

MANAGEMENT REPORT TO METROLINX

Report Title:	White Papers 1 & 2				
Report Number:	P&P 08-010	Date to Board:	April 25, 2008	Date to Committee:	N/A
Report To:	<input checked="" type="checkbox"/> BOARD	<input type="checkbox"/> ADVISORY COMMITTEE <input type="checkbox"/> AUDIT COMMITTEE <input type="checkbox"/> GOVERNANCE COMMITTEE <input type="checkbox"/> HUMAN RESOURCES COMMITTEE <input type="checkbox"/> TECHNICAL ADVISORY GROUP <input type="checkbox"/> OTHER:			
Report Referred From:	N/A				
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Item Class:	IN CAMERA	<input type="checkbox"/>	DECISION	<input checked="" type="checkbox"/>	INFORMATION <input checked="" type="checkbox"/>

1.0 RECOMMENDATION:

RESOLVED:

THAT the Board approve White Paper 1 for the Regional Transportation Plan titled **Vision, Goals and Objectives** (attached as Appendix “A” to Board report P&P 08-010) and white Paper 2 titled **Preliminary Directions and Concepts** (attached as appendix “B” to Board report P&P 08-010) subject to minor housekeeping changes and final formatting of content and document design.

THAT the Board direct staff to release the White Papers for public comment consistent with the Consultation Plan outlined in Board report COM 08-001 and approved on March 28, 2008.

THAT the Board receive the summary booklet **Sustainable Transportation: An Overview** and direct staff to make the booklet available to the public as an informational piece.

2.0 PURPOSE & EXECUTIVE SUMMARY:

The two White Papers build upon the foundation established by the seven Green Papers released by Metrolinx between December 2007 and March 2008. The Green Papers had set out the “state of affairs” of the GTHA’s transportation system and included initial explorations of possible programs, policies and infrastructure investments. The White Papers constitute an intermediate step between the Green Papers and the Draft Regional Transportation Plan. They are intended to provide an opportunity for Metrolinx to solicit and gather input from a variety of stakeholders on preliminary directions and test concepts modelled before the Draft RTP is proposed.

White Papers 1 and 2 should be considered together. In addition, a summary booklet that brings together elements from the seven Green Papers in one succinct communications document has been developed.

The White Papers will be used to solicit and gather further feedback for the development of the Draft RTP to be presented to the Board in June 2008.

3.0 BACKGROUND:

WHITE PAPERS WITHIN THE RTP DEVELOPMENT PROCESS

At its meeting of July 27, 2007, the Board approved a work plan for the development of the RTP, which includes the release of a series of Green Papers that would begin a public consultation dialogue. A summary of comments from the public is provided in Appendix A. The Green Papers are now followed by White Papers as part of an iterative development process towards the final RTP.

Both White Papers were prepared with input from the Advisory Committee, key stakeholders—including NGOs, municipalities and provincial ministries—and members of the public.

4.0 DISCUSSION:

WHITE PAPER 1 - VISION, GOALS AND OBJECTIVES

At its March 28, 2008 meeting, the Board directed staff to “integrate the Regional Transportation Plan draft vision, goals and objectives as Appendix A to Report P&P 08-008 into the White Papers to be presented to the Board for approval on April 25, 2008 subject to minor housekeeping changes and final formatting of content and document design”. The vision, goals and objectives that are contained in that report have been integrated into White Paper 1.

The vision, goals, objectives and possible indicators contained in White Paper 1 provide direction to the development of the overall RTP. They enable the preliminary directions and test concept analyses in White Paper 2 to be framed in the context of the vision. The goals and objectives go beyond traditional measures of transportation systems to reflect a broad set of social, economic and environment policy objectives.

Over the longer term, the vision, goals and objectives will assist decision-making in the day-to-day planning, coordination and implementation of the transportation system to benefit the region's long term quality of life, prosperity and healthy environment, even as circumstances change from those envisaged in the Plan.

WHITE PAPER 2 – PRELIMINARY DIRECTIONS AND CONCEPTS

White Paper 2 follows from the seven Green Papers. It recognizes that a successful plan for a future transportation system is a combination of two key elements: (i) transformational policy programs and tools, and (ii) well-integrated and functional infrastructure. Together they can create a bold, transformational transportation system. These pieces must work together to provide an improved experience in the transportation system, encourage a significant change in travel behaviour, and deliver a robust and convenient transportation network.

The Preliminary Directions proposed create an environment that facilitates a major shift in attitudes and choices related to mobility in the GTHA:

- A system of complete mobility through improved road and transit connectivity, strong transportation demand management, heightened attention to active transportation and seamless inter-regional and local service connections.
- A system of mobility hubs that advance land use and transit service connectivity and create a strong sense of place.
- Excellent customer service.
- Sustainable funding.
- Innovation through ongoing research.

White Paper 2 also analyzes four test concepts of infrastructure improvements. These concepts support the Growth Plan objectives and are based on MoveOntario 2020, local official plans and transportation plans. The four test concepts described below illustrate how various components of the transportation system respond.

1. **Business As Usual** – The current transportation structure and committed transportation projects.
2. **Linear** – Move Ontario 2020 projects with some additions and enhancements to improve inter-regional connectivity.
3. **Radial** – Includes elements of the “As Planned” concepts, plus strengthens several major radial corridors from Union Station with lines providing very high levels of rail service.
4. **Web** – Includes “As Planned” and “Radial” routes strengthened with additional east-west regional express rail connectivity.

Each concept is evaluated and described against the key goals and objectives identified in White Paper 1. The model used to test the concepts assumes the forecasts laid out in the Provincial Growth Plan, incorporates current and planned municipal road networks, increases marginal auto operating cost by 100%, increases parking costs, assumes stable transit fares, and increases headway times and operating speeds for transit. The model has certain limitations in so far as it does not alter existing observed individual behaviors and perceptions of travel, assumes that individual modal biases remain unchanged, operates at a regional scale (based on 3,000 traffic zones) and of course, is subject to basic modelling error, as is true of all models.

Preliminary findings based on the infrastructure test concepts include the following:

- Projected average proportions of transit and active transportation trips across the GTHA will increase from the current 26 per cent to 32 per cent for test concept A, 36 per cent for test concept B, and 39.5 per cent for test concept C.
- The per cent of people, on average in the region, who live within walking distance of a rapid transit line will increase from 11 per cent in 2006 to 25 per cent under concept A, 30 per cent under concept B, and 32 per cent under concept C.
- Energy consumption for transportation will decrease as each test concept increases investment in transit infrastructure, maintaining high levels of mobility in an energy-efficient manner. Under the BAU scenario energy consumption will increase 23 per cent. Test concept A yields energy consumption increases of 22 per cent, test concept B gives 18 per cent, and test concept C will result in energy consumption of 15 per cent over current levels.
- Congestion costs to passenger cars and commercial vehicles are estimated to increase in the future from the current estimate of \$2.2 billion per year. The BAU scenario will result in costs of \$4.2 billion per year, whereas test concept A will result in \$3.1 billion per year, test concept B will result in \$2.7 billion per year, and test concept C will result in \$2.5 billion per year.

- Annual capital investments over the next 25 years are projected to be between \$2.4B and \$3.6B amongst the three test concepts, well beyond the business-as-usual estimates of \$0.8B annually.

These preliminary results will be further assessed and analyzed, along with public input, for the development of an optimal draft concept to be analysed and developed for the draft RTP.

SUMMARY BOOKLET

The Summary Booklet is a short, reader-friendly synopsis of the key elements of the Green Papers. This document will help readers understand the context and issues that the White Papers are trying to address.

NEXT STEPS

Following approval of the White Papers, Metrolinx staff will:

- post the White Papers on the Metrolinx online consultation portal,
- post information notices regarding the white papers on the Ontario Environmental Registry,
- solicit and gather further feedback from the advisory committee, municipalities, provincial ministries and other stakeholders, including members of the public as per the consultation plan presented to the Board for approval as Report COM 08-001 and
- integrate the content of the White Papers—with input received—into the draft Regional Transportation Plan.

5.0 FINANCIAL MATTERS:

N/A

6.0 HUMAN RESOURCES MATTERS:

N/A

7.0 ENVIRONMENTAL MATTERS:

N/A

8.0 COMMUNICATION MATTERS:

The White Paper will be submitted for stakeholder and public consultation as per the Consultation Plan presented to the Board for approval as Report COM 08-001.

9.0 LEGAL MATTERS:

N/A

10.0 CONCLUSION:

The White Papers constitute a further step in the development of the RTP. By introducing a preliminary list of key policies and programs, as well as evaluating transportation network test concepts, they will allow stakeholders to express preferences and provide important input that will help Metrolinx prepare the Draft RTP that will be presented to the Board in June.

Respectfully submitted,

Approved for Submission to the Board



Leslie Woo, General Manager
Transportation Policy & Planning



W. Michael Fenn, CEO

Appendices:

Appendix A: White Paper 1: Vision, Goals and Objectives
Appendix B: White Paper 2: Preliminary Directions and Concepts
Appendix C: Sustainable Transportation: An Overview
Appendix D: Overview of Comments Received on Green Papers

**Staff & Others
Consulted:**

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Special Instructions:

N/A
