these employment lands, with high-quality surface transit connections, would be beneficial to supporting future growth.

- *Northern Section*

Although the northern section has a lower concentration of jobs than other sections of the Ontario Line, the stations capture existing and projected employment growth in the area served by the line. Employment growth is concentrated in the western part of Thorncliffe Park near existing business parks. Within 800 metres of stations, over 22,000 jobs are projected in the area by 2041. The Ontario Line alignment could capture more employment growth by serving both the west and east side of Thorncliffe Park. This could be achieved through an improved station access strategy or by adding another station on the west side of Thorncliffe Park, optimizing the spacing between the two stations to provide the best coverage of this community.

The Ontario Line will best support planned growth in the Don Mills/Eglinton area if the station is located on the north side of Eglinton Avenue East, on the west side of Don Mills. A new mixed-use transit-oriented community is planned in the area, based on the Don Mills Crossing Secondary Plan (which includes the Celestica site), with approximately 70,000 square metres of new commercial office/retail and 5,000 residential units. This station location would also support future northern extension towards Sheppard Avenue.

The proposed maintenance and storage facility (MSF) for the Ontario Line is proposed to be located in Leaside near Wicksteed Avenue and Beth Neilson Drive. It is to be situated on existing employment lands that contain a number of viable business enterprises that collectively employ over 700 people.

Initial Business Case

Consolidated City and TTC high-level comments regarding the IBC were provided to Metrolinx on September 10, 2019. Metrolinx has subsequently confirmed its intention to work with the City to assess these concerns as part of the development of the Preliminary Design Business Case. The following is a summary of the key issues raised:

- Since the IBC evaluated the Ontario Line against the Relief Line South, a project with a much narrower scope, it did not make an "apples-to-apples" comparison. Using projects of a more similar scope would have provided more meaningful conclusions on benefits and costs.
- The IBC contained some inaccurate assumptions about design, vehicle technology, operations and delivery that were being considered for the Relief Line South. For example, fully automated operation was being planned and delivery options, including P3, were to be evaluated.

- Based on travel demand modelling conducted by the City and TTC, Line 1 will be at or near capacity by 2041, even with the Ontario Line.
- There are better city-building opportunities with the location of the Sumach, Carlaw and Gerrard stations as proposed for the Relief Line South in comparison to the Corktown, Leslieville and Gerrard stations as proposed for the Ontario Line.
- Additional information and further design work is needed to understand the potential impacts and opportunities of the Ontario Line, including integration of land use and transportation planning as set out in the Provincial Growth Plan.
- The IBC does not quantify environmental and community impacts beyond transportation-related impacts, which means that they have not been factored into the analysis in the same way.
- There are many instances where conclusions are reached and/or statements made where no backup documents are provided.

Attachment 5 – Assessment of Provincial Proposals Line 2 East Extension

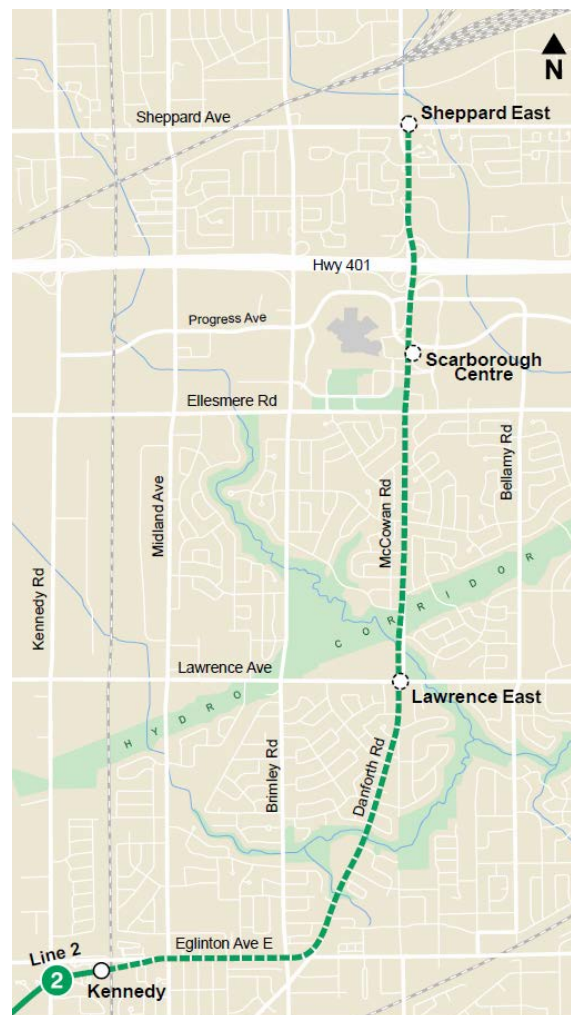
As directed by City Council in April 2019, City and TTC staff have assessed the Province's proposed 3-stop Line 2 East Extension. The details of this assessment are provided in this attachment.

1. Project Summary

1.1 Project Description

The Line 2 East Extension (L2EE), as proposed by the Province, is an approximately 8 kilometre underground extension of Line 2 Bloor-Danforth from Kennedy Station that will have three stations – at Lawrence and McCowan, Scarborough Centre and Sheppard and McCowan, as shown in Figure 1. The Province's plan for the L2EE is similar to what was being planned by the City and TTC prior to 2016.

Figure 1 - Line 2 East Extension Reference Map



Note: Map produced by City/TTC based on current understanding of project

As proposed, the extension will be fully integrated with the existing Line 2 and have through service at Kennedy Station. A turn-back may be included east of Kennedy Station to enable reduced service to Scarborough Centre, subject to demand and service standards. The extension will require approximately seven additional six-car, 138-metre-long trains to provide the service. The trains would be interoperable with the other trains on Line 2. With the station at Sheppard and McCowan supporting storage of up to six trains, there is sufficient storage and maintenance capacity existing at the TTC's Line 2 storage and maintenance facilities to accommodate this increase in fleet size. Staff's current understanding of each of the proposed stations is provided below.

- **Sheppard East Station** – It is staff's understanding that this station will be located on the northeast quadrant of the intersection of McCowan Road and Sheppard Avenue East. This station will serve as the eastern terminus of Line 2. It will also be an important point of transfer between the subway system and bus routes that current serve much of northeast Scarborough. The station will be designed to protect for connection to higher-order transit in the Sheppard East corridor in the future.
- **Scarborough Centre Station** - Prior to the Provincial change in scope for the project, Scarborough Centre Station was proposed to be located on Borough Drive north of Town Centre Court on lands currently owned primarily by Oxford Properties. The associated bus terminal was to occupy lands to the west of the station that currently are occupied by the Scarborough Centre RT station and bus terminal. An alternative location for the station is now under review, on the east side of McCowan Road with the bus terminal contained within the block bounded by McCowan Road, Progress Avenue, Grangeway Avenue and Bushby Drive.

In the previous express subway concept, Scarborough Centre Station was intended to serve as the eastern terminal station of Line 2. A large number of bus routes were planned to provide service to the station from north and central Scarborough. In the 3-stop L2EE project, it can be expected that some of these interconnecting bus services will be rerouted to Sheppard East Station. Scarborough Centre station will still serve as the GO bus station location.

- **Lawrence East Station** – It is staff's understanding that the station will be located with entrances on the northwest and southwest quadrants of McCowan Road and Lawrence Avenue East. This will be an in-line station along Line 2 with local bus routes providing east-west and north-south service.

Additional project assumptions for the proposed Line 2 East Extension, as developed by Metrolinx and Infrastructure Ontario ("IO"), include:

1. Minimum three stop subway extending from Kennedy Station to Sheppard Avenue East
2. Operation of existing Line 3 Scarborough RT to be maintained until revenue service
3. Systems to be integrated with existing Kennedy Station infrastructure
4. Systems design per TTC Design Manual, practices and approved variances

5. Facilities designs to comply with City of Toronto Official Plan policies and TTC Design Manual, practices and approved variances
6. Bus facilities to be provided at each station and designed in accordance with TTC, GO Transit and Durham Region Transit operations requirements
7. Subway technology using existing T1 vehicles (with life extension) for initial revenue service
8. Protection to be provided for proposed centre-running Eglinton East LRT connection to Kennedy Station
9. Protection for a future interchange station at Sheppard Avenue and McCowan Road for a potential future Line 4 Sheppard extension.

Metrolinx have advised that they will be developing a Preliminary Design Business Case (“PDBC”) for the project, and this PDBC will be considered by the Metrolinx Board in late 2019. According to Metrolinx’s Business Case Manual¹, the PDBC is developed during the preliminary design phase of the project. It selects a specific project concept and reviews different approaches to refine or optimize it. The creation of a PDBC reflects the fact that the design of the L2EE is advanced further than other projects, such as Ontario Line and Eglinton West LRT, which are currently the subject of Initial Business Cases (IBCs).

Staff have not been provided with any information regarding the scope or findings of the PDBC, but it is our expectation that the PDBC will address issues such as the inclusion of a turn-back east of Kennedy Station, and reflect advice from a panel of external advisors convened by Metrolinx. Metrolinx has assembled a panel of external advisors with a mandate of reviewing previously developed plans and assessing their technical and commercial deliverability. Since mid-summer, the panel has been working with Metrolinx and IO for the purposes of providing advice on topics such as financial and economic modeling, tunnel and station design, costing, construction and delivery. TTC and City staff met with the panel to provide information on the project over the summer.

1.2 Project Costs and Schedule

It is the City and TTC's understanding that the \$5.5 billion project budget announced in 2019 Ontario Budget was based on the City’s estimate of approximately \$4 billion (adjusted for inflation) for the express extension to Scarborough Centre, and an additional \$1.5 billion for scope associated with the additional two stations.

The City’s anticipated completion date for the express L2EE was Q2 2026 / Q2 2027 (with and without applicable schedule risk allowance respectively).² The 2019 Ontario Budget has estimated a completion date for the 3-stop L2EE at 2029-30.

The City and Province, pursuant to further negotiations, will continue to discuss responsibility for funding costs for maintaining the Line 3 (Scarborough RT) and/or

1

<http://www.metrolinx.com/en/regionalplanning/projectevaluation/benefitscases/Metrolinx%20Business%20Case%20Overview%20Volume%201.pdf>

² Further details on the schedule and risk analysis for the express extension can be found in Attachment 2 of EX4.1 Toronto’s Transit Expansion Program – Update and Next Steps (<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX4.1>)

replacement transit service in Scarborough due to the delay in the scheduled completion of the L2EE as a result of the change in scope and delivery of the project.

The TTC are currently undertaking a review of the impacts on the SRT of extending the in-service date of L2EE to 2029/30.

1.3 Project Delivery

Metrolinx and IO plan to conduct a procurement options analysis, which will include consideration of a design-build procurement model and alternate contracting approaches.

In 2017, following the completion of a procurement options analysis, City Council approved the procurement model for the project as Design-Build Finance, subject to successful negotiations leading to an agreement with IO. In the event an agreement was not reached with IO, Council further directed staff to proceed with a Design-Bid-Build (DBB) procurement based on a single construction contract. Further information on the findings of the procurement options analysis can be found in EX23.1 Next Steps on the Scarborough Subway Extension.³

2. City/TTC Assessment

Information to support the assessment of the Line 2 East Extension was obtained through a series of technical working groups meetings with Provincial staff, and was directly informed by previous planning for a three-stop subway extension completed by the TTC.

The City and TTC assessment of L2EE was guided by the City's Rapid Transit Evaluation Framework ("RTEF"). Background information on the RTEF is provided in Attachment 2.

Highlights

- Rapid transit in this corridor will expand Toronto's higher-order transit network, better connect Scarborough Centre to the rest of the region, catalyse transit-oriented growth to encourage the development of the Centre into a vibrant urban node, and provide a replacement for the aging Line 3 (Scarborough RT).
- L2EE will replace the rapid transit service to Scarborough Centre that is currently provided by Line 3 (Scarborough RT). The vehicles and some of the other infrastructure on Line 3 have reached the end of their useful life.
 - Existing Ellesmere and Midland Line 3 stations will not be replaced by stations on L2EE.
 - The Lawrence East Line 3 station will be replaced indirectly by a station on Line 2, approximately two kilometres east of the existing station.
 - The Scarborough Centre and McCowan Line 3 stations will be replaced by a single new Line 2 Scarborough Centre Station.

³ <https://www.toronto.ca/legdocs/mmis/2017/ex/bgrd/backgroundfile-101444.pdf>

- L2EE will better connect Scarborough Centre to the rest of the rapid transit network by providing through service to Scarborough Centre and eliminating the transfer between Line 3 and Line 2 at Kennedy Station. The project will expand the rapid transit network in Toronto by extending it north to Sheppard Avenue to connect with the future Sheppard East LRT and provide high quality connections to rapid transit for riders on buses in north Scarborough.
- Preliminary travel demand modelling suggests that the L2EE will attract approximately 11,000 net new transit riders per day by 2041. Preliminary modelling also suggests that the extension will also increase the peak westbound demand on Line 2 (east of Pape Station) by approximately 1,000 riders in the AM peak hour. The total estimated number of riders of westbound riders on Line 2 is expected to be less than the already expected eastbound demand. Expected demand will require future modernization to Line 2.
- Emerging modelling results also show that L2EE will reduce the estimated usage of the future Lawrence East SmartTrack Station, and that it will increase transit ridership on the Sheppard Corridor east of McCowan, but reduce it west of McCowan.

Further work is required to fully assess these impacts. Further analysis is also needed to assess the implications of a potential extension of Line 4 (Sheppard), as suggested by the 2019 Ontario Budget.

- The project will provide subway service to at least one Neighbourhood Improvement Area: stations at Scarborough Centre and Lawrence Avenue East would each serve the Woburn neighbourhood.
- Scarborough Centre is identified as a Centre in the Official Plan, with significant residential and employment growth planned over a large area. A new subway station in Scarborough Centre, with improved connections to the rest of the transit network is expected to help advance the urbanization of what is today an area of suburban development in a predominantly car-oriented public environment.
- It is our understanding that opportunities for a fully integrated transit facility with private development are being explored by the Province, to ensure a seamless development pattern in Scarborough Centre. Transit Oriented Development that is integrated with the transit facilities at Sheppard East station are also possible. Growth opportunities at Lawrence Avenue East and McCowan Road are constrained by existing conditions and existing planning policies.
- The Provincial L2EE will have greater property requirements than the previous express concept. Property impacts will result from the station facilities (including but not limited to bus terminals, traction power substations and a Passenger Pick-Up and Drop off) at both Lawrence/McCowan and Sheppard/McCowan.

- L2EE is not expected to impose significant impacts to the City's cultural heritage, the natural environment, parks, or the public realm.

2.1 Rapid Transit Evaluation Framework Principle #1 – Serving People

Transit Users Choice

Compared to today's higher-order transit network, transit riders will benefit from an extension of rapid transit north from Scarborough Centre to Sheppard Avenue and the elimination of a transfer between Line 2 and Line 3 at Kennedy Station. The service will be fully integrated with the existing Line 2, and trains on the extension will run through from Kipling Station to the new station at Sheppard and McCowan. Many customers who now travel on buses from northeast Scarborough will benefit from a shorter travel time, as they would connect to the subway at Sheppard East Station, instead of the existing Line 3 Scarborough Centre Station.

Opportunities to transfer at Kennedy Station will remain as they currently exist and are planned, including transfers to numerous TTC bus routes, Line 5 Eglinton, and GO trains.

At the new station at Lawrence and McCowan, transfers to three local and one express TTC bus routes will be available. A bus terminal will be constructed for use by these buses operating east-west on Lawrence Avenue East and north-south on McCowan Road.

At the new Scarborough Centre Station, transfers to several local bus routes as well as GO Transit regional buses may be available. A new bus terminal would be constructed to accommodate these transfers however, station design is yet to be resolved.

If the Provincial L2EE concept includes infrastructure to accommodate a scheduled turn-back of service east of Kennedy Station it could conflict with current designs for an eastern extension of Line 5 Eglinton Crosstown LRT (i.e. the Eglinton East LRT). Further analysis and design work is required to fully understand the implications of this potential conflict, should it arise.

Experience

Network Demand

A key component of the City and TTCs assessment of the Provincial L2EE concept is determining how it could affect the overall performance of the transit network. Key considerations include how it may

1. Increase future demand on Line 2; and
2. Increase or decrease future demand on other funded or proposed projects.

Travel demand modelling is a tool that is used to help understand these issues. Travel demand models use inputs such as projected population and employment distributions,

demographics and existing travel behaviour to estimate demand on Toronto's transportation network at a point in the future, known as the planning horizon.

Travel demand modelling has been undertaken by both the City and Metrolinx – key results are summarized in Table 1.

Table 1: L2EE Travel Demand Projections⁴

<p>Projected Line 2 Demand (2041):</p> <ul style="list-style-type: none"> • Hourly Demand (Morning peak hour, peak point, peak direction) <ul style="list-style-type: none"> ○ Westbound, east of Kennedy ○ Westbound, east of Pape ○ Eastbound, west of Bathurst • Total Daily Boardings 	<p>9,500 riders per hour</p> <p>23,000 – 28,000 riders per hour</p> <p>23,000 – 31,000 rider per hour</p> <p>600,000 - 675,000 riders per day</p>
--	---

The findings are preliminary and will be the subject of further refinement. The work is based on the best information available about the Provincial projects.

The key conclusion from this analysis is that while the L2EE will increase westbound demand towards downtown during the morning peak, this increased demand will not exceed previously expected eastbound demand towards downtown.

Preliminary travel demand modelling suggests the following impacts to other funded or proposed projects:

- Provincial transit projects would together reduce the estimated usage of the future Lawrence Kennedy SmartTrack Station.
- The inclusion of a station at Sheppard and McCowan will increase transit ridership on the Sheppard Corridor east of McCowan, but reduce it west of McCowan.

The Province has announced their intent to extend Line 4 - Sheppard (subway) to meet Line 2 at McCowan Road through the 2019 Ontario budget. However, no funding has been committed and no details or timelines are available regarding this potential project. Line 7 – Sheppard (Light Rail Transit, LRT), a provincially funded project, has been approved since 2010 to run from Don Mills subway station east on Sheppard Avenue to terminate at Conlins Road east of Morningside Avenue. This project is part of the existing LRT program as detailed in the LRT Master Agreement.

⁴ All demand estimates reported are for the 2041 planning horizon. All four provincial priority projects are assumed to have been built and are included in the model. In all cases, the range of values represents the different estimates resulting from the travel demand models run by the City and Metrolinx; in all cases the lower estimates are output by the Metrolinx model, while the higher estimates are the output by the City model.

Travel demand modelling undertaken to date suggests that the type of higher order transit that may be built on the Sheppard East corridor in the future does not have a significant impact on the demand on Line 2.

Further detailed work is still required to fully assess network impacts.

Operations

Service on the extension will be operated as an extension of the existing Line 2 and will be of comparable quality to service provided across the existing TTC network. It will also match service that will be provided across the subway network in the future. Tunnels, stations, and other infrastructure would be designed to protect for the future installation of an Automatic Train Control system.

Bus terminals at each station will improve customer experience while transferring between the subway and local or regional buses. Improvements to the public realm and transit oriented development, which are part of the project objectives but not included in the current conceptual level of design, will further improve passenger experience and incent people to travel by transit rather than other modes like private automobile.

Effective integration into the TTC's existing network is critical. Further engagement by City and TTC staff is needed to ensure project planning for the Province's L2EE project reflects requirements from a service and operations perspective.

Social Equity

The project will provide subway service to at least one Neighbourhood Improvement Area: stations at Scarborough Centre and Lawrence Avenue East will each serve the Woburn neighbourhood. The Sheppard East terminal station is not located near any Neighbourhood Improvement Areas.

2.2 Rapid Transit Evaluation Framework Principle #2 – Strengthening Places

Shaping the City

Scarborough Centre is identified as a Centre in the Official Plan, with significant residential and employment growth planned over a large area. It is the only one of the City's four Centres that does not already have direct subway service. A new subway station in Scarborough Centre is expected to help advance the urbanization of what is today an area of suburban development in a predominantly car-oriented public environment. The City understands that opportunities for a fully integrated transit facility with private development are being explored by the Province to ensure a seamless development pattern in Scarborough Centre.

The Sheppard Avenue East station is within an Employment Area as defined by the Official Plan. While new employment uses, including office growth, are encouraged in these areas, the City anticipates that most office growth will occur in Scarborough Centre. Residential is not a permitted use north of Sheppard Avenue at McCowan Road and there are limited opportunities for residential development on the south side. While

much of Sheppard Avenue East is identified as Avenue, it does not extend to McCowan Road. Nevertheless, there may be opportunities for transit-oriented development that is integrated with the transit facilities at Sheppard East station.

Growth opportunities at Lawrence Avenue East and McCowan Road are severely constrained by Highland Creek to the northeast, institutional uses (Scarborough Hospital and senior care homes) to the west, and relatively small parcels of Mixed Use Areas on the south side of Lawrence Avenue that lie adjacent to stable residential neighbourhoods. A subway station at this location is expected to act primarily as a transfer point for riders travelling to destinations further east or west, however, subway access to the hospital may be an opportunity for new investment at that facility, with corresponding employment growth.

Healthy Neighbourhoods

Property will need to be acquired to accommodate stations, bus terminals, traction power substations, a passenger pick-up and drop off facility at Sheppard East station, and emergency exit buildings. Detailed property impacts have not been shared with the City and TTC.

Public Health and Environment

The L2EE project is not expected to impose significant impacts to cultural heritage, natural environment, parks, or the public realm. East Highland Creek is adjacent to the Sheppard East station and the West Highland Creek crosses the alignment in two locations: once north of Eglinton Avenue East and again north of Lawrence Avenue East. At each of these locations the tunnel will be located below the creeks. TRCA will need to be engaged to review and provide input to the station plans, as well as monitor construction activity.

The subway will run beneath the Gatineau Hydro Corridor immediately west of McCowan Road, and may run beneath the Frank Faubert Woodlot north of Ellesmere Road. No surface construction activity is expected at these locations with the exception of a bus loop built in the hydro corridor west of McCowan Road and north of Highland Creek.

2.3 Rapid Transit Evaluation Framework - Principle #3 - Supporting Prosperity

Supports Growth

The L2EE project could support existing employment uses and projected employment opportunities, particularly in Scarborough Centre, as discussed above under Shaping the City.

Attachment 6 – Summary Term Sheet

The following is the proposed package of terms representing the arrangement between Her Majesty the Queen in Right of Ontario, as represented by the Minister of Transportation, Deputy Minister of Transportation and the Special Advisor to Cabinet – Transit Upload ("Province"), and the City of Toronto and Toronto Transit Commission ("City/TTC") as contained in the attached commitment letters (dated October 9 and 10, 2019) from the Province appended as Attachments 7 and 8 to this report:

1. The Province shall not proceed with the upload of the existing subway system, and confirms that the existing subway system shall remain under the ownership of the City of Toronto and the Toronto Transit Commission.
2. The Province shall have sole responsibility for the planning, design and construction of the Province's four priority subway projects: Line 2 East Extension, Ontario Line, Eglinton West LRT and the Yonge Street Subway Extension (the "Provincial Projects").
3. The Province will not seek City contributions towards the capital cost of the Provincial Projects, subject to the City redirecting the capital contributions it would have otherwise been expected to make to Provincial projects, to incremental state of good repair investments to the existing subway system, and/or other transit expansion projects as identified by City Council. The parties agree that:
 - (a) the "TTC Capital Investment Plan" letter (dated August 28, 2019) from the TTC Chief Executive Officer to the City Manager shall inform the City's recommendations for re-allocation of capital contributions to state of good repair, and
 - (b) the final decision on redirection of funds to additional transit expansion projects will be subject to fully developed business cases, and having made credible progress towards relieving the state of good repair backlog on the existing subway system.
4. Subject to the parties entering into an agreement incorporating the terms in this Term Sheet (the "Preliminary Agreement"), and in anticipation of the realization of the City's project expectations including the project benefits, the City shall, jointly endorse with the Province the re-allocation of the funding under the Investing in Canada Infrastructure Program (ICIP) Public Transit Infrastructure Fund Phase 2 to the Ontario Line and the Line 2 East Extension projects (the "PTIF Funded Provincial Projects") consistent with the ICIP framework of approvals.
5. The Province shall undertake a financial review and reconciliation exercise with the City, related to the investments made to fund the planning design and engineering work for the Line 2 East Extension and Relief Line South projects, and will reimburse the City for reasonable costs incurred for those two projects.
6. The Province shall collaborate with the City/TTC to:
 - (a) seek opportunities to advance and accelerate, where possible, the delivery of priority transit projects in Toronto and generate streamlined processes to

- expedite project implementation in recognition of the City's critical role in local land use planning and permit approvals;
- (b) ensure the City/TTC are engaged in the delivery of the Provincial Projects from planning and design through to construction and operations.
 - (c) advance and deliver the SmartTrack Stations program and the parties shall amend any previous agreements as required for this purpose;
 - (d) pursue a Transit-Oriented Development ("TOD") strategy for the SmartTrack, GO Expansion and the Provincial Projects which will advance both the creation/capturing of value to offset the Province's capital costs of transit expansion and the principles of City Building, and the parties will negotiate an Ontario-Toronto Memorandum of Understanding to outline the objectives of the TOD strategy and related activities, as well as the responsibilities of the parties;
 - (e) explore a tripartite arrangement with the Federal government to secure commitments to much-needed investment in the modernization, upgrade and state of good repair of the existing transit system, and to provide greater funding contributions to all priority projects;
 - (f) coordinate through the phases of construction of the Provincial Projects so as to mitigate the impacts of such construction on the planned construction of other major infrastructure projects; and
 - (g) establish how to best manage key interface stations and other assets that will intersect between existing and future expanded networks in order to ensure new lines are seamlessly integrated with existing TTC system;
 - (h) collaborate to define such levels, to allow the Province to have sufficient levels of access and control to interface stations and other existing subway assets, as applicable, so as to facilitate construction of the Provincial Projects and ongoing ownership of the assets.
7. The City/TTC shall be responsible for the day-to-day operations of the Provincial Projects and the existing transit system, including labour relations, and the parties shall define, through an Operating & Maintenance Agreement(s), as applicable, the specific roles and responsibilities of the parties, including:
- (a) farebox revenue from the Provincial Projects will be used to defray operating costs;
 - (b) the parties' roles and responsibilities in respect of all maintenance cost funding, the performance of all maintenance, and service standard setting; and
 - (c) in respect of a Provincial Project that extends beyond the City boundary, the Province shall negotiate with the relevant neighbouring municipality an ongoing operating contribution commensurate with the level of subway service provided.
8. The Province will reimburse the City for reasonable costs incurred for staff and consulting services provided in support of advancing the priority projects.
9. The Province shall continue to advance the Bloor-Yonge Capacity Enhancement Project and the SmartTrack Stations Program through the PTIF 2 ICIP program, and shall fund the Provincial contribution of 33% of the total capital costs of the Bloor-Yonge Capacity Enhancement Project consistent with the PTIF funding formula.

Ministry of
Transportation

Office of the Minister

777 Bay Street, 5th Floor
Toronto ON M7A 1Z8
416 327-9200
www.ontario.ca/transportation

Ministère des
Transports

Bureau de la ministre

777, rue Bay, 5^e étage
Toronto ON M7A 1Z8
416 327-9200
www.ontario.ca/transports



October 10, 2019

His Worship John Tory
Mayor
City of Toronto
100 Queen Street West
City Hall, Second Floor, West
Toronto, ON M5H 2N2

Dear Mayor Tory:

Pursuant to the letter from the “Special Advisor to Cabinet – Transit Upload” and the Deputy Minister of Transportation, dated October 9, 2019, to the Toronto City Manager, I wanted to follow-up with you to confirm the outcomes associated with the year-long, Province of Ontario-City of Toronto engagement process. Appreciating the significant progress made to date thanks to the collaborative efforts of senior provincial and City officials, we now find ourselves on the cusp of finalizing the foundations of an historic arrangement between our governments. We believe that such an arrangement allows us to partner with the City to deliver a significant expansion of, and enhancements to, the current transit network, which the public and transit riders deserve.

Through the extensive and ongoing Province-City engagement, we have determined that our mutual objectives could be achieved without the transfer in ownership of the existing subway system, as previously proposed by the Province.

Therefore, I am offering a provincial commitment of intent, outlined below, under which the existing Toronto Transit Commission (TTC) subway system would remain the responsibility of the City.

In order to mutually agree to this new provincial proposal and move forward together in lockstep to formalize the overarching arrangement between our respective governments, the Province is seeking that the City consent to the following terms at the City Council meeting of **October 29-30, 2019**:

- 1) Endorsement of the priority subway projects and the core principles/parameters discussed amongst senior provincial and City officials, which are articulated in the aforementioned letter to the Toronto City Manager from the “Special Advisor to Cabinet – Transit Upload” and the Deputy Minister of Transportation.

- 2) A City commitment to grant the Province the necessary levels of access to, and control over, the interface stations and other intersecting assets, following engagement between senior provincial and City officials to explore and define such levels.
 - o This approach is premised upon the shared acknowledgement that, as the Government of Ontario implements its “New Subway Transit Plan for the Greater Toronto and Hamilton Area (GTHA),” we must afford careful and due consideration to the treatment of the points of intersection between the priority subway projects and the existing subway network.
 - o Working collaboratively with the City, the Province will focus on identifying how best to manage key interface stations and other assets that will intersect between the existing and future expanded networks. This arrangement shall benefit all TTC riders by ensuring the new subway lines are seamlessly integrated with the existing TTC system, while further ensuring the Province can efficiently facilitate new construction and deliver the expanded subway network.
- 3) A City commitment, to work with the Province to identify opportunities to advance and accelerate, where possible, the implementation of priority transit projects, including through the streamlining of current processes and leveraging the powers and authorities available to expedite priority project delivery.
- 4) A City commitment to partner with the Province to solicit and secure much-needed federal funding commitments, to support transit capital expansion, modernization/ upgrades and state of good repair of the existing subway system.

Reducing gridlock and building new transit is an urgent priority for the people and businesses of Toronto and the broader region. In recognition of the urgency and in order to achieve the implementation timelines set out for the priority subway projects, the Province intends to get on with the process of delivery, beginning in November 2019. Building upon the productive conversations between the Province and the City over the past year, I look forward to confirming our collective concurrence with the proposed framework, and confidently signalling to the market and our key stakeholders that our respective governments are aligned in moving apace with our plans to deliver an enhanced transit system for the Toronto and the region.

In closing, I trust that you will find my proposal extremely reasonable, while offering a workable path forward to finalize the landmark transit partnership that our two governments have long been seeking. Furthermore, I look forward to continuing to work with you to transform transit in Toronto and beyond.

Sincerely,



Caroline Mulroney
Minister of Transportation

- c. The Honourable Kinga Surma, Associate Minister of the GTA
Michael Lindsay, Special Advisor to Cabinet – Transit Upload
Shelley Tapp, Deputy Minister, Minister of Transportation
Chris Murray, City Manager, City of Toronto
Richard Leary, Chief Executive Officer, Toronto Transit Commission

October 9, 2019

Chris Murray
City Manager
City of Toronto
11th Floor, East Tower, City Hall
Toronto, ON
M5H 2N2
Chris.Murray@toronto.ca

Dear Mr. Murray:

We wanted to take this opportunity to thank you and senior officials from the City of Toronto and the Toronto Transit Commission (TTC) for the ongoing, productive engagement under our mutually-agreed “Province of Ontario-City of Toronto Realignment of Transit Responsibilities Review” Terms of Reference (ToR). As the conversations have progressed since the spring, we remain quite optimistic at the prospect of a new partnership being forged between the province and the city, which will enable the delivery of significant – and much-needed – expansion, modernization/upgrades and state of good repair enhancements to public transit in Toronto. Based upon the capital cost projections for Ontario’s “New Subway Transit Plan for the Greater Toronto and Hamilton Area (GTHA)” and the TTC’s capital plan for the existing system, the estimated required investment associated with these initiatives is expected to exceed \$60 billion.

As you know, the Province of Ontario has maintained its commitment to implementing, on an accelerated basis, a more efficient and modern regional transit network, which provides riders with a seamless and integrated travel experience, while offering more end-to-end mobility options spanning the GTHA. In order to realize this commitment, the province acknowledges, aligned with our shared objectives articulated in the ToR, that an alternative approach is required to how we plan, fund and govern transit delivery in Toronto and the broader region.

As such, and in recognition that soon we will be embarking upon the next critical stage in our transit review exercise, we wanted to outline, without prejudice, a series of key high-level principles reflective of the position that we have presented to you over the past several months. In doing so, we hope that the following overarching parameters will continue to guide the good faith discussions occurring through our ToR Executive Steering Committee:

- 1) Given the vital function of the Toronto subway network as a key driver of the economic success of the region, province and country, all three orders of government have a role to play in funding major capital expansion, modernization/upgrades and state of good repair of the existing system.
 - a) With respect to capital funding contributions to support network expansion, it is the province’s expectation that the city would: (1) honour its existing funding commitments to the Scarborough Subway Extension/Line 2 East Extension and the Eglinton Crosstown West Extension; (2) commit to fund ~26.67% of the total capital cost of the Ontario Line, consistent with the funding formula established for projects under the “Public Transit Stream” of the federal government’s Investing in Canada Infrastructure Program (ICIP); and, (3) commit to fund its *pro rata* share, along with York Region, of the ~26.67% municipal contribution towards the total capital cost of the Yonge North Subway Extension.


- b) Notwithstanding a), above, the province would be amenable to the city redirecting capital contributions that the city would otherwise be expected to dedicate to the priority subway projects to instead support modernization/upgrades or state of good repair improvements to the existing transit system, and/or towards other transit expansion projects, including those identified by the city. Under such an exception to the general approach to network expansion funding defined in 1), above:
 - i) It is the provincial expectation that the list of priority subway modernization/upgrades or state of good repair investments highlighted in the “TTC Capital Investment Plan” letter written to you by TTC Chief Executive Officer (CEO) Rick Leary, dated August 28, 2019, would inform any city-proposed investment plan. In finalizing the investment plan, the province further expects that the city will confirm how the city’s proposed reallocation of capital funding represents incremental contributions – beyond what is already allocated in the city’s capital plan – towards modernization/upgrades or state of good repair enhancements to the existing subway system.
 - ii) The province welcomes discussions with the city in respect of other transit expansion projects approved by City Council on April 16, 2019. Final decisions on city proposals to redirect capital contributions to these projects will be informed by: (1) fully developed business cases; and, (2) the vital necessity of making credible progress to relieving the state of good repair backlog on the existing subway system.
 - c) The province will partner with the city and call on the federal government to explore a tripartite arrangement acknowledging the importance of all orders of government committing to much-needed investments in the modernization/upgrade and state of good repair of the existing transit system.
 - d) The capital funding framework outlined in a), b), and c), above, is conditional upon the city:
 - i) Endorsing the use of existing federal funding, committed per the City of Toronto’s allocation under the “Public Transit Stream” of ICIP, for the priority transit projects that were nominated by the province in May 2019 (i.e., the Ontario Line, the Scarborough Subway Extension/Line 2 East Extension the SmartTrack Stations Program and the Bloor-Yonge Capacity Improvement Project); and,
 - ii) Working with the province to secure a federal commitment to provide greater funding contributions to all priority projects.
- 2) Aligned with the direction from both the province and the city, we plan to collaborate with you and other partners to seek opportunities to advance and accelerate, where possible, the delivery of priority transit projects in Toronto and throughout the broader region.
- 3) The province remains committed to working with the city to advance the SmartTrack Stations Program. To that end, the province will continue to engage the city with the objective of amending the cost-sharing terms of the Ontario-Toronto Agreement in Principle (AIP), effective January 2018, related to the SmartTrack Stations Program, in order to:
- a) Reflect the provisions set out in the Ontario-Toronto Memorandum of Understanding (MOU), signed in May 2018; and,
 - b) Take into account the province’s recently-announced approach to Transit-Oriented Development (TOD).
- 4) Connected with 3), above, the province intends to pursue an Ontario-led TOD strategy for stations, including those identified for GO Expansion/SmartTrack and the priority subway projects. Such a strategy will achieve a balance between creating/capturing value that offsets the capital costs of transit expansion, and the principles of good city planning. Under Ontario’s proposed approach, the province, through Infrastructure Ontario, will lead the procurement process for new stations to be constructed for GO Expansion/SmartTrack and subway expansion projects in Toronto, while also spearheading negotiations with third parties related to prospective TOD.

- a) The Government of Ontario appreciates that collaboration with its partners will be critical to leveraging TOD opportunities. As such, provincial officials will engage senior city staff – including the Deputy City Manager, Infrastructure and Development Services – in order to execute an Ontario-Toronto memorandum of understanding outlining the objects of the TOD strategy and related activities, as well as the associated responsibilities of the province and city.
 - b) Furthermore, consistent with the provincial position articulated under 2), above, Ontario will work closely with Toronto to identify the measures required to achieve the objects of the TOD strategy. Doing so will enable the province and the city to jointly move forward in pursuing an accelerated delivery of transit stations, including those for GO Expansion/ SmartTrack.
- 5) With the province assuming “sole responsibility” for the priority projects included in Ontario’s “New Subway Transit Plan for the GTHA,” we wanted to confirm that the Government of Ontario remains steadfast in its commitment to ensuring the following:
- a) Provincial officials will continue to collaborate with their counterparts at the city and TTC as the priority projects are delivered.
 - b) Day-to-day operations, including labour relations, will remain with the city/TTC. Pursuant to c), below, the operating arrangement between the province and city/TTC will reflect the following core terms:
 - i) Farebox revenues will be applied to defray operating costs;
 - ii) In cases where a priority project extends beyond the boundary of the City of Toronto to another municipality, the province intends to negotiate with the relevant municipality to secure an ongoing operating contribution, commensurate with the subway services provided in that municipality; and,
 - iii) Subject to a) and b), above, any net subsidy required to operate each of the priority projects will be the responsibility of the city/TTC.
 - c) The province will work with the city/TTC to define, through an operating and maintenance (O&M) agreement(s) for the priority projects, the specific roles and responsibilities of the parties underpinning the overarching commitment articulated in b), above, including with respect to maintenance functions and service levels/standards.
 - d) In recognition of the precedent-setting model deployed when the Eglinton Crosstown Light Rail Transit line became the responsibility of Metrolinx, the province is prepared to fully reimburse the city for reasonable costs incurred for staff and appropriate consulting services provided in support of advancing the priority projects.
- 6) In addition to the parameters featured in 5), above, and pursuant to the province’s legislative and regulatory authorities under the *Getting Ontario Moving Act*, the province will undertake a financial review and reconciliation exercise with the city related to investments made in planning, design and engineering (PDE) work for the Scarborough Subway Extension/Line 2 East Extension and the (former) Relief Line South projects.
- a) Pending the outcomes of this exercise and subject to previous commitments made by the parties to fund PDE work associated with these projects, the province will reimburse the city for reasonable costs incurred.
- 7) Finally, we would like to reiterate our pledge to an ongoing discussion with you, per the engagement and review process outlined in the ToR. Such a dialogue will allow us to continue to pursue our shared objectives.

C. Murray
Page 4

In closing, as we strive to achieve our shared goal of transforming transit in Toronto, we look forward to building upon and leveraging the strong relationship that we have established together. Moreover, we are confident that – consistent with the level of engagement realized to date through our ToR structure – the province and the city will continue to collaborate in a constructive fashion to formalize, through agreement, the principles/parameters articulated in this letter.

Sincerely,



Shelley Tapp
Deputy Minister of Transportation



Michael Lindsay
Special Advisor to Cabinet – Transit Upload

Cc: Rick Leary, Chief Executive Officer, TTC

EX9.1

Part 1

**Attachment 9
Summary Report – Public Consultation Activities**

Transit Responsibilities Realignment Review

Public Information Campaign and Consultation Report

City of Toronto and Toronto Transit Commission

October 15, 2019

Prepared for:

City of Toronto and Toronto Transit Commission

© 2019 AECOM Canada Ltd. All Rights Reserved.

This document has been prepared by AECOM Canada Ltd. ("AECOM") for sole use of our client (the "Client") in accordance with generally accepted consultancy principles, the budget for fees and the terms of reference agreed between AECOM and the Client. Any information provided by third parties and referred to herein has not been checked or verified by AECOM, unless otherwise expressly stated in the document. No third party may rely upon this document without the prior and express written agreement of AECOM.

Table of Contents

1.	Overview	4
A.	Approach to Public Engagement	4
B.	Key Consultation Topics.....	5
2.	Engagement Tools and Activities Undertaken.....	6
A.	Information Sharing and Advertising	6
B.	Online Engagement and Survey	9
C.	Public Information Centres / Meetings	10
D.	Third Party Research	11
3.	Feedback and Findings	11
A.	Overview of Feedback Analysis	11
B.	Public Opinion Research and Findings.....	12
C.	Online Survey Findings.....	12
D.	What we Heard – Maintaining the Existing System	13
E.	What we Heard – Expanding the System	14
F.	What we Heard – Transit Responsibilities Realignment Review.....	15
4.	Next Steps.....	19

Tables

Table 1:1 - Key Consultation Topics	5
Table 2:3 - Pop-up Consultation Schedule	7
Table 2:1 - Facebook Analytics.....	8
Table 2:2 - Twitter Analytics.....	9

Appendices

Appendix A.	Advertising Campaign
	- Advertisements
	- Notices of PICs
	- Postcards
Appendix B.	Online Survey Findings
Appendix C.	PIC Highlights Reports
Appendix D.	Third Party Research Findings

1. Overview

In 2018, as part of the provincial government's election campaign platform, A Plan for the People, the Province of Ontario (herein the Province) proposed that it would "assume responsibility for subway infrastructure from the City of Toronto (herein the City), including the building and maintenance of new and existing subway lines (the 'upload'), and to keep responsibility for day-to-day operations, including labour relations, with the City of Toronto." Toronto City Council passed resolutions in May and December 2018 indicating its desire to keep ownership of the Toronto transit system, including the Toronto Transit Commission (TTC).

In February 2019, the Province and City signed a Terms of Reference, outlining the process to be undertaken to assess, evaluate, and make recommendations on the Province's 'upload' proposal (i.e. the Ontario-Toronto Transit Responsibilities Realignment Review). The Terms of Reference recognizes the importance of meaningful public consultation as a key input into the decision-making process.

In March 2019, Toronto City Council requested City staff in consultation with the TTC, to implement a public information campaign regarding City Council's position on the Province's proposal to 'upload' Toronto's transit system, the importance of public engagement in this process, and the objectives of the Terms of Reference for the Transit Responsibilities Realignment Review.

Between May and August 2019, the City and the TTC undertook the public information campaign and consultation. This report summarizes the activities and feedback received through the campaign and consultation. Information and input gathered from this process has informed the City's engagement with the Province. Furthermore, comments received relating to priority transit expansion projects have been shared with the Province.

A. Approach to Public Engagement

Community input is an essential part of the Transit Responsibilities Realignment Review. People care about how transit is planned and developed, and the City along with the TTC is committed to engaging the public in a way that is transparent, timely, iterative, inclusive, innovative, respectful, educational, fun and supports community building. The primary engagement objective for the consultation was to ensure public awareness of the Province's proposed changes to Toronto's transit system and network, including its proposal to 'upload' the TTC's subway infrastructure, and the proposed changes to Toronto's transit network plan. As part of this, the campaign included information on the following:

- Toronto's population and employment growth projections and the need for continued investment in state-of-good-repair and transit expansion needs to support ridership growth, meet city building objectives, and increase rapid transit service to under-served areas of Toronto; and
- The process laid out in the Terms of Reference for the Ontario-Toronto Transit Responsibilities Realignment Review, including the Review objectives, and City Council's guiding principles for the Review; changes proposed by the Province through its 2019 Provincial Budget, Bill 107 ("Getting Ontario Moving Act") and associated regulations.

To gain a broad range of perspectives from across Toronto and to make it easy for the public to get involved and provide feedback, a variety of in-person and online engagement tools were used, including:

- A Project website providing information about the Transit Responsibilities Realignment Review. This included information on how to get involved in online and in-person consultation opportunities and links to Council and TTC board reports and decisions;
- Traditional and social media advertisements informing the public of the Transit Responsibilities Realignment Review and encouraging people to visit the website;
- Two (2) postcards informing the public about the Project website (www.toronto.ca/TransitReview), providing contact information (e.g., email address and phone number), and advertising in-person and online engagement opportunities;

- Online consultation through CheckMarket, linked through the Project website and promoted via the postcards and social media, giving the public the opportunity to provide comments and feedback online;
- Social media engagement through City Facebook and Twitter accounts, providing individuals with the opportunity to engage online from the comfort of their own surroundings;
- Online third party research conducted by Ipsos to test public awareness of the current state and Province's proposed changes;
- Six (6) pop-up consultation events held across Toronto, providing individuals more information on the Transit Responsibilities Realignment Review via postcards, handouts and one-on-one discussions with passers-by;
- Newspaper notices informing the public about the planned Public Information Centres (PICs);
- A total of four (4) PICs in locations across Toronto to serve a variety of neighbourhoods, including Etobicoke, North York, Scarborough and downtown Toronto, giving the public the opportunity to discuss the Transit Responsibilities Realignment Review and ask questions directly to City and TTC staff¹; and
- Six (6) Expert Advisory Panel meetings, designed in collaboration with the Institute on Municipal Finance and Governance (IMFG). A separate report on the Expert Advisory Panel has been prepared by IMFG.

B. Key Consultation Topics

The Project Team identified several key consultation topics related to the Transit Responsibilities Realignment Review, as outlined in **Table 1:1** below.

Table 1:1 - Key Consultation Topics

Maintain Existing System	Growing the System	Transit Responsibilities Realignment Review and Provincial proposals
<ul style="list-style-type: none"> • Service reliability and service levels; • TTC's Capital Investment Plan and State of Good Repair (SOGR) needs (e.g. signal, fleet, track); and • Existing SOGR funding sources and decision-making roles and authorities. 	<ul style="list-style-type: none"> • Expansion needs to support projected growth, city building objectives, and provide rapid transit service to under-served areas of Toronto; and • Toronto's transit expansion priorities (Transit Network Plan, approved by City Council in July 2016). 	<ul style="list-style-type: none"> • Province's 2019 budget announcements (including upload plan and transit expansion proposal); and • City Council Position on subway "upload"; and guiding principles for the Review.

¹ Provincial staff representatives were invited to attend and participate in the PICs but were not in attendance.

2. Engagement Tools and Activities Undertaken

A. Information Sharing and Advertising

As part of consultation for the Transit Responsibilities Realignment Review, various activities were undertaken to:

- Notify the public and interested stakeholders;
- Provide up-to-date information;
- Seek input on individual level of awareness, level of importance and current plans related to the Transit Responsibilities Realignment Review; and
- Answer questions and address concerns.

The following tools were used to share information with the public and stakeholders throughout the consultation. City Councillors were advised of the launch of consultation activities before the formal launch date.

Advertisements

Two (2) advertisements were developed and used to raise public awareness of the key consultation topics and activities. The advertisements depicted a transit tunnel and construction workers working on the tracks. Advertisements were shared via traditional and social media outlets as listed below:

- Poster Advertisements – Subway Platforms (June 3 to July 15, 2019);
- Door Card Advertisements – Subway Cars (June 10 to July 15, 2019);
- Interior Advertisements – TTC buses and streetcars (June 10 to July 15, 2019);
- Vinyl Advertisements – new TTC streetcars (June 10 to July 15, 2019);
- Newspaper Advertisements – Star Metro Newspaper (June 4, 10, 17 and 24, 2019); and
- Social media posts (June 6 to August 29, 2019).

Copies of the advertisements are provided in **Appendix A1**.

Public Information Centre (PIC) Notices

PIC Notices were distributed to encourage public participation in the Public Information Centres (PICs), promote the Project and the associated website, and provide Project Team contact information such as phone number and email address. PIC Notices were posted in the following locations approximately two (2) weeks in advance of the planned events:

- Project website (www.toronto.ca/TransitReview);
- Traditional newspaper:
 - Metroland (June 6 and 13, 2019)
 - Toronto Sun (June 7 and 14, 2019)
 - Ming Pao (June 7 and 14, 2019)
 - Senteamarai (June 7 and 14, 2019)
 - Balita (June 1 and 16, 2019)
 - El Popular (June 7 and 14, 2019)
 - Corriere Canadese (June 7 and 14, 2019)

- Sol Portuguese (June 7 and 14, 2019)
- L'Express (June 7 and 14, 2019)
- Star Metro advertisement – both versions (June 10, 2019)
- Online newspaper:
 - NOW (June 6 and 13, 2019)
- Project email list (175 contacts); and
- Social media posts on Facebook (www.facebook.com/cityofto) and Twitter (@cityoftoronto) from June 6 to August 29, 2019.

The Notice of PICs is included in **Appendix A2**.

Pop-Up Events

The City Project Team hosted in-person pop-up events throughout June 2019 at locations frequented by Toronto residents, transit commuters and others who are directly impacted by, or may have an interest in, the Transit Responsibilities Realignment Review. The purpose of these events was to raise awareness of the Review and encourage people to participate in the online or in-person consultations. City staff at these events wore brightly coloured t-shirts², provided informational postcards³ to passers-by, held one-on-one discussions for those who had questions or comments, and were equipped with Project sign-up sheets for those interested in learning more. 4,000 postcards were printed for distribution throughout June 2019. **Table 2:3** below outlines the pop-up consultation schedule.

Table 2:1 - Pop-up Consultation Schedule

Pop-Up Event #	Date	Time	Location
Pop-up #1	June 3, 2019	3:30 – 6:30 p.m.	Sheppard, Yonge, Queen and Osgoode stations
Pop-up #2	June 6, 2019	3:30 – 6:30 p.m.	Eglinton West, Bloor-Yonge and Eglinton stations
Pop-up #3	June 11, 2019	3:30 – 6:30 p.m.	Eglinton West and Kipling stations
Pop-up #4	June 12, 2019	12:30 – 2:00 p.m.	Nathan Phillips Square
Pop-up #5	June 24, 2019	7:30 – 10:00 a.m.	Bloor-Yonge, Osgoode and Queen stations
Pop-up #6	June 26, 2019	3:30 – 6:30 p.m.	Bloor-Yonge, Osgoode and Queen stations

Website

The Project website – www.toronto.ca/TransitReview – was launched in May 2019 to share information on the key consultation topics (**Table 1:1**), and also includes:

- Information on how to get involved, including links to online engagement tools and an option of subscribing to Project e-updates;
- Links to the consultation summary reports for each of the four (4) PICs, display boards and presentations used at each PIC;

² A copy of the design of the Transit Responsibilities Realignment Review t-shirt can be made available upon request.

³ 4,000 postcards were printed for distribution during the pop-up events. Copies of the postcards that were handed out during the pop-up consultations are provided in **Appendix A3**.

- Information on the Expert Advisory Panel, including links to agendas and meeting minutes for each meeting;
- Links to Council reports and decisions; and
- Project Team contact information – including phone number and email address.

From the launch on June 3, 2019, the Project website has had 9,562 visits, 7,603 new/ unique visitors and 10,857 page views.

Social Media

City Facebook (www.facebook.com/cityofto) and Twitter (@cityoftoronto) accounts were used to complement the Project website; helping to reach a larger audience who may otherwise be less engaged in traditional in-person consultation methods. Social media posts were developed to engage online stakeholders throughout the consultation period. Posts focused on inviting individuals or groups to meetings, online consultation activities (i.e., online survey) and providing links to more information. Posts and events on Facebook were sponsored and boosted to create more awareness and heighten engagement.

Advertisements on Facebook using the Transit Responsibilities Realignment Review postcard/ poster were published from June 6 to June 27, 2019 to promote the Project and encourage people to visit the website. Facebook events were also created for each PIC to encourage people to attend/ sign-up for one (1) of the four (4) PICs held throughout the City in June 2019. The fourth PIC – which took place on June 27 at City Hall- was live-streamed to provide information to those who could not/ chose not to attend in-person.

Data collected from Facebook posts and advertisements are provided in **Table 2:1** below.

Table 2:2 - Facebook Analytics

Post Date	Report End Date	Post/ Ad Name	Reach	Impressions	Link Clicks	Post Reactions	Post Shares	Post Comments
June 4, 2019	June 13, 2019	Event: Transit Review – PIC #1	13,692	35,233	178	100	37	6
June 6, 2019	June 27, 2019	Transit Review - Expansion	233,088	442,993	252	16	3	0
June 6, 2019	June 27, 2019	Transit Review – Tunnel	269,694	466,862	839	60	15	0
June 13, 2019	June 20, 2019	Event: Transit Review – PIC #2	14,619	34,314	170	110	30	9
June 14, 2019	June 22, 2019	Event: Transit Review – PIC #3	13,804	33,843	148	118	43	13
June 20, 2019	June 27, 2019	Event: Transit Review – PIC #4	17,500	38,646	217	186	80	217
August 7, 2019	August 7, 2019	Transit Review – Survey	992	N/A	N/A	33	3	0
August 17, 2019	August 17, 2019	Transit Review – Survey and Livestream	1,337	N/A	N/A	24	1	3
August 20, 2019	August 20, 2019	Transit Review – Survey and Livestream	1,545	N/A	N/A	44	2	4

Post Date	Report End Date	Post/ Ad Name	Reach	Impressions	Link Clicks	Post Reactions	Post Shares	Post Comments
August 25, 2019	August 25, 2019	Transit Review – Bill 107 and Survey	1,693	N/A	N/A	33	1	1
August 29, 2019	August 29, 2019	Transit Review – Survey last day	964	N/A	N/A	20	0	0
Average:			51,721	175,315	301	68	20	23

Data collected from Twitter posts and advertisements are provided in **Table 2:2** below.

Table 2:3 - Twitter Analytics

Post Date	Report End Date	Post/ Ad Name	Impressions	Tweet Engagements	Clicks	Retweets	Replies
June 6, 2019	June 27, 2019	Transit Review – Tunnel	33,685	1,124	724	39	18
June 6, 2019	June 27, 2019	Transit Review – Expansion	82,304	1,319	794	35	10
August 2, 2019	August 2, 2019	Transit Review – Survey	9,392	102	41	5	0
August 4, 2019	August 4, 2019	Transit Review – Survey	6,925	72	24	1	1
August 7, 2019	August 7, 2019	Transit Review – Survey	7,194	70	24	1	2
August 11, 2019	August 11, 2019	Transit Review – Survey	7,543	92	27	1	1
August 14, 2019	August 14, 2019	Transit Review – Survey	8,655	257	117	15	1
August 19, 2019	August 19, 2019	Transit Review – Survey	11,076	110	41	4	2
August 21, 2019	August 21, 2019	Transit Review – Survey	6,861	93	46	7	1
August 27, 2019	August 27, 2019	Transit Review – Survey	8,677	122	51	10	1
August 31, 2019	August 31, 2019	Transit Review – Last Day Survey	5,682	77	31	1	0
Average:			17,090	313	175	11	4

Social media posts related to the Transit Responsibilities Realignment Review are available on www.facebook.com/cityofto and www.twitter.com/cityoftoronto.

B. Online Engagement and Survey

The purpose of online engagement was to provide the public and stakeholders with information on the key consultation topics and provide the public with an opportunity to provide feedback and input through online methods, including an online survey and email address.

Online Survey

An online survey was launched on May 30, 2019 using CheckMarket. The survey contained nine (9) questions. The purpose of the online survey was to gauge public awareness and values related to the key consultation topics. There were also open-ended questions that asked participants to cite priorities they find important or add additional comments related to the Transit Responsibilities Realignment Review.

The online survey was closed for comment on August 31, 2019, with a total of 3,435 participants. Comments received through the online survey were sorted accordingly and summarized in **Section 3** of this report. An overview of responses collected from the online survey is included as **Appendix B**.

Email Comments

Fourteen emails were received through the Project email address (transitreview@toronto.ca). These emails included an electronic comment form submission along with general comments, questions and concerns regarding the Transit Responsibilities Realignment Review and potential upload to the Province. Comments received by email were sorted accordingly and summarized in **Section 3** of this report with all other feedback.

C. Public Information Centres / Meetings

Four (4) PICs were held in June 2019.

Thursday, June 13

6:30 – 8:30 p.m.

Father Serra Separate School

111 Sun Row Drive

Etobicoke, ON

Saturday, June 22

10:30 a.m. – 12:30 p.m.

Scarborough Civic Centre

150 Borough Drive

Scarborough, ON

Thursday, June 20

6:30 – 8:30 p.m.

North York Memorial Community Hall

5110 Yonge Street

North York, ON

Thursday, June 27

6:30 – 8:30 p.m.

Toronto City Hall

100 Queen Street West

Toronto, ON

In addition to the advertising tactics outlined in **Section 2.A.** of this report, traditional earned media (e.g., news releases and media advisories) was used to help spread the word about the PICs.

The focus of the PICs was to share information on the key consultation topics (see **Table 1:1**) and provide the public with an opportunity to engage in-person with the City and TTC Project Team. Each event featured an informational presentation regarding the key consultation topics and a question and answer (Q&A) period where attendees were able to ask questions and receive answers from the Project Team. Each PIC also featured an open house session before and after the presentation where attendees could explore and provide comment on informational display boards and speak to staff.

Approximately 150 individuals attended the PICs⁴. Details including overviews of each PIC, highlights of attendee feedback and summaries of the Question and Answer period are provided in the PIC Highlights Reports, available as **Appendix C** to this report.

Presentation and Question and Answer (Q&A) Period

Approximately 30 minutes following the start of the PIC, a presentation was provided by City's Director of Transit and Transportation Planning and the TTC's Manager of Project Development and Coordination.

The presentation concluded with next steps and information on how to get involved/ provide feedback. Following the presentation, AECOM facilitated a 30-minute Q&A session. A copy of the presentation is provided on the Project website or is available upon request. A summary of each PIC including a transcription of the Q&A sessions, can also be found on the Project website (www.toronto.ca/transitreview).

⁴ Not all attendees signed in to the PICs, resulting in approximate numbers.

Open House

Before and after the Informational Presentation and Q&A session, attendees were encouraged to take part in the open house component of the PIC. The open house allowed for participants to explore the display boards and handouts, partake in one-on-one discussions with members of the Project Team, and fill out comment forms.

PIC attendees were invited to view the 16 display boards set up clockwise around the room then share their ideas, comments and questions with Project Team staff members stationed at each of the display boards. To provide PIC attendees with more information on key consultation topics, 12 separate handouts were developed and made available at each PIC. Each handout provided detailed background information, key facts, and how to find more information about a specific topic related to the Transit Responsibilities Realignment Review. Handout topics included the following:

- Toronto and its Transit System;
- Growing our Transit System with Toronto;
- Funding the Transit System;
- Planning and Delivery of Transit in the City and Region;
- Maintaining the Local System;
- Expanding Transit to Support Growth in the City;
- Ontario-Toronto Transit Responsibilities Realignment Review;
- SmartTrack Stations Program;
- Eglinton East LRT;
- Waterfront Transit Network;
- Bloor-Yonge Capacity Improvement; and
- Technical Assessment of Provincial Transit Expansion Proposal.

PIC attendees were invited to provide their thoughts and ideas related to the PICs and key consultation topics by completing and returning a comment form. Attendees had the option to complete and leave the comment form during the PIC, or to complete it later for returning to the Project Team via email. A total of 46 comment forms were received from the PICs. Comments received within these forms have been summarized as part of **Section 3** in this report.

The PIC display boards are provided on the Project website or can be made available upon request. Copies of each handout developed for the consultation and/ or comment forms with personal information redacted can be made available upon request.

D. Third Party Research

Ipsos was retained to undertake public opinion research on the key consultation topics. The purpose of the research was to obtain statistically valid information on public awareness and perceptions on the consultation topics. The research was conducted online and involved surveying 1,600 Toronto and GTA 905 residents ages 18 and up.

3. Feedback and Findings

A. Overview of Feedback Analysis

Many comments and questions were received from stakeholders and the community during the consultation and public information campaign, demonstrating a strong interest in the key consultation topics outlined in **Section 1.B**. The following sections highlight the key findings and level of public awareness related to these various topics as identified through the Ipsos public opinion research and online survey. Following these findings is a summary of the themes emerging from the feedback as related to:

- Maintaining the Existing System;
- Expanding the System; and
- The Transit Responsibilities Realignment Review and Province’s Proposed Changes.

All comments received during the consultation are summarized in the subsections below. Detailed comments can be made available upon request.

B. Public Opinion Research and Findings

Ipsos conducted public opinion research from May 30 to June 11, 2019 to better understand awareness and perceptions on the key consultation topics. The key findings from this research are summarized below:

- The TTC and other greater Toronto and Hamilton area (GTHA) Municipal Transportation Providers are the most trusted organizations to plan and deliver new public transportation infrastructure – Public transportation providers are more trusted than the Ontario Government, Federal Government and Metrolinx;
- Majority of residents believe that both the municipal and the provincial government should be responsible for planning future rapid public transit infrastructure together, only approximately one (1) in 10 feel the province should do this alone;
- Awareness of the TTC's capital investment plan/ SOGR needs (i.e., public transit funding shortfall to maintain the system) is relatively low compared to awareness of other transit funding statements (i.e., reductions in provincial gas tax funding, farebox recovery ratio);
- Awareness of some City/ TTC expansion plans are relatively low (e.g. SmartTrack Stations, Bloor/Yonge station capacity improvements). There was also relatively low awareness of the planned construction of Metrolinx Finch West LRT;
- A strong majority of residents feel it is important to integrate underground and surface public transportation and that the system as a whole requires stable and dedicated funding;
- When asked about their support or opposition for the subway upload plan, about one (1) in five (5) people responded that they did not know. Generally, people in Toronto are split on support or opposition of the plan, while residents in the 905 are more supportive. Support for the upload was primarily driven by hopes for better leadership, better service and more funding, while opposition is driven by mistrust, an understanding that future planning will be worse, and less funding; and
- A large majority of residents agree that the province should fund existing TTC expansion plans, rather than develop new plans.

More information regarding the methodology and detailed findings can be found in Ipsos' report, which is provided as **Appendix D**.

C. Online Survey Findings

The online survey was conducted from May 30 to August 30, 2019 to gauge public awareness and values related to the key consultation topics and allow interested individuals to cite priorities or add comments related to Transit Responsibilities Realignment Review. Results show that responses provided through the online survey align with responses collected through Ipsos research. An overview of the survey results is provided as **Appendix B**.

Key findings suggest that a majority of participants are aware of the following:

- The Provinces proposed plans to take responsibility for expansion of rapid transit in Toronto now, and a longer term plan of taking responsibility for the existing system (42% of respondents self-identified as 'very aware' and 40% being 'somewhat aware');
- City Council's resolutions that oppose the upload of the subway system to the Province (37% of respondents self-identified as 'very aware' and 38% being 'somewhat aware');
- Key facts and stats related to current transit funding model (i.e. TTC's operating budget and funding sources), with an average of 55% of respondents who identified themselves as 'very aware' and only 10% 'not at all aware';

- The City's transit expansion plans, including the need to reduce crowding on Line 1 (96% of respondents expressed awareness) and the need to replace major components of Line 3 Scarborough (80% of respondents expressed awareness); and
- The Province's announcements regarding the introduction of legislation that enables it to designate transit expansion projects as the sole responsibility of Metrolinx, and the introduction of the Province's transit expansion plan and projects (80% of respondents stated awareness).

Overall, online survey participants demonstrated high awareness of topics related to the Transit Responsibilities Realignment Review. Online survey results based on awareness of the Province's and City Council's plans are consistent with data collected in the Ipsos public opinion research (**Section 3.B.**).

D. What we Heard – Maintaining the Existing System

Feedback received during the PICs and the online survey suggest that many participants feel it is important for the City and TTC to operate and maintain the transit system in order to keep it in a state of good repair. Key themes related to maintaining the system include:

1. High value on City/ TTC continuing to maintain and operate the system;
2. Ownership of the subway is important;
3. Concerns around changes in ownership and potential impacts to accessibility from an infrastructure design and service perspective; and
4. Ensuring adequate funding for SOGR needs.

Detailed commentary on these four (4) themes can be found in the sub-sections below.

1. Importance of the City/ TTC Continuing to Maintain and Operate the System

Many individuals who participated in online and in-person consultation activities noted the importance of the City/ TTC maintaining and operating the system. Many questioned/ expressed concerns regarding who would be responsible for operating and maintaining the system if the upload to the Province takes place. Main concerns included the state of the system if the Province were to take maintenance responsibilities, and potential increase in service delays.

Top priorities expressed related to maintaining and operating the system include:

- Protecting local controls over city transit;
- Maintaining the system to decrease delays in service and ensure reliability; and
- Making transit more affordable by implementing fare integration for riders.

2. Importance of Subway Ownership

When asked how important the order of government (i.e., municipal, provincial or federal) that owns the subway network is, a strong majority (65%) of online survey participants stated it was 'very important'.

When asked how important it is that the City continue to own, operate and maintain the TTC, out of 2,748 online survey participants, a very strong majority (81%) said it was very important.

Generally, feedback received suggests that people feel the City/TTC should continue to maintain, own and operate the system because they are the body closest to the people it serves, and therefore understand the local needs. Some individuals noted that the Province could own the system but the City/ TTC should continue to maintain the system. A few individuals stated that if Provincial ownership would cause Toronto transit to be more reliable, safe and efficient, they would support the upload.

3. Potential Changes to Ownership and Impacts to Accessibility

Accessibility from an infrastructure design and network integration perspective was raised as an area of concern. Some expressed concern related to accessibility if the Province/ Metrolinx gained ownership as they found GO Transit to be less accessible than TTC for people using wheelchairs.

Out of 2,748 online survey participants, 93% believed that it is very important to ensure subway, streetcar and bus services in Toronto are fully integrated. In alignment with these results, over half of Toronto (57%) and GTA 905 (53%) residents who participated in the Ipsos research believe it is very important that transit networks are integrated and connected.

Top priorities expressed regarding accessibility and network integration include:

- Ensuring accessible local transit for people of all abilities, particularly in key areas with low-income populations or that lack accessible transit (e.g., Scarborough);
- Ensuring current level of service and accessibility is maintained while advancing expansion projects;
- Increased wheelchair access on transit, particularly subways and subway stations;
- Ensuring transit fare is affordable to everyone, especially those who rely on it as their primary mode of transportation; and
- Providing seamless connections to multiple transportation options (e.g., public transit, cycling, walking, scooters)/ having a fully integrated transportation network.

4. Ensuring Adequate Funding for TTC State of Good Repair Needs

Key questions and concerns regarding funding were related to how the TTC Capital Investment Plan (CIP) would be funded and who would be responsible for funding it, how the funding gap would be resolved, the potential increase of property tax to fund the system, and the Province's contributions to the CIP and funding gap. Many expressed concerns as to why much of the funding for the TTC comes from fares and local taxes and not the Province.

Top priorities expressed related to funding include:

- The importance of financial sustainability to maintain the system;
- The need to study alternative funding sources to determine how adequate funding can be provided; and
- The need for the provincial and federal governments to contribute to funding.

E. What we Heard – Expanding the System

The need to grow/ expand the existing system to support population and employment growth in the City and Region was a common theme heard among consultation participants.

Key themes about growing the system include:

1. Ensuring transit expansion is delivered in time to support projected growth;
2. Importance of local planning input into transit expansion initiatives; and
3. Providing relief to Line 1 crowding and congestion (i.e. a "Relief Line").

1. Delivering Transit Expansion in Time to Support Projected Growth

Many individuals who participated in online and in-person consultation asked about the City and Province's plans to grow the system at the pace required to address projected population and job growth. Many showed awareness of Toronto's projected growth and expressed concerns about how the current transit system would be able to accommodate such rapid growth. Some noted that growth needs to include more reliable and less-crowded transit options.

Top priorities expressed related to growth include:

- Ensuring transit services are in place to meet projected ridership and population growth;

- The importance of financial sustainability to plan for projected rapid growth of the city;
- Building transit projects as quickly as possible, without the constant changes to projects already underway, to serve more areas through Toronto and aid current heavy congestion issues;
- Focusing on building subway infrastructure to accommodate growth instead of LRT, streetcar and bus services;
- Choosing the option that will build transit expansion projects in the most efficient manner; and
- Minimizing delays to expansion project timelines.

2. Importance of Local Planning Input into Transit Expansion Initiatives

Many who participated in consultation activities expressed the importance of the local role in planning and delivering transit to serve the community, as opposed to a body without local knowledge making decisions for the community. Some individuals expressed concern regarding political interference with important transit growth needs and asked how the upload to the Province would impact the City's authority in urban planning .

Top priorities expressed related to the importance of local planning input include:

- Ensuring local input into the decision-making process for transit expansion projects;
- The need to align planning for transit expansion with the City's Official Plan (OP) objectives, including ensuring projects meet broader objectives (e.g. social equity, economic, and environmental objectives); and
- The need for local planning input as City transit planners have the most knowledge about local transit needs.

3. Providing Relief to Line 1 Crowding and Congestion

When discussing individual transit projects, most consultation participants noted that the Relief Line is the number one (1) priority project and must be built as quickly and efficiently as possible to provide relief to Line 1. Consultation participants also expressed an interest in learning more about the Ontario Line and wanted to know what areas of the city would be serviced if the route is changed, and if public consultation will take place for this project.

Top priorities expressed related to providing Relief to Line 1 include:

- Maintaining the Relief Line route and associated plans to service more areas in the city;
- Minimizing delays to the project timelines and building the Relief Line as soon as possible to relieve congestion; and
- Ensuring public input into decision-making process for the project.

F. What we Heard – Transit Responsibilities Realignment Review

Through the consultation process, many individuals were interested in understanding more about the Province's transit 'upload' proposal (i.e., the Ontario-Toronto Transit Responsibilities Review), and the Province's transit expansion proposal.

Key themes about the Transit Responsibilities Realignment Review and provincial proposals are listed below and grouped into three categories:

- Impacts of Provincial Proposals:
 - Impacts of Province's transit expansion proposal on the status of the City's existing transit plans;
 - Impacts on timing for delivery of transit expansion;
 - Impacts to local planning role in transit expansion in light of new legislation; and
 - Labour impacts of Province's proposal to take ownership of subway.
- Roles and Responsibilities for Transit System:

- Roles and responsibilities if subway system is upgraded; and
- City Council Guiding Principles.
- Process:
 - How public input would be included in the assessment of the Province's proposals and plans;
 - How City Council's resolutions on the transit upload could be enforced from a legal perspective;
 - Provincial participation in PICs; and
 - General comments on consultation process.

Impacts of Provincial Proposals

i. Impact of Province's Transit Expansion Proposal on the Status of the City's Existing Transit Plans

Through the consultation process, it became apparent that many people are concerned about how the Province's transit expansion proposal will impact the City's planned transit projects and questioned why the Province decided to make changes to the City's transit expansion plan. Many people expressed concerns about the status of other City priority projects (e.g., Relief Line North, SmartTrack, Scarborough Subway Extension/ Line 2 East Extension (L2EE), Eglinton East LRT), while others suggested that the Province's transit proposal may positively impact City transit plans by addressing the 905 fare boundary and allow for fare integration between TTC and GO Transit.

Top priorities expressed related to the impact of the Provincial transit proposal on existing transit plans include:

- Clarifying the Province's goals and priorities for transit in Toronto;
- Clarifying plans for/ the status of the City's transit expansion projects including SmartTrack, Scarborough Subway Extension/ L2EE and Eglinton East LRT;
- The need for rapid transit expansion from Scarborough to downtown to serve isolated neighbourhoods and low-income families;
- Allowing the City to continue with planned transit projects without interference from the Province, particularly the Relief Line North; and
- Reducing delays in transit planning projects to service the local community.

ii. Impacts on Timing for Delivery of Transit Expansion

Impacts to timing of transit expansion projects was a common theme throughout the consultation process, with many individuals noting concerns regarding timelines of projects already underway. Through the consultation process, it also became clear that online survey participants were split on how they felt about the Province's transit proposal – with some opposing the idea of an upload and others supporting it if it meant the funding and timelines for the transit system and expansion projects would be impacted positively.

Top priorities expressed related to timing for delivery of transit expansion include:

- Advancing/ continuing with planning City transit projects already underway to decrease timelines and relieve congestion and overcrowding on the TTC;
- Clarifying how/ if the 'upload' would impact project timelines, funding and expenses; and
- Reducing delays in transit expansion plans to reduce congestion and service the local community.

iii. Impacts to Local Planning Role in Transit Expansion in Light of New Legislation

Consultation participants who mentioned Bill 107 raised a variety of concerns and mainly expressed their opposition, stating that the City should maintain control of existing assets and its role in urban planning (including transit planning). Some raised concerns about the Province's exertion of power and controls and noted that Bill 107 seems unconstitutional. Others expressed concern for a privatized transit system, noting it may negatively impact Toronto residents and tax payers. Some also expressed concern about Bill 108's cap on revenues that the City would receive from development charges.

Top priorities expressed include:

- Ensuring the City remains in control of existing assets;
- Clarifying regulations regarding the Province's ability to upload the transit system and the City's rights to infrastructure in Toronto;
- Clarifying the negotiation process and the relationship between the City and the Province;
- Outlining the Province's qualifications to manage Toronto's transit system and how they will best serve transit users;
- Providing the public with more information about liability as a result of a provincial upload; and
- Providing the public with information about the direct impacts of Bill 107 and Bill 108, specifically regarding City planning policies, so the local community can form educated opinions.

iv. Labour Impacts of Province's Proposal to Take Ownership of the Subway

Some consultation participants expressed concern about TTC staff jobs, and how these would be impacted by the Provincial upload.

Top priorities expressed regarding labour impacts include:

- Keeping health and safety standards for workers, regardless of subway ownership;
- Ensuring TTC workers are not impacted by potential changes to transit system governance;
- Maintaining the unionized agreement already in place for TTC employees; and
- Retaining current TTC employees to ensure the level of professionalism with respect to training and experience is maintained.

Roles and Responsibilities for the Transit System

i. Roles and Responsibilities if the Subway System is Uploaded

Many individuals expressed confusion regarding the City's role versus the Province's in the case of an upload. A few individuals noted they would support the Province taking ownership of/ uploading the subway system if the Province guaranteed to fund transit expansion projects or if it means the Province will contribute more funding to Toronto transit.

Top priorities expressed regarding funding roles and responsibilities include:

- Implementing proper funding from a variety of sources so that planned transit projects can be built as soon as possible;
- Ensuring Province is involved in funding transit;
- Clarifying the Province's motive for uploading the transit system;
- Considering revenue tools used by other cities to fund transit;
- Clarifying the City's role versus the Province's role and the responsibilities related to transit expansion and maintenance costs; and
- Hosting public consultations related to transit funding to determine issues and potential revenue tools for the City/ TTC to implement.

ii. City Council Guiding Principles

Questions and concerns raised regarding City Council's Guiding Principles included how they would impact the upload of the system and how the Province would adhere to them through the negotiation process and in their transit expansion proposal.

Results gathered from the online survey show that participants ranked City Council's set of Guiding Principles for the Transit Responsibilities Realignment Review on a scale of one (1) to ten, with one (1) being not important and ten being very important. Each principle was ranked on its own, without comparison to other principles, as follows:

- Safety and security of the transit system – 9.45/10;

- Preserving mobility options and a seamless journey – 9.37/10;
- Financial sustainability of the system to maintain the existing system and plan for growth of the City – 9.34/10;
- Advancing priority transit expansion projects already underway – 9.26/10;
- Ensuring accessible local service – 9.26/10;
- Good governance (e.g., local representation in decision-making processes regarding where transit is built in the City) – 9.17/10;
- Fair allocation of financial obligations between the City and Province – 9.08/10; and
- Alignment of infrastructure investments with the City's Official Plan objectives of Serving People, Strengthening Places, and Supporting Prosperity – 9.03/10.

Process

i. How Public Input would be included in the Assessment of the Province's Proposals and Plans

Throughout online and in-person consultation activities, people questioned how their opinions would inform results of the Transit Responsibilities Realignment Review and expressed that feedback and opinions from people who use the current transit system regularly should outweigh opinions of the Province. Some questioned why they were not able to provide their feedback or ask questions directly to provincial representatives during in-person consultation activities.

Top priorities expressed related to the inclusion of public input in the Transit Responsibilities Realignment Review include:

- Educating the general public on all aspects of the Transit Responsibilities Realignment Review and the upload;
- Sharing how consultation inputs will inform the Transit Responsibilities Realignment Review and how public opinion will influence the decision-making process between City Council and the Province;
- Ensuring Provincial representatives participate in the next round of consultation to allow for in-person discussions; and
- Ensuring public input influences the decision-making process related to the 'upload' of the system and how transit expansion is planned in the future.

ii. How City Council's Resolutions on the Transit Upload could be Enforced from a Legal Perspective

Many were uncertain about the legality of the Province's decision to 'upload' the system and create a new transit proposal when the City already had a transit expansion plan in place. Some asked if the Province could be stopped from getting involved in the decision-making process for transit in Toronto, and suggested the City explore legal avenues to oppose the Province's transit proposal and privatization/ the 'upload' of the system.

Top priorities expressed include:

- Exploring legal options to oppose the upload of the system and the Province's transit proposal;
- Sharing more information on laws related to transit ownership and maintenance with the public;
- Ensuring clear messaging from City Council on their position on the Province's transit proposal; and
- Sharing more information on the negotiation process between the City and the Province.

iii. Provincial Participation in PICs

Many individuals who participated in in-person consultation activities expressed concern regarding the lack of provincial staff representation at the PICs (although Etobicoke Centre MPP Kinga Surma was present at one).

Generally, the public wanted to better understand the Provinces proposed plans, including:

- Clarifying the Province's intentions regarding the upload and their transit proposal;
- Involving all parties (e.g., Council, City staff, TTC, Metrolinx, Provincial government) in consultation with the public; and

- Hosting public information meetings where City and Provincial representatives answer questions from the public.

iv. General Comments on the Consultation Process

Some individuals expressed concern regarding the format of the PICs and online survey.

Top priorities expressed related to the consultation process include:

- Providing regular/ frequent information regarding discussions/ outcomes between the City and the Province;
- Providing more opportunities for the public to get involved;
- Providing longer Q&A sessions at the PICs;
- Advertising live events in a greater variety of outlets/ spaces;
- Seeking feedback from the community, and not just gauging level of awareness;
- Sharing the Province's responses to the 61 questions posed by City Council; and
- Adding more interactive elements to presentations and information boards.

4. Next Steps

Public participation is a key input into the decision-making process. Ongoing discussion and dialogue will continue to be a key priority of the City and TTC. As transit projects advance through the decision-making process, City and TTC will continue to work with the Province, Metrolinx and other key partners in delivery of transit initiatives to ensure local perspectives are meaningfully reflected in decision-making.




Appendix A

Advertising Campaign

- Advertisements
- Notice of Phase 1 PICs
- Postcards

Advertisements



The future
of the transit
system is on a
need-to-know
basis.

And you need
to know.

Have your say at
[Toronto.ca/TransitReview](https://toronto.ca/TransitReview)





Transit
expansion is
exciting news.

Transit
maintenance?

Not so much.

Yet both are equally
important.

Learn why at
[Toronto.ca/TransitReview](https://toronto.ca/TransitReview)



Notice of Phase 1 PICs

The City of Toronto holds public consultations as one way to engage residents in the life of their city. We invite you to get involved.

Transit Review - Public Information Meeting

Maintaining and expanding Toronto's transit system

The City is holding public meetings where you can learn more about the review on transit responsibilities between the City and Province. Open house, followed by presentation.



Thurs. June 13, 6:30 to 8:30 p.m.



Father Serra Separate School,
111 Sun Row Dr., Etobicoke



Thurs. June 20, 6:30 to 8:30 p.m.

North York Memorial Community Hall,
5110 Yonge St., North York



Sat. June 22, 10:30 a.m. to 12:30 p.m.

Scarborough Civic Centre,
150 Borough Dr., Scarborough



Thurs. June 27, 6:30 to 8:30 p.m.

City Hall, Council Chamber,
100 Queen St. W., Toronto

Public transit services in Toronto are integral to the city and region's vitality. Changes are being made by the Province to the way transit is planned, designed, constructed, and funded in the city. Come learn more and have your say about the changes.


If you are unable to attend in person, please note that we are live streaming the June 27 meeting at youtube.com/thecityoftoronto

Tel: 416-398-5395

Email: transitreview@toronto.ca

Visit: toronto.ca/transitreview

Postcards



The future
of the transit
system is on a
need-to-know
basis.

And you need
to know.

Have your say at
Toronto.ca/TransitReview



TRANSIT RESPONSIBILITIES REVIEW

Changes are being made to how transit is planned, designed, funded and delivered in Toronto. And more changes are expected later this year and in 2020. Now is the time to have your say on the future of transit in Toronto.

Visit our website for updates on upcoming public meetings and online engagement opportunities.

Web: [Toronto.ca/
TransitReview](http://Toronto.ca/TransitReview)

Email: [transitreview@
toronto.ca](mailto:transitreview@toronto.ca)

Phone: 416-398-5395



Transit
expansion is
exciting news.

Transit
maintenance?

Not so much.

Yet both are equally
important.

Learn why at
Toronto.ca/TransitReview



TRANSIT RESPONSIBILITIES REVIEW

Maintaining your TTC is as important as expanding it. Billions of dollars are needed over the next 15 years to keep the TTC safe and reliable. Learn more and have your say on the future of transit in Toronto.

Visit our website for updates on upcoming public meetings and online engagement opportunities.

Web: [Toronto.ca/
TransitReview](http://Toronto.ca/TransitReview)

Email: [transitreview@
toronto.ca](mailto:transitreview@toronto.ca)

Phone: 416-398-5395

Appendix B

Online Survey Findings

Transit Responsibilities Review

Status:	Closed	Partial completes:	546 (15.9%)
Start date:	2019-05-31	Screened out:	0 (0%)
End date:	2019-08-31	Reached end:	2,889 (84.1%)
Live:	93 days	Total responded:	3,435
Questions:	10		

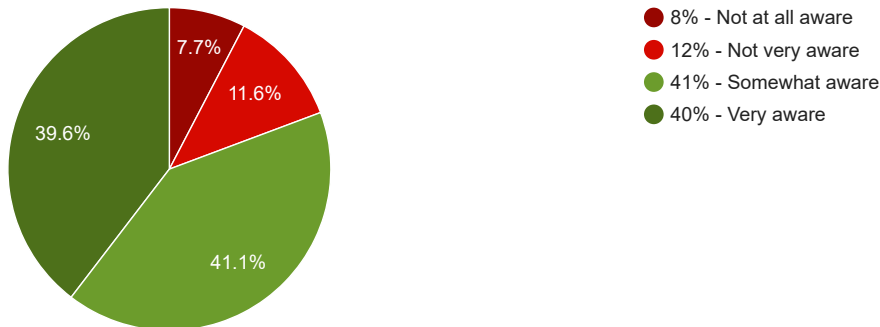
Thank you for agreeing to participate. It will only take a few minutes to complete. All of your answers are private and confidential.

The City of Toronto and Province of Ontario signed a Terms of Reference to guide a process regarding the realignment of transit responsibilities on February 12, 2019. Since that time, several changes have been proposed to the roles and responsibilities of the City and Province in transit planning, development, design, and delivery.

This survey seeks your input on the proposed changes in order to inform City and TTC staff review and recommendations to Toronto City Council on next steps.

In the 2019 Ontario Budget, the Province of Ontario outlined its plan to take ownership of (or "upload") the planning, design, and construction of new rapid transit projects. The Province also introduced a longer term plan to take ownership of the full TTC subway network, with legislation envisioned for 2020. The TTC would continue to operate and maintain the subway system, and retain all fares.

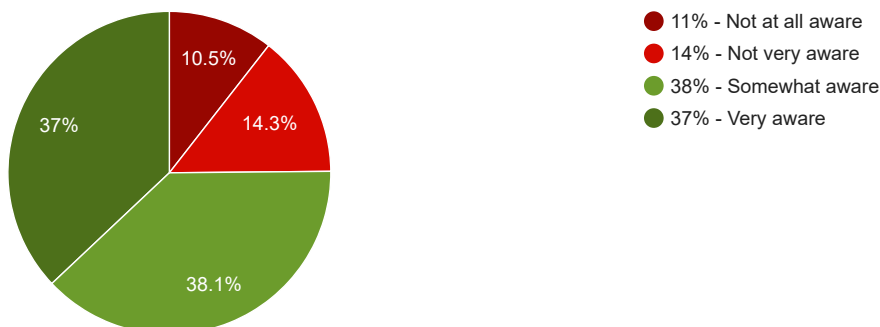
1. How aware are you of the Province's plan?



n=3435

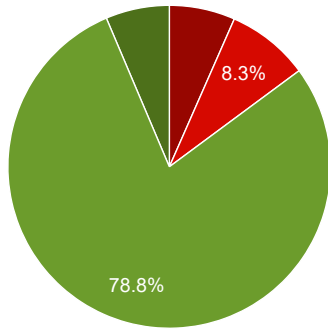
In May and December 2018, Toronto City Council passed resolutions to oppose the transfer of responsibility in the "ownership, operations, and maintenance of the Toronto subway system, in whole or in part, to the Province of Ontario" (the "upload").

2. How aware are you of these resolutions?



n=3384



3. How important is it that the City of Toronto continue to own, operate, and maintain the TTC?



- 7% - Not important
- 8% - Somewhat important
- 79% - Very important
- 6% - Not sure (add comment)

n=3352

4. Please tell us how important each of the following is to you:






Sub-questions	Resp.	% of responses	avg	med	SD
Subway, streetcar, and bus services in Toronto are fully integrated.	3272		2.95	3	0.34
The order of government (i.e., municipal, provincial or federal) that owns the subway network.	3272		2.65	3	0.71

Average: 2.80 — Median: 3 — Standard Deviation: 0.58

- 1. Not important
- 2. Somewhat important
- 3. Very important
- 4. Not sure

5. The City of Toronto has a transit system managed and operated by the TTC that has consistently out-performed other public transit systems in North America by many economic and ridership measures.

How would you rate your awareness of the following statements about the TTC system?

Sub-questions	Resp.	% of responses	avg	med	SD
The TTC's operating budget is subsidized by the City of Toronto.	3189		3.52	4	0.74
Most of TTC's revenue comes from fares paid by its passengers.	3189		3.5	4	0.77
TTC is the third largest system in North America, delivering over 530 million rides annually.	3189		3.37	4	0.79
The primary source of funding for transit operations from the City of Toronto is property taxes.	3189		3.07	3	0.99
TTC is the most cost-efficient system in North America, recovering approximately 70% of its operating budget from fares.	3189		3.04	3	1.01

Average: 3.30 — Median: 4 — Standard Deviation: 0.89

- 1. Not at all aware
- 2. Not very aware
- 3. Somewhat aware
- 4. Very aware

6. The City of Toronto and TTC have a transit plan that includes an expansion of the network to support forecasted population and employment growth in Toronto, and to maintain the existing system in a state of good repair.

How would you rate your awareness of the following statements relating to the City's transit plans?

Sub-questions	Resp.	% of responses	avg	med	SD
There is a need to build a new rapid transit line to reduce crowding and congestion on Line 1, improve resiliency of the subway network, provide development opportunities, and support future network extensions.	2999		3.76	4	0.59
Major components of the Line 3 Scarborough (also known as the Scarborough RT) have reached the end of normal service life and will need to be replaced by an alternative rapid transit option.	2999		3.27	4	0.99
The Waterfront Transit Network is critical to serving current and future population and employment growth, as well as major cultural, sports, entertainment, special events, and recreational uses concentrated along the waterfront area of the City.	2999		3.12	3	0.96
Bloor-Yonge Station capacity improvements are being planned to expand the subway platforms, improve safety and reliability of the TTC system, enhance circulation, and allow for more frequent trains on Line 1 and Line 2.	2999		3.05	3	0.97
The City and TTC have a transit network plan for Scarborough that includes a rapid transit replacement for Line 3 Scarborough, a SmartTrack station at Lawrence Avenue on the GO Stouffville Line, and the Eglinton East LRT.	2999		3.02	3	0.97
The City's Official Plan directs growth to designated areas, including the downtown and centres (e.g. Scarborough Centre). An important objective in planning the replacement for the Scarborough RT is to support Scarborough Centre's development as a vibrant urban destination.	2999		3.02	3	0.95
The TTC has a \$33.5 billion capital investment plan, of which 70% is unfunded.	2999		2.8	3	1.01
Average: 3.15 — Median: 3 — Standard Deviation: 0.97					
<ul style="list-style-type: none"> ■ 1. Not at all aware ■ 2. Not very aware ■ 3. Somewhat aware ■ 4. Very aware 					

7. There have been several recent provincial announcements regarding transit in this City and Region.

Please rate your awareness of the following statements:

Sub-questions	Resp.	% of responses	avg	med	SD
The Province has announced a plan to build the Ontario Line, replace Line 3 Scarborough RT with a three-stop extension of the Line 2 subway, build the Line 1 Yonge subway extension to Richmond Hill, and build a tunnelled Eglinton West LRT.	2964		3.33	4	0.9
The Provincial legislation allows for the Provincial Government to designate rapid transit projects as the 'sole responsibility' of Metrolinx. Metrolinx is the Provincial agency responsible for GO transit and Union-Pearson Express operations.	2964		3.17	3	0.97
Average: 3.25 — Median: 4 — Standard Deviation: 0.94					
<ul style="list-style-type: none"> ■ 1. Not at all aware ■ 2. Not very aware ■ 3. Somewhat aware ■ 4. Very aware 					

8. Given the changes proposed by the Province to the current arrangement of responsibilities between the City and Province and its transit/transportation agencies, please tell us how important each of these are to you on a scale of 1 to 10 (1 being not important and 10 being very important).

Sub-questions	Resp.	% of responses	avg	med	SD
Safety and security of the transit system	2904		9.45	10	1.26
Preserving mobility options and a seamless journey	2904		9.37	10	1.32
Financial sustainability of the system to maintain the existing system and plan for growth of the City	2904		9.34	10	1.39
Advancing priority transit expansion projects already underway	2904		9.26	10	1.6
Ensuring accessible local service	2904		9.26	10	1.52
Good Governance (e.g. Local representation in decision-making processes regarding where transit is built in the City of Toronto)	2904		9.17	10	1.83
Fair allocation of financial obligations between the City and Province	2904		9.08	10	1.89
Alignment of infrastructure investments with the City's Official Plan objectives of Serving People, Strengthening Places, and Supporting Prosperity.	2904		9.03	10	1.81

Average: 9.25 — Median: 10 — Standard Deviation: 1.60

- 1. Not important
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10. Very important

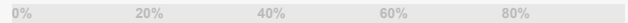
9. Is there one priority that is particularly important to you? Please specify.

Respondents

1491

43%

Skipped question: 1413



Appendix C

PIC Highlights Reports

- PIC #1 Highlights Report
- PIC #2 Highlights Report
- PIC #3 Highlights Report
- PIC #4 Highlights Report

PIC #1 Highlights Report

TRANSIT REVIEW

Transit Review Public Information Centre – June 13, 2019 Highlights Report

This Report has been prepared by AECOM to provide the City of Toronto and the Toronto Transit Commission (TTC) with a snapshot of the feedback captured at the Public Information Centre (PIC) held on Thursday, June 13, 2019 in Etobicoke. The meeting was the first of a series of four meetings that were held across the City of Toronto in June 2019.

Overview

On Thursday, June 13, 2019, the City of Toronto and TTC hosted a PIC to inform the public about the Transit Responsibilities Review being undertaken by the City and the Province. The meeting was held from 6:30 p.m. to 8:30 p.m. at Father Serra Separate School, located at 111 Sun Row Drive in Etobicoke.

At the sign-in table, attendees were invited to sign up for the project mailing list and were notified of opportunities to provide their feedback via a comment form and through the online survey which would be open until August 31, 2019. The open house component of the meeting featured a series of 15 informational display boards and several handouts for attendees to view and take home. Attendees could move freely between display boards and speak with Project Team members from the City and TTC.

At 7:00 p.m., Alicia Evans (AECOM) welcomed attendees to the meeting and provided an introduction to the Transit Responsibilities Review. Scott Haskill (Manager of Project Development and Coordination, TTC) and James Perttula (Director of Transit and Transportation Planning, City of Toronto) provided a 30-minute informational presentation about Toronto's multi-billion dollar transit needs, including maintenance, operations, and transit expansion needs. The presentation also provided an overview of the current governance and funding model for transit in the City, the Province's proposed transit expansion proposal and the Province's two-part plan to upload the TTC subway system as described in the 2019 provincial budget. The presentation concluded with next steps and information on how to get involved and provide feedback.

Immediately following the presentation, attendees had the opportunity to ask questions and provide input related to the presentation topics in a 30-minute facilitated Question and Answer session (see **Appendix A** for the questions and responses).

The facilitated Question and Answer period was adjourned by Alicia Evans (AECOM) at 8:00 p.m. The meeting adjourned at 8:30 p.m., after attendees had additional time to speak with the Project Team.

TRANSIT REVIEW

Twenty-six individuals signed into the PIC, including Toronto Mayor John Tory and Kinga Surma, MPP Etobicoke Centre.

Highlights of Participant Feedback

Several key themes emerged during the PIC, including:

- Concerns regarding how the Capital Investment Plan would be funded;
- Concerns regarding the current funding gap related to the City's Transit Plan;
- Concerns regarding the lack of the Province's presence at the PIC;
- Concerns regarding a potential increase/ modification to transit fares if the TTC is uploaded to the Province;
- Concerns regarding TTC workers' contracts;
- Concerns regarding accessibility standards of transit in Toronto if the TTC is uploaded to the Province;
- Discussions regarding who would be responsible for transit expansion and maintenance costs (e.g., Province, City, taxpayers, transit riders);
- Discussions regarding the differences between the City's Transit Plan and the Province's Transit Expansion Proposal and what that means for currently planned projects;
- Discussions regarding the various ways to get involved in the Transit Review (e.g., PICs, pop-ups, comment form, online survey);
- The need for City priority projects to be carried forward as planned; and
- The need for the Province and the City to work closely to address Toronto's transit needs.

Next Steps

A summary report on the Phase 1 Consultation will be reported out in Fall 2019.

TRANSIT REVIEW

Appendix A – Question and Answer

Details of the Question and Answer session that followed the presentation are provided below. To provide transparency for those not present at the meeting, the questions and answers received have been transcribed as much as possible.

During the Question and Answer session, Alicia Evans (AECOM) took four questions at a time, before turning it over to City and TTC staff to respond. Questions are noted with a “Q”, comments with a “C” and answers with an “A”. Answers were provided by James Perttula (City of Toronto) and Scott Haskill (TTC) unless noted otherwise.

Funding the System and Transit Fares

Q1: Are Metrolinx and Provincial government staff present to answer questions? It seems like capital funding is \$1.5 billion short per year for the next 15 years, with two thirds unfunded. Does this mean there will be a 15% property tax increase or doubling of transit fares? Has the Province indicated it would assume this funding responsibility? What about TTC jobs? How will TTC employees be impacted by the upload?

A1: The City does not have specific answers about how costs will be allocated or how TTC jobs will be impacted. The TTC has expressed concern regarding funding and the City of Toronto is currently discussing costs, what it means, how it happens, and who is responsible for payment. The Province has stated that the TTC will continue to operate the system. Issues regarding labour and jobs are key parts of the conversation with the Province and Rick Leary, TTC CEO, strongly committed to keeping staff informed discussions progress.

Q2: Social equity was mentioned in the presentation. How does a system that relies on 70% of funding from the fare box serve any notion of equity? Also, slide 25 of the presentation displayed funding sources but did not include fare box funding.

A2: The City is trying to determine how best to ensure good access to transit for people in underserved areas. We are considering fare levels for different groups of people including seniors, children, students and more.

Q3: Will the City be funding the extension of Line 1 that travels to Richmond Hill?

A3: The City is not covering any of the planning costs for this project and no commitment for future contributions has been made at this time. The Province would be interested in the City joining on this project, but the City is currently reviewing other lines.

C1: The presentation outlined funding pressures but did not cover the fact that the Province has cut \$1.1 billion over the next 10 years. We also have not discussed why the Eglinton East LRT has been left off the map. The City may not be able to move forward with some very important transit projects and the Province is not present at this meeting to explain why.

TRANSIT REVIEW

Q5: The TTC is a well-regarded system as it is integrated and does not require passengers to pay to transfer. Metrolinx has been trying to separate fares by distance for quite some time. Do we have any assurance from the Province that if the subway is uploaded to them the fares will not be separated by distance?

A5: Metrolinx has been discussing fare integration for many years but no changes have been formally proposed. Recently, the Province announced a reduction in GO fares to \$3.70 for the first 10 km or less and has arranged for discounted double fares that make your trip cheaper if you transfer between GO Transit and TTC.

Transit Expansion Needs

Q1: There is a subway stop near Yonge and Bloor that is always empty. Are there any plans or ideas for how this could be used as a boost to the system?

A1: The stop you are referring to, at the lower level of Bay Station, is one that the TTC is not able to make good use of. It was confirmed that expanding the existing Bloor-Yonge line by building a new platform is the best option for increased safety and improved mobility.

Q2: Has the City considered putting the Harbourfront line underground?

A2: The City/TTC has a good plan in place for improving the streetcar connection on Harbourfront. Unfortunately, this project is not on the Province's funded list.

C1: Congratulations on the success of the King Street West pilot study.

The Review Process, Bill 107 and the Provincial Transit Proposal

Q1: If the subway is uploaded to the Province, do TTC workers fall under the jurisdiction of the Province? If so, do the contracts transfer with the workers?

A1: The City and the TTC do not know what will happen to contracts at this time.

Q2: I use WheelTrans to go to work, to study and to the hospital. Why has accessible transit not been mentioned in this discussion? What will happen to accessible transit if the subway is uploaded to the Province?

A2: The City and the TTC are fully committed to accessibility. The TTC has a major accessibility forum every year and our TTC Advisory Committee on Accessible Transit (ACAT) provides ongoing suggestions for more accessible transit. The Capital Investment Plan includes funding for the renewal of the WheelTrans fleet and we are on track to deliver full accessibility by 2025. We expect the Province would follow these plans as they are enshrined in the legislation. As part of the Relief Line project, the City is considering the development of additional elevators but cannot comment on whether the Province would follow through on this.

Q3: Does the Province agree with the proposed SmartTrack stations?

A3: The Province is focusing on a market-driven approach on new GO stations to find third parties that are interested in undertaking transit-oriented developments. This is not a step back on commitment as the Province recently supported the City's application for Federal funding of

TRANSIT REVIEW

SmartTrack stations. The City is working with the Province to determine and assess whether there may be funding opportunities within the private sector.

Q4: There was a plan in place to implement a certain number of accessible stations and streetcars, but this plan continues to get delayed. Will the plan be respected by the Province if the subway is uploaded?

A4: All plans for accessibility are being continued.

Q5: I have concerns about the Light Rail Transit (LRT) plans and Bill 107. The City's map shows the Waterfront LRT and Eglinton East LRT, which are both important projects. Bill 107 can allow the Province to designate a project and take complete control. We have a Premier with a phobia of public transit and a Provincial plan that leaves gaps in transit for underserved areas. What guarantees the Province will not impact the LRT projects?

A5: City Council provided a firm commitment on how to move forward with the LRT projects. A report from fall 2018 identified the next stage of the Waterfront LRT to Bayfront and an Exhibition-Dufferin connection. City Council has also asked for a plan on how to move forward with the Eglinton East LRT. Currently, the City has no indication as to how or whether the Province will use various authorities outlined in Bill 107.

Q6: Is this public consultation? Why do I recognize most of the faces in the room as TTC Riders? We need the province present to answer our questions.

A6: This PIC is not the only forum where people can learn about and provide comments on the Transit Responsibilities Review. City staff have been and will continue to host pop-ups over the next few weeks in subway stations and at Nathan Phillips Square to hand out postcards, answer any questions and direct people to our website to learn more and take part in the online survey. We appreciate TTC Riders attending this first PIC as it is important to spread the word and engage as many people as possible. Three more PICs will be held this month.

C1: We should not be having this consultation forum without the Province's involvement. We are not used to involving the Province in Toronto transit discussions. Their feedback is required on this Review, that's why we are here.

C2: It sounds like the Premier of Ontario would like to be the Premier of Toronto. We need someone from the Province at these meetings to answer our questions.

C3: We need more consultation. Consultation typically involves asking questions and receiving answers but without the Province here, we aren't receiving answers. My opinion is that the Province has no business taking over Toronto's transit system in any shape or form. The TTC was built by the people of Toronto and is one of the best systems in North America because it is an integrated system.

Q7: Why is Bill 107 being mentioned during the consultation process?

TRANSIT REVIEW

A7: The City will be sharing the results of this consultation process, with the public and with the Province. We want to share your thoughts on Bill 107 with the Province. We will summarize what we heard at PICs and pop-ups and have also developed an online survey to ensure public input is integrated into the City's decision-making process.

Q8: Regarding Bill 107, subsection 1, related to provisions, once the system is uploaded to the Province, could the Province overrule existing plans for projects? Has the Province stated to City staff what provisions they intend to overrule, if anything?

A8: The City is unable to address this question. We do not know what is meant by the provisions or how they may be used. The City Manager has noted the importance of keeping all City plans on the table and negotiating what will work and what will not. If the system is uploaded to the Province, the City will reiterate the importance of integration and help the Province to better understand the City's and the riders' point of view.

C4: The Province needs to get involved in the consultation process.

Q9: With this Q&A format of taking multiple questions before responding, the questions get lost in the responses. Are there other opportunities to talk about the Review?

A9 (Alicia Evans, AECOM): Thank you for your feedback about the Q&A format. We will consider this for the remaining PICs. Regarding other opportunities, there is another PIC next Thursday, June 20. This meeting does not end the conversation on the Transit Review. Everyone has the opportunity to fill out a comment form, review the handouts and take part in the online survey. Staff present this evening can help with the online survey if you do not have internet access. Please sign up for the Project distribution list to receive updates. The PIC is scheduled to 8:30 p.m. this evening to give everyone the opportunity to speak one-on-one with staff or elected officials.

PIC #2 Highlights Report

TRANSIT REVIEW

Transit Review Public Information Centre – June 20, 2019 Highlights Report

This Report has been prepared by AECOM to provide the City of Toronto and the Toronto Transit Commission (TTC) with a snapshot of the feedback captured at the Public Information Centre (PIC) held on Thursday, June 20, 2019 in North York. The meeting was the second in a series of four meetings that were held across the City of Toronto in June 2019.

Overview

On Thursday, June 20, 2019, the City of Toronto and the TTC hosted a PIC to inform the public about the Transit Responsibilities Review being undertaken by the City and the Province. The meeting was held from 6:30 p.m. to 8:30 p.m. at North York Memorial Community Hall, located at 5110 Yonge Street in North York.

At the sign-in table, attendees were invited to sign up for the project mailing list and were notified of opportunities to provide their feedback via a comment form and through the online survey which will be open until August 31, 2019. The open house component of the meeting featured a series of 15 informational display boards and several handouts for attendees to view and take home. Attendees could move freely between display boards and speak with Project Team members from the City and TTC.

At 7:00 p.m., Alicia Evans (AECOM) welcomed attendees to the meeting and provided an introduction to the Transit Responsibilities Review. Scott Haskill (Manager of Project Development and Coordination, TTC) and James Perttula (Director of Transit and Transportation Planning, City of Toronto) provided a 30-minute informational presentation about Toronto's multi-billion dollar transit needs, including maintenance, operations, and transit expansion needs. The presentation also provided an overview of the current governance and funding model for transit in the City, the Province's proposed transit expansion proposal and the Province's two-part plan to upload the TTC subway system as described in the 2019 provincial budget. The presentation concluded with next steps and information on how to get involved and provide feedback. Immediately following the presentation, attendees had the opportunity to ask questions and provided input related to the presentation topics in a 30-minute facilitated Question and Answer session (see **Appendix A** for the questions and responses).

The facilitated Question and Answer session was adjourned by Alicia Evans (AECOM) at 8:00 p.m. The meeting adjourned at 8:30 p.m., after attendees had additional time to speak with members of the Project Team.

Twenty-two individuals signed into the PIC. Councillor for Ward 22 (Scarborough-Agincourt) Jim Karygiannis also attended the meeting.

TRANSIT REVIEW

Highlights of Participant Feedback

Several key themes emerged during the PIC, including:

- Concerns regarding how the Capital Investment Plan would be funded and suggestions for the Province to provide more funding;
- Concerns regarding the funding gap related to the City's Transit Plan;
- Concerns regarding the upload of the transit system to the Province, and the potential impact on currently planned projects, funding and jobs/ roles;
- Concerns regarding Bill 108's cap on the revenues the City would receive from development charges and the potential impact to transit funding;
- Concerns regarding the negotiation process between the City and the Province, and the impact on the existing City Transit Plan;
- Concerns regarding the lack of the Province's participation in the public consultation process;
- Concerns regarding current and future maintenance-related/ service delays and closures on the subway system;
- Concerns regarding the future plans for the Relief Line/ Ontario Line and what areas it will service now that the Province is taking responsibility for the study;
- Suggestions for modifications to the Province's Transit Expansion Proposal, including the addition of the Waterfront LRT and removal of the Ontario Line, and the removal of the Yonge Subway Extension and replacement with GO Transit service from Richmond Hill;
- Discussions regarding the high cost of subway infrastructure in the City of Toronto; and
- Discussions regarding a transit extension to Richmond Hill.

Next Steps

A summary report on the Phase 1 Consultation will be reported out in Fall 2019.

TRANSIT REVIEW

Appendix A – Question and Answer

Details of the Question and Answer session that followed the presentation are provided below. To provide transparency for those not present at the meeting, the questions and answers received have been transcribed as much as possible.

Questions are noted with a “Q”, comments with a “C” and answers with an “A”. Answers were provided by James Perttula (City of Toronto) and Scott Haskill (TTC) unless noted otherwise.

Q1: The fact that nearly 70% of projects are unfunded is disturbing, especially if these are the funds required to maintain what we currently have. I am a bit confused about the funding gap as there was reference to the Gas Tax. From what I understand, the Province did not fulfill a previous commitment to pass on more of the Gas Tax. Is this correct? Can the Project Team clarify what this means for the funding gap? One of the funding sources for operations, maintenance and expansion needs is development charges, but Bill 108 looks to cap development charges. How does this impact the funding gap? I also heard the Province announce a cut to TTC maintenance, is this correct? The City’s Guiding Principles for negotiations with the Province seem very reasonable, does the City have any indication of whether the Province will honour any of these principles?

A1: Regarding the Gas Tax, the Capital Investment Plan was prepared in late 2018 and therefore predates the announcement by the Province that they will not double the Gas Tax. Approximately \$90 million dollars is provided to the TTC each year from the Gas Tax; the anticipated gas tax increases were intended to go to capital investments. Therefore, the Capital Investment Plan must be reevaluated each year and this year we will need to account for less money from the Gas Tax, which will impact what projects can or cannot be funded.

Regarding development charges, you are correct that Bill 108 makes changes and puts a cap on how much money the City is able to receive from new developments. This could have an impact on how the City funds transit and other elements of infrastructure that we fund through development charges. City staff from the Finance Department are present at this meeting if you would like to have a one-on-one discussion about this following the Question and Answer session.

The Province has agreed to discussions with the City about transit governance and funding. The Guiding Principles are what the City would like to see reflected at the end of the Transit Responsibilities Review, to help guide City staff through the negotiation process.

C1: I would suggest the City provide the Province with the expenditure required just to maintain the transit system and then what is required to expand the transit system. If the transit system is uploaded to the Province, and the Province doesn’t follow through with planned projects, they will be blamed. I would suggest the City negotiates by reiterating that the Province is taking away a certain amount of money, so the City needs a certain amount of money to expand transit. The Province wants certain projects delivered and should have to pay more since City funds have been cut by the Province.

TRANSIT REVIEW

R1: To clarify, if the transit system is uploaded to the Province, the TTC will still be responsible for the safety of the system. There is still a role for the TTC to ensure the province fulfills the requirements to invest in safety.

Q2: Based on the presentation provided, the Project Team has identified what they need to do to maintain and expand transit and what needs to be funded. But funding is not the only issue. Other issues and priorities that were voiced in a previous meetings include Presto hours, fare integration, and Montreal-type signage that provide riders with a trip travel time estimate. These issues can be solved with very low cost. Many of us have other concerns that are not related to funding, where can these concerns be addressed?

A2: The TTC will be launching a five-year service plan which intends to review how the TTC needs to change services to maximize value and enhance customer experience. The TTC is also conducting a five-year fare plan where we will review the way fares are categorized and collected. There will be opportunities for the public to get involved in this in September 2019 through public consultation activities similar to this PIC. After this PIC, please take a moment to write down your ideas so they can be shared with the Project Team.

Q3: The TTC still has many closures, especially during weekends. I do not see any efficiency improvements to the system after much work has been completed. I am not satisfied with the service and am suffering as a transit rider as closures impact my daily life. Also, regarding taxes, will the funding issue impact the taxes of Toronto homeowners? Is there a way to resolve the issues without impacting our taxes? I appreciate the Project Team speaking to the community and allowing us to ask questions and provide feedback on this important matter.

A3: Line 1 is TTC's busiest line and carries the most amount of people, making it the biggest concern with regard to overcrowding. The TTC is currently installing a brand new signal system on Line 1 that unfortunately will not be finished until 2021 or 2022. Following this installation, we will see a significant improvement to the reliability of the subway service. The TTC is excited for this upgrade, and wish it could be completed faster, but the end result will outweigh the current impacts to service as the new signal system will allow for much fewer closures in the future.

Regarding funding sources and property tax, the City does not know if the transit upload would impact property taxes as Council has not made any decisions regarding this matter. There are exercises underway to attempt to find efficiencies and address some of the cuts across different programs. In recent years, the City has also investigated different tools and mechanisms to fund transit expansion. Questions regarding funding in general will need to be addressed in the coming years as the City is looking at its plan for long term financial sustainability.

Q4: I just received my property tax bill which seems to be lower by approximately \$30.00. This concerns me as it may mean other costs will increase. I have also heard a lot about the Richmond Hill subway extension, Scarborough Subway Extension, and Eglinton Subway Extension but have not heard news on the Relief Line. If the subway extends from Richmond Hill to Finch, a lot more people will be using the subway from Finch,

TRANSIT REVIEW

creating overcrowding. The Relief Line is a necessary project, when will it be constructed?

A4: In the Provincial Transit Plan, the Relief Line is now known as the Ontario Line. The Provincial budget states that the Ontario Line must be in place before an extension to Richmond Hill can operate. Planning for both projects may happen in parallel, but the Province made a commitment in the budget to open the Ontario Line first in order to provide relief to the Yonge subway. Regarding property taxes, unfortunately we cannot fully answer these questions right now but you are welcome to speak with the representative from the City's Finance Department after the Question and Answer session.

Q5: What will happen with the Relief Line, especially now that it is the Ontario Line? How will it be integrated with the rest of the transit system? How will the work on this project be distributed? If the system is uploaded to the Province, will City transit planners still be working on the project?

A5: The Province has announced where they would like the Ontario Line to go. The alignment draws on existing work that the City and TTC have conducted as part of the Relief Line project. It appears the Ontario Line would run from Eglinton and Don Mills to Exhibition Place and would connect to Line 2 at Pape and Osgoode stations. The City and TTC are currently trying to understand and find out more about the Ontario Line to determine whether it meets the original goals and objectives outlined for the Relief Line. Metrolinx has specified that the Ontario Line should be a rail rapid transit line. TTC's main concern with the Ontario Line is capacity. Regarding Line 1 capacity, the TTC believes we will be able to increase capacity along Line 1 until the mid-2020's. Regarding staffing in the event of the upload, we do not have answers currently. This is an issue that TTC and City staff will be discussing with the Province.

Q6: The Spadina extension was the most expensive subway infrastructure project in the world, but it was built along flat ground. Why is it so expensive to build subway infrastructure in Toronto? How do we keep costs down for new transit expansion projects so that taxpayer dollars can be maximized? Also, with the Yonge subway line being extended up to Highway 7, there is an opportunity to provide a stop at Steeles so that office developments are built in this area. Why don't we build a subway that coexists with good urban planning?

A6: The Spadina extension that opened in 2017 was not the most expensive in the world, but it was expensive. We can connect you with a member of the Project Team to have a one-on-one discussion following the Question and Answer session. We have much more experience building subway lines now than we did in the past.

Regarding linking employment and subway development, the City is interested in seeing employment and residential development uses surrounding subways because we want to try to avoid people living in one area and having to travel to another to work. In some areas, there is a lot of pressure to develop more condos than to grow employment space which creates a difficult dynamic between the City and developers. This is an issue the City is conscious of and are working to improve on.

TRANSIT REVIEW

Q7: Since SmartTrack is a GO Transit service, which falls under the responsibility of the Province, why is there not a SmartTrack from Richmond Hill to Toronto? Why is there no increased capacity here to address the issue?

A7: You are correct that SmartTrack aims to increase the amount of stations along certain corridors within the City of Toronto to provide greater access to areas throughout Toronto. The City has raised questions regarding the Richmond Hill corridor to provide additional capacity to remove some people from the Yonge line, which Metrolinx is reviewing. There are a number of challenges with expanding the Richmond Hill corridor, particularly through the Don Valley, that Metrolinx is reviewing. This corridor is not as straight forward as other transit corridors but the extension is something the City would promote.

PIC #3 Highlights Report

TRANSIT REVIEW

Transit Review Public Information Centre – June 22, 2019 Highlights Report

This Report has been prepared by AECOM to provide the City of Toronto and the Toronto Transit Commission (TTC) with a snapshot of the feedback captured at the Public Information Centre (PIC) held on Saturday, June 22, 2019 in Scarborough. The meeting was the third in a series of four meetings that were held across the City of Toronto in June 2019..

Overview

On Saturday, June 22, 2019, the City of Toronto and the TTC hosted a PIC to inform the public about the Transit Responsibilities Review being undertaken by the City and the Province. The meeting was held from 10:30 a.m. to 12:30 p.m. at The Scarborough Civic Centre, located at 150 Borough Drive in Scarborough.

At the sign-in table, attendees were invited to sign up for the project mailing list and were notified of opportunities to provide their feedback via a comment form and through the online survey which will be open until August 31, 2019. The open house component of the meeting featured a series of 15 informational display boards and several handouts for attendees to view and take home. Attendees could move freely between display boards and speak with Project Team members from the City and TTC.

At 11:00 a.m., Avril Fiskin (AECOM) welcomed attendees to the meeting and provided an introduction to the Transit Responsibilities Review. Scott Haskill (Manager of Project Development and Coordination, TTC) and James Perttula (Director of Transit and Transportation Planning, City of Toronto) provided a 30-minute informational presentation about Toronto's multi-billion dollar transit needs, including maintenance, operations, and transit expansion needs. The presentation also provided an overview of the current governance and funding model for transit in the City, the Province's proposed transit expansion proposal and the Province's two-part plan to upload the TTC subway system as described in the 2019 provincial budget. The presentation concluded with next steps and information on how to get involved and provide feedback.

Immediately following the presentation, attendees had the opportunity to ask questions and provided input related to the presentation topics in a 30-minute facilitated Question and Answer session (see **Appendix A** for the questions and responses).

The facilitated Question and Answer session was adjourned by Avril Fiskin (AECOM) at 12:00 p.m. The meeting adjourned at 12:30 p.m., after attendees had additional time to speak with members of the Project Team.

Nineteen individuals signed into the PIC but not all who attended signed in.

TRANSIT REVIEW

Highlights of Participant Feedback

Several key themes emerged during the PIC, including:

- Concerns regarding the timing required to build the Line 2 East Extension (i.e., Scarborough Subway Extension (SSE));
- Concerns regarding the funding available to address accessibility issues at subway stations;
- Concerns regarding increasing transit access, connections and mobility in Scarborough;
- Concerns regarding the upload of the transit system to the Province and the potential impact on currently planned projects, funding and jobs/ roles;
- Concerns regarding the amount of local control over Toronto's transit system and projects;
- Concerns regarding Bill 107 (that states the Province can decide which legislation to apply to their transit projects) and how this impacts the current funding gap and the City's control over existing assets;
- Concerns regarding Bill 108's impacts on future transit planning in Toronto, the current funding gap and the City's control over existing assets;
- Concerns regarding the City's stance on Public Private Partnerships (P3) and level of control and influence the City has over P3 transit projects within the city;
- Concerns regarding the negotiation process between the City and the Province, particularly the City's rights to their infrastructure and the potential seizure of City assets by the Province without compensation; and
- Concerns regarding the future of the SSE as there have already been major delays in development, delays in the construction of the Eglinton Crosstown, and connections to Line 4 Sheppard.

Next Steps

A summary report on the Phase 1 Consultation will be reported out in Fall 2019.

TRANSIT REVIEW

Appendix A – Question and Answer

Details of the Question and Answer session that followed the presentation are provided below. To provide transparency for those not present at the meeting, the questions and answers received have been transcribed as much as possible.

Questions are noted with a “Q”, comments with a “C” and answers with an “A”. Answers were provided by James Perttula (City of Toronto) and Scott Haskill (TTC) unless noted otherwise.

C1: We want and need a Lawrence subway station. Make sure the Ontario government knows about this.

Q1: Accessibility at subway stations has been mentioned as requiring capital investment. How does Warden station fit into this? Are accessibility changes being proposed here? If so, what is the timeline? Currently, Warden seems to be one of the least accessible stations.

A1: The City has a legislative requirement to make all stations accessible by 2025. Both Warden and Islington stations are particularly difficult because of their configurations, but we are working on determining suitable designs. The intention is to make every station accessible and funding is available to do so. We do not currently have design details available but can confirm that our engineers are currently working on determining how to make these stations accessible. We recognize that issues exist at these stations and we are trying to determine the best solution.

Q2: Is there anything from the redevelopment of the Victoria Park station design that could be applied to Warden and Islington stations?

A2: Absolutely. Aside from redevelopment, an option would be to build a normal oblong bus terminal in the parking lot to move away from a slotted bus terminal. This option was studied a few years ago and is likely still an option being considered.

Q3: The Province seems to have a few things right; the SSE will now have three stops. The Province’s perverse element is the Ontario Line. It seems like the City has more perverse elements in their plan, including the removal of three stops from the SSE. The City has implemented more LRT lines instead of buses. Regarding the Capital Investment Plan, the TTC discussed maintenance and expansion, but did not mention expansion of buses and bus garages. I think the top priority for expansion is to add three to four new bus garages so that we can have the number of buses we need to reduce travel time and increase frequency. We must have more buses and not larger buses. We do not need LRT. Both the City’s Transit Plan and the Province’s Transit Expansion Proposal contain bad elements. Can the City provide a new plan that better serves the community?

A3: With regard to buses, the TTC has identified the need for bus garages. The Capital Investment Plan only covers a 15-year timespan and is intended to be realistic about what we need and what we have funding for. We agree that more buses are needed and have added buses in recent years and want to continue to do this. The TTC is about to embark on a five-

TRANSIT REVIEW

year service plan which intends to review how the TTC needs to change services to maximize value and enhance customer experience. As part of this plan, we will ask how and where we need more bus service and how many more bus garages and infrastructure are required.

Q4: We are very concerned about the planning of the subway or bus line along Sheppard Avenue, coming east through from Kennedy. Where does this plan stand?

A4: To date, the City has been assuming the plan would move forward with an LRT along Sheppard, as the Province committed to. There seems to be a change of direction as the Provincial budget now references consideration for the section between Don Mills and McCowan to be a subway. This Project has been identified to follow the extension of the Scarborough Subway but was put on hold by Metrolinx.

Q5: Bill 107, Section 47, Subsection 9 allows the Provincial government and Cabinet to decide which Acts can be applied to transit projects the Province takes over. In City discussions with the Province, have they identified which Acts they plan to overrule or supersede in this piece of legislation?

A5: The City has had no indication from the Province or Metrolinx about whether there will be a change in the rules. Many have wondered if this means there would be no Environmental Assessments. We do know the Province is preparing to undertake the Environmental Assessments on projects identified in the Province's Transit Expansion Proposal, but we do not know what else may be considered.

C2: Regarding the previous comment about everyone in Scarborough wanting a subway stop at Lawrence, I do not share this view. I think that if we had carried forward with the LRT, we would already have a station at Lawrence that we could ride today.

Q6: I have serious concerns about the three-stop subway the Province has proposed, especially regarding delays. It has taken six years to get to the point where we are ready to build a subway in Scarborough. How much longer are we going to be waiting? The Province can seize our asset and take over without compensating us, leaving us with no control over the infrastructure that we have built in Toronto. Has this happened to another City's transit system in Canada before? I do not think we will have local control over our transit system if we allow this to happen.

A6: The City is in negotiation with the Province regarding the upload of the subway system. These negotiations include conversations about roles, responsibilities and funding. The Province is still looking for the City to make contributions to projects. As part of our recommendations to Council, the City will assess how the Province's plan meets the City's objectives. Our recommendations would also include terms under which the City would contribute toward these projects. The City would expect that the "pay for say" principle apply as we do not want to provide funding without having a means of control or influence over transit projects.

In terms of timing, we need to determine how the Province's changes impact costs and timing for the Ontario Line and the Scarborough Line. Challenges in Scarborough include the lifespan

TRANSIT REVIEW

of the SRT and how the SSE lines up with the potential lifespan of the SRT. The City does not have answers to this yet, but the TTC is completing technical work to determine what could be done to extend the SRT's lifespan beyond 2026/ 2027.

The City has no indication whether, when or how the Province may use the power to take City assets. We are still engaging in conversations with the Province at the senior official level, including the involvement of operating and maintaining the system, what it would mean to take over and questions around asset ownership. Compensation and costs will be part of the negotiation process.

C3: We would like to ask the City and TTC to remember that Scarborough needs to connect within Scarborough, as currently there are not enough buses within Scarborough. Many travel downtown, but not everyone does. We have young people that need to travel to school and work within Scarborough and sometimes transit is not available. When the City is speaking to the Province, please remember that we need better transit here. We want LRT here, now and do not want to wait for a subway.

C4. It takes at least two hours to go downtown from East Scarborough. In Scarborough we have the University of Toronto Scarborough Campus, Centennial College, the Rouge, the Zoo and many other attractions. It takes forever for our children to get to school and there is no transit, leaving no time for extracurricular activities. Scarborough has not been given any proper transit since 1985, even though we have been growing. We need the LRT coming out to Scarborough, especially in underdeveloped and low-income areas. The presentation indicated that 70% of costs are paid by users, so imagine how much better the transit system could be if Scarborough could use it. Jobs would be created and it would be safer for the elderly and children. Please consider this in conversations with the Province.

Q7: With the construction of the three-stop Scarborough Subway, it is expected that the SRT will require a significant amount of maintenance (e.g., increased costs to maintain track structure and stations) to keep it running until the subway is ready. Is there any indication from the Province that the City or TTC would be compensated for the additional time and work needed to continue the upkeep of the SRT? The City also mentioned the seizure of assets by the Province, and I would like to know if there is any assurance that our transit assets will not be sold to private parties, similar to the way Highway 407 was.

A7: With regard to Line 3 Scarborough, the City has approximately \$80 million in capital funds to contribute to the line to keep it running until 2026. The City will be hiring consultants to evaluate what is needed to ensure the system continues operating. While we are aiming for 2026, we may need to look consider a longer timeline.

Regarding the associated costs, in negotiation with the Province, City Council has asked to receive compensation for the money that was invested into the planning of various transit lines that the City has proposed to modify.

TRANSIT REVIEW

With regard to ownership and privatization, this legislation is about the Province taking on ownership. We are aware that the Ontario Line will likely involve some form of P3 in the development and delivery of the line, but there is also the expectation that the TTC will continue to operate the services. Third parties may be involved in the delivery of the system, similar to what we see happening with the Eglinton Crosstown and Finch LRT projects.

Q8: It takes me an hour to go from Scarborough Town Centre to downtown. Is there any way this time can be reduced?

A8: People travelling long distances in a city like Toronto should travel on the commuter railway, which is where the idea for SmartTrack came from. There should be more GO stations with more frequent service. When travelling on the TTC, people take Line 3 to Kennedy, transfer to Line 2 then to Line 1 to get downtown. Replacing Line 3 and extending Line 2 would change this, with trains travelling directly to Scarborough Centre Station. This would save seven to 10 minutes per trip. In the longer term, the City may want to look at additional subway lines to travel downtown. Having a subway that stops every 900 m or 1.5 km means longer distance trips take more time but also services a variety of trip types. From an urban transit point of view, there is not much we can do to improve rapid transit service times unless we implement additional lines.

Q9: How will the Capital Investment Plan be funded? The original plan involved a \$28.5 Billion investment, with the Province providing \$12 Billion. But the Province is allegedly \$15 Billion in debt. How will the Province provide \$12 Billion? Will it involve the combination of Bill 107 and Bill 108 to seize and sell assets to fund the Plan? Or will it involve a massive cut or tax increase? Has the City asked the Province about how their Plan will work financially?

A9: The Provincial budget indicates that it will require approximately \$28.5 Billion for their Transit Expansion Proposal. It is noted that the Province would be making an \$11 Billion contribution and are looking to the Federal Government for support as well. The Federal Government has allocated over \$4.8 Billion for transit projects in the City of Toronto and they are working with us to determine whether to direct the Federal contributions to the Proposal. The Province is asking the City of Toronto and neighbouring municipalities to make investments as well. Another method that the Province has undertaken, starting with GO Transit lines, is implementing Transit Oriented Development (TOD). The integration of TOD involves a third-party offsetting the costs of constructing a station by building the subway and station into a development (e.g., office or residential apartment) during its construction phase. TOD will be applied to the construction of the Ontario Line and the Scarborough Subway Extension. Therefore, there are various options for funding and the City is working with Metrolinx to assess the costs of each project.

Q10: What is the City's position regarding P3 transit projects, considering the Ottawa LRT currently under construction is one year overdue and has missed five deadlines, costing the City over \$30 million in delays? The Eglinton Crosstown, which is a P3 project, is also overdue. There is speculation that it will not open in 2020. The City is giving up all control when it comes to P3 transit projects.

A10: City Council has not taken a formal position on the TTC projects that have pursued P3. The Eglinton Crosstown is a P3 Metrolinx project that the City is involved in. All the details

TRANSIT REVIEW

related to operations and the maintenance for this project are still being worked out. It is not clear how the Scarborough Subway Extension will be procured. If the Province is taking ownership of this and pursuing P3, the City must work with them to ensure the TTC's interests are properly represented.

Q11. The Province's Transit Expansion Proposal connects the Ontario Line to Ontario Place and the Science Centre but it does not make any connections to the University of Toronto Scarborough Campus or the Pan Am Centre. As a Scarborough resident, I feel we need connections to these institutions in Scarborough. One of the City's Guiding Principles is good governance. How will the City uphold Good Governance and encourage the Province to connect rapid transit to Scarborough institutions? Also, is it correct that the Capital Investment Plan of \$33.5 Billion is allocated over 15 years for transit stations? Is there any funding from the Plan that would be allocated for rapid transit projects like the Eglinton East LRT?

A11: The Capital Investment Plan is not about expansion, so it is not about new transit lines. It is about maintaining our existing lines, meaning the Eglinton East LRT is not part of the Plan, but is a separate discussion.

City Council has noted that the Eglinton East LRT and the Waterfront LRT are priority projects and have asked staff to come back with a plan on how to advance to the design phase. The City wants to continue to advance these projects and we are working on how to do this. Regardless of what the Province decides, we will continue to raise these projects as priorities to the Province.

PIC #4 Highlights Report

TRANSIT REVIEW

Transit Review Public Information Centre – June 27, 2019 Highlights Report

This Report has been prepared by AECOM to provide the City of Toronto and the Toronto Transit Commission (TTC) with a snapshot of the feedback captured at the Public Information Centre (PIC) held on Thursday, June 27, 2019 in Toronto. The Meeting was the last in a series of four meetings that was held across the City of Toronto in June 2019.

Overview

On Thursday, June 27, 2019, the City of Toronto and the TTC hosted a PIC to inform the public about the Transit Responsibilities Review being undertaken by the City and the Province. The meeting was held from 6:30 p.m. to 8:30 p.m. at Toronto City Hall, located at 100 Queen Street West.

At the sign-in table, attendees were invited to sign up for the project mailing list and were notified of opportunities to provide their feedback via a comment form and through the online survey which will be open until August 31, 2019. The open house component of the meeting featured a series of 15 informational display boards and several handouts for attendees to view and take home. Attendees could move freely between display boards and speak with Project Team members from the City and TTC.

At 7:00 p.m., Alicia Evans (AECOM) welcomed attendees to the meeting and provided an introduction to the Transit Responsibilities Review. Scott Haskill (Manager of Project Development and Coordination, TTC) and James Perttula (Director of Transit and Transportation Planning, City of Toronto) provided a 30-minute informational presentation about Toronto's multi-billion dollar transit needs, including maintenance, operations, and transit expansion needs. The presentation also provided an overview of the current governance and funding model for transit in the City, the Province's proposed transit expansion proposal and the Province's two-part plan to upload the TTC subway system as described in the 2019 provincial budget. The presentation concluded with next steps and information on how to get involved and provide feedback.

Immediately following the presentation, attendees had the opportunity to ask questions and provided input related to the presentation topics in a 30-minute facilitated Question and Answer session (see **Appendix A** for the questions and responses). The presentation and Question and Answer session was also shared via a livestream to online participants.

The facilitated Question and Answer session was adjourned by Alicia Evans (AECOM) shortly after 8:00 p.m. The meeting adjourned at 8:30 p.m., after attendees had additional time to speak with members of the Project Team.

Eighty-two individuals signed into the PIC.

TRANSIT REVIEW

Highlights of Participant Feedback

Several key themes emerged during the PIC, including:

- Concerns regarding how transit funding would be provided;
- Concerns regarding the upload of the transit system to the Province, and the potential impact on currently planned projects, funding and jobs/ roles;
- Concerns regarding the Provincial exertion of power and controls through Bill 107 and Bill 108 on transit projects, the impact on Environmental Assessments and related legislations including the *Planning Act*;
- Concerns regarding the negotiation process on transit responsibilities, and the relationship between the City and the Province;
- Concerns regarding current accessibility issues with the transit system and how the upload may impact these issues;
- Suggestion to build transit lines that connect with other existing lines;
- Suggestion to reserve transit lanes on the Gardiner Express and advance right-turn lights for vehicles beside cycling lanes;
- Concerns regarding the timing and future of the Relief Line/ Ontario Line with the Province now taking on the project; and
- Requests for clarification regarding City Council's position on the transit upload.

Next Steps

A summary report on the Phase 1 Consultation will be reported out in Fall 2019.

TRANSIT REVIEW

Appendix A – Question and Answer

Details of the Question and Answer session that followed the presentation are provided below. To provide transparency for those not present at the meeting, the questions and answers received have been transcribed as much as possible.

Questions are noted with a “Q”, comments with a “C” and answers with an “A”. Answers were provided by James Perttula (City of Toronto) and Scott Haskill (TTC) unless noted otherwise.

Q1: Considering the speed at which the Province wants to upload their Transit Expansion Proposal, why is it taking staff until the fall to submit recommendations to City Council?

A1: The City and the TTC are currently working through the details of the Provincial Plan as there are aspects of the design that we are still attempting to understand and assess. We are also sharing information with the Province (Metrolinx) regarding the work that has already been done on the Relief Line South to help them determine which elements may be transferable. Similarly, earlier work that was conducted on the Scarborough Subway Extension (when we were considering three stops) is being shared.

Q2: I see the Provincial Transit Plan, but I do not see where the TTC employees are within this plan. Where do they stand in the upload?

A2: This is a very important element to the TTC. Publicly, the Province has stated that they intend to upload the asset and take ownership of the subway, but still have the TTC operate the service. The plan for the Eglinton Crosstown would also have a similar arrangement - the Province would own the asset, but the TTC would operate the service. The Province may use the Eglinton Crosstown model as a guide for the employment structure of the upload, but we do not have details at this time. Details regarding employment must be discussed between the TTC, the City and the Province.

C1: I appreciate the honesty in the backlog report¹. I wish we could also be honest about the language of the upload and call it a ‘theft’ or ‘taking’. Also, if we have a lack of funds, it would be beneficial for the City to state that the value of the Scarborough Subway Extension is not worth the high costs. We need to spend money on transit in Scarborough, but not with the subway extension.

R1: The City and TTC agree with being honest and transparent and our opinions should be behind all upload discussions. However, when it comes to the transit projects, the Province has taken control in deciding which projects will proceed. At this point, the City is working to educate the Province on the work that we have done; to help and advise them on their plans moving forward. In the end, TTC and City staff will provide City Council with thoughts on whether the Province’s Transit Expansion Proposal makes sense and if it should be supported by Council. We do not know what we will be recommending to Council as of yet, which is why we are

¹ This is in reference to the TTC’s 15-year Capital Investment Plan Report

TRANSIT REVIEW

consulting the public and conducting studies currently, to come to a conclusion this summer/fall.

Q3: I am almost in anger and anxiety about the Province's Transit Expansion proposal. As a lifelong transit user, I have two specific concerns. First, the Province's proposal seems to be a rogue operation in violation of existing legislation and division of labour between the various levels of government. Is the City doing anything on a legal level to try to assert their rights to retain their own property? Second, are the protective legislations of the *Planning Act*, the *Environmental Protection Act*, and *Labour Relations Act* being enforced and considered in this process? I have seen nothing but instability coming from this; including bad transit service and a service that is going to cost us more with subsidized private owners. Profits that should be going into the development of the system are going into private hands.

A3: Regarding legal recourse, the City's legal staff have looked at different pieces of legislation that have been passed – Bill 107 in particular. It is within the Province's powers to enact legislation outlined in Bill 107. The City continues to challenge the changes that were made to the size of City Council and the ways the Province has intervened. We are in negotiations with the Province about the upload and cannot assume what the outcome will be. The City is working to point out the primary issues that need to be addressed around governance roles, responsibilities and funding. City Council has stated that they do not support the upload of the subway to the Province.

Q4: Given that cooperation by all three levels of government will be required to make something like this happen, what is the level of information sharing between the City and the Province? Is the absence of a Provincial representative at this public meeting indicative of the relationship that exists between the City and the Province?

A4: In terms of the broader negotiations around the upload of the subway – characterized as an extensive information sharing phase – the City has been working to compile information, much of which has been made public. We have also asked the Province for information and have been experiencing a relatively open information sharing process. The City cannot comment on motivations, but at a staff level, information sharing has been very cooperative and there have been many open discussions regarding the upload.

Q5: How will the upload impact accessibility on the TTC? Currently, the system is not very accessible. I think accessibility will get left behind if the Province takes over the system.

A5: If the Province is in the role of developing new rapid transit lines, the City expects that they would make them fully accessible as accessibility is required by law. The City has an extensive program in place to make all stations accessible by 2025 and every new vehicle purchased is accessible. We have a budget to allow for this and therefore expect that if the Province takes responsibility, they would carry out this plan. The City and TTC would help advise the Province on this. Improvements to the next generation of transit stations and vehicles will continue regardless of whom purchases or owns the asset.

TRANSIT REVIEW

Q6: To what extent can the TTC work more closely with GO Transit and other regional transit providers to show both the Province and the public that the infrastructure and ownership is not the important aspect at the end of the day, but the seamlessness of the customer experience and quality that matters most?

A6: The City agrees that as an integrated system, we must work closely as a system, and with our regional partners and GO Transit. At a staff level, there has always been work to ensure services provide good connections. Metrolinx is planning to lead an extensive service and fare integration process designed to identify potential benefits of further aligning services, and where we can connect better in the future. Every GO station in Toronto (except for one) has a good connection to the existing TTC network, which we expect would continue. Regardless of who owns the asset, we as transit agencies work together as partners to ensure connectivity for customers.

Q7: There is Federal pressure to hire a Canadian company when purchasing new transit vehicles. But Bombardier is not delivering, and when they do deliver, their products are subpar. Does the TTC have a plan that goes beyond the pressures of the government to not use Bombardier and go with another vendor?

A7: Bombardier is now on track with their delivery. They are expected to deliver all streetcars by the end of this year and every indication so far is that they will meet their goal. It is correct that Bombardier has been behind over the life of the contract, but the most recent agreement was to ensure the streetcars would arrive by the end of this year. The TTC has identified the need to buy 204 streetcars and up to another 60 -100 more but in the Capital Investment Plan we have indicated that there is no money to do so. At this point, we expect we would go to the market and put out tenders, which means we would not get additional streetcars delivered for a number of years.

Q8: Why do some people think that there might be a problem with uploading public transit to the Province?

A8: There are different opinions about whether the upload is good or bad. If you look at the City's online survey, you will see that we are interested in receiving a variety of perspectives. The position we are putting forward is based on the position that City Council has taken; City Council does not support the upload and has instructed City staff to engage in conversations regarding the roles and responsibilities, planning, governance and funding of the system first. These topics are very important, and we can achieve many objectives in terms of building out the network without necessarily dealing with an upload.

C2: I want to propose that we have public hearings with the 13 transit bodies and the Ontario government present. Everyone here deserves to know the truth about transit.

Q9: Regarding the Terms of Reference, I understood that keeping the farebox on the subway was the Province's idea. However, there is more revenue generated from advertisements, BIA contracts, etc., than the subway. Therefore, I am puzzled about what the point of ownership is, as it seems like the owner would set the budget. As a result, elements such as safety standards, maintenance and change in service frequencies would be determined by the owner. They set the budget, and they will tell us how much

TRANSIT REVIEW

we will be able to spend. Why is the Province interested in ownership unless it means that they will determine the budget?

A9: One of the issues presented for justification of ownership has to do with the ability of the Province to fund the system. If they own the asset they will be able to amortize their investment – similar to a mortgage. This is, in part, how the Eglinton Crosstown arrangement came to be. We do not currently know what controls this would give the Province over budgets, costs, or retention of revenue, as it is still subject to negotiation. The City does not know what the Province's intentions are but the Premier has publicly mentioned wanting to expedite some transit projects.

Q10: There seems to be a lot of confusion and doubt about how transit will be delivered. The Province had cut funding in the 1990s and have left the TTC in a state of disrepair, with \$40 billion in deficiencies. It is a serious issue and there are no real answers being provided. Where are the representatives from the Province to answer our questions?

A10: You are correct that there is no representative here from the Province to answer these questions. The City and TTC expect to continue to operate an excellent transit system. How the upload is handled is subject to negotiations that have not yet been finalized.

Q11: Going back to Bill 107, Section 47, Sub-Section 9 that states that the Provincial government can overrule any laws that they do not want to apply to an existing rapid transit line, without passing a bill. Has the Province stated how they will apply this specifically to developments on top or located on rapid transit routes? How would this impact the *Planning Act*, *Environmental Assessments* or other pieces of legislation?

A11: The Province introduced Bill 107 and Bill 108 at the same time. The Bills make many changes to planning, development charges, and a number of related pieces of legislation and other responsibilities of municipal government. The City has no indication from the Province about how they may use Section 47 in Bill 107. Metrolinx will be undertaking the Environmental Assessments; including amendments or addendums to Environmental Assessments that will be necessary for the Ontario Line and Line 2 – East Extension. The City has had conversations with Metrolinx regarding their market driven approach. This started with their new GO stations whereby they are looking for third-party investors to cover the costs of building new stations and to create development that also integrates the building of the station. Metrolinx is looking at a similar approach for parts of the Ontario Line and Line 2 – East Extension and has confirmed that development related to the Mimico GO station would still require City planning approval. The City does not know whether the Province/ Metrolinx will use the powers to exempt developments from municipal planning approvals in other projects.

Q12: I would like to know if the King Street situation with no vehicle traffic is still a pilot project or a final decision? I would also like to know what the reason for the Presto Card was.

A12: One month ago, City Council approved the King Street project, therefore making it a Transit Priority Zone. There is vehicular traffic on King Street, but no through traffic. Regarding Presto, approximately nine years ago, the TTC was ready to go to the market with open payments of an electronic card fare system but were persuaded by the Province to adopt the Presto Card instead. Like any other electronic system, it will continue to evolve. The problems

TRANSIT REVIEW

currently being experienced with Presto will eventually be resolved, and within a few years we will likely be in the next generation of electronic fare payments.

Q13: I think a lot of people are here because the TTC Riders invited them to attend. How many people here think that Ford's plan to disregard the City's Transit Plan and take control of our system is going to be a disaster for public transit in Toronto? People are here because they are upset and confused. What is the City's position and what is it going to take for them to fight back against the Province? In December, City Council voted to keep Toronto's transit system in public hands. This consultation was launched to advertise this position, but if you walked into the room you would have no idea that City Council has voted to oppose the Province's Transit Expansion Proposal, that Ford has cut \$1 Billion from our public transit system, that Eglinton East is off the map, and that the Ontario Line is at 2% design. What is the City's real position and what is it going to take for them to say this is a bad deal for Toronto?

A13: You are correct that City Council does not support the upload. Considering the Province's recent actions and the introduction of Bill 107, City Council authorized the City Manager and CEO of TTC to engage in negotiations with the Provincial Advisor of the subway upload in efforts to persuade the Province away from proceeding with the upload. The purpose of the negotiation is to examine issues of governance, roles and responsibilities, and establish stable funding resources to help ensure the objectives for the system are achieved without an upload. However, given the current progression of Provincial actions on the upload both City Council and the City Manager agree that regardless of the outcome, the City must be at the table to advance our interests. To address this, we are assessing the Province's Transit Expansion proposal to determine whether aspects meet City objectives. The results of the assessment will determine what we recommend to Council. There is no guarantee that we will be allotting funds to all the transit projects that the Province has identified.

Q14: I am all for negotiations and trying to persuade the Province, but what if we do not come to an agreement that is technically the best option for the City and the citizens? What are the next steps? What can citizens do? What are our legal resources?

A14: As a citizen, you can provide comments and raise your concerns by using the Comment Form, the online survey and talking to your local Councillor or MPP. The City has developed four reports in the last six months based on conversations with the Province, to keep City Council informed, and will update Council on public consultations. As negotiations unfold, City staff will continue to keep City Council informed and seek direction on how to make recommendations regarding the upload. As negotiations are still taking place, the City does not know the outcome at this time.

Q15: I would like to discuss some of the numbers. I am concerned that only 30% of the funding over the next 15 years is available. How can we guarantee the maintenance of current rapid transit in the City and look to plan for future development?

A15: The City and TTC can guarantee the maintenance of the system by knowing what we must maintain and having an inventory of what is needed, ensuring good project controls and understanding what we must do to deliver a system that meets the needs of users. When it comes down to funding and implementing the necessary changes to ensure the long-term maintenance of the system, there is only limited funding available. Allocation of funding is often project-based and directed toward highest priority projects. The gap in funding is due to an

TRANSIT REVIEW

absence of predictable and stable funding resources. Much of the current funding is derived from Federal and Provincial programs, and presently we are in the second phase of a Federal funding program related to capital expansion and transit. The 15-year Capital Investment Plan (CIP) was developed to provide an overview of the TTC's state of good repair needs, and guide discussions with senior levels of government and funding partners. The CIP is designed to help guide the path toward fiscal sustainability and predictability for us to ensure secured funding is available to plan for our maintenance requirements. The City is trying to push both the Federal and Provincial governments to identify a more stable approach to funding as opposed to a series of funding programs every few years.

C3: In the 1920's, the Province downloaded the TTC to the Municipality, while Metrolinx was only established in 2006. So why would I take advice from my 13-year-old child about what we should be doing to our transit system, when the TTC has been operating, maintaining and financing the system for 100 years? I do not think the Province has any business being part of our transit system. Why are they only trying to take over the subway which generates all the revenue and not taking over the entire system?

Appendix D

Third Party Research Findings



City of Toronto

Transit Responsibilities Review

© 2019 Ipsos. All rights reserved. Contains Ipsos' Confidential and Proprietary information and may not be disclosed or reproduced without the prior written consent of Ipsos.

BACKGROUND

In light of the Ontario Government's plan to "upload" the TTC subway system, the City of Toronto commissioned Ipsos to conduct research to better understand awareness and perceptions of:

- the proposed 'upload' proposal
- the proposed transit expansion projects announced as part of the Province's 2019 budget;
- the City and TTC's transit SOGR and expansion needs (including associated funding requirements); and
- Roles and responsibilities of Federal government, Province, Metrolinx, TTC, and City in transit planning and delivery.

METHODOLOGY



Toronto and GTA 905 (Peel, York, Durham) 18+ residents.



10-minute survey run on Ipsos' iSay Panel



In field May 30th to June 11th, 2019



1,600 completed surveys in total. N=800 completes in Toronto, and n=800 completes in GTA 905
Credibility interval +/-2.5%* for total sample, +/-4% for Toronto and GTA 905 samples

Survey data weighted by: Gender, age, region, and education.



The survey findings are representative of the adult population of the City of Toronto, Peel, York, and Durham regions.



DETAILED FINDINGS

KEY FINDINGS

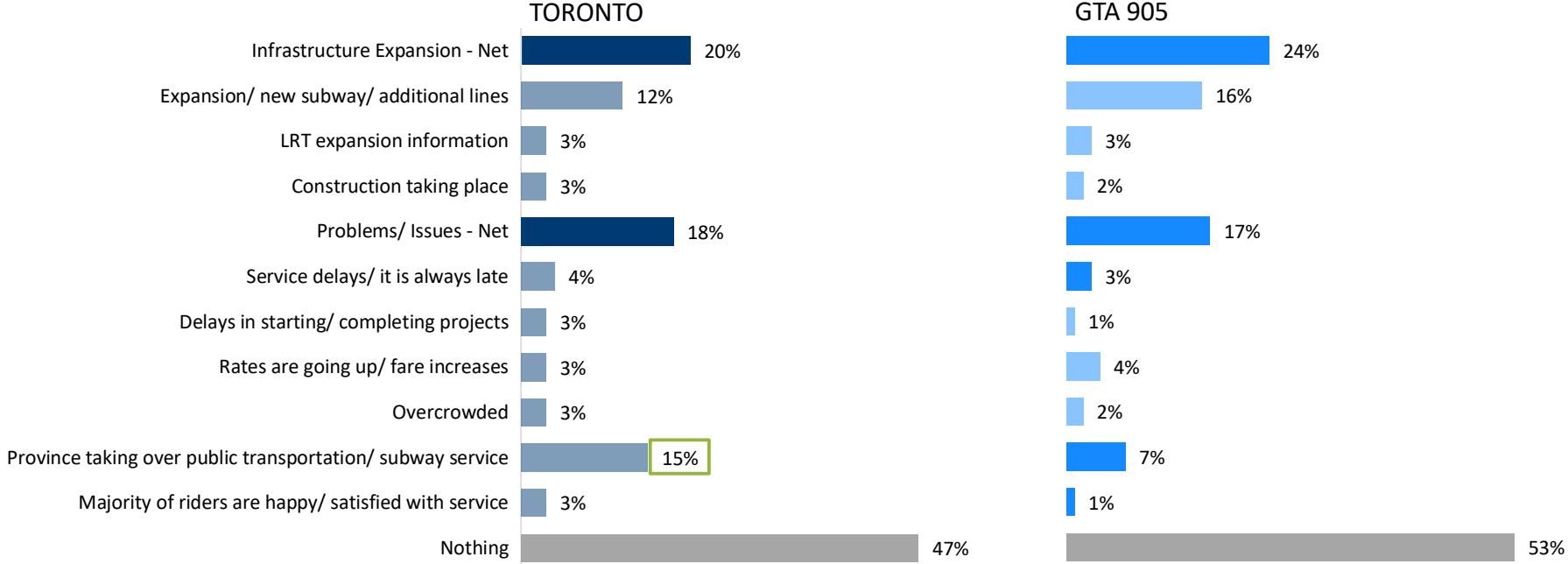
- The TTC and other GTHA Municipal Transportation Providers are the most trusted organizations to plan and deliver new public transportation infrastructure – Local public transportation providers are more trusted than the Ontario Government, Federal Government and Metrolinx;
- Majority of residents believe that both the municipal and the provincial government should be responsible for planning future rapid public transit infrastructure together, only approximately one (1) in 10 feel the province should do this alone;
- Awareness of the TTC's capital investment plan/ state of good repair needs (i.e., public transit funding shortfall to maintain the system) is relatively low compared to awareness of other transit funding statements (i.e., reductions in provincial gas tax funding, farebox recovery ratio);
- Awareness of some City/ TTC expansion plans are relatively low (e.g. SmartTrack Stations, Bloor/Yonge station capacity improvements). There was also relatively low awareness of the planned construction of Metrolinx's Finch West LRT.
- A strong majority of residents feel it is important to integrate underground and surface public transportation and that the system as a whole requires stable and dedicated funding;
- When asked about their support or opposition for the subway upload plan, about one in five people responded that they did not know. Generally, people in Toronto are split on support or opposition of the plan, while residents in the 905 are more supportive. Support for the upload was primarily driven by hopes for better leadership, better service and more funding, while opposition is driven by mistrust, an understanding that future planning will be worse, and less funding.
- A large majority of residents agree that the province should fund existing City/TTC expansion plans, rather than develop new plans.



TRANSIT IMPRESSIONS

Unaided Awareness of Toronto/GTA Public Transportation

Without prompting, 15% of Torontonians say they have heard about the province’s plans to take over the subway in Toronto.



Mentions under 3% not shown
 Lighter colours indicate those mentions belong to the “net”

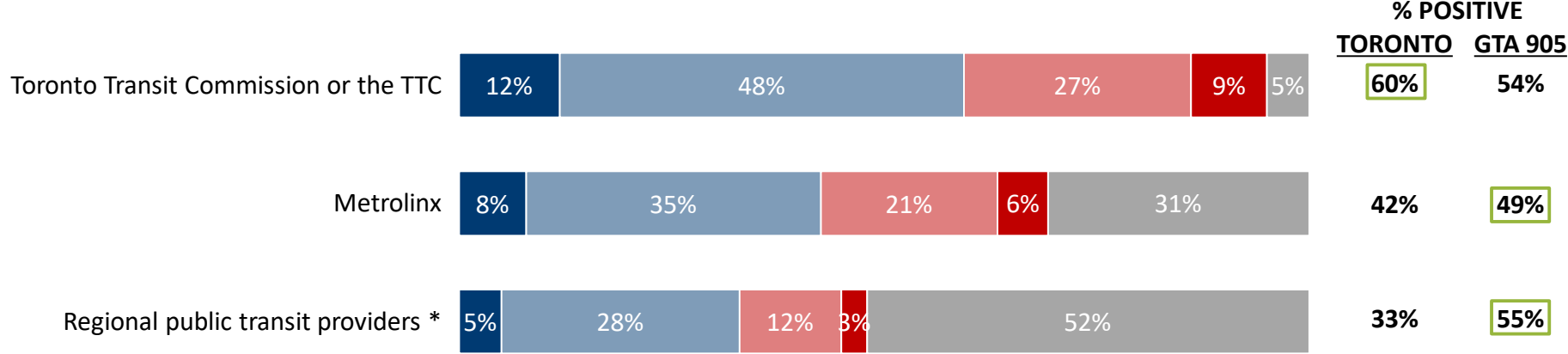
Significantly Higher

Impressions of Transit Operators

Six in 10 Torontonians have a positive impression of the TTC; this is largely made up of those with a somewhat positive impression (48%), compared to very positive (12%).

Toronto

■ Very positive ■ Somewhat positive ■ Somewhat negative ■ Very negative ■ Don't know enough to have an opinion



* (Mississauga Transit, Brampton Transit, York Region Transit, etc.)

Significantly Higher



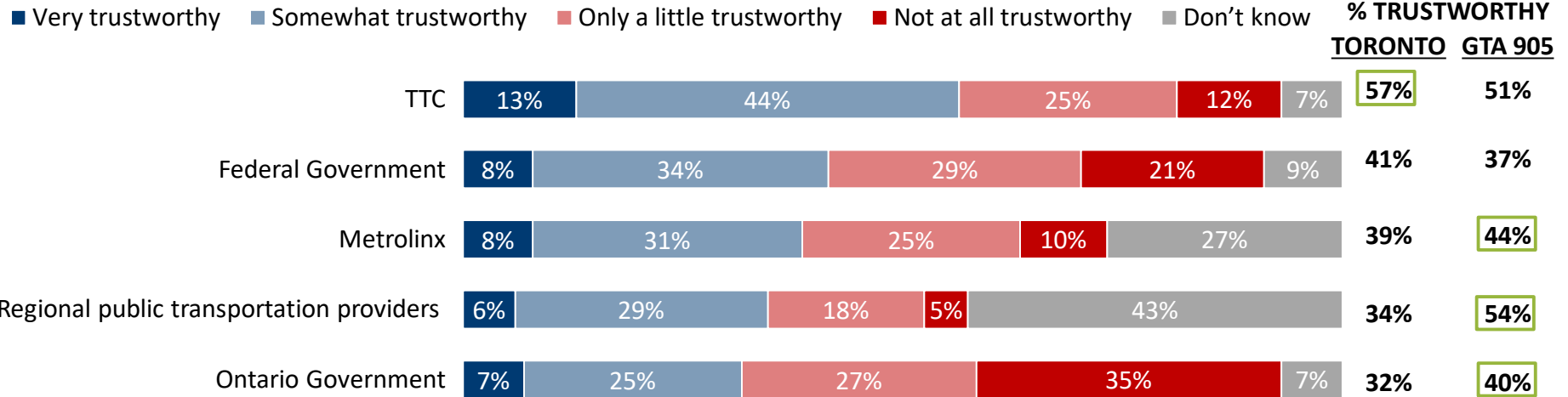


TRUST IN PLANNING AND DELIVERING TRANSIT

Trust for Planning and Delivering New Public Transit Infrastructure

In terms of trust in planning and delivering new public transit infrastructure, Torontonians have the highest trust in the TTC (57%), and the least trust in the Ontario government (32%) – a third (35%) of Torontonians say they do not trust the Ontario Government at all.

Toronto

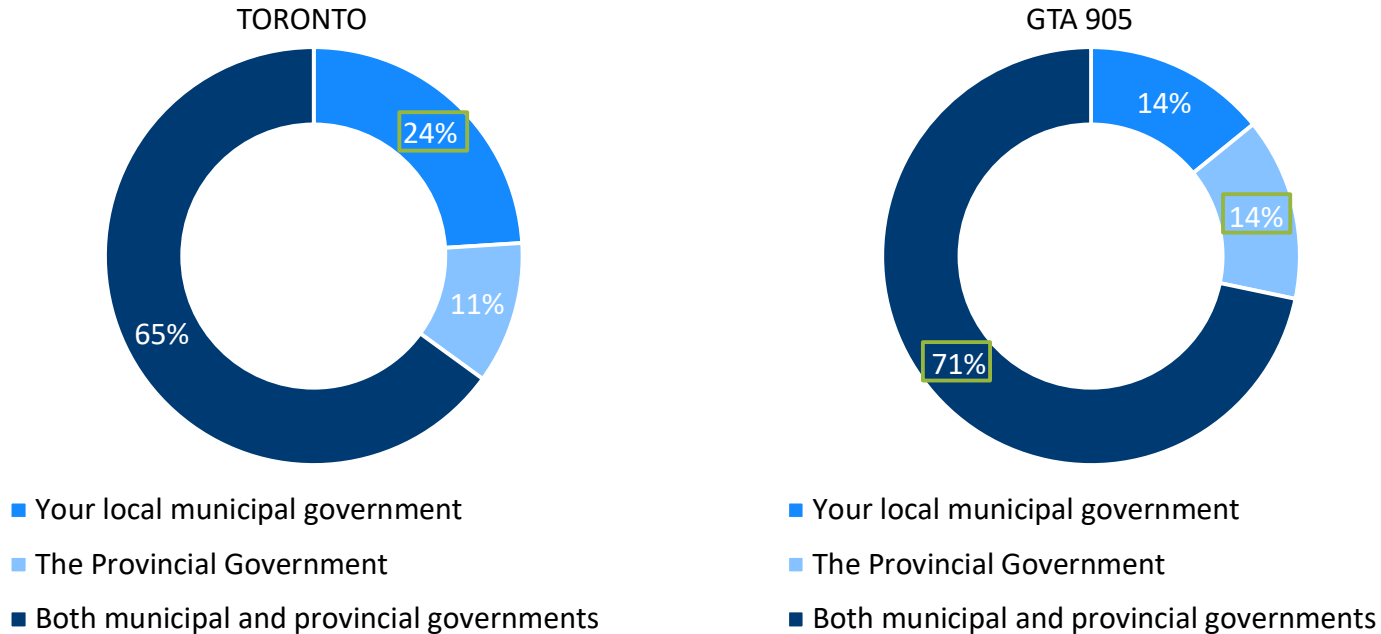


* (Mississauga Transit, Brampton Transit, York Region Transit, etc.)

 Significantly Higher

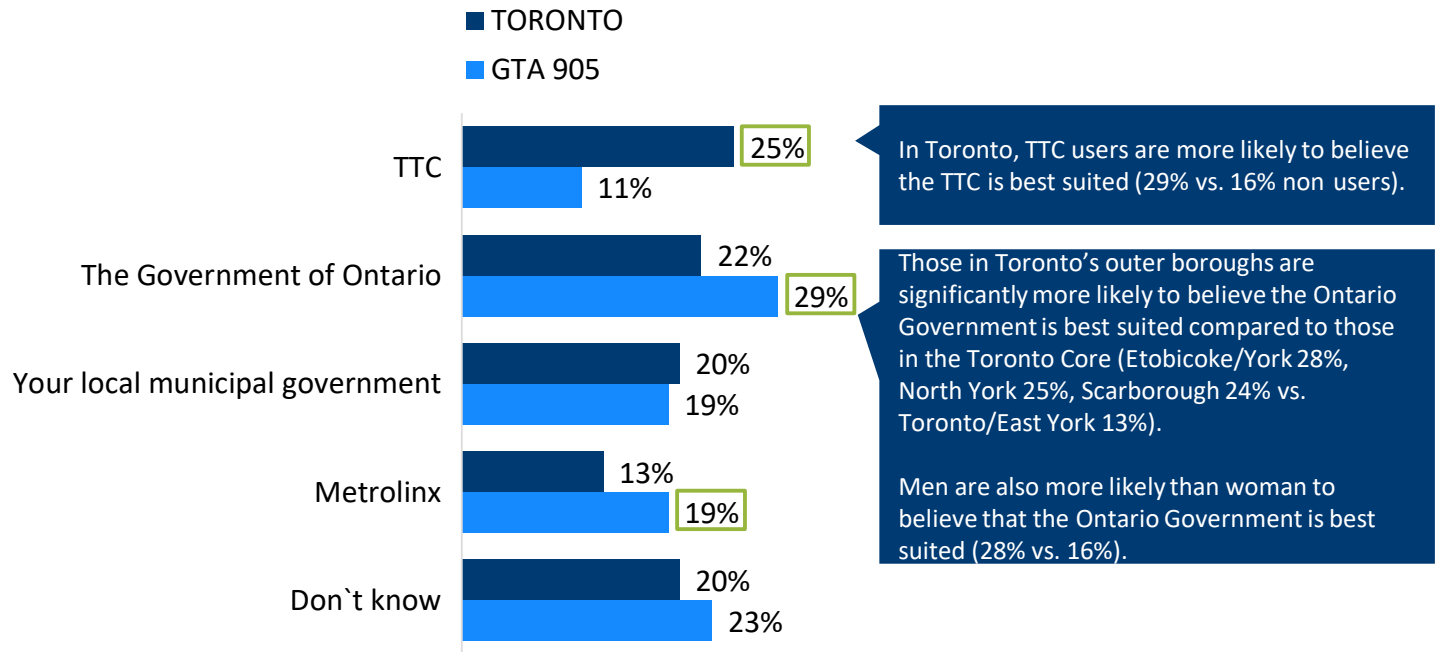
Responsibility for Future Public Transportation – Level of Government

The majority (both Toronto and GTA 905 residents) believe responsibility for planning and expansion of future rapid public transportation infrastructure should be shared between local municipal governments and the provincial government. A quarter (24%) of Torontonians believe local municipal governments should be responsible, which is significantly higher than GTA 905 residents (14%).



Best Suited to Deliver New Public Transportation

A quarter (25%) of Torontonians think the TTC is best able to plan and deliver new public transportation infrastructure, which is significantly higher than GTA 905 residents (11%). Three in 10 (29%) GTA 905 residents and 2 in 10 (22%) Torontonians believe the Government of Ontario is best suited to deliver new public transportation projects.

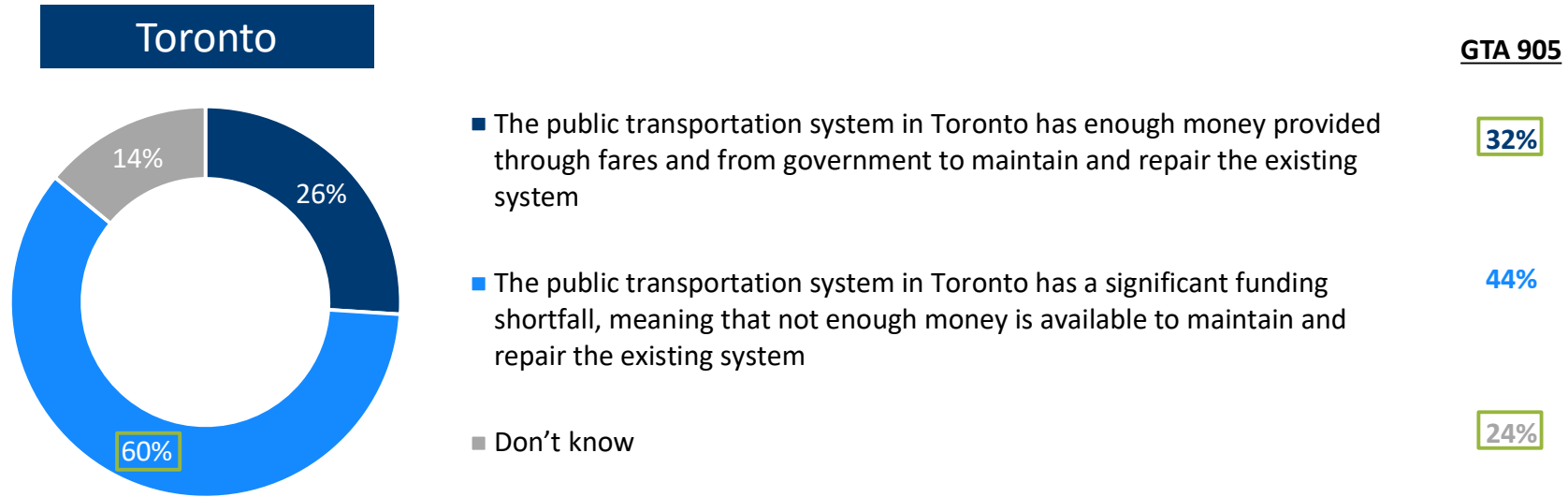




AWARENESS AND KNOWLEDGE

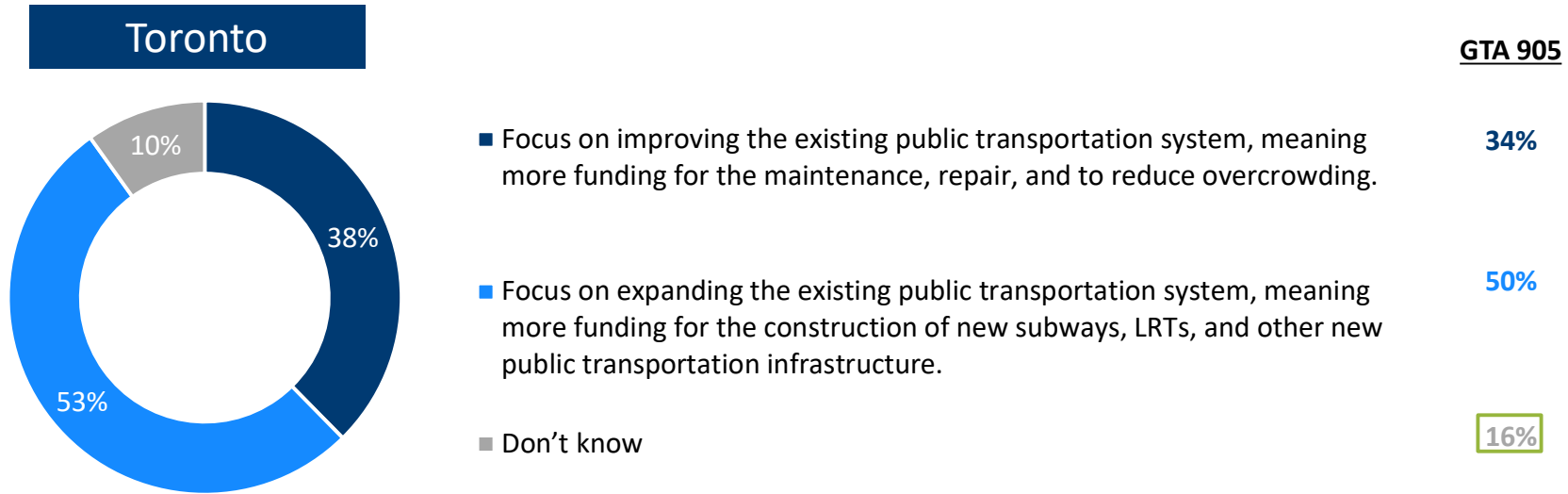
Understanding of Transportation System in City of Toronto

Six in 10 Torontonians believe the public transportation system in Toronto has a significant funding shortfall, and that there is not enough money to maintain and repair the existing system. This is significantly higher than GTA 905 residents (60% Torontonians vs. 44% GTA 905)



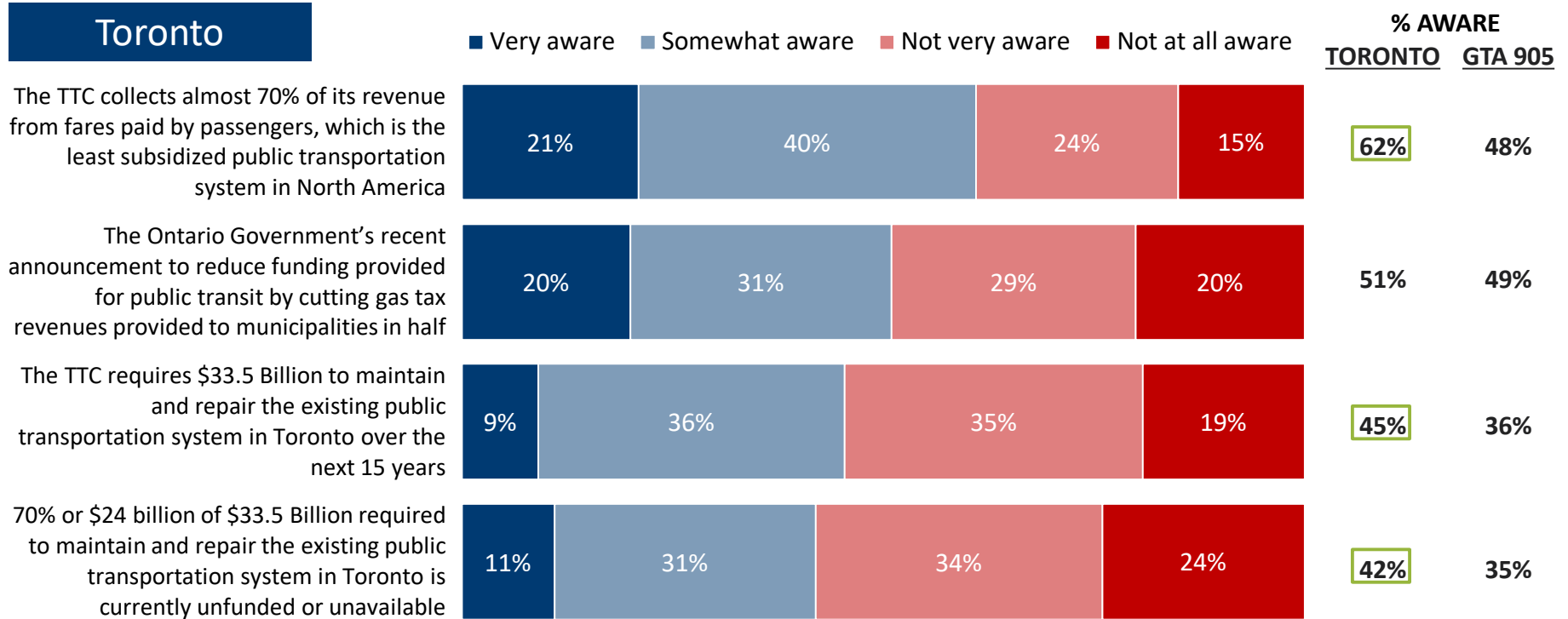
Priority for Transit in Greater Toronto and Hamilton Area

Half (53%) of Torontonians believe the priority for transportation in the GTA/GHA should be on expanding the existing system (more funding for new public transportation infrastructure), while 4 in 10 (38%) believe the focus should be on improving existing public transportation system (more funding for maintenance, repair, reducing overcrowding). Torontonians and GTA 905 residents do not differ significantly in these opinions.



Awareness of TTC Funding

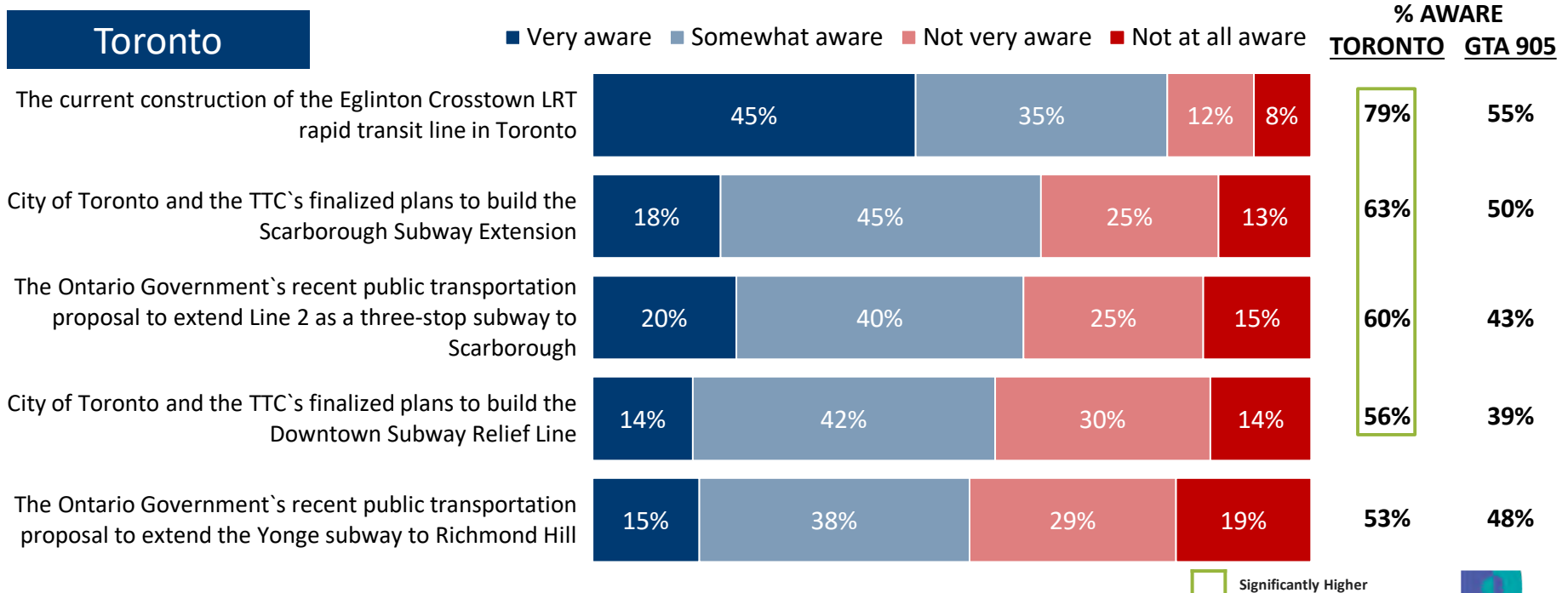
Six in 10 (62%) Torontonians are aware that the TTC collects 70% of its revenue from fares, making it the least subsidized public transportation system in North America. There is lower awareness that the TTC requires \$33.5 Billion to maintain and repair the existing transportation system over the next 15 years (45%), and that 70% of this amount is currently underfunded/unavailable (42%).



Significantly Higher

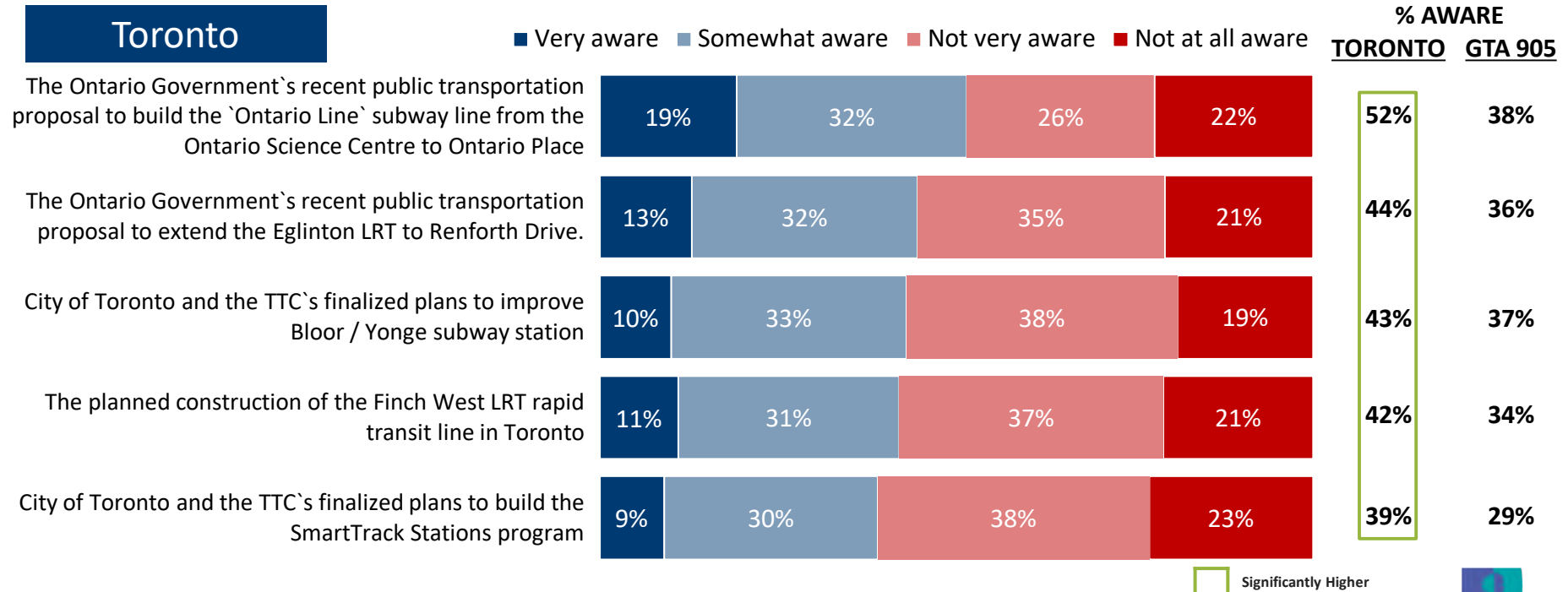
Awareness of Transit Plans

Awareness of the Eglinton Crosstown LRT is highest, with 8 in 10 (79%) Torontonians being aware. Six in 10 Torontonians are aware of the City of Toronto and TTC's finalized plan to build the Scarborough Subway Extension (63%) and a similar proportion are aware of the Ontario Government's proposal to extend Line 2 three stops to Scarborough (60%). Over half of Torontonians are aware of the City/TTC's finalized plans to build the Downtown Subway Relief Line (56%).



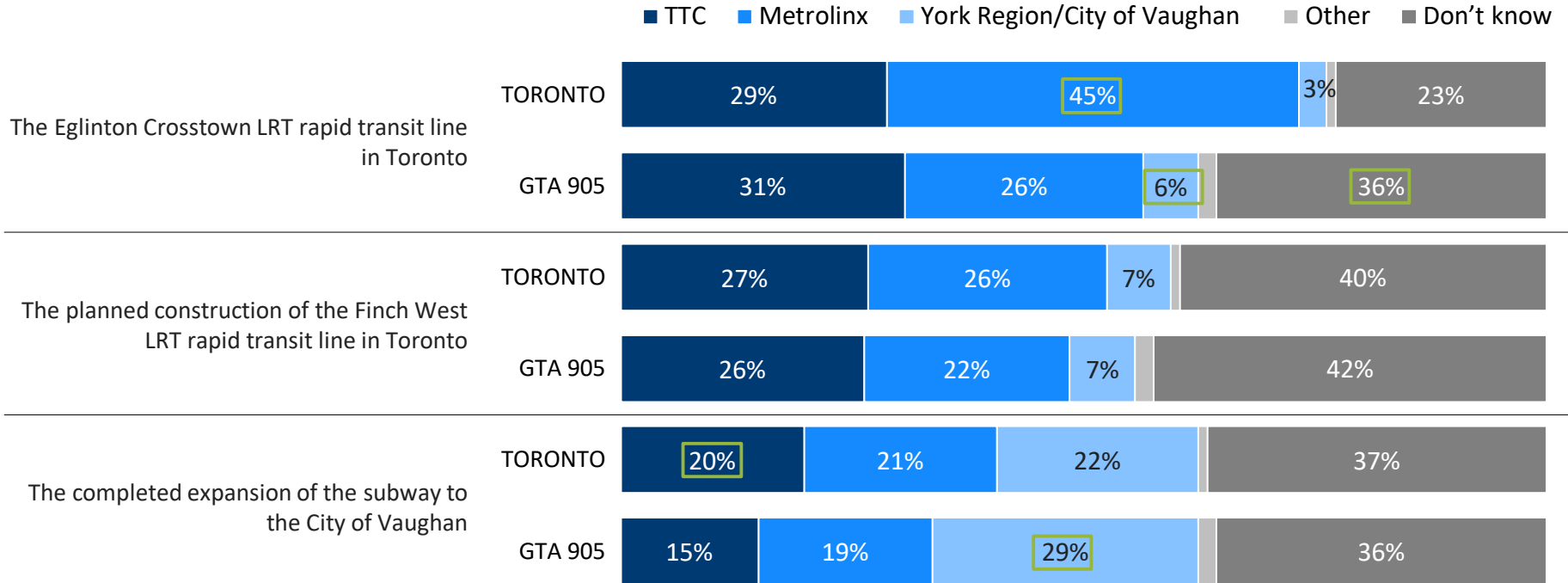
Awareness of Transit Plans (Continued)

Half of Torontonians are aware of the Ontario Government’s proposal to build the “Ontario Line” (52%). About 4 in 10 aware of the Ontario Government’s proposal to extend the Eglinton LRT to Renforth Drive (44%), the City’s/TTC’s finalized plans to improve Bloor/Yonge station (43%), the planned construction of the Finch West LRT (42%) and the City’s/TTC’s finalized plan to build the SmartTrack Stations program (39%).



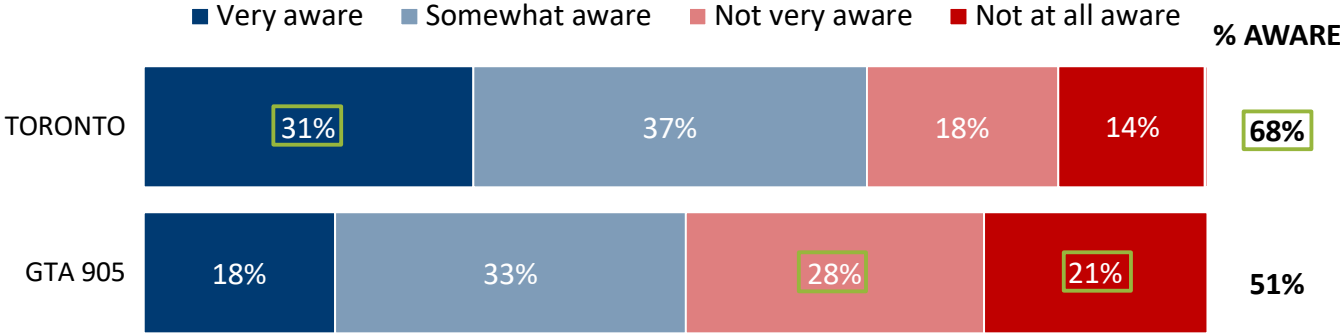
Responsibility for Transportation Projects

Among both Toronto and GTA 905 residents, there is uncertainty over which organization is responsible for various transportation projects, with high amounts of “don’t know” for each.



Awareness of Ontario Government’s Subway Upload Proposal

Seven in 10 (68%) Torontonians are aware of the Ontario Government’s proposal to “upload” and take ownership of the TTC’s subway system, with 3 in 10 (31%) saying they are very aware. Torontonians have significantly higher awareness compared to GTA 905 residents (68% vs. 51%).

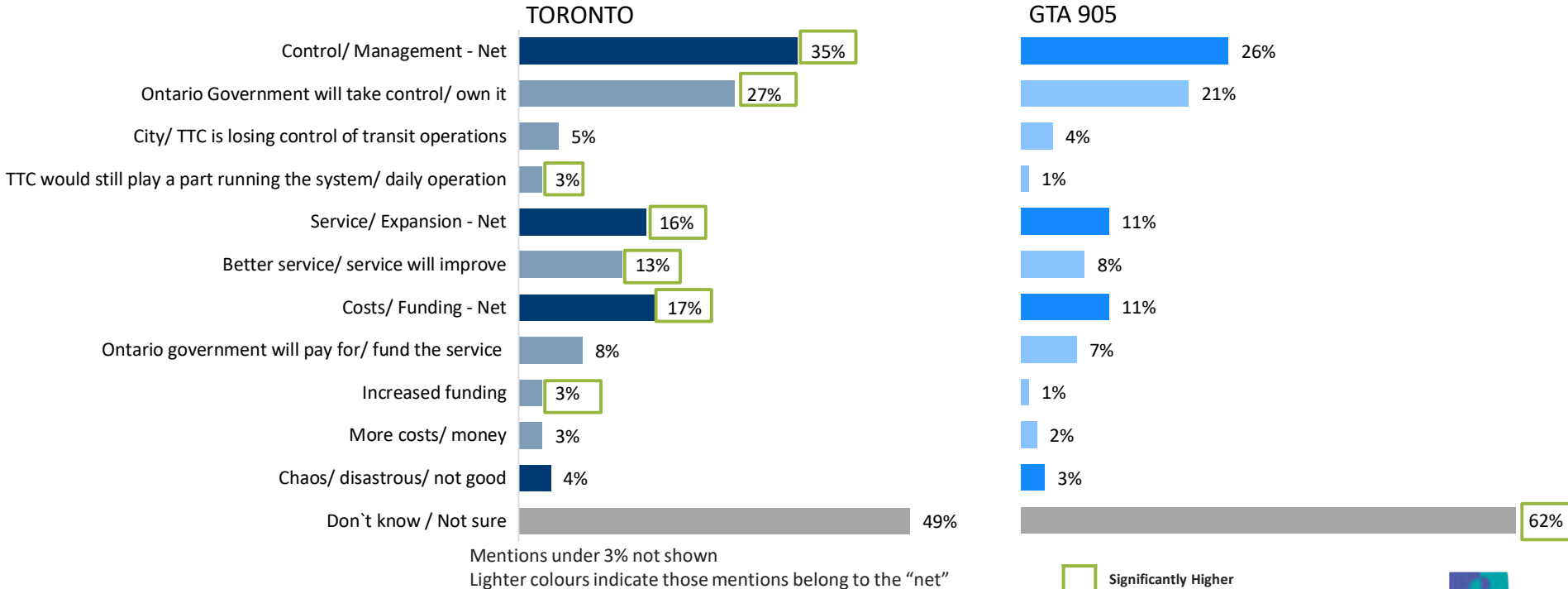


In Toronto, awareness is higher among residents 55+ (82% vs. 73% 45 54. 61% 35 44, 53% 18 34), as well as among men (74% vs. 63% women). No significant differences for TTC users vs. non users.

Significantly Higher

Unaided Knowledge of What a “Subway Upload” Would Mean

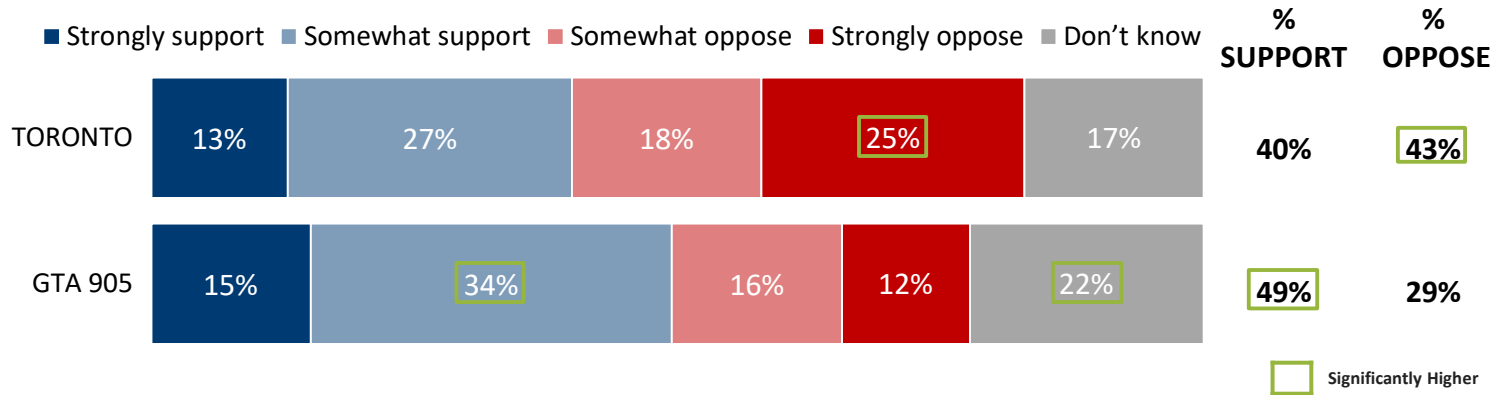
Torontonians, and to a lesser extent GTA 905 residents, have a good understanding that a “subway upload” would mean the province taking control over the system. Over 1 in 10 Torontonians mentioned it would lead to better service (13%).



Support for Subway Upload Plan

Support for the subway upload is split among Torontonians with 4 in 10 supporting (40%) the plan, and 4 in 10 opposing (43%). However, nearly double strongly oppose (25%) compared to those who strongly support (13%) the plan. Half (49%) of GTA 905 residents support the plan, compared to only 3 in 10 who oppose it (29%).

The Ontario government’s proposed subway upload plan would see the Ontario Government take ownership of the TTC’s subway system and responsibility for planning, design, and constructing extensions to the subway system in Toronto and the Greater Toronto and Hamilton Area. The TTC would retain the day-to-day operations of the subway, buses, and streetcars, while the City would keep fare box revenue.

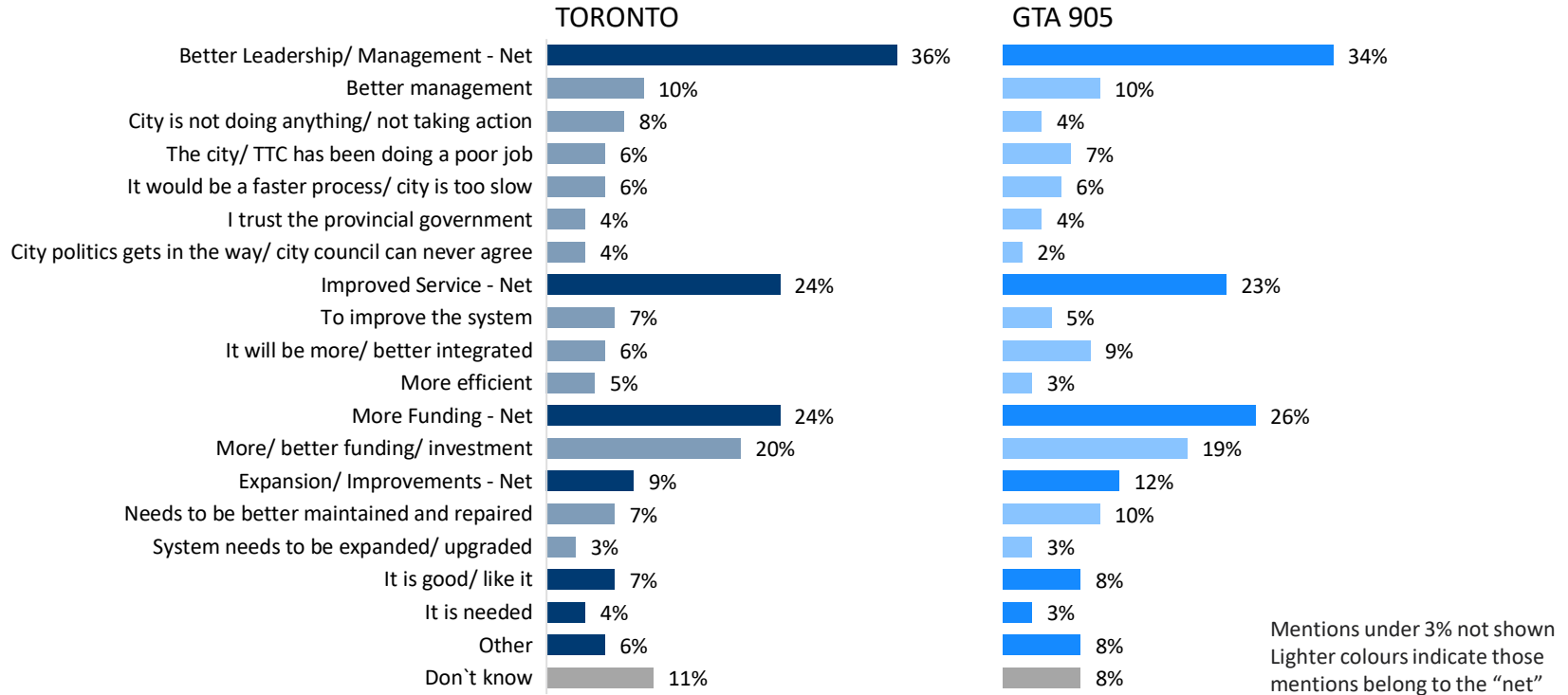


Among Toronto residents, those living in Toronto/East York are more opposed compared to those in other boroughs (53% vs. 40% Etobicoke/York, 34% North York, 38% Scarborough).

Those 55+ are also more likely to oppose the upload (53% oppose vs. 37% 18 34, 35% 35 44, 41% 45 54), as are TTC riders (46% vs. 36% non users).

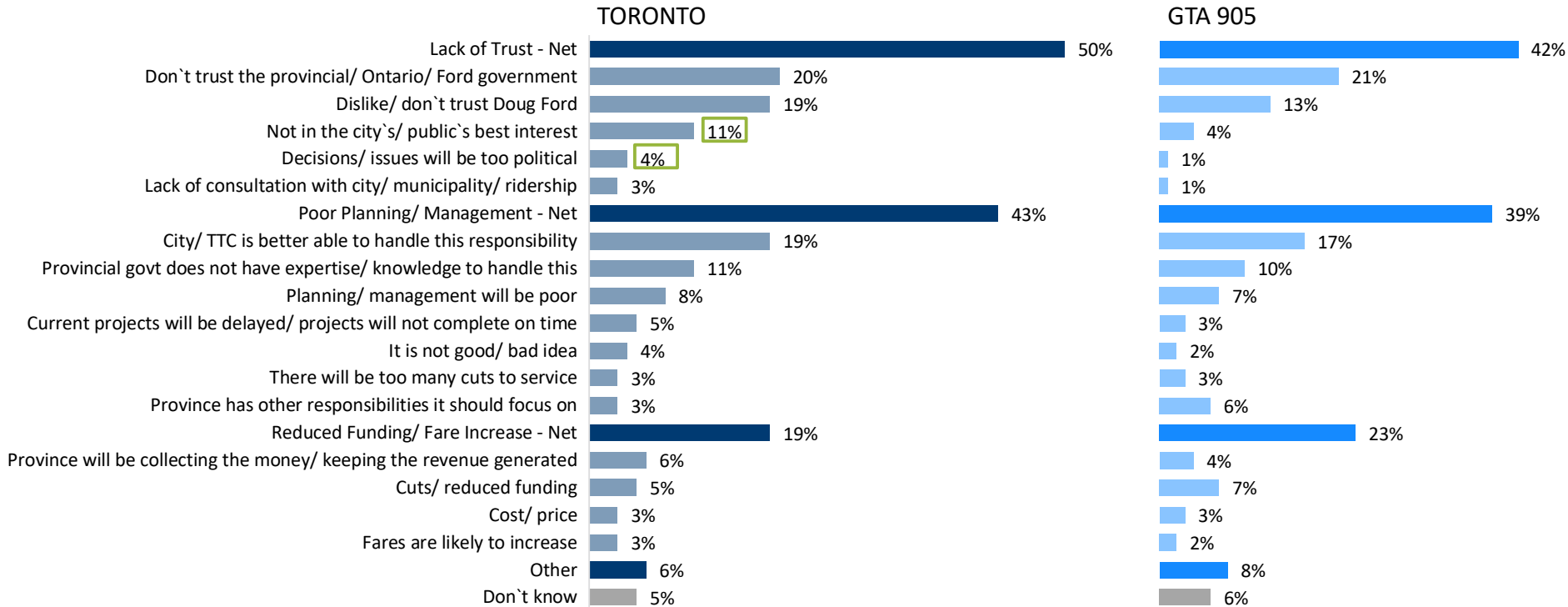
Reasons for Supporting the Plan

Those who support the plan believe it will lead to better/leadership management, improved service, and more funding – consistent between Toronto and GTA 905 residents.



Reasons for Opposing the Plan

Opposition to the plan stems from a lack of trust, perceptions there will be poor planning/management and that there will be reduced funding/increased fares.

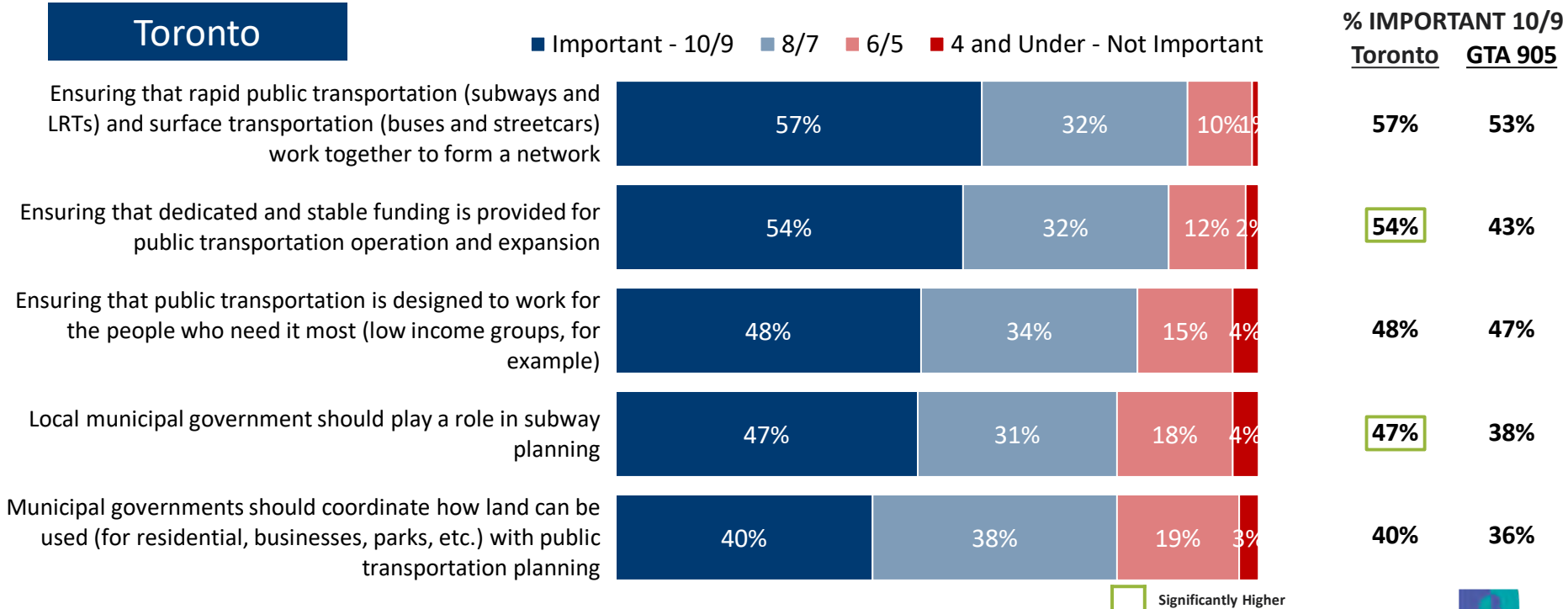


 Significantly Higher

Mentions under 3% not shown
Lighter colours indicate those mentions belong to the "net"

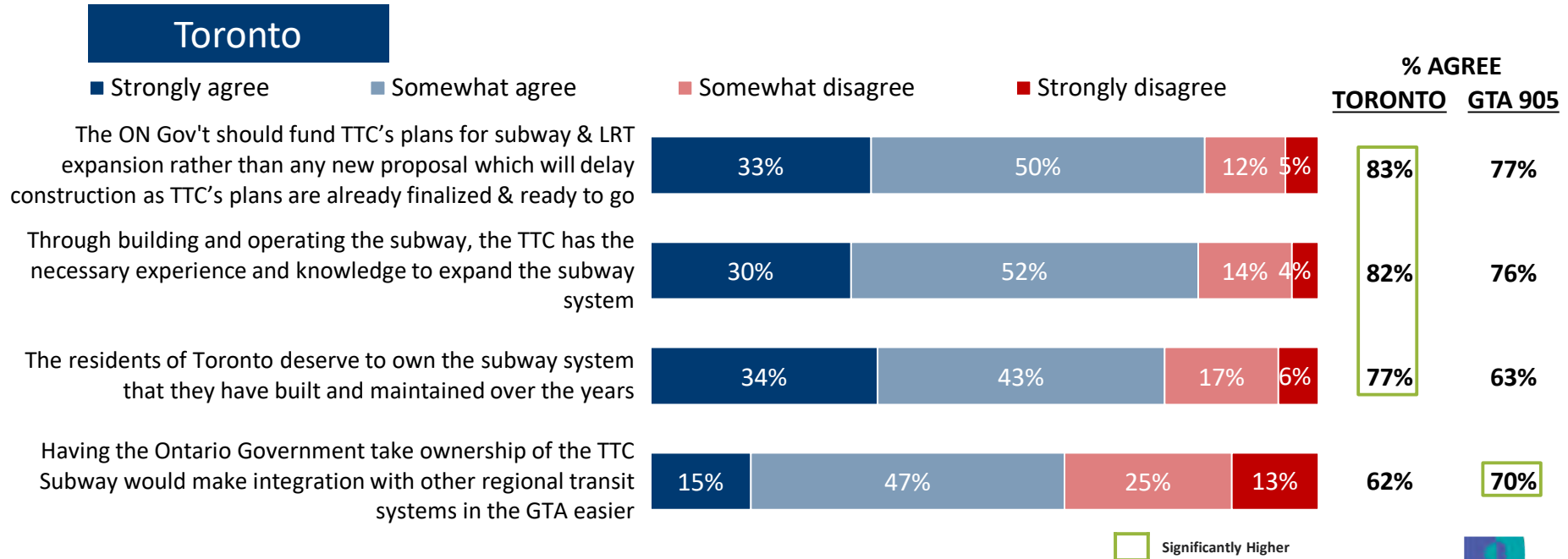
Public Transit Importance

Over half of Toronto (57%) and GTA 905 residents (53%) believe it is very important (9 or 10 out of 10) to ensure rapid transportation (subways/LRTs) and surface transportation (buses and streetcars) work together as a network. Toronto residents place more importance on ensuring dedicated and stable funding is provided for public transportation operation and expansion (54% 9 or 10 out of 10 vs. 43% GTA 905) and that local municipal government should play a role in subway planning (47% 9 or 10 out of 10 vs. 38% GTA 905).



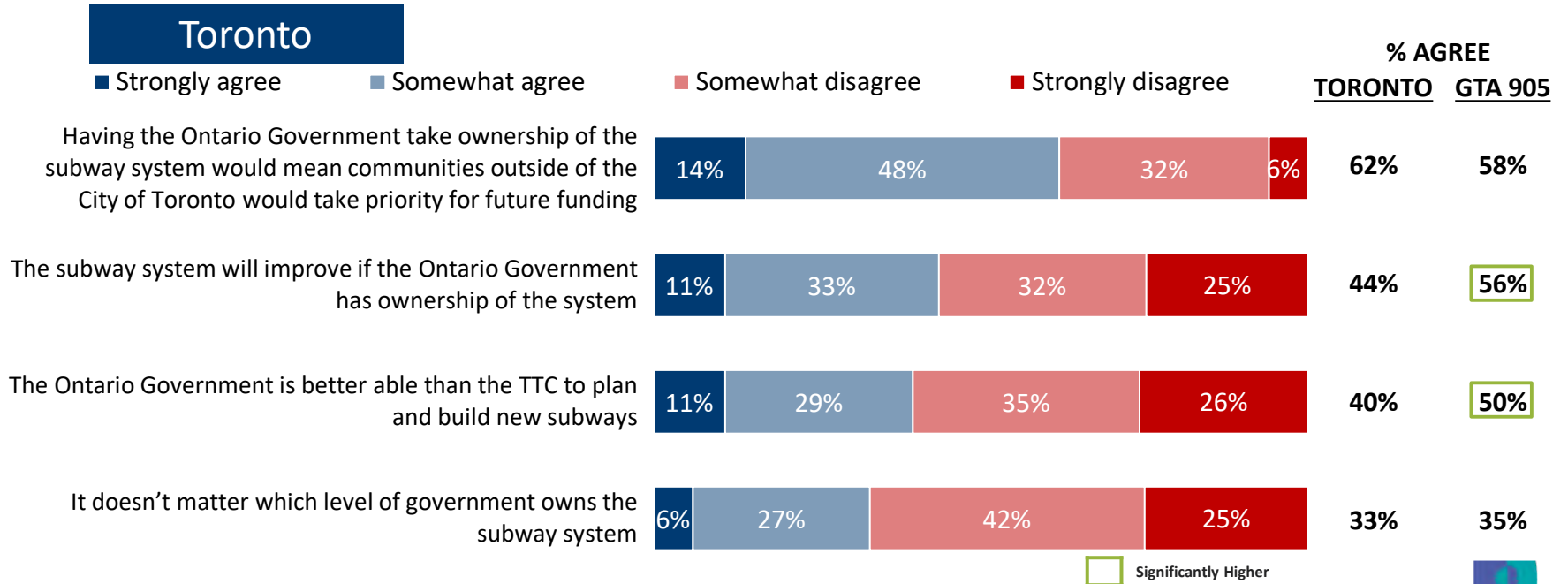
Perceptions of Transit Planning and Subway Upload

Eight in 10 Torontonians (83%) believe the Ontario Government should fund the TTC's plans rather than new proposals since they are final and ready to go, which is close to 8 in 10 in GTA 905 as well (77%). An additional 8 in 10 (82%) Torontonians believe that the TTC has the necessary experience and knowledge to expand the subway system. Three-quarters (77%) of Torontonians believe the residents of Toronto deserve to own the subway system they have built and maintained over the years, which is significantly higher than GTA 905 residents (63%). GTA 905 residents are more inclined to believe that having the Ontario Government take ownership of the subway would make integration with other regional transit systems in the GTA easier (70% GTA 905 vs. 62% Toronto).



Perceptions of Transit Planning and Subway Upload (Continued)

Six in 10 residents of both Toronto (62%) and GTA 905 (58%) believe that having the Ontario Government take ownership of the subway system would mean communities outside of Toronto would take priority for future funding. GTA 905 residents are more positive about the impact of having the Ontario Government take ownership of the system, with over half believing the system will improve under the Ontario Government (56% vs. 44% Toronto), and half believing that they are better able than the TTC to plan and build new subways (50% vs. 40% Toronto). Only a minority in both Toronto (33%) and GTA 905 (35%) think it doesn't matter which level of government owns the subway system.

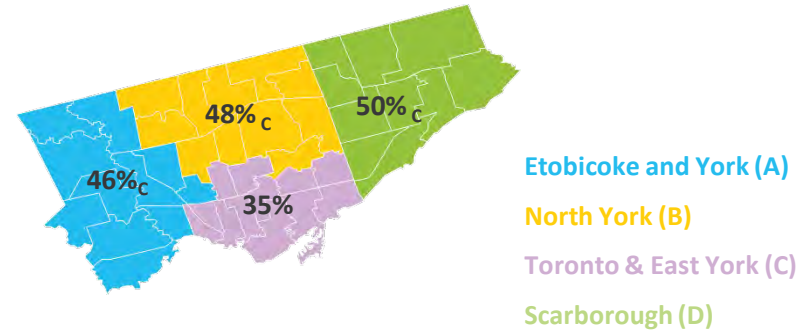


Perceptions of Transit Planning and Subway Upload – *Borough Differences in Toronto*

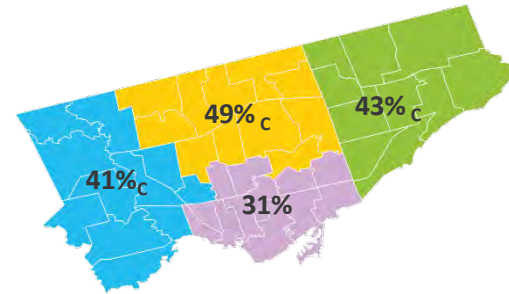
Boroughs surrounding Toronto's core are much more positive about the impact of the Ontario Government having ownership of the subway system.

% Strongly/somewhat agree

The subway system will improve if the Ontario Government has ownership of the system



The Ontario Government is better able than the TTC to plan and build new subways

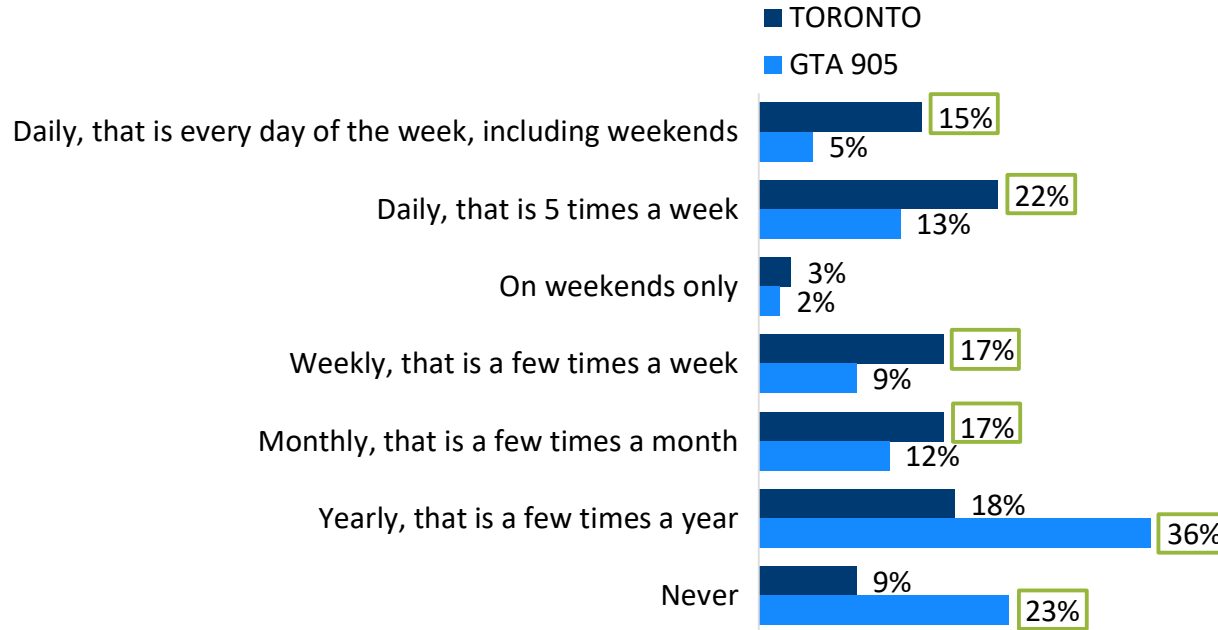




RIDERSHIP

Usage of Public Transit

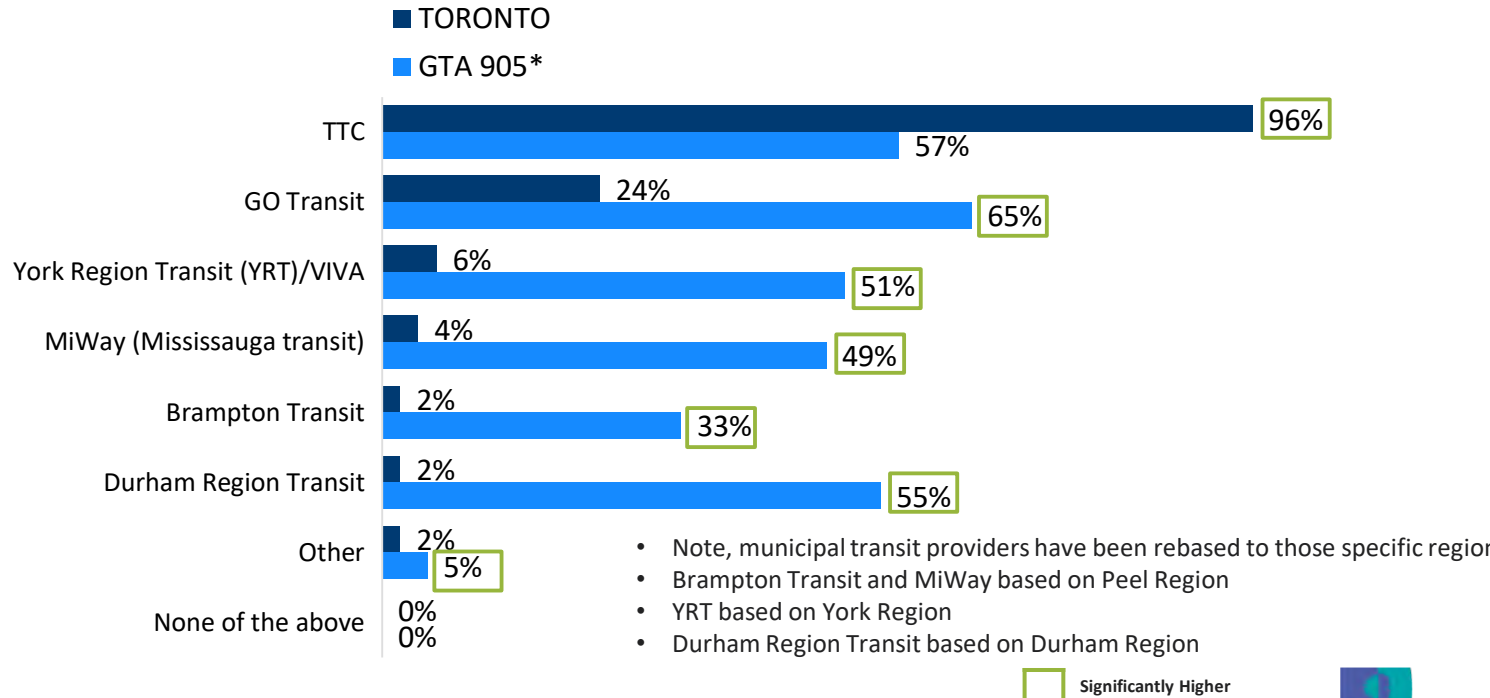
Nearly 4 in 10 Torontonians use public transit daily, either every day including weekends (15%), or daily, 5 times a week (22%). Over half of GTA 905 residents use public transit either just a few times a year (36%) or never (23%).



 Significantly Higher

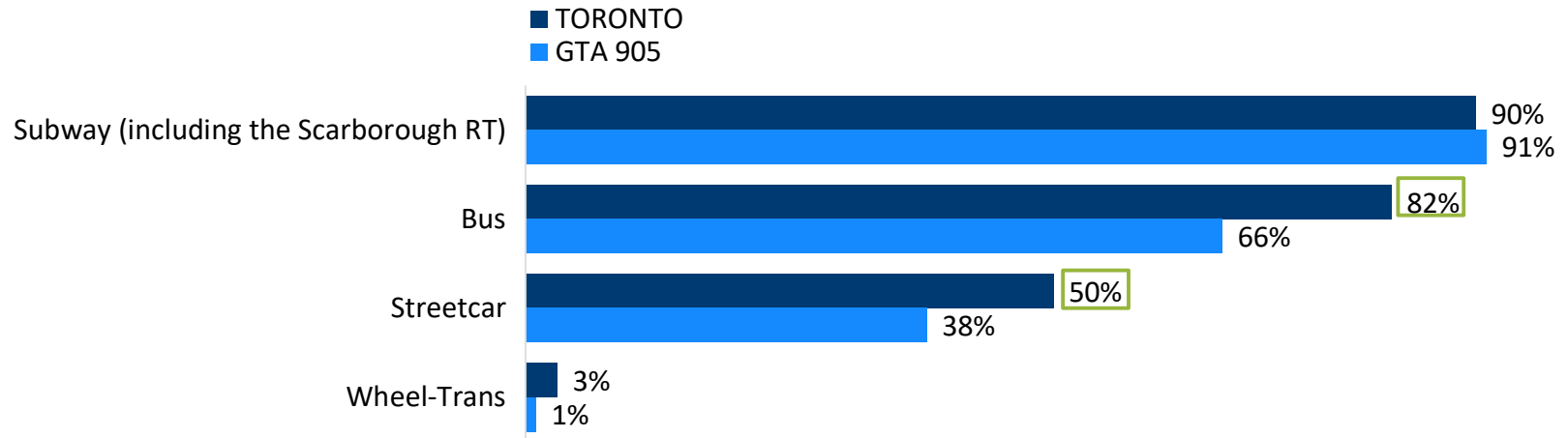
Usage of Public Transit Operators

Among public transit users, nearly all Torontonians use the TTC (96%), and over half of GTA 905 residents use the TTC (57%).



TTC Usage

Among those who use the TTC, 9 in 10 of both Toronto and GTA 905 residents use the subway. Eight in 10 Torontonians use TTC buses (82%) and half use Streetcars (50%).



ABOUT IPSOS

Ipsos ranks third in the global research industry. With a strong presence in 87 countries, Ipsos employs more than 16,000 people and has the ability to conduct research programs in more than 100 countries. Founded in France in 1975, Ipsos is controlled and managed by research professionals. They have built a solid Group around a multi-specialist positioning – Media and advertising research; Marketing research; Client and employee relationship management; Opinion & social research; Mobile, Online, Offline data collection and delivery.

Ipsos is listed on Eurolist – NYSE – Euronext. The company is part of the SBF 120 and the Mid-60 index and is eligible for the Deferred Settlement Service (SRD).

ISIN code FR0000073298, Reuters ISOS.PA, Bloomberg IPS:FP

www.ipsos.com

GAME CHANGERS

At Ipsos we are passionately curious about people, markets, brands and society. We deliver information and analysis that makes our complex world easier and faster to navigate and inspires our clients to make smarter decisions.

We believe that our work is important. Security, simplicity, speed and substance applies to everything we do.

Through specialisation, we offer our clients a unique depth of knowledge and expertise. Learning from different experiences gives us perspective and inspires us to boldly call things into question, to be creative.

By nurturing a culture of collaboration and curiosity, we attract the highest calibre of people who have the ability and desire to influence and shape the future.

“GAME CHANGERS” – our tagline – summarises our ambition.

Attachment 10
Expert Advisory Panel Summary Report

Expert Advisory Panel on the Transit Responsibilities Review: Summary Report

Prepared by the Institute on Municipal Finance and Governance
for the City of Toronto and Toronto Transit Commission

Executive Summary

In May 2019, the City of Toronto and the TTC established an Expert Advisory Panel to provide objective advice to the Toronto City Manager and the CEO of the TTC on the Ontario-Toronto Realignment of Transit Responsibilities Review and the future state of transit in the Toronto region.

This report summarizes the key ideas raised during the Panel's six meetings. The Panel was asked to provide objective advice for the consideration of the City and TTC. The Panel was not expected to reach a consensus. As a result, suggestions in this report do not necessarily represent the views of all Panel members.

The Terms of Reference for the Transit Responsibilities Review signed by the City and Province of Ontario set out five goals for transit in the Toronto region:

- the accelerated implementation of priority expansion projects;
- the integration of transit services across modes and agencies;
- the modernization, enhancement, and maintenance of the existing subway system;
- the continuity of safe, reliable service to all residents who depend on it for mobility; and
- a long-term sustainable, predictable, funding model.

The Panel's work focused on how these goals could be achieved through a realignment of responsibilities for transit and mobility in the Toronto region. The Panel began by identifying the following key priorities for transit planning in the Toronto region:

- Investment in state of good repair is vital and should not be neglected in favour of expansion projects.
- Both major expansion projects and incremental changes (e.g. service improvements) are important.
- The long-term operating costs of transit, including those associated with expansion, cannot be ignored.
- Transit planning should be integrated with land-use planning and broader mobility planning. Equity, accessibility, and transit-oriented development should be priorities.
- Transit planning and decision-making should be evidence-based and transparent.
- Coordination (e.g. of transit planning, service, fares) should be improved across the Toronto region, with regional and local interests considered together.

To achieve the goals of the Transit Responsibilities Review while respecting these priorities, the Panel focused on the potential benefits of a full-scale reassessment of the governance of transit and mobility across the Toronto region, and the implementation of a regional governance model with the following features:

- a regional body that is responsible for planning all aspects of mobility for the region (e.g. transit expansion, cycling, ride sharing), coordinating local bodies (e.g. fare and service integration), and setting standards for transit in the region (e.g. cleanliness, on-time service, accessibility);
- local bodies (municipalities or transit agencies) that are responsible for service delivery;

- a governance structure in which the regional body is not an agency of one level of government but rather is accountable to multiple stakeholders and balances regional coordination with robust local input; and
- dedicated and predictable funding for all aspects of transit, including expansion, maintenance, operations, and replacement costs.

A regional model with these features would help the City, TTC, Province, and their partners achieve their goals. The table below outlines how the Panel’s ideas could help address the goals of the Transit Responsibilities Review.

Transit Responsibilities Review Goal	Panel Ideas
Accelerated implementation of priority expansion projects	A regional model that increases coordination and cooperation by clearly delineating responsibilities and decision-making authority between regional and local bodies.
Integration of transit services across modes and agencies	A regional approach to mobility that includes: <ul style="list-style-type: none"> • a regional body in charge of planning all aspects of mobility, coordinating local bodies, and setting standards for service delivery, with accountability to a broad set of stakeholders that includes local municipalities and transit agencies; and • local bodies charged with service delivery in accordance with regional standards.
Modernization, enhancement, and maintenance of the existing subway system	Dedicated and predictable funding for all aspects of transit, with maintenance as a priority.
Continuity of safe, reliable service to all residents who depend on it for mobility	A commitment to accessibility as a priority of transit planning, including through a potential regional transit charter that sets standards for accessibility across transit systems. Investments in service improvements and operations along with transit expansion.
Long-term sustainable, predictable, funding model	Dedicated and predictable funding for transit, with contributions from multiple governments and sectors (i.e. multiple revenue sources).

Effective, efficient, and reliable transit is essential to the growth, vitality, and strength of the Toronto region. But it cannot be achieved by municipalities or the Province on their own. For that reason, Toronto should be proactive in working with its neighbours on this issue. Getting transit right for the region requires commitment and partnership. A renewed regional approach to mobility broadly speaking would enable coordinated transit planning that involves municipalities, transit agencies, the Province, the federal government, the private sector, the not-for-profit sector, and other stakeholders. Working together would allow these parties to fulfil their shared goals for transit and mobility in the region.

Expert Advisory Panel on the Transit Responsibilities Review

Summary Report

1. Introduction

In May 2019, the City of Toronto and TTC established an Expert Advisory Panel to provide objective advice to the Toronto City Manager and the CEO of the TTC on the Ontario-Toronto Realignment of Transit Responsibilities Review and the future state of transit in the Toronto region.¹ The Panel met six times from June 2019 to September 2019.

This report summarizes the key ideas and themes from the Panel's meetings. Section 2 describes the purpose and role of the Panel. Section 3 summarizes the Panel's comments on the potential risks and opportunities of the Transit Responsibilities Review. Section 4 outlines the Panel's key priorities for transit planning in the Toronto region. Section 5 sets out the Panel's ideas for an updated governance and funding model for transit and mobility in the Toronto region.

2. Purpose and Role of the Panel

The City and TTC created the Panel as part of their public consultation process for the Transit Responsibilities Review. The Panel was asked to provide objective advice to inform City and TTC staff analysis throughout the Transit Responsibilities Review. The City and TTC engaged the Institute on Municipal Finance and Governance (IMFG) to advise on the composition and design of the Panel. **The Panel was not expected to reach a consensus. As a result, the comments in this report do not necessarily represent the views of all Panel members.**

Panel members were selected based on their expertise in public governance and finance, land-use planning and transit-oriented development, social impact analysis, and other areas. Panel members also brought user and accessibility perspectives. (For more details on the selection criteria, see the Panel's Terms of Reference in Appendix A. For a list of panel members and their bios, see Appendix B.) Meetings were held under the Chatham House Rule, meaning that what was said at the meetings could be shared publicly but not attributed to any one speaker.

The Terms of Reference for the Transit Responsibilities Review signed by the City and Province include the following problem statement and goals:

The parties [City and Province] jointly recognize the need to pursue alternative approaches to the planning, funding, decision-making and delivery of transit in Toronto, and spanning the broader region as is the provincial interest. This approach would enable, to the maximum extent possible:

- The accelerated implementation of priority expansion projects;

¹ The Panel considered whether a regional approach to mobility should encompass the Greater Toronto Area, the Greater Toronto and Hamilton Area, or the Greater Golden Horseshoe. Determining the boundaries of the region would be a necessary first step to developing a regional approach. This report uses the term "Toronto region" to leave space for that future discussion.

- The integration of transit services across modes and agencies (e.g. TTC, Metrolinx, other 905 transit agencies);
- The modernization and enhancement of the existing subway system, while ensuring the system is maintained in a state of good repair;
- The continuity of safe, reliable service to all residents whom depend on it for mobility; and
- A long-term sustainable, predictable, funding model for the existing transit system and future transit needs.²

The Terms of Reference also point to three options under examination by the City and Province: an upload of the City's subway infrastructure, including the building and maintenance of new and existing subway lines (with day-to-day operations remaining the City's responsibility); a more limited transfer of asset ownership, for instance only for transit expansion projects; and a realignment of responsibilities that does not involve the transfer of assets.

While the Panel provided advice on all three options, it predominantly focused on the third: what a broader realignment of responsibilities for transit in the Toronto region could look like. It did so with a view to how such a realignment might help achieve the goals identified in the Terms of Reference.

3. Risks and Opportunities from the Transit Realignment Review

Throughout its meetings, the Panel discussed the ongoing Transit Responsibilities Review and the potential risks and opportunities that it created for the City and TTC.

Transit in Toronto and the surrounding region suffers from funding shortfalls and insufficient coordination and integration. The Transit Responsibilities Review presents an opportunity to address these long-standing challenges by reconsidering current approaches to cost-sharing, decision-making, regional governance, and the coordination of transit with broader mobility and planning decisions.

A review that does not address transit in the Toronto region holistically risks exacerbating existing problems. For example, expanding the existing system will entail increased operating and maintenance costs. Therefore, uploading the expansion of the system alone could lead to increased cost pressures on the City and TTC over which they would have limited control but for which they would have to pay. The TTC estimates that it already faces \$33.5 billion in unfunded state-of-good-repair needs over the next 15 years. An upload of existing subway lines or expansion projects that does not address the underfunding of state-of-good-repair responsibilities risks pushing the existing system toward deterioration.

Furthermore, insufficient integration could lead to further fragmentation both within the TTC and across all transit systems in the region. For example, without inter-system cooperation, the transition for riders between buses and subways could become more complicated. Moreover, if different parts of the system (e.g., subways and buses) are separated (that is, if the Province controls the subway and the City controls the buses), revenues would need to be divided

² City of Toronto, "Province of Ontario – City of Toronto Realignment of Transit Responsibilities Review Terms of Reference," 2019. Retrieved from <https://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-130761.pdf>, September 23, 2019.

between the different operators.³ An inequitable division of revenues could leave parts of the system underfunded. Similarly, transit planning is intricately connected to other aspects of land-use planning and development. If these are not considered together, the City and Province could lose the ability to influence economic development, equity, and other important aspects of city building.

Although the risks identified by the Panel are substantial, they are not unavoidable consequences of the Transit Responsibilities Review. On the contrary, if undertaken with care, **the Transit Responsibilities Review could lead to significant improvements and result in a system that addresses regional needs, enhances local accountability, receives proper funding, and improves integration, among other goals.**

The elements of a system that meets these needs was the focus of much of the Panel's work.

4. The Future of Transit in the Toronto Region – Key Priorities

In its discussions, the Panel examined the priorities that should guide planners and policymakers as they consider the future of transit in the Toronto region.

4.1 Investment in state of good repair is vital and should not be neglected in favour of expansion projects

Over the next 15 years, the TTC will need \$33.5 billion for maintenance to keep the current system in a state of good repair.⁴ Of this total, \$23.7 billion is currently unfunded, meaning that these costs have not been included in the projected 10-year budget approved by City Council.

State of good repair is not a sufficiently high priority in the current allocation of transit funds. Maintenance is not as exciting as expansion, but it is vital to keep the system running. Expanding the system to meet new demand should not occur at the expense of the existing system.

Future transit planning should make maintenance of the existing system a priority and ensure that it receives adequate funding. Expansion of the system should take place only if there is sufficient funding to maintain the current system.

Moreover, the upload of any part of the system cannot leave the City and TTC with sole funding responsibility for maintenance on lines it does not own.

4.2 Both major expansion projects and incremental changes are important

Overcrowding on the Toronto subway cannot be ignored. In 2001, only a small part of the Yonge portion of Line 1 was above 85 percent capacity during the morning rush hour. In 2016,

³ In the Province's proposal, the City and TTC would remain in charge of day-to-day operations. However, the Panel discussed other potential scenarios that could emerge from an "upload."

⁴ TTC, "Making Headway: Capital Investments to Keep Transit Moving 2019-2033," 2019. Retrieved from <https://www.ttc.ca/Coupler/PDFs/TTC%20Capital%20Investment%20Plan%202019-2033.pdf>, September 23, 2019.

about half the line was above 85 percent capacity or had exceeded capacity during morning rush hour.⁵

At the same time, the Toronto region was the second-fastest-growing metropolitan region in the U.S. and Canada in 2018, while the City of Toronto was the fastest-growing city in the two countries.⁶ Over the next 50 years, the Toronto region is projected to grow substantially faster than New York, Chicago, and Los Angeles.⁷ A well-functioning transit system is key to the region's continued economic success.

To meet both existing and growing demand, work on priority expansion projects – most significantly the relief line in Toronto – needs to be completed as soon as possible. At the same time, transit improvements that do not necessarily require major infrastructure investments (such as bus rapid transit) also need to be pursued.

In many parts of the Toronto region, improved service (including more frequent and reliable service, as well as more routes) is as important as building new subways. Changes to rights of way on roads or the implementation of bus rapid transit routes, for example, can be low-cost ways to improve service. The King Street Pilot Project shows how such changes can have significant impacts on service. Other low-cost changes (such as a bus priority lane) should be considered for corridors such as Finch Avenue and Dufferin Street.

4.3 The long-term operating costs of transit, including those associated with expansion, cannot be ignored

Improved service requires more funding for operations. So does an expanded system. These requirements create further cost pressures on the City and TTC (more buses, trains, streetcars, maintenance facilities, etc. with consequent personnel). That is why dedicating sufficient funding to transit operations is vital to a well-functioning transit system.

Any consideration of transit expansion projects should take into account the anticipated effects on operating costs. Any realignment of ownership and responsibilities should come with a commitment to fund *all aspects* of the transit system.

One approach could include agreements to split funding for operations between the Province and City when new lines open. Another could entail rethinking funding for transit in the region so that it is no longer considered on a project-by-project basis but rather includes stable, dedicated funding for the regional system as a whole. This point is discussed further in Section 5.

⁵ TTC, "Line 1 – Delivering Additional Capacity 2019-2031," 2019. Retrieved from http://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_meetings/2019/April_11/Reports/Line_1_Delivering_Additional_Capacity_2019-2031_Presentation.pdf, September 26, 2019.

⁶ Frank Clayton and Hong Yun (Eva) Shi, "WOW! Toronto Was the Second Fastest Growing Metropolitan Area and the Top Growing City in All of the United States and Canada," Ryerson University, 2019. Retrieved from <https://www.ryerson.ca/cur/Blog/blogentry35/>, September 23, 2019.

⁷ Joe Berridge, "Toronto: The Accidental Metropolis," IMFG presentation, June 2018. Retrieved from https://munkschool.utoronto.ca/imfg/uploads/481/joe_berridge_toronto_the_accidental_metropolis.pdf, October 3, 2019

4.4 Transit planning should be integrated with land-use planning and broader mobility planning. Equity, accessibility, and transit-oriented development should be priorities

Transit can transform neighbourhoods and cities as a whole. How a city or region pursues transit is part of how a city plans for growth, how it pursues land-use planning, and how it plans for development. It cannot be considered in isolation.

Access to transit, for example, can be a significant tool to address income inequality. Low-income neighbourhoods in the City of Toronto are clustered in the areas north, west, and east of the city centre, where transit is less well developed, while high-income neighbourhoods are clustered in the centre near the subways.⁸ Transit can help address inequality by better connecting non-central neighbourhoods to services and employment opportunities.

If *where* we build transit matters, so does *how* we build it. Accessibility needs to be a consideration from the very beginning of the planning process to ensure that all riders can use the system comfortably.

Transit is also intrinsically tied to housing and economic development. Expanded or improved transit creates opportunities for higher-density development. In the Toronto region, however, too many subway stops and GO transit stops are surrounded by low-density housing and parking lots. Facilitating development near transit should be a priority, and should be pursued with consideration of the consequences for equity. When building transit, governments not only have the power to encourage development, they can also provide incentives to shape the *type* of development – including development that addresses inequality and affordability.

To improve equity, accessibility, and transit-oriented development, specific criteria could be set for transit projects. Transport for London (TfL), for example, uses projected reduction in welfare and unemployment costs as one criterion for approving transit projects. Service standards could also be set for transit in the region to guarantee that systems are accessible and use similar signage to make travel across the region as convenient as possible for as many riders as possible.

Whatever the methods used, decision-making about transit planning must be linked to wider planning goals for the city and the region. It should also be part of a holistic approach to mobility more generally.

Between 2016 and 2041, the Greater Toronto and Hamilton Area (GTHA) is expected to grow by about 3 million people.⁹ The regional municipalities around Toronto (Halton, Peel, York, and Durham) and Hamilton are all projected to grow at a higher rate than Toronto, with Halton and Durham expected to grow by nearly 80 percent from 2016 to 2041.¹⁰

Currently, Metrolinx's 2041 Regional Transportation Plan aims to increase the transit mode share on transit (that is, the portion of total trips in the region that are taken on transit) from 14.2

⁸ J. David Hulchanski, "What is Happening to my Neighbourhood?" Warren Gill Lecture, December 2017. Retrieved from: <http://neighbourhoodchange.ca/documents/2017/12/hulchanski-neighbourhood-change-1970-2015-sfu-2017.pdf>, September 30, 2019

⁹ Metrolinx, "2041 Regional Transportation Plan for the Greater Toronto and Hamilton Area," 2018. Retrieved from <http://www.metrolinx.com/en/regionalplanning/rtp/Metrolinx%20-%202041%20Regional%20Transportation%20Plan%20%E2%80%93%20Final.pdf>, September 30, 2019.

¹⁰ Metrolinx, 2018.

percent to 14.7 percent during the same period.¹¹ The region's ambitions, in this respect, could be much higher. It is important to note that the City of Toronto's transit mode share is around 25 percent. Nevertheless, there remains work to be done in the region.

At the same time, the focus cannot be on transit alone. Residents in the Toronto region also need integrated cycling, road, and pedestrian options. Ridesharing continues to impact mobility throughout the region, and autonomous vehicles could disrupt road use even further. Meanwhile, goods movement is being negatively impacted by congestion across the region. These issues are connected and are part of a broader mobility challenge that needs to be addressed comprehensively at the regional level.

4.5 Transit planning should be evidence-based and transparent

Transit in the region can be improved only if the planning and decision-making process is evidence-based and transparent.

This does not mean eliminating the role of politicians in the decision-making process. Rather, it means ensuring clear and effective processes are in place for the production and scrutiny of business cases and other evidence. These processes should give the public confidence that transit projects have been approved with proper consideration of technical expertise and cost-benefit analyses.¹²

In order to provide the service that riders need, and also to nudge them towards using transit at a greater rate, transit plans should be based on data that shows where people live and where they travel.

As plans are developed, transparency is essential to success. Information sharing, community engagement, and robust, publicly available business cases allow the best ideas to flourish and the public to support them, which in turn contributes to projects that are on time and on budget.

4.6 Coordination should be improved across the Toronto region, with regional and local interests considered together in transit planning

The Toronto region's economy depends on a modern, effective, and robust transit system. As the region grows, the current extent and state of transit threatens that economy.

To address the challenges facing transit in the Toronto region, a concerted effort should be made to improve coordination in transit planning and operations.

Some work on this front is currently taking place. Municipal and transit leaders from the GTHA meet regularly to discuss shared transit issues. Efforts at fare integration and service integration are underway. This is the case despite barriers to increased coordination. For example, different systems in the region have different fares and labour agreements that can be hard to integrate and could lead to fears of winners and losers within a regional system. Integrating fares is also not cheap: the Discounted Double Fare program that gives a discount to riders transferring from

¹¹ Metrolinx, 2018.

¹² For further discussion of this topic, see Matti Siemiatycki and Drew Fagan, "Transit in the Greater Toronto Area: How to Get Back on the Rails," IMFG Perspectives 26, 2019. Retrieved from: <https://tspace.library.utoronto.ca/bitstream/1807/96710/1/Perspectives-26-Siemiatycki-Fagan-Transit-GTA-October-2019.pdf>, October 3, 2019.

GO to the TTC and vice versa (and is currently set to end in March 2020) is estimated to be costing substantially more in its current year than its projected \$18 million budget.¹³

Improvements are still possible, however. Projects that meet the increased demand for transit that comes with a growing region should be prioritized. Decision-making should occur with a view to the full regional system as well as local concerns. Multiple, and sometimes competing, planning decisions made at different levels of government should be avoided, as should *ad hoc* funding arrangements on a project-by-project basis.

To be effective, transit planning needs to consider regional and local needs together, allowing them to inform each other, and making each accountable to the other.

5. Toward a New Governance and Funding Model for Mobility in the Toronto Region

The Transit Responsibilities Review presents an opportunity to tackle long-standing transit challenges in Toronto and the surrounding region, provided that any proposed changes in ownership or responsibility are part of a *full-scale reassessment* of the governance of transit and mobility across the Toronto region.

Where could this reassessment lead? Toronto remains an outlier among comparable cities when it comes to transit and mobility governance; most other cities of similar size take a regional approach. The Panel identified Vancouver's TransLink, Transport for London (TfL), and Hamburg's Public Transport Association (HVV) as effective regional systems. While no model can be transplanted directly from one context to another, each has aspects worth replicating.

The Panel focused on the benefits of a regional model that would have the following features:

- a regional body that is responsible for planning all aspects of mobility for the region (e.g. transit expansion, cycling, ride sharing), coordinating local bodies (e.g. fare and service integration), and setting standards for transit in the region (e.g. cleanliness, on-time service, accessibility);
- local bodies (municipalities or transit agencies) that are responsible for service delivery;
- a governance structure in which the regional body is not an agency of one level of government but rather is accountable to multiple stakeholders and balances regional coordination with robust local input; and
- dedicated and predictable funding for all aspects of transit, including expansion, maintenance, operations, and replacement costs.

5.1 The Toronto region should move toward a governance model with a regional body in charge of planning and coordination, and local bodies in charge of service delivery

Transit is a matter of both regional significance and local concern. Any renewed governance model for transit and mobility in the Toronto region needs to allow for transit planning that connects people across municipal boundaries while remaining connected to the needs of local riders. Transit planning in the Toronto region should involve coordination instead of competition,

¹³ As of July 2019, it was estimated the program was over budget by \$10 million. TTC, "Chief Executive Officer's Report – July 2019 Update," 2019. Retrieved from https://www.ttc.ca/About_the_TTC/Commission_reports_and_information/Commission_meetings/2019/July_10/Reports/1_CEO_Report_July_Update.pdf, September 26, 2019.

with different players working together strategically and deliberately. Nor should transit planning be disconnected from other aspects of mobility in the region, such as cycling, road use, ride-sharing, goods movement, and more.

A governance model in the Toronto region made up of a coordinating regional body in charge of mobility planning and coordination, and local bodies in charge of service delivery, would allow for this balanced approach.

Coordinating the planning and operation of systems across the region would be the mandate of a regional body in this model. Its purview could include broad planning authority for transit expansion, cycling, roads, highways, taxis, and ride sharing. Its coordinating role could include a strong focus on achieving service and fare integration. It could also set performance standards for operators across the region through a transit charter covering matters such as cleanliness, on-time service, benchmarks for service delivery efficiencies, and accessibility. A charter could help ensure consistency of service for riders across the system, without pre-determining how local operators achieve these standards. The development of the charter, meanwhile, could provide an opportunity for meaningful engagement with the public on what they expect of their transit system.

In a governance model with regional and local bodies, the local bodies would be in charge of service delivery, with the freedom to undertake it in whatever ways they see fit, as long as they meet the standards and follow the policies developed for the region. The local bodies could be municipalities, who could engage one or multiple operators, including private ones, depending on their preference. The local bodies could also be transit operators directly, particularly if there are operators that cross municipal boundaries. In such a scenario, municipalities would still need to be represented in the regional body's governance structure.

5.2 The regional body's governance structure should include multiple stakeholders and balance regional coordination with robust local input

Importantly, the regional body in this model should not be a stand-alone agency, or one that reports only to one level of government. Rather, the success of this model depends on a governance structure that creates an interconnection between the regional and the local. Local bodies should inform regional decisions and keep the regional level accountable. At the same time, they should be accountable for implementing the regional body's priorities and meeting its standards for local service delivery.

In order to balance the regional and local, the regional body's governance structure needs to include representation of multiple stakeholders from across the region who are involved in mobility planning, including those who fund, operate, and use transit (e.g., local governments, the provincial government, local transit authorities, riders, youth, paratransit representatives, and others).

At the same time, the governance structure needs to reflect population and ridership in different municipalities. Currently, the TTC serves about 85 percent of all transit riders in the GTHA; its place in the governance structure of the regional body would therefore need to reflect its importance to the regional transit system.

Finally, the governance structure of the regional body should include political representation, to ensure local residents have a voice, as well as expert voices, to help ensure an evidence-based

approach to transit and mobility planning. The governance structure could include a mayors' council and an advisory board, for instance.

5.3 Transit in the Toronto region requires dedicated and predictable funding

The success of transit in the Toronto region also depends on the availability of adequate funding for all parts of the system. The funding needs are clear from Toronto's situation alone. The combined state of good repair and capital need for Toronto transit over the next 15 years is estimated to be \$60 to \$70 billion. Meanwhile, half of the City's 10-year tax-supported capital plan is currently allocated to the TTC, and the City's combined subsidy to the TTC (including for the operating budget and debt servicing) amounts to 23 percent of the property tax base. The TTC covers 68 percent of its operating costs through passenger fares.

Transit funding needs in the Toronto region are too large to be the responsibility of any one government or body. Funding transit requires partnerships.

Given the importance of the Toronto region to the provincial and national economies, both the federal and provincial government have important roles to play in funding transit. Their involvement could take many forms. Having the two levels of government take full responsibility for funding transit expansion should be considered, as it would remove these costs from the local property tax base and allow municipalities to focus on state of good repair and operations. Cost-sharing among governments is also important to consider for vehicle replacement. New subways, buses, and streetcars are significant investments that should not be borne by one level of government alone. Sharing operating costs between the provincial and municipal governments, as was done in the past, could also be a consideration.

New funding is important, but it is also important to ensure available funds are spent wisely on projects with maximum return on investment, and to look for efficiencies. Toronto builds transit at a higher cost per kilometre than most other jurisdictions around the world.¹⁴ Finding ways to lower that cost could create needed fiscal space. Amortizing capital costs could also create fiscal space by spreading the costs over more time. An upload of the subway is not necessarily required to attain these benefits, however.¹⁵

Some funding tools are currently underused. Land value capture, for example, could help governments reap some of the benefits of rising property values from transit development. Although land value capture is much studied and talked about, it is not currently used widely in the Toronto region. Other potential sources of revenue for transit have been considered by multiple panels and reports in the past, including Metrolinx in its 2013 Investment Strategy,¹⁶ the

¹⁴ Jonathan English and Aron Levy, "Canada's soaring subway construction costs need to get back on track." *The Globe and Mail*, August 9, 2019. Retrieved from: <https://www.theglobeandmail.com/opinion/article-canadas-soaring-subway-construction-costs-need-to-get-back-on-track/>, September 30, 2019.

¹⁵ See William B.P. Robson, "Does Accounting Drive Budget Decisions? The Strange Case of the Toronto Subway 'Upload'" C.D. Howe Institute, September 20, 2019. Retrieved from <https://www.cdhowe.org/intelligence-memos/william-bp-robson-%E2%80%93-does-accounting-drive-budget-decisions-strange-case-toronto>, October 3, 2019.

¹⁶ Metrolinx, "Investment Strategy," web page, n.d. Retrieved from http://www.metrolinx.com/en/regionalplanning/funding/investment_strategy.aspx, September 27, 2019.

Toronto Region Board of Trade in “A Green Light to Moving the Toronto Region,”¹⁷ the Canadian Centre for Policy Alternatives in “Toronto’s \$2.5 Billion Question,”¹⁸ and the 2013 report from the Province’s Transit Investment Strategy Advisory Panel, “Making the Move.”¹⁹ The recommendations of these panels and reports should be revisited to consider possible ways of funding transit in the Toronto region.

There are many ways to share funding responsibility among sectors, governments, and revenue sources. Regardless of the approach chosen, **a dedicated, stable, and predictable source of funding is necessary to ensure the Toronto region can continue building, operating, and maintaining its transit.** More reliable funding should replace *ad hoc* project-by-project funding. Funders should be represented in the governance of the regional body, which would ultimately make decisions about transit planning in the region. In this model, all stakeholders would be represented in the decision-making process.

Ultimately, no one tool, no one investment, and no one partnership will be a silver bullet. The Toronto region needs a multi-pronged approach with a suite of tools and partnerships. For that reason, the establishment of a regional body that includes the participation of multiple stakeholders, such as the Province, federal government, municipalities, operators, and others, represents an opportunity to consider how best to ensure stable funding for transit in the Toronto region.

[5.4 A regional governance model would help achieve the goals of the Transit Responsibilities Review](#)

The table below outlines how the regional governance model described above, as well as the priorities set out by the Panel in section 4, would help meet the goals set out in the Terms of Reference for Transit Responsibilities Review.

¹⁷ Toronto Region Board of Trade, “A Green Light To Moving The Toronto Region: Paying For Public Transportation Expansion,” discussion paper, 2013. Retrieved from https://www.bot.com/portals/0/unsecure/advocacy/DiscussionPaper_AGreenLight_March18_2013.pdf, September 27, 2019.

¹⁸ Hugh Mackenzie, “Toronto’s \$2.5 Billion Question GTA and Hamilton Public Transit Expansion Funding Options,” Canadian Centre for Policy Alternatives, 2013. Retrieved from https://www.policyalternatives.ca/sites/default/files/uploads/publications/Ontario%20Office/2013/05/Toronto_2andHalf_Billion_Dollar_Question.pdf, September 27, 2019.

¹⁹ Transit Investment Strategy Advisory Panel, “Making the Move: Choices and Consequences,” City of Toronto, 2013. Retrieved from <https://www.toronto.ca/legdocs/mmis/2014/ex/bgrd/backgroundfile-67455.pdf>, September 27, 2019.

Transit Responsibilities Review Goal	Panel Ideas
Accelerated implementation of priority expansion projects	A regional model that increases coordination and cooperation by clearly delineating responsibilities and decision-making authority between regional and local bodies.
Integration of transit services across modes and agencies	<p>A regional approach to mobility that includes:</p> <ul style="list-style-type: none"> • a regional body in charge of planning all aspects of mobility, coordination, and setting standards for service delivery, with accountability to a broad set of stakeholders including local municipalities and transit agencies; and • local bodies charged with service delivery in accordance with regional standards.
Modernization, enhancement, and maintenance of the existing subway system	Dedicated and predictable funding for all aspects of transit, with maintenance as a priority.
Continuity of safe, reliable service to all residents who depend on it for mobility	<p>A commitment to accessibility as a priority of transit planning, including through a potential regional transit charter that sets standards for accessibility across transit systems.</p> <p>Investments in service improvements and operations along with transit expansion.</p>
Long-term sustainable, predictable, funding model	Dedicated and predictable funding for transit, with contributions from multiple governments, sectors, and revenue sources.

[5.5 A successful regional governance model will succeed only through partnerships that build on existing expertise and experience](#)

Moving toward a regional model like the one described above cannot happen overnight. And it cannot happen unilaterally.

Success depends on partnerships across the region, to build a system that works for the entire region.

To build these partnerships, municipalities in the Toronto region should work together to identify their shared goals and objectives for mobility. The need to support business, move people effectively, and create thriving neighbourhoods could form the basis of ongoing collaboration from which a new regional body could be created. By taking the lead in this way, municipalities in the Toronto region could jumpstart the conversation about a regional approach to mobility. Their collaboration could inform further conversations with the Province, Metrolinx, and others on how to enhance coordination across the region.

An iterative approach would help attain buy-in from the public on greater coordination. Ongoing engagement with the public is essential at all stages of the process. Piloting small coordination projects could help build evidence for what works and what does not, and to identify the benefits for all residents of a coordinated approach.

Importantly, the region is not starting from scratch. Metrolinx currently leads regional transit planning and coordination for the Greater Golden Horseshoe. One possibility is for Metrolinx to evolve into the regional body described above. In such a scenario, changes in governance and accountability would be needed, including enhancing, and in some cases formalizing, Metrolinx's connection to municipalities and local operators, and also expanding Metrolinx's mandate to support its planning and coordination role.

The region also has multiple transit operators with vast experience, the TTC being the largest among them. Any successful regional governance model for transit in the Toronto region would need to use and build on their experience and expertise.

Getting to a new governance and funding model for transit and mobility in the Toronto region will take time. Any process to get there will need to unfold at the same time as ongoing construction of new transit, maintenance of existing systems, and improvements to existing service. The region cannot afford to put a hold on that work.

Nevertheless, without tackling long-standing challenges around transit governance, coordination, and funding, the region is at risk not only of underinvesting in the transit it needs, but of losing the transit it currently has. An opportunity exists today to address these challenges and put mobility in the Toronto region on a new course.

Appendix A: Expert Advisory Panel Terms of Reference

Mandate

The Expert Advisory Panel is being established to provide objective input and advice to the City Manager and Chief Executive Officer, Toronto Transit Commission (CEO TTC) on an ongoing basis throughout the City's participation in the Ontario-Toronto Realignment of Transit Responsibilities Review.

The Expert Advisory Panel is part of the City's public consultation process for the Review. The Panel's mandate is to provide its best objective, evidence-based advice to the City Manager and CEO TTC, based on expertise in various areas relating to governance, funding, planning and operations of public transit systems in a local and regional context.

Panel Membership and Selection Process

The Expert Advisory Panel will be appointed by the City Manager and the CEO TTC. The City will be engaging the University of Toronto's Institute on Municipal Finance and Governance (IMFG) to seek advice on the composition and design of an effective and balanced panel. It will include individuals with recognized expertise in at least one of the following areas:

- Public Governance and Finance
- Public and Transit Economics
- Social Impact Analysis
- Transit Operations
- Land-Use Planning and Transit Oriented Development
- Corporate Finance
- Labour Relations
- Client/Transit-User Perspective
- Government Relations

Consideration will be given to ensuring the panel reflects the diversity of Toronto's communities.

Elected officials or their staff are not eligible to be Advisory Panel members.

Roles and Responsibilities

The Expert Panel's role is to provide objective advice to inform City and TTC staff analysis throughout this review. Specifically, panel members will be responsible for:

- Providing input and advice through Expert Advisory Panel meetings, of

which timing and frequency is to be defined. Panel members should expect to participate in four to six meetings.

- Providing ongoing advice to the City Manager and TTC, CEO, on an ad hoc basis throughout the Review.
- Adhering to the City's policies including conflict of interest, confidentiality and privacy.
- Ensuring diverse perspectives are considered and discussed.

A Panel Secretariat will support the functioning of the Panel, including overall management and coordination of the Panel throughout the duration of the Review. The Secretariat will include membership from the Institute on Municipal Finance and Governance, the City's Strategic and Corporate Policy Division, Corporate Finance Division, and TTC's CEO Office.

Governance and Reporting

The Expert Advisory Panel is a non-legislative committee and is accountable to the City Manager. The Panel reporting structure is illustrated in Figure 1.

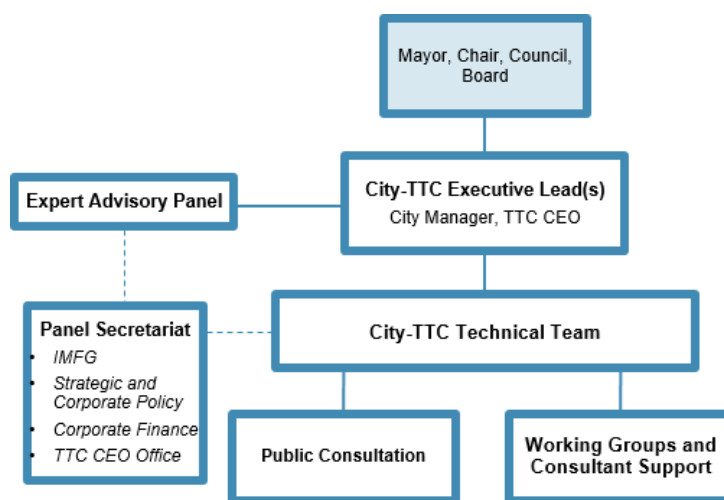


Figure 1: Expert Panel Reporting Structure

The Panel will act in an advisory capacity. It may not direct City staff or make binding decisions on the Toronto government. Any advice or recommendations that require formal action or implementation by City of Toronto staff must be considered and approved by City Council. Expert Panel meeting summaries will be developed and included as part of public consultation report(s) that are developed for this Review.

Term

Members are appointed for the duration of the Review, commencing in June 2019.

Input and advice from the Panel may also be needed to support the transition to a future-state model. The term may be extended at the City Manager's discretion and this Terms of Reference will be updated to reflect any changes in the Panel's Term.

Membership on the Panel is voluntary and a public service. No honoraria will be paid as a result of this appointment. Any member wishing to resign from the Panel will submit their resignation in writing to the Expert Advisory Panel Secretary. Panel Members who miss three (3) consecutive meetings without notifying the City Manager will be deemed to have resigned.

Meetings

- 1) The Panel will meet on a regular basis, beginning in June 2019 for the duration of the Review.
- 2) The Panel Secretariat will set meeting dates in advance and send out agendas, materials, including meetings from previous meetings, in advance of meetings.
- 3) Meetings will be participatory and involve discussion and feedback. Attendance at meetings will be restricted to Panel members, City-TTC working group members, Secretariat staff and guests as invited.
- 4) Meetings will include, when possible, updates from City and/or TTC staff on ongoing work with respect to the Review.
- 5) Meetings will be co-chaired by the City Manager and the Director, Institute on Municipal Finance and Governance.
- 6) Meetings will be held at the Institute on Municipal Finance and Governance or City Hall, if necessary.

Quorum

The minimum number of members required to be present at a meeting in order to do business will be half of the regular membership plus one.

Ethical Framework

The Panel member(s) are required to fulfill the duties of their appointment in a professional, ethical and competent manner, and avoid any real or perceived conflict of interest. In particular, and without limiting the generality of the foregoing obligations, a government appointee shall:

- Not use or attempt to use his or her appointment to benefit himself or herself or any person or entity;

- Not participate in or attempt to influence decision-making as an appointee if he or she could benefit from the decision;
- Not accept a gift that could influence, or that could be seen to influence, the appointee in carrying out the duties of the appointment;
- Not use or disclose any confidential information, either during or after the appointment, obtained as a result of his or her appointment for any purpose unrelated to the duties of the appointment, except if required to do so by law or authorized to do so by the responsible City Manager;
- Not use government premises, equipment or supplies for purposes unrelated to his or her appointment.

Appendix B: Expert Advisory Panelist Biographies

Enid Slack (Co-Chair and Panel Facilitator) is the Director of the Institute on Municipal Finance and Governance (IMFG) at the Munk School of Global Affairs and Public Policy at the University of Toronto. Enid has written extensively on a range of topics including property taxes, intergovernmental transfers, development charges, financing municipal infrastructure, municipal governance, and municipal boundary restructuring.

Recent publications include *Financing Infrastructure: Who Should Pay?* and *Is Your City Healthy? Measuring Urban Fiscal Health* (both co-edited with Richard Bird). Enid has also chaired or been a member of numerous panels and commissions, including the Who Does What Panel in Ontario and the City of Vancouver's Property Tax Policy Review Commission.

Enid consults on municipal finance and governance issues in countries around the world, including with international agencies such as the World Bank, IMF, UN Habitat, Asian Development Bank, and the Inter-American Development Bank. In 2012, she was awarded the Queen's Diamond Jubilee Medal for her work on cities.

Pedro Barata is United Way's Senior Vice President, Community Impact & Strategy. Pedro works with United Way teams and community partners to develop and implement strategies that can drive impact and change. Pedro provides strategic leadership at United Way in the areas of community investment and partnerships, communications, policy and public affairs, research and evaluation, as well as cross-organizational strategy. Pedro first joined United Way in 2011 as Director, Public Affairs.

His work and extensive volunteer activities in the non-profit sector span two decades. Pedro's prior experience included roles at the Atkinson Charitable Foundation and Family Service Toronto. During this time he has advised all levels of government on social policy including: poverty reduction, income security reform, housing and homelessness, as well as community benefits initiatives. Pedro holds a Bachelor of Arts from York University and a Masters of Social Work from the University of Toronto.

Joe Berridge is an urban planner and city builder who has had an integral role in the development of complex urban planning and regeneration projects in Canada, the U.S., the U.K., Europe and Asia. He has been strategic advisor for the development of the city centres of Manchester, Belfast and Cardiff and for the waterfronts of Toronto, Singapore, Sydney, Cork, London and Governors Island in New York City. He has prepared campus master plans for the University of Manchester and Waterloo, Queen's and Western in Canada and is now planning the new hub for Toronto Pearson International Airport. His book *Perfect City* was recently published by SutherlandHouse.

Drew Fagan is a professor at the Munk School of Global Affairs and Public Policy. Prior to joining the University of Toronto and establishing his own consulting company, he spent 12 years in leadership positions with the governments of Ontario and Canada. With the Government of Ontario, he was Deputy Minister of Infrastructure and Deputy Minister of Tourism, Culture and Sport with responsibility for the 2015 Pan/Parapan American Games. Drew joined the Ontario Public Service in 2009 from Ottawa, where he was Assistant Deputy Minister for strategic policy and planning at the Department of Foreign Affairs and International Trade (now Global Affairs Canada).

Before becoming a public servant in 2004, Drew worked at The Globe and Mail, where he was parliamentary bureau chief, editorial page editor and columnist, foreign editor, associate editor of Report on Business and Washington correspondent.

Steven Farber is a transportation geographer and spatial analyst. His research investigates the social and economic outcomes of transportation and land-use decision making in urban areas. He is working on projects related to the distributional aspects of transit accessibility, personal mobility, and participation in the activities of daily life.

He has authored more than 50 peer-reviewed journal articles and book chapters, is on the editorial board of multiple international geography and transportation journals, and chairs the Social and Economic Factors Committee at the Transportation Research Board, one of the US National Academies of Science.

Debbie Gillespie has recently retired and works as a consultant specializing in built environment and transit. She recently facilitated the rollout of Unified English Braille across Canada. In her advocacy role, she works with City staff to improve access to goods and services, and with local transit agencies to enhance way-finding strategies, and provide recommendations on usability. Debbie is former chair of the TTC Advisory Committee on Accessible Transit.

Shirley Hoy has had a lengthy public service career including serving as Toronto's City Manager from 2001 to 2008 and working as an Assistant Deputy Minister in three Ontario ministries. She held various policy and planning-related positions in the former Metro Toronto government, including with the Department of Community Services, as General Manager of the Corporate Secretary at Exhibition Place and as Executive Director in the Metro Chairman's office. Ms. Hoy also served as Commissioner of Community and Neighbourhood Services, where she provided leadership on many major services ranging from social assistance, homes for the aged, housing and support, public health, and parks and recreation. Following her term as Toronto City Manager, she served 5 years as the CEO of the Toronto Lands Corporation.

Andy Manahan is the executive director of the Residential and Civil Construction Alliance of Ontario. RCCAO was formed in 2005 as a coalition of contractor

associations and construction unions to speak with a stronger voice and offer solutions to government on infrastructure investment. It has commissioned almost 50 independent research reports and produced 10 videos on topics that have covered funding and governance structures to better deliver transit, roads, bridges, and water and sewer systems. Mr. Manahan is also on the advisory board of the University of Toronto's Transportation Research Institute. He also served on the 13-citizen Transit Investment Strategy Advisory Panel which presented its recommendations to the Province in 2013.

Joe Pennachetti has more than 35 years of municipal financial management experience and was Toronto's City Manager from 2008 to 2015. He is currently a senior fellow at the Institute of Municipal Finance and Governance, a Director of OMERS sponsors corporation, Chair of the Ontario Clean Water Agency Board of Directors, and the Executive Advisor, Global City Strategy for the World Council on City Data. Joe previously served as Deputy City Manager and Chief Financial Officer for the City of Toronto from 2002 to 2008. He was Treasurer and Commissioner of Finance for the Regional Municipality of Peel for seven years, from 1995 to 2002. From 1990 to 1995, he was Treasurer and Commissioner of Finance for the Regional Municipality of York.

Prior to that, he worked in the finance departments of the Regional Municipality of Durham and the City of Edmonton.

Bill Robson is President and CEO of the C.D. Howe Institute. He previously served as the Institute's Senior Vice President since 2003 and Director of Research since 2000. He has written more than 230 monographs, articles, chapters and books on such subjects as government budgets, pensions, healthcare financing, inflation and currency issues. His work has won awards from the Policy Research Secretariat, the Canadian Economics Association, and the Donner Canadian Foundation. He is a Senior Fellow at Massey College and holds an ICD.D designation from the Institute of Corporate Directors. He is a member of the Panel of Senior Advisors to the Auditor General of Ontario and the Ifo World Economic Survey expert group, and a regular commentator on BNN/Bloomberg. Bill taught public finance and public policy at the University of Toronto from 2000 to 2003, and currently teaches a Master's level course in public finance at the University of Toronto's Munk School of Global Affairs and Public Policy.

Shoshanna Saxe is an Assistant Professor in the Department of Civil & Mineral Engineering at the University of Toronto. Prof. Saxe investigates the relationship between the infrastructure we build and the society we create, with a particular focus on environmental sustainability. Recent research includes life cycle thinking for transportation infrastructure and examining the timelines of transportation infrastructure delivery. Prof. Saxe received her Master of Science in Civil and Environmental Engineering from MIT (2009) and her PhD from the University of Cambridge in Engineering - Jesus College (2016). Previously, she worked on the design and construction of transport infrastructure in Toronto, including four new subway stations.

Prof. Saxe is an alumna of Action Canada, a member of the Transportation Research Board's standing committee on Transportation and Sustainability, sits on Waterfront Toronto's Capital Peer Review Panel, and was recently recognized by Clean 50 as one of Canada's emerging environmental leaders.

Matti Siemiatycki is Associate Professor in the Department of Geography & Planning, Canada Research Chair in Infrastructure Planning and Finance, and Interim Director of the School of Cities. His research focuses on delivering large-scale infrastructure projects, public-private partnerships, and the effective integration of infrastructure into the fabric of cities. Professor Siemiatycki was a faculty leader of StudentMoveTO, a joint initiative between the University of Toronto, York, Ryerson and OCADU that successfully developed a model for inter-university research collaboration and mobilization on city-building issues. He has undertaken studies on major cities in Canada and around the world including Vancouver, London, Los Angeles, Sydney, Bilbao, and Delhi.

Hana Syed is the Co-Founder of the internationally recognized non-profit organization Global Youth Impact (GYI) – a platform that empowers youth to be leaders and changemakers locally and globally. She is a motivational speaker, singer/song-writer, community organizer, and advocate. Hana is a featured TEDx speaker and is regularly invited to share her expertise, deliver speeches, and host workshops for schools, community initiatives, various levels of government, international conferences, and news media. Alongside her siblings, she writes and performs music as DEYSofficial.

Notably, their music is featured with the United Nations Music Against Child Labour Initiative. Their song "Champions" garnered attention for the 2015 Pan Am and Parapan Am Games hosted in Toronto. Hana has been a Youth Ambassador for the City since childhood. She continues to advise and advocate for the City's best interests through research, public consultations, and deputations, specializing in transit, housing, mental health and youth engagement.

Patricia Wood is Professor of Geography and co-founder of the City Institute at York University. She does research on democracy, governance and political practice, particularly as they concern issues of mobility and belonging. She writes a column for Spacing.com on urban transit and transportation issues, and is a co-author of CodeRedTO's recent transit report, "Mixed Signals: Toronto Transit in a North American Context."

PROVINCIAL ENGAGEMENT/CONSULTATION: PRIORITY SUBWAY PROJECTS

October 2019

Purpose:

To provide a high-level overview of the approach to engagement/consultation that the Province of Ontario intends to deploy for the priority projects included in Ontario's "New Subway Transit Plan for the Greater Toronto and Hamilton Area (GTHA)" (i.e., the Ontario Line, the three-stop Scarborough Subway Extension, the Yonge North Subway Extension and the Eglinton Crosstown West Extension).

Note: The province and its agencies – namely, Metrolinx and Infrastructure Ontario – continue to develop and refine detailed public/stakeholder engagement plans comprising activities that reflect the principles and general methods outlined below.

Background & Context:

In February 2019, the Province of Ontario, the City of Toronto and the Toronto Transit Commission (TTC) agreed to a "Realignment of Transit Responsibilities Review Terms of Reference" (ToR), which is governing the Ontario-Toronto engagement process to "*pursue alternative approaches to the planning, funding, decision-making and delivery of transit in Toronto.*"

Through the ToR, the parties, "*... acknowledge that meaningful public consultation is a required input to effective decision-making*", and further commit that "*... during the process, the parties will conduct consultation with the public, including other key stakeholders.*"

The *Getting Ontario Moving Act, 2019* received Royal Assent on June 6, 2019. This legislation, through amendments to the *Metrolinx Act, 2006*, granted the province the ability to prescribe a rapid transit project as the "sole responsibility" of the province (through Metrolinx), and the ability to transfer – from the city to the province – assets related to that prescribed project.

A regulation issued under these new legislative provisions (i.e., O. Reg 248/19) was filed on July 23, 2019. This regulation prescribes three priority subway projects – that is, the Relief Line/Ontario Line, the Scarborough Subway Extension and the Yonge North Subway Extension – as the "sole responsibility" of Metrolinx. The province has also committed to deliver the Eglinton Crosstown West Extension as part of Ontario's "New Subway Transit Plan for the GTHA."

Provincial Commitment to Public Engagement/Consultation:

(i) Principles-Based Approach

With the above-noted priority subway projects under provincial responsibility, the province has reaffirmed both its commitment to engage the public/stakeholders on the projects, and its commitment, through the ToR, to continue working with the city and the TTC in the spirit of collaboration and partnership.

PROVINCIAL ENGAGEMENT/CONSULTATION: PRIORITY SUBWAY PROJECTS

October 2019

As these projects are delivered using the public-private partnership (P3) model (please see below for additional information), the province intends to pursue public engagement activities that reflect, where possible, principles that are similar to those identified by the city in its consultation plan for the (former) Relief Line project. For reference, these principles are: inclusiveness, timeliness, transparency, balance, flexibility and traceability.

(ii) Role of Metrolinx

As part of its leadership role in implementing the priority subway projects, Metrolinx will lead engagement of the public, communities and other stakeholders, while working closely with Infrastructure Ontario, the city, the TTC and other partners.

Metrolinx has a dedicated team of Community Relations experts, who have extensive and recent engagement experience on the Eglinton Crosstown Light Rail Transit (LRT) project, GO expansion projects and other LRT/rapid transit projects being built throughout the region. Moreover, Metrolinx will continue to develop detailed consultation plans and activities – working with its partners – as the respective alignments and delivery models are determined for the priority subway projects.

In addition, Metrolinx continues to review the existing project-based consultation plans designed by the city and the TTC. In doing so, Metrolinx's objective is to leverage and build upon, to the degree possible, the previous work undertaken, in order to finalize a set of engagement plans specifically tailored to the priority subway projects.

Key Questions – Engagement/Consultation Approach:

(i) What is the “P3 model,” and what does it mean for public consultation?

Under the public-private partnership (“P3”) model for project delivery, the public sector establishes the scope and purpose of the project, while the design and construction work are financed and carried out by the private sector. The P3 model has allowed the province to deliver more infrastructure projects sooner and to maximize private sector innovation in design and construction. Infrastructure Ontario's P3 model has a proven track record of successfully delivering large, complex infrastructure projects on time and on budget.

Under more traditional project delivery models, such as Design-Bid-Build (i.e., the conventional TTC delivery model), designs and specifications are typically developed by the project owner, which then tenders the construction to a private sector contractor.

As a result of the distinctions in these project delivery methods, public engagement/consultation activities generally function differently under P3 projects than under Design-Bid-Build projects, as design decisions are made at different points in the process. Through the P3 model, the province seeks market innovations, which are

PROVINCIAL ENGAGEMENT/CONSULTATION: PRIORITY SUBWAY PROJECTS

October 2019

expected to continue even after a consortium is brought on-board to deliver a project.

As the province deploys the P3 model for the priority subway projects, the communities that these projects will serve will have opportunities for meaningful input throughout the delivery cycle. Over the coming months, Metrolinx and Infrastructure Ontario will continue to gather input from the city and the TTC to develop detailed engagement/consultation plans for each of these projects.

(ii) At what points in the project delivery process will communities be engaged?

The province, through Metrolinx and Infrastructure Ontario, is committed to public, community and stakeholder engagement as it works with the City of Toronto, the TTC, the Regional Municipality of York and the York Region Rapid Transit Corporation to build a modern, integrated transit system.

Opportunities for meaningful consultation/engagement will arise at several points throughout the project delivery process. In general, these may include (but will not be limited to):

- Project Planning & Development: The project is introduced to the community, and initial feedback is sought. Metrolinx works with residents to establish why the project is needed and to outline the proposed delivery approach.
- Environmental Considerations: Under the *Environmental Assessment Act's* Transit Project Assessment Process (TPAP), the project is subject to a defined process to ensure that consultation occurs and to incorporate environmental factors into decision making. Environmental approvals and authorizations are also put in place to ensure the environment is protected.
- Design & Procurement: Metrolinx works with the communities to: inform them of the details of the project; address design concerns; and, build momentum for delivery.
- Construction: The focus of this stage of the process is to: minimize impacts to residents and local businesses; keep the community informed during construction; and, manage/respond to issues as they arise.
- Operations: Once the project is in service, communications will continue to: identify new and recurring issues; and, ensure that the public and communities are aware of these issues, and how they are being managed.

(iii) How will communities be consulted?

Metrolinx will continue to develop detailed consultation plans and activities – working with its partners – as the respective alignments and delivery models are determined for the priority subway projects.

PROVINCIAL ENGAGEMENT/CONSULTATION: PRIORITY SUBWAY PROJECTS

October 2019

The engagement methods that Metrolinx has applied successfully for the Eglinton Crosstown LRT project – and that it may employ again in the future – include (but are not limited to):

- Open houses;
- Regular meetings with local Business Improvement Areas, elected officials and residents' associations;
- Newsletters;
- Online consultations and surveys;
- Social media engagement and dedicated websites;
- Appearances at special events (e.g., food festivals, concerts, etc.), and,
- Direct engagement with property owners, as needed.