



# INFORMATION REPORT

<b>TO:</b> Mayor and Members General Issues Committee	<b>WARD(S) AFFECTED:</b> CITY WIDE
<b>COMMITTEE DATE:</b> September 18, 2013	
<b>SUBJECT/REPORT NO:</b> Metrolinx Investment Strategy Update (FCS13002(a)) (City Wide)	
<b>SUBMITTED BY:</b> Mike Zegarac Acting General Manager Finance & Corporate Services	<b>PREPARED BY:</b> Carla Ippolito(905) 546-2424 ext. 2448
<b>SIGNATURE:</b>	

## Council Direction:

At the City Council meeting on May 8, 2013, Council directed staff to prepare comments for submission to Metrolinx and the Minister of Finance on the specific regional funding tool proposals to clearly convey the City's concerns, including debt allocation.

## Information:

This information report is provided to inform Council of the final May 27, 2013, Metrolinx Investment Strategy Report (IS) and the upcoming working groups being established by Metrolinx.

The IS report includes 24 recommendations with 4 recommended funding tools. This report was presented to the Metrolinx Board of Directors and the Province. As directed, staff will be reporting back to Council on City concerns relating to the 4 recommended funding tools pending any further recommendations as a result of the upcoming working groups.

The Minister of Transportation stated that the recommendations in the Metrolinx Investment Strategy would be a valuable factor in its government's decision-making process. The Province will be evaluating the recommended funding tools and conducting its own analysis and due diligence.

The Province will also establish an “Advisory Panel” to help lead the engagement process with the citizens of Ontario, municipalities, stakeholders and communities. Timelines have not yet been finalized, however, we should anticipate a 4 - 6 month work plan with some updates to be provided in the November 2013 Fall Economic Statement.

Many of the IS recommendations require collaboration between Metrolinx, the Province and partnering municipalities. While the Province continues with its review and due diligence of the IS report, Metrolinx is establishing a series of Metrolinx-Municipal Staff-Level Working Groups which will move forward on nine of the recommendations. City of Hamilton staff will be participating in these Working Groups and will require up to nine staff members. Staff time commitments are estimated at 1 – 3 days a month. The Working Groups are currently being established and they will report to the Greater Toronto and Hamilton Area (GTHA) Municipal CAO Forum, on a quarterly basis, during 2013–2014.

There will be nine working groups addressing each of the following recommendations:

**Recommendation #5: Public Reporting on Project Delivery** - enhance the public engagement process to model best practices, in order to provide robust, transparent public reporting on the delivery of projects.

**Recommendation #10: Land Value Capture** - develop a land value capture strategy and identify revenue-maximization opportunities for the Next Wave of Projects.

**Recommendation #11: Design Excellence and Use of Public Land** - to use the Next Wave of Projects to increase the quality of the urban environment through design excellence and transit-oriented development.

**Recommendation #12: Public Infrastructure Coordination** - A public infrastructure investment co-ordination plan is required. All public agencies should give consideration to planning public infrastructure and facilities for locations that support the land use, transit and transportation policies of the Growth Plan for the Greater Golden Horseshoe and The Big Move.

**Recommendation #15: Transportation Performance Reporting** - work with local transit authorities in the GTHA to build and improve upon a common approach to reporting on performance, so that information can be consolidated for the region as a whole and benchmarked with other systems.

**Recommendation #16: Service and Fare Integration** – work with local transit authorities to improve the level of service integration across the GTHA, in order to enhance customer experience. A GTHA Regional Service Integration Plan should be developed with measurable deliverables, for completion in 2014 and implementation plan to follow.

A GTHA Regional Fare Integration Plan should be initiated in 2014, identifying short and long term strategies.

Recommendation #17: GTHA Customer Service Standard – work together with local transit authorities to share best practices on continuous improvements to customer service. All transit authorities should develop a passenger charter and report publicly on progress and performance.

Recommendation #19: Transportation Trust Fund Allocation (25%) - Eligibility, selection and allocation criteria for the trust fund distribution.

Recommendation #20: Design and Implementation Plan for Business Parking Levy and Development Charge Increase.

## **Background**

Metrolinx was created by the Government of Ontario to develop and implement transportation plans for the Greater Toronto and Hamilton Area (GTHA). In November 2008, the Metrolinx Board of Directors adopted a Regional Transportation Plan (RTP) – The Big Move: Transforming Transportation in the GTHA. The RTP provides a strategic, long-term vision for a co-ordinated transportation system. It reaches 25 years into the future and guides decision-making on future infrastructure investments.

The estimated cost is \$50 billion with the first wave of projects worth approximately \$16 billion. These projects are currently underway and funding for these projects are primarily coming from existing monies from both the Province and the Federal Government. Refer to Appendix A to report FCS13002(a) for details on the projects and funding contributions.

Metrolinx was mandated by the *Metrolinx Act* to complete an Investment Strategy in order to fund the remaining projects.

## **Next Wave of Projects**

The “Next Wave of Projects” will cost an ongoing \$2 billion a year, which includes the capital cost of constructing the projects (\$34 billion), construction financing and debt repayment, depreciation and operating and maintenance costs.

The Next Wave of Projects include:

- Subway Extension:                   - Relief Line, Yonge North Subway Extension
  
- New Rapid Transit:               - Brampton Queen Street Rapid Transit  
  - Dundas Street Bus Rapid Transit

- Durham-Scarborough Bus Rapid Transit
- Hamilton Light Rail Transit
- Hurontario-Main Light Rail Transit

GO /UP Enhancement:

- GO Rail Expansion
- GO Lakeshore Express Rail Service (Phase 1)
- Electrification of GO Kitchener line and Union Pearson Express

Local:

- Local Transit
- Roads and Highways
- Active transportation and integration

### **Metrolinx Recommended Investment Tools**

Metrolinx reviewed 25 potential investment tools. Four key principles were used to guide the decision-making process:

1. The Dedication of Revenues to Specific Outcomes: At all times, the public should be able to see exactly what they are paying for and have an assurance that funds are not diverted to other priorities.
2. Fairness: The costs and benefits of the Investment Strategy should be distributed fairly across all population groups in all parts of the GTHA. Tools should be selected so that no one group pays too much or benefits too little.
3. Equity Across the Region: All parts of the region should benefit from the investment in transit and transportation infrastructure. No community should be left behind.
4. Accountability and Transparency: when implementing the Investment Strategy, tools and project delivery progress should be visible and the results publicly reported, on a regular basis, including how funds are being collected, managed and spent.

Based on these principles, the following investment tools were recommended to the Metrolinx Board of Directors on May 27, 2013: (Identified in Appendix B to report FCS13002(a) - Executive Summary - Metrolinx Report - Investing in Our Region, Investing in Our Future, Recommendation #20)

1. One Percentage Point (1%) increase to the Harmonized Sales Tax (HST)  
- generating \$1.3 billion annually

One percentage point increase to existing HST applied to all goods and services in the GTHA, would generate \$1.3 billion annually.

Due to the administration and collection of the HST, at both the Federal and Provincial level, the Province may decide to implement this investment tool on a province-wide basis. The revenue collected in the GTHA would be directed to the Region, with revenues outside of the GTHA being available for priorities in other parts of Ontario.

A “Mobility Tax Credit” is also recommended to ensure the proposed HST increase does not negatively impact those with lower incomes. The cost of this credit (approximately \$105 million) would be paid by the revenue generated from the tax increase.

2. \$0.05/L Fuel and Gasoline Tax – generating \$330 million annually

A Fuel and Gasoline Tax of five cents per litre, in the GTHA, would generate approximately \$330 million annually. Drivers will clearly benefit from increased transit and transportation investments and therefore should make direct contributions to the improvements.

3. Business Parking Levy – generating \$350 million annually

A Business Parking Levy on all off-street non-residential parking spaces would generate about \$350 million annually. This parking levy would be variable, based on relative current value assessments. The average levy would be 25 cents, per day, per space.

4. Development Charges Amendments

This would include a development charge increase equivalent to a 15% increase in existing rates, along with amendments to the Development Charges Act, 1997.

The amendments would include:

- Removal of the 10% reduction and 10-year average historical service level cap on development charges levied for transit growth.
- Introduction of an “integrated transportation service” category that combines various transportation modes and determines charges based on new service improvement standards.
- Introduction of a new reporting standard for municipalities to demonstrate accountability and transparency for the revenues raised.

To support the expansion of the transit and transportation system, the investment tools recommended are intended to be in addition to existing funding provided by all orders of government.

### **Other Recommendations**

Metrolinx proposed 24 recommendations in total. The following is a summary:

1. To ensure continued progress in The Big Move, it is recommended that:
  - a) Metrolinx continue to pursue the completion of the First Wave of Projects;
  - b) Funds generated by the Investment Strategy should be spent on transit and transportation investments consistent with The Big Move;
  - c) Metrolinx continues to work with the Province, municipalities and other agencies on planning, designing, building and operating the regional rapid transit projects outlined in the Next Wave;
  - d) Metrolinx continues to work with the Province and municipalities on finalizing the scope and phasing of the Next Wave of Projects and report back to the Metrolinx Board of Directors by June 2011;
  - e) Metrolinx continues working with communities, local and regional organizations, to develop and implement strategies to provide community benefits (local jobs, training programs) for the areas impacted by the Next Wave of Projects.
2. Metrolinx to fully integrate the Investment Strategy recommendations, including the Next Wave of Projects into the regional transportation plan which is scheduled for review in 2014 and due for completion in 2016.
3. The Province should consider adjusting the composition of the Metrolinx Board of Directors to provide municipalities in the GTHA with the opportunity to nominate up to six citizen appointees.
4. A Greater Toronto and Hamilton Transportation Trust Fund be established and governed by a board of trustees for the management and distribution of the Investment Strategy funds. Refer to Recommendation 18 of report FCS13002(a) regarding allocation of funds.
5. Metrolinx to enhance its public engagement process to model best practices in order to provide robust, transparent public reporting on the delivery of projects. METROLINX- MUNICIPAL WORKING GROUP.
6. The Investment Strategy is to be reviewed periodically, at least every 10 years, to confirm its continued effectiveness.

7. The Investment Strategy be subject to a fundamental review and re-authorization, after 20 years, to ensure that future needs of the Region are considered and an updated report be submitted by Metrolinx to the Province and GTHA municipalities.
8. That the Federal Government give consideration to the adoption of a National Transit Strategy that would contribute up to one-third of the capital costs of the Next Wave transit and transportation infrastructure.
9. That the Minister of Transportation proceed with the development of a Transportation Planning Policy statement to encourage greater integration of land use policies with The Big Move.
10. Metrolinx to work with municipalities and the land development industry to develop a land value capture strategy for the Next Wave of Projects. METROLINX-MUNICIPAL WORKING GROUP.
11. Metrolinx to work with the Province, municipalities and their respective agencies, to use the Next Wave of Projects to increase the quality of the urban environment through design excellence and transit-oriented development. METROLINX-MUNICIPAL WORKING GROUP.
12. All public agencies should give consideration to planning public infrastructure and facilities for locations that support the land use, transit and transportation policies of the Growth Plan for the Greater Golden Horseshoe and The Big Move. METROLINX-MUNICIPAL WORKING GROUP.
13. All Next Wave projects with a construction value of more than \$50 million should be evaluated to determine whether Alternative Financing and Procurement is feasible, using Infrastructure Ontario, to ensure delivery that is on budget and on schedule.
14. Metrolinx, the Province and municipalities to build on, expand and enhance our collective capacity to undertake world-leading evidence-based project evaluation and selection processes for the delivery of regional rapid transit projects, as well as, other transit and transportation projects.
15. Metrolinx to work with transit authorities in the GTHA to build and improve upon a common approach to reporting on performance, so that information can be consolidated for the Region, as a whole, and benchmarked with other systems. METROLINX-MUNICIPAL WORKING GROUP.

16. Metrolinx and local transit authorities need to improve the level of service integration across the GTHA in order to enhance customer experience. A GTHA Regional Service Integration Plan should be developed with measurable deliverables, for completion in 2014, and an implementation plan to follow. A GTHA Regional Fare Integration Plan should be initiated in 2014, identifying short and long-term strategies. METROLINX-MUNICIPAL WORKING GROUP.
17. Metrolinx and local transit authorities to work together to share best practices on continuous improvements to customer service. All transit authorities should develop a passenger charter and report publicly on progress and performance. This kind of reporting should be a condition for the receipt of any funding through the Investment Strategy. METROLINX-MUNICIPAL WORKING GROUP.
18. The Transportation Trust Fund will be allocated as follows:
  - i. Approximately 75% to Next Wave capital construction and financing costs, maintenance costs and the Metrolinx share of on-going operating costs of the Next Wave of regional transit projects;
  - ii. Up to 25% for other key transit and transportation systems:
    - Municipal funding of up to 15%, to be matched by local contribution, for local transit, road and bridge improvements that are intended to increase transit ridership and the carrying capacity of roads and streets for all users.
    - Up to 5% for strategic investments in the provincial and municipal controlled access highway network to improve the mobility of people and goods.
    - Up to 5% for other transportation and mobility initiatives including walking and cycling infrastructure.

The allocation of funding, among these categories, should be reviewed regularly.

19. Metrolinx to work, in consultation with stakeholders, municipalities and the Province, to develop eligibility, selection and allocation criteria to guide the distribution of the funds referred to in Recommendation 18(ii) above METROLINX-MUNICIPAL WORKING GROUP.
20. To generate the targeted \$2 billion a year, annually, to complete the Next Wave of Projects, the following investment tools (as noted above) are to be implemented:
  - i. 1% increase added to the Harmonized Sales Tax (HST);
  - ii. 5 cents, per litre, regional fuel and gasoline tax;



- iii. A variance Business Parking Levy to be implemented on off-street non-residential parking spaces on the basis of relative market value. METROLINX-MUNICIPAL WORKING GROUP.
  - iv. A Development Charge increase, equivalent to 15% increase in existing rates, along with amendments to the Development Charges Act, 1997. METROLINX-MUNICIPAL WORKING GROUP.
21. The Province of Ontario to develop a Mobility Tax Credit, to be implemented on an income-tested basis.
22. Should the Province decide to implement an investment tool, on a province-wide basis, only revenue collected in the GTHA should be directed to the Region, with revenues outside of the GTHA being available for priorities in other parts of Ontario.
23. The Investment Tools to be implemented as soon as is practical. Surplus revenue, in any given year, is to be retained in the Transportation Trust Fund outlined in Recommendation 4 and used for future expenditures in subsequent years.
24. It is recommended that the investment tools outlined in Recommendation 20 be supplemented by tools to advance policy goals:
- i. High Occupancy Toll lanes, on regional highways, implemented by converting existing High Occupancy Vehicle Lanes, as well as, expanding the network of HOV/HOT lanes to other highway corridors;
  - ii. Pay-for-parking, at transit stations, with revenues dedicated to the improvement of services delivered in the relevant transit corridors and for local transit access improvements;
  - iii. Land Value Capture.

Additional information is provided in Appendix B to report FCS13002(a) - Executive Summary of the Metrolinx Investment Strategy – Investing in Our Region, Investing in Our Future.

**METROLINX - \$16 BILLION - CURRENT PROJECTS UNDERWAY**

	CONTRIBUTIONS - MILLIONS				
	FEDERAL	PROVINCIAL	MUNICIPAL	REGIONAL	TOTAL
<b>Toronto-York Spadina Subway Extension :</b> Description: 8.6 kms extension of the Yonge-Spadina subway line from Downsview subway station in Toronto to Vaughan Metropolitan Centre	\$697 Building Canada Fund (2007)	\$870	\$526 Toronto	\$352 York	\$2,445
<b>Union Pearson Express:</b> Description: 25 minute express rail service between Union Station to Toronto Pearson Airport	\$0	\$456	\$0	\$0	\$456
<b>York Region vivaNext Rapidways:</b> Description: 41 kms of rapid transit in York Region	\$85	\$1,230	\$0	\$85 York	\$1,400
<b>Eglinton Crosstown LRT:</b> Description: 19 kms of new light rail transit along Eglinton Avenue	\$0	\$4,900	\$0	\$0	\$4,900
<b>Mississauga BRT Project:</b> Description: 18 kms of two-lane, grade-separated road along Highway 403 from Winston Churchill Blvd to Renforth Drive	\$83 Canada Strategic Infra. Fund	\$113 Includes \$48M of GO Transit Investments	\$63 Mississauga	\$0	\$259
<b>Scarborough Rapid Transit Extension:</b> Description: Upgrade and extension of the Scarborough RT along Progress Avenue	\$0	\$1,800	\$0	\$0	\$1,800
<b>Finch West LRT:</b> Description: 11 kms of light rail transit along Finch Avenue	\$0	\$1,000	\$0	\$0	\$1,000
<b>Georgetown South Project:</b> Description: an additional 10 GO trains on the Kitchener Line and 140 shuttles will operate on the new Union Pearson Express.	\$55.3 Infra. Stimulus Fund = \$8.3 Canada Strategic Infra. Fund = \$47	\$1,145	\$0	\$0	\$1,200
<b>Sheppard East LRT:</b> Description: 13 kms of light rail transit along Sheppard Avenue from Don Mills subway station to east of Morningside Avenue	\$333	\$667	\$0	\$0	\$1,000
<b>Union Station - Train Shed Revitalization:</b> Description: train shed roof replaced with glass atrium, replacing the tracks, new stairs and elevators etc.	\$0	\$250 GO Transit Capital Infra. Fund	\$0	\$0	\$250
<b>TOTALS</b>	<b>\$1,253</b>	<b>\$12,431</b>	<b>\$589</b>	<b>\$437</b>	<b>\$14,710</b>
	FEDERAL	PROVINCIAL	MUNICIPAL	REGION	TOTAL

**INVESTING IN OUR REGION  
INVESTING IN OUR FUTURE**

# Executive Summary



# Executive Summary



Cover photo: The award-winning design of the new train shed roof at historic Union Station features a large glass atrium, providing daylight at platform level, and a visual connection from the station to the waterfront.



Glass panels are installed on Union Station's train shed roof.





GO Train passes over the Don Valley Parkway

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## THE TASK

“On or before June 1, 2013, the Corporation shall provide the Minister and the heads of the councils of the municipalities in the regional transportation area with a copy of the Corporation’s Investment Strategy, including proposals for revenue generation tools that may be used by the province or the municipalities to support the implementation of the transportation plan for the regional transportation area.”

– *Metrolinx Act*

# The Challenge & How To Meet It

The Greater Toronto and Hamilton Area (GTHA) is facing the consequences of its own success. As we have grown and prospered, our transit and transportation system has not kept pace. Like traffic in the GTHA, advances in our transportation network have largely been stuck in gridlock. The results of this are apparent:

- **Crowding on transit has worsened**, with daily struggles to keep up with demand.
- **Commutes have slowed**, with average round trip commute times of 82 minutes, longer than almost any other region in North America.
- **Greenhouse gas emissions have risen**, with the transportation sector seeing the largest growth in emissions among all major industry sectors since 1990.
- **The region's economy has suffered**, with congestion costing business and residents \$6 billion every year.

It's time to get our region moving again with an Investment Strategy dedicated to specific transit and transportation projects that will deliver a more prosperous future for our region.

## THE GREATER TORONTO AND HAMILTON AREA



Metrolinx's mandate area as defined by the *Metrolinx Act, 2006*





West Toronto Diamond grade separation under construction for GO Transit's Kitchener line and the UP Express.



## The Solution

We have a plan to fix our congestion problem. Across the region, we have developed a shared understanding of what needs to be done. The solution is called The Big Move, a 25-year integrated transit and transportation plan that was unanimously adopted in 2008 after a comprehensive public process. The plan would transform how we move around the region and how we create a healthier, more sustainable place to live, work and fulfill our human potential.

The transformation has already begun, with \$16 billion worth of transit expansion and improvements underway today – one of the largest transit construction programs in North America. But we can't afford to stop, because the pressures of growth and congestion are relentless.

The First Wave projects represent about the first one-third of The Big Move.

Examples include the extension of the Spadina subway north to the Vaughan Metropolitan Centre, the Union Pearson Express connecting Canada's two largest passenger hubs, the Eglinton Crosstown Light Rapid Transit (LRT) which will transport riders across the city 60 percent faster than current bus routes, the York Viva Rapidway along Highway 7 and Yonge Street in York Region, construction on over 200 projects across the GO system to provide significant service expansion on both the rail and bus lines, as well as the transformation of Union Station, and the deployment of the PRESTO integrated fare card system across the TTC by 2016, joining its use on GO Transit and the "905" transit agencies.

***"People are rearranging their lives to avoid traffic congestion."***

*-Durham resident, at regional round table*

## The Next Wave

Metrolinx has proposed \$34 billion – or about \$2 billion a year – in new transit and transportation projects that have the ability to continue to transform the region. This Investment Strategy is designed specifically to fund the Next Wave projects from The Big Move, including:

- **Subway Expansion** – the Relief Line to provide relief to the city's crowded subway system and the Yonge North Subway Extension to connect Toronto to the Richmond Hill/Langstaff Gateway urban growth centre.
- **Rapid Transit** – In Brampton, Queen Street Rapid Transit connecting downtown Brampton to York University and Vaughan Metropolitan Centre, Hamilton Light Rail Transit connecting downtown Hamilton with McMaster University, Hurontario-Main Light Rail Transit connecting Port Credit with Mississauga City Centre and downtown Brampton, Dundas Bus Rapid Transit connecting Burlington, through Oakville, Mississauga and into Toronto, and Durham-Scarborough Bus Rapid Transit connecting Oshawa, through Whitby, Ajax, Pickering and into Toronto.
- **GO Regional Rail** – GO Two-Way, All-Day Service on all rail corridors, GO Lakeshore Express Rail Service, including electrification, to increase service between Oshawa and Hamilton, and electrification of parts of the GO Kitchener Line and the Union Pearson Express, to again increase levels of service.
- **Other local and regional transit and transportation system improvements** – support for local roads and transit, area highways and other forms of transportation services.

Building this transportation system for the future is the challenge before us, to ensure that we can meet our needs as we continue to grow by over 100,000 people each and every year.

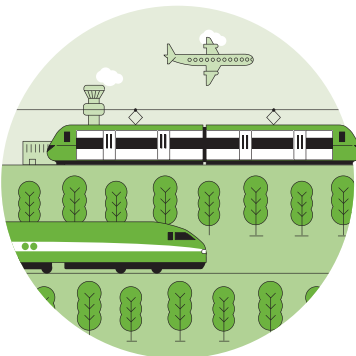
## NEXT WAVE PROJECTS



Relief Line  
Yonge North Subway Extension



Brampton Queen Street Rapid Transit  
Dundas Street Bus Rapid Transit  
Durham-Scarborough Bus Rapid Transit  
Hamilton Light Rail Transit  
Hurontario-Main Light Rail Transit



GO Rail Expansion  
GO Lakeshore Express Rail Service - Phase 1  
(including Electrification)  
Electrification of GO Kitchener line  
and Union Pearson Express



Local transit  
Roads and highways  
Active transportation & integration



Public Roundtable in North York

## Reaching Out, Listening In

Metrolinx spent the better part of the past 18 months listening to as many sources of input as possible. Over 100 meetings have been held, including 12 public roundtable sessions hosted by Metrolinx across the region. A Residents' Reference Panel worked over four weekends to develop their advice. Organizations like CivicAction, the Toronto Region Board of Trade and the Ontario Chamber of Commerce held meetings. A website – [bigmove.ca](http://bigmove.ca) – was launched and kiosks were distributed around the region. In short, a significant effort was made to engage with the public, stakeholders and municipalities.

*Panelists worked conscientiously to understand the implications of their proposals for users, taxpayers and other beneficiaries alike.*



Residents Reference Panel Participants



Assembly of tunnel boring machines for the Eglinton Crosstown LRT.



# The Investment Tools

The investment tools are part of an overall Investment Strategy that would ensure the necessary resources are available, to yield the maximum impact, based on a foundation of excellence in evidence-based planning, project selection, optimal use of existing resources, and accountability for results.

This Investment Strategy is designed to support a set of transit and transportation projects that comprise the Next Wave of The Big Move. The Investment Strategy is made up of four parts, with 24 accompanying recommendations:

1. Integrating Transportation Growth, and Land Use Planning.
2. Maximizing the Value of Public Infrastructure Investment.
3. Optimizing System and Network Efficiency.
4. Dedicating New Revenue Sources for Transit and Transportation.

Building trust and accountability is inherent in all four parts of this comprehensive strategy.

## Choosing The Right Tools

From our review, about 25 potential investment tools were identified. These are tools used around the world to support investment in transit and transportation. From places like Montreal, Vancouver, New York City, Chicago, Los Angeles, London and Paris. In other words, it is very common for the world's great cities to have dedicated investment tools, in addition to funding from government.

Metrolinx studied the issue thoroughly, and cast a wide net for input and advice from diverse sources.

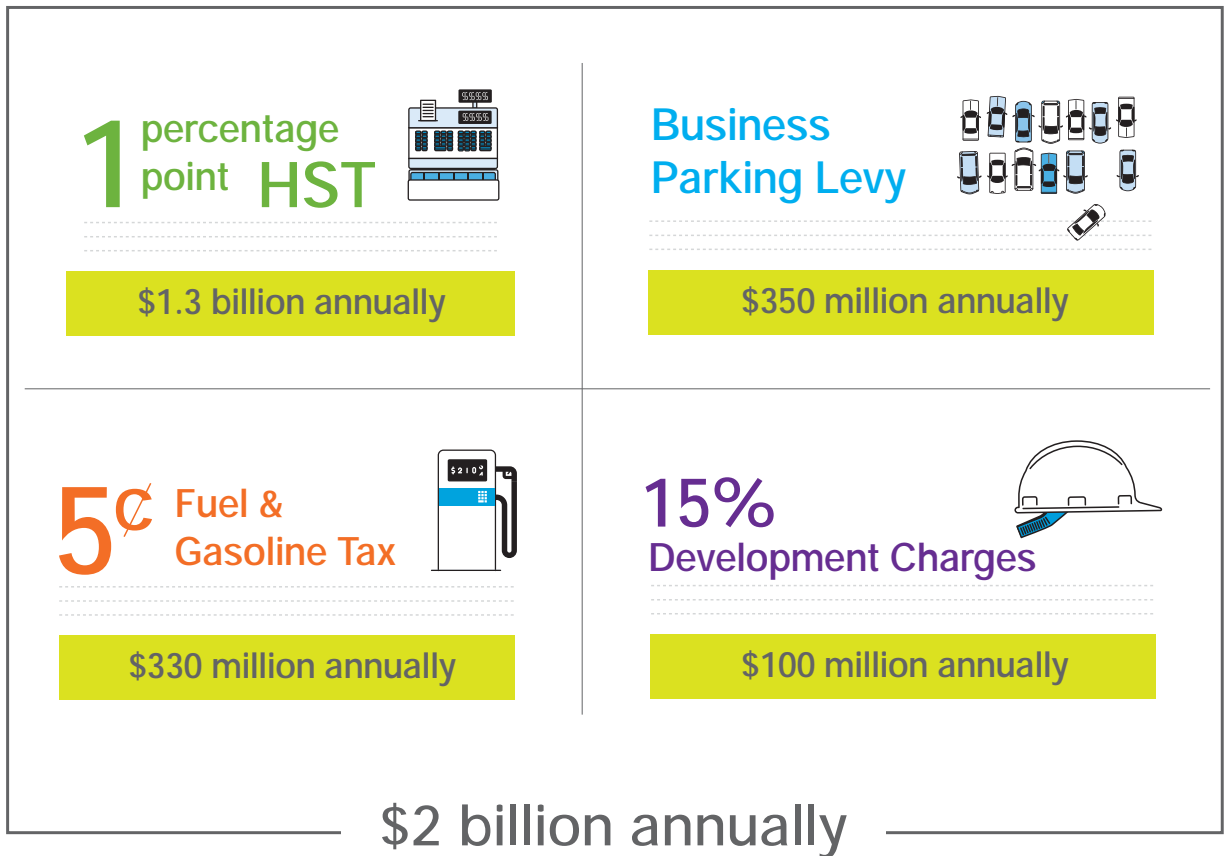
### Our Commitment to the Public: Four Key Principles

Four key principles were tested and endorsed by the public:

1. **THE DEDICATION OF REVENUES TO SPECIFIC OUTCOMES:** At all times the public should be able to see exactly what they are paying for and have an assurance that funds are not diverted to other priorities.
2. **FAIRNESS:** The costs and benefits of the Investment Strategy should be distributed fairly across all population groups in all parts of the GTHA. Tools should be selected so that no one group pays too much or benefits too little.
3. **EQUITY ACROSS THE REGION:** All parts of the region should benefit from the investment in transit and transportation infrastructure. No community should be left behind.
4. **ACCOUNTABILITY AND TRANSPARENCY:** When implementing the Investment Strategy, tools and project delivery progress should be visible and the results publicly reported on a regular basis, including how funds are being collected, managed and spent.

In addition, five selection criteria were used to ensure our recommendations would meet the needs of the community:

- Sustainability;
- Resilience and durability of the investment tool;
- Ease of implementation;
- Achievement of transportation objectives; and
- Impact on economic competitiveness and social equity.



\* Chart represents estimated annual revenue

Together, these four tools would provide the GTHA with a balanced funding package that ensures a direct connection between the people and businesses who use the infrastructure and the people and businesses who pay for it.

The majority of dedicated revenues – about \$1.3 billion annually – would be raised through a one percentage point increase to the Harmonized Sales Tax. A mobility tax credit is also recommended to help ensure the proposed HST increase does not disproportionately burden those with lower incomes. The cost of this credit – about \$105 million annually – would be paid by the revenue generated from the tax increase.

A regional Fuel and Gasoline Tax of five cents per litre would generate about \$330 million annually and ensure that road users, including cars and trucks, residents and businesses, contribute fairly. Drivers would be a clear beneficiary of increased transit and transportation investments, and should make direct contributions to the improvements.

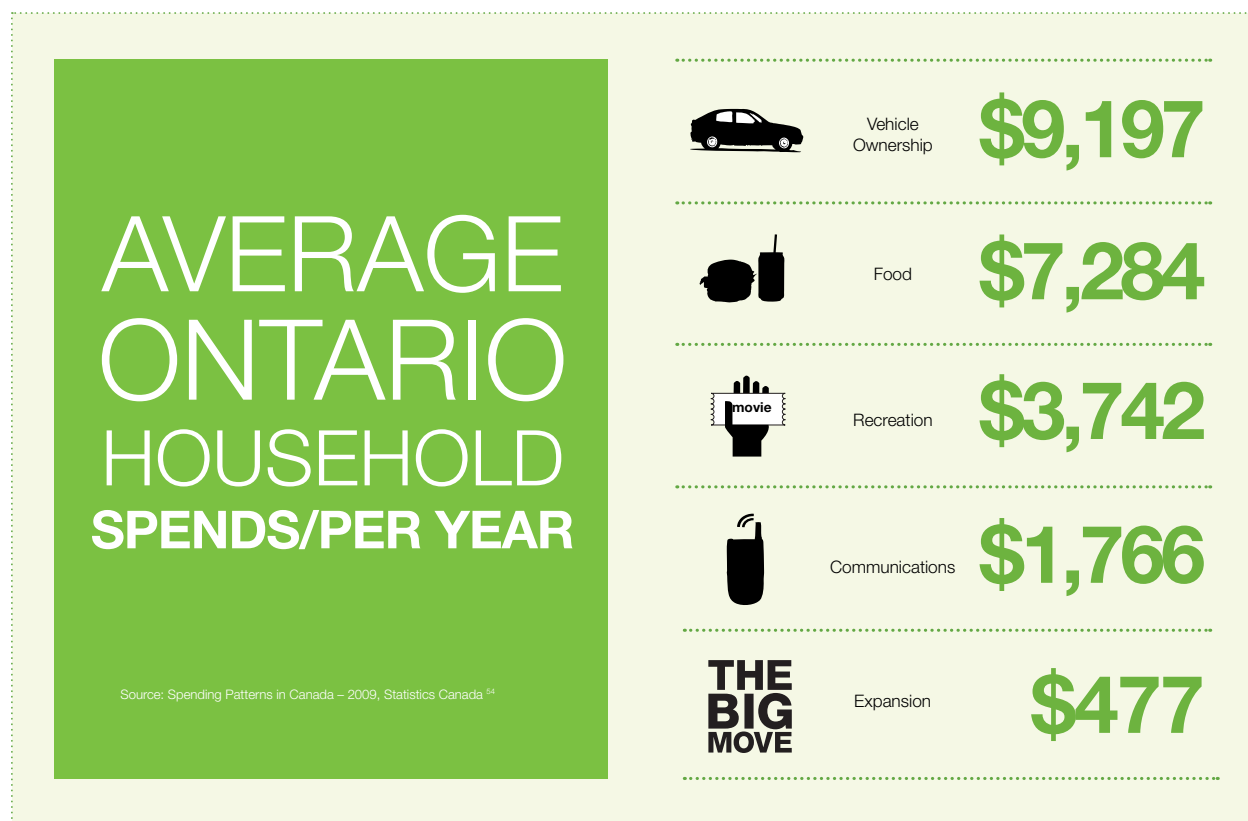
A Business Parking Levy on all off-street non-residential parking spaces would generate about \$350 million annually and provide a direct means for businesses across the region to contribute to the transit and transportation system. To ensure fairness across all parts of the GTHA, the parking levy would be variable, based on relative current value assessments. The average levy would be 25 cents per day per space, although the actual amounts would be based on relative assessed values.

Land development is a key beneficiary of improvements to our transit and transportation system. That's why about \$100 million should be contributed annually from Development Charges, resulting from some recommended amendments to the legislation on how these fees are applied to new growth and development.

The anticipated revenues from each of these investment tools reflect the core principles of fairness and equity:

- Given that we all benefit from an integrated, enhanced transit and transportation network, about 65 percent of the investment revenue would come from the proposed one percentage point dedicated Harmonized Sales Tax, the broadest of the recommended investment tools.
- Given that users of the transportation system would derive particular benefits, about 16 percent of the investment revenue would come from the proposed five cent per litre Fuel and Gasoline Tax, paid by both residents and businesses.
- Given that business would derive benefits in attracting and retaining employees, in moving and receiving goods and services more efficiently, and in developing property, about 22 percent of the total investment revenue would come from the proposed Business Parking Levy and Development Charges.

What does it all mean to people? Well, to the average household, we are talking about \$477 a year, or \$9.17 a week. But averages can be misleading. We need to think about this in terms of real people and families. For a senior citizen who does not drive a lot and takes transit regularly, it means about \$140 a year or \$2.70 a week. To a student who does not own a car but relies on transit, it means about \$117 a year or \$2.25 a week. For a family of five who have to drive a lot – about 40,000 kilometres a year – own two cars and do not use transit, the cost would be about \$977 a year or \$18.79 a week. But we have to place this in context. In the context of the cost of congestion right now – about \$1,600 for every family – and in the context of the economic and quality of life benefits we would enjoy by building the kind of transit and transportation system we need.







The UP Express's elevated guideway takes shape near the Toronto Pearson International Airport.



## Building Trust and Accountability

\$34 billion is a lot of money. And we need to build trust with the public, municipalities and stakeholders that it is going to be invested in the best projects to get transformative results. This means putting in place the highest levels of accountability and transparency as part of the Investment Strategy, including processes, procedures and institutions to ensure third-party and public review of ongoing performance. To this end, Metrolinx is recommending that a GTHA Transportation Trust Fund be established to oversee management and allocation of the funds.

Building transit and transportation infrastructure of this magnitude takes time – years, not months. Only with these investment tools “locked in” and dedicated can the people of the GTHA be assured that funding for transit and transportation would be shielded from the year-to-year pressures of overall government budgeting, when other funding needs may arise.

In addition, Metrolinx needs an even stronger partnership with municipalities, since they are responsible for land use planning and the local roads and transit systems. It is therefore being recommended that, collectively, municipalities nominate up to six citizen members to the Metrolinx Board of Directors, which would be increased in size to 18 members in total.

The accountability process would also include two mandated comprehensive reviews;

- A review of the Investment Strategy and its impact after 10 years; and
- A fundamental review and reauthorization after 20 years to ensure the Investment Strategy continues to meet the needs of the region.



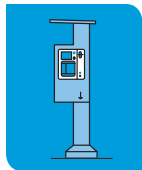
Employment created by transit investment generates significant revenue for the federal government

## Tools to Advance Policy Goals

In addition to the dedicated Harmonized Sales Tax, Fuel and Gasoline Tax, Business Parking Levy and Development Charges, additional policy and investment tools are recommended because of their positive policy benefits – such as improving the efficiency of the transportation network, or driving good outcomes in creating positive communities and urban form, encouraging transit ridership, and making the most of the infrastructure we have. These include:



**HIGH OCCUPANCY TOLL LANES:** Getting more efficiency out of the highway network is a key goal of the Investment Strategy, as well as providing the resources to expand the network of High Occupancy Vehicle lanes.



**PAY FOR PARKING AT TRANSIT STATIONS:** As we provide more and more parking at transit stations, and the cost of this dramatically increases due to the land, construction and maintenance costs of elevated parking garages, we need to think about pay-for-parking to help pay for the services that are being offered.



**LAND VALUE CAPTURE:** Rapid transit, particularly around stations, can generate increased land values. Working with municipalities and developers, Metrolinx should seek contributions from benefitting landowners, related to the increased land values they enjoy.

**PUBLIC PRIVATE PARTNERSHIPS:** Metrolinx is committed to efficient and effective delivery of all projects through open, competitive and transparent procurement processes. Another step that would be taken is to evaluate projects with a value of over \$50 million, to determine whether alternative delivery models, such as public private partnerships, could deliver the greatest value for the taxpayer dollar.

**TRANSPORTATION PLANNING POLICY STATEMENT:** Section 31.1 of the Metrolinx Act states that the Ontario Minister of Transportation may issue a policy statement on matters related to transportation planning in the region. A policy statement could support increased integration between land use, growth and transportation policies.

**PUBLICLY-OWNED LAND:** It is also important that Metrolinx and other public authorities (including municipalities and their agencies) carefully consider the use of publicly-owned land in the vicinity of transit stations, to determine if there are opportunities to leverage these properties to maximize the use of the transit system. This would also represent a strong measure to support the planning work completed at various Mobility Hubs across the region.

## Its Time to Invest in our Future

The Next Wave of The Big Move projects that comprise this blueprint are the culmination of years of strategic thinking, planning and consultation and are based on four principles that the people across this region can embrace – the dedication of revenues to specific outcomes; fairness; equity across the GTHA; and complete accountability and transparency.

The solution requires investment – in our economic future, our environment, and our quality of life. It is a significant investment. From it, the economic benefits of construction of the Next Wave of projects would be enormous – creating 800,000 - 900,000 construction and long-term jobs and providing an overall infusion to the GTHA economy of \$110-130 billion.

The recommendations contained in this Investment Strategy can provide our region the opportunity to turn aside our greatest challenge – congestion and gridlock – and invest in our future.



The new pedestrian bridge at Pickering GO Station connects office development to regional transit

# Summary of Recommendations

## RECOMMENDATION 1:

To ensure continued progress in The Big Move, it is recommended that:

- a. Metrolinx continue to pursue the completion of First Wave rapid transit projects.
- b. All transit and transportation investment decisions made by Metrolinx, municipalities or other agencies for the use of funds generated by the Investment Strategy should be consistent with The Big Move.
- c. Metrolinx continue working with the Province of Ontario, municipalities and other agencies on planning, designing, building and operating a series of regional rapid transit projects, listed below, referred to as the Next Wave projects, described in Section 3.5.1:
  - Relief Line;
  - Yonge North Subway Extension;
  - Brampton's Queen Street Rapid Transit;
  - Hamilton Light Rail Transit;
  - Hurontario-Main Light Rail Transit;
  - Dundas Street Bus Rapid Transit;
  - Durham-Scarborough Bus Rapid Transit;
  - GO Two-Way, All-Day Service;
  - GO Lakeshore Express Rail Service – Phase 1 (including Electrification); and
  - Electrification of GO Transit Kitchener Line and Union Pearson Express.
- d. Metrolinx continue working with the Province of Ontario and municipalities on the finalization of the scope and phasing of the Next Wave projects, and report back to the Metrolinx Board of Directors by June 2014. Any material changes to the Next Wave projects would require approval by the Metrolinx Board of Directors, following appropriate consultation and input from municipalities and the public, as required under the *Metrolinx Act*. Continued progress on Next Wave projects is subject to the availability of funding from this proposed Investment Strategy.
- e. Metrolinx continue working with communities and local and regional organizations to develop and implement strategies to take advantage of local jobs and training programs to provide community benefits for the areas that will be hosting the rapid transit infrastructure outlined in Recommendation 1(c) above.

## RECOMMENDATION 2:

It is recommended that as part of its legislated review of the regional transportation plan, scheduled to begin in 2014 and be completed in 2016, Metrolinx fully integrate the recommendations of the Investment Strategy, including the Next Wave projects.

## RECOMMENDATION 3:

It is recommended that the Province of Ontario consider adjusting the composition of the Metrolinx Board of Directors, in order to provide municipalities in the Greater Toronto and Hamilton Area with the opportunity to nominate up to six citizen appointees to the Board.

**RECOMMENDATION 4:**

It is recommended that the funds generated by the Investment Strategy be dedicated to the construction, financing, management and operation of transit and transportation infrastructure set out in this report. To this end, it is recommended that a Greater Toronto and Hamilton Area Transportation Trust Fund be established and governed by a board of trustees, for the management and distribution of the proceeds of the trust.

**RECOMMENDATION 5:**

It is recommended that Metrolinx enhance its public engagement processes to model best practices and its reporting systems in order to establish robust and transparent public reporting on the delivery of projects, related to budget and schedule, the rationale or basis for any changes, and the concrete, specific results that are experienced as a result of the implementation of programs as a whole and specific projects.

**RECOMMENDATION 6:**

It is recommended that the Investment Strategy be reviewed periodically, at least every 10 years, to confirm that it continues to be effective and reasonable in delivering a transit and transportation system for the Greater Toronto and Hamilton Area.

**RECOMMENDATION 7:**

It is recommended that after 20 years, the Investment Strategy be subject to a fundamental review and reauthorization to consider the future needs of the region and that an updated report be submitted by Metrolinx to the Province and GTHA municipalities.

**RECOMMENDATION 8:**

It is recommended that the federal government be requested to increase its commitment to implementing The Big Move. Particular consideration should be given to the adoption of a National Transit Strategy that would see the federal government contribute up to one-third of the capital costs of Next Wave transit and transportation infrastructure.

**RECOMMENDATION 9:**

It is recommended that the Minister of Transportation proceed with the development of a Transportation Planning Policy Statement under the provisions of the *Metrolinx Act*, to encourage greater integration of land use policies with The Big Move and investments in transit and transportation infrastructure.

**RECOMMENDATION 10:**

It is recommended that Metrolinx work with municipalities and the land development industry to develop a land value capture strategy for the Next Wave of rapid transit projects, which also considers existing and under-construction rapid transit assets, to ensure an appropriate private-sector contribution towards the cost of stations and other infrastructure.

**RECOMMENDATION 11:**

It is recommended that Metrolinx, in conjunction with the Province of Ontario, municipalities and their respective agencies, use the Next Wave of projects to increase the quality of the urban environment through design excellence, the support of transit-oriented development, as well as maximizing value through the management of publicly-owned property along rapid transit lines.

**RECOMMENDATION 12:**

It is recommended that all public agencies give consideration to planning public infrastructure and facilities for locations that support the land use, transit and transportation policies of the Growth Plan for the Greater Golden Horseshoe and The Big Move. Particular consideration should be given to facilities that are large employment generators or significant focal points for communities, such as government services, hospitals, post-secondary institutions, justice facilities and other major trip generators, and ensure that the costs of providing transit and transportation services are considered in deciding on the location of facilities and infrastructure.

**RECOMMENDATION 13:**

It is recommended that all Next Wave projects with a construction value of more than \$50 million be evaluated to determine whether they could be delivered through Alternative Financing and Procurement, using Infrastructure Ontario, to ensure service delivery that is on budget and on schedule.

**RECOMMENDATION 14:**

It is recommended that Metrolinx, working in conjunction with the Province of Ontario, municipalities and their respective agencies, build on, expand and enhance our collective capacity to undertake world-leading evidence-based project evaluation and selection processes for the delivery of regional rapid transit projects, as well as other transit and transportation projects.

**RECOMMENDATION 15:**

It is recommended that Metrolinx work with transit authorities in the GTHA to build and improve upon a common approach to reporting on performance, so that information can be consolidated for the region as a whole and benchmarked with other systems.

**RECOMMENDATION 16:**

It is recommended that Metrolinx and the local transit authorities:

- a. Continue to take steps to improve the level of service integration across the GTHA, in order to enhance the customer experience. To this end, a GTHA Regional Service Integration Plan should be developed, with measurable deliverables, for completion in 2014, with implementation to follow.
- b. Initiate work no later than 2014 on the development of a GTHA Regional Fare Integration Plan, identifying short and long term strategies, with measurable deliverables, that will be pursued.

**RECOMMENDATION 17:**

It is recommended that Metrolinx and the local transit authorities work together to share best practices on continuous improvement in customer service, in order to improve customer service and experience, and to develop common reporting mechanisms, where appropriate. All transit authorities in the region should move to develop a passenger charter or similar document, and to report publicly on progress and performance, and this kind of reporting should be a condition for the receipt of any funding through the Investment Strategy.

### **RECOMMENDATION 18:**

It is recommended that revenues generated through the Investment Strategy be used to establish a dedicated transit and Transportation Trust Fund, to be allocated as follows:

- a. Approximately 75 percent to Next Wave capital construction and financing costs, maintenance costs and the Metrolinx share of ongoing operating costs of the Next Wave regional transit projects;
- b. Up to 25 percent for other key elements of the transit and transportation system – local roads and transit, improvements to the highway system and various other transportation initiatives, including:
  - Municipal funding of up to 15 percent, to be matched by local contributions, for local transit, road and bridge improvements that are intended to increase transit ridership and the carrying capacity of roads and streets for all users;
  - Up to 5 percent for strategic investments in the provincial and municipal controlled access highway network to improve the mobility of people and goods; and
  - Up to 5 percent for other transportation and mobility initiatives, including walking and cycling infrastructure, fare integration, mobility hubs, urban freight movement, intelligent transportation systems and user information systems.
  - The allocation of funding among these categories should be reviewed regularly.

Existing funding from all orders of government should continue to support existing programs, services and projects. Specifically, the Province of Ontario should maintain its current level of capital and operating funding to services like GO Transit, provincial highways and existing committed projects. Municipalities would continue to be responsible for capital and operating funding for regional and local highways and roads, and local transit services. To support the expansion of the transit and transportation system, the investment tools recommended in this Investment Strategy are intended to be in addition to existing funding provided by all orders of government.

### **RECOMMENDATION 19:**

It is recommended that Metrolinx work in consultation with stakeholders and municipalities, as well as the Province of Ontario to develop eligibility, selection, and allocation criteria to guide the distribution of the funds referred to in Recommendation 18 (b).

### **RECOMMENDATION 20:**

It is recommended that to generate the targeted \$2 billion annually to complete the Next Wave of projects, the following investment tools be implemented in the Greater Toronto and Hamilton Area:

- a. A one percentage point value added tax, as part of the Harmonized Sales Tax;
- b. A five cent per litre regional fuel and gasoline tax;
- c. A variable Business Parking Levy, with an average cost of 25 cents per day per space, to be implemented on off-street non-residential parking spaces on the basis of relative market value.
- d. A Development Charge increase equivalent to a 15 percent increase in existing rates, along with amendments to the *Development Charges Act, 1997* to be arrived at in consultation with the Province of Ontario, municipalities and other stakeholders. The amendments would include:



- I. Removal of the 10% reduction and 10-year average historical service level cap on development charges levied for transit growth.
- II. Introduction of an “integrated transportation service” category that combines various transportation modes and determines charges based on new service improvement standards.
- III. Introduction of a new reporting standard for municipalities to demonstrate accountability and transparency for the revenues raised by Development Charges, and dedicated to achieve transit and transportation expansion and improvement.

In addition, it is recommended that all revenue generated from these tools, other than reasonable administration costs and Mobility Tax Credit rebates, be dedicated to fund transit and transportation infrastructure, and be transferred to the Transportation Trust Fund.

**RECOMMENDATION 21:**

It is recommended that, to ensure fairness and mitigate the impact of the implementation of the investment tools on low-income segments of the population, the Province of Ontario develop a Mobility Tax Credit, to be implemented on an income-tested basis, funded by revenue generated by the investment tools. Other transitional or ongoing measures may be considered by the Province to mitigate impacts on other populations, if appropriate.

**RECOMMENDATION 22:**

It is recommended that, should the Province of Ontario decide to implement an investment tool on a province-wide basis, only revenue collected in the Greater Toronto and Hamilton Area should be directed to the region, with revenues outside of the GTHA being available for priorities in other parts of Ontario.

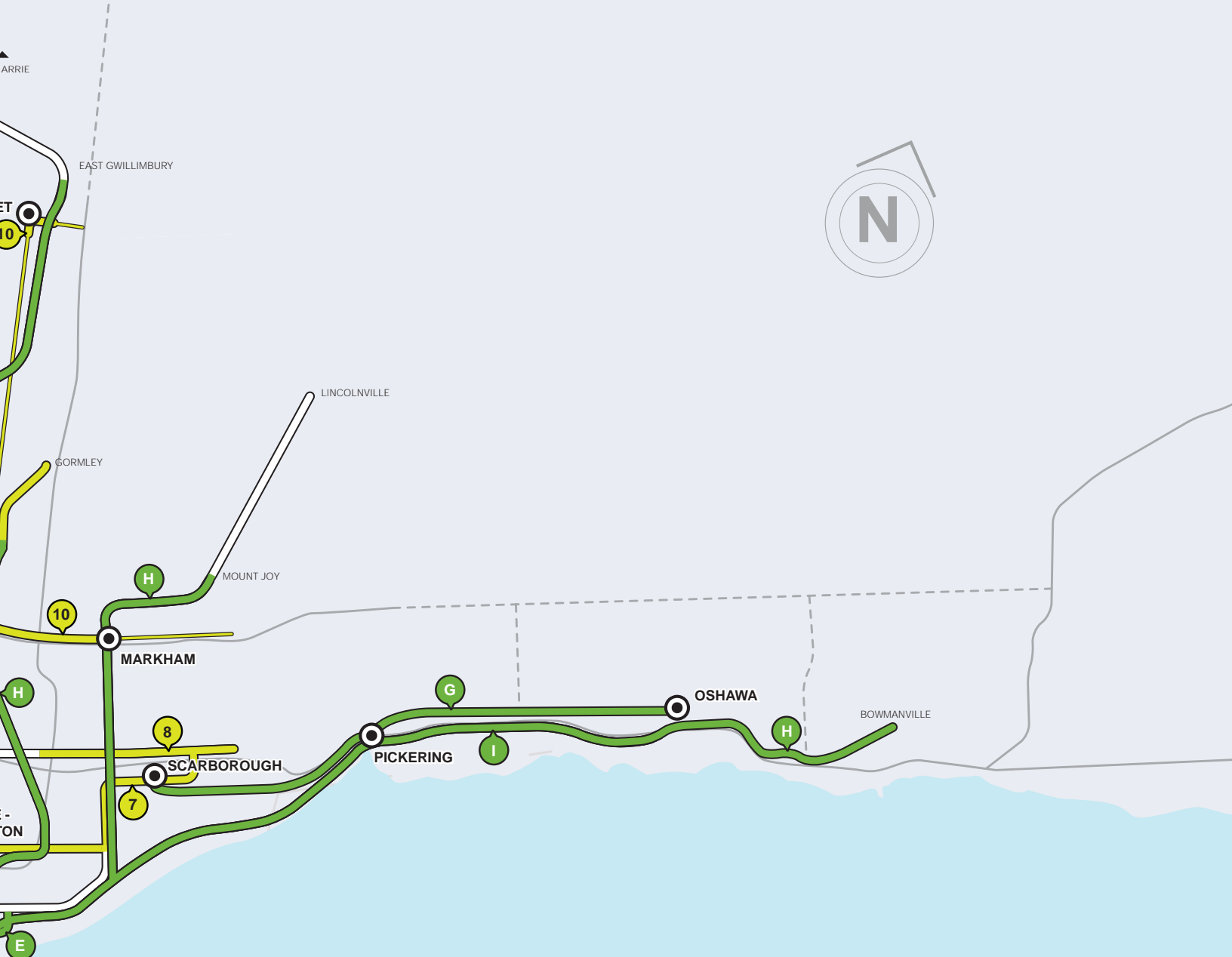
**RECOMMENDATION 23:**

It is recommended that the investment tools be implemented as soon as practical. Surplus revenue in any given year is to be retained in the Transportation Trust Fund outlined in Recommendation 4 and may only be available for use for future expenditures in subsequent years. Revenue from the investment tools may be used to service long-term debt to finance transit and transportation infrastructure.

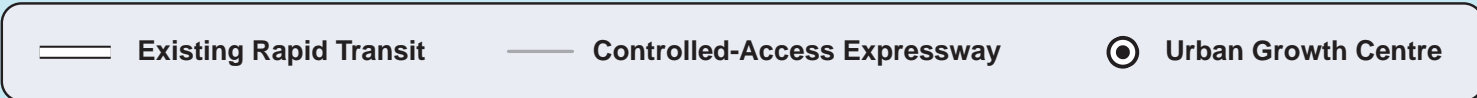
**RECOMMENDATION 24:**

- It is recommended that the investment tools outlined in Recommendation 20 be supplemented by:
- a. High Occupancy Toll lanes on regional highways, implemented by converting existing High Occupancy Vehicles lanes, as well as expanding the network of HOV/HOT lanes to other highway corridors;
  - b. Pay-for-parking at transit stations, with revenues dedicated to the improvement of services delivered in the relevant transit corridors and for local transit access improvements;
  - c. Land value capture.





FIRST WAVE PROJECTS	NEXT WAVE PROJECTS
<ol style="list-style-type: none"> <li>1. Mississauga BRT</li> <li>2. UP Express</li> <li>3. Georgetown South Project</li> <li>4. Finch West LRT</li> <li>5. Toronto-York Spadina Subway Extension</li> <li>6. Eglinton Crosstown LRT</li> <li>7. Scarborough RT Replacement and Extension</li> <li>8. Sheppard East LRT</li> <li>9. Union Station Revitalization</li> <li>10. VivaNext Rapidways</li> </ol>	<ol style="list-style-type: none"> <li>A. Hamilton LRT</li> <li>B. Dundas Street BRT</li> <li>C. Hurontario-Main LRT</li> <li>D. Brampton Queen Street Rapid Transit</li> <li>E. Relief Line</li> <li>F. Yonge North Subway Extension</li> <li>G. Durham-Scarborough BRT</li> <li>H. GO Rail Expansion</li> <li>I. GO Lakeshore Express Rail Service - Phase 1 (including Electrification)</li> <li>J. Electrification of GO Kitchener line and UP Express</li> </ol>





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