



CITY OF HAMILTON
PUBLIC WORKS DEPARTMENT
Transportation Division

TO:	Mayor and Members General Issues Committee
COMMITTEE DATE:	November 15, 2017
SUBJECT/REPORT NO:	Metrolinx 2041 Regional Transportation Plan for the Greater Toronto and Hamilton Area (PW17091) (City Wide)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Alan Kirkpatrick 905-546-2424, Extension 4173
SUBMITTED BY:	Jennifer DiDomenico Acting Director of Transportation Public Works Department
SIGNATURE:	

RECOMMENDATION

- (a) That a draft letter from the City of Hamilton to the Metrolinx Board of Directors, included as Appendix "C" to Report PW17091, be finalized and forwarded to Metrolinx prior to their December 2017 Board meeting when the Board is considering the final report on the Metrolinx 2041 Regional Transportation Plan for the Greater Toronto and Hamilton Area;
- (b) That staff continues to attend and participate in Metrolinx Technical Advisory Committee meetings and forums and provide Metrolinx with inputs regarding the City of Hamilton's needs in planning and implementing of future transportation systems and infrastructure including funding opportunities.

EXECUTIVE SUMMARY

Metrolinx has prepared their draft final report on the 2041 Regional Transportation Plan and are seeking input from stakeholders and partners prior to their consideration of a final report in December 2017. The Metrolinx Board approved the draft final report on September 14, 2017, and initiated their public consultation process regarding the plan. The City has participated in Technical Advisory Committee meetings and forums leading up to the preparation of the draft plan.

The proposed 2041 Regional Transportation Plan (RTP) is an update from the original 2008 Metrolinx BIG MOVE RTP. The 2008 plan was the first of its kind to consider how the Greater Toronto and Hamilton Area (GTHA) Transportation systems were to be planned and implemented. The 2008 plan envisioned an expenditure of approximately \$50 billion over twenty-five years to achieve its goals. The original plan included short-

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term plans for the City of Hamilton regarding the implementation of the proposed B-Line Higher Order, Light Rail Transit (LRT) system. The longer term plans included implementing the remaining BLAST network lines to connect the City's Higher-order transit needs.

The draft final 2041 RTP takes the original plan and overlays and refines changes that have occurred in the GTHA over the last ten-years to re-focus much of the original plan but also to include things that have changed with consideration of trends and new technologies that are on the horizon that could be seen in the GTHA over the next 20-25 years.

The draft final 2041 RTP, is by its content, a regional plan and strategy. Some specific projects are identified in the area and in municipalities but many are still in the concept, draft stages. Funding is also a key consideration in planning these projects. The RTP helps to focus the decision-making processes so that priorities and resources can be planned for and implemented in a timely, coordinated fashion.

A number of City Departments and Sections has reviewed the RTP and have included their comments in a draft letter for Council's consideration before submitting to Metrolinx.

Alternatives for Consideration – See Page 12

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: None at this time

Staffing: None at this time

Legal: None at this time

HISTORICAL BACKGROUND

(Note: much of the material in this report has been taken directly from the Draft Final 2041 Metrolinx Regional Transportation Plan. The link to the full report is: http://www.metrolinx.com/en/docs/agendas/agendas_2017_09_14.aspx. This report follows up on an Information Update provided on October 4, 2017, advising Council of the Metrolinx Draft Final report on the 2041 Regional Transportation Plan and the request to provide comments on the plan from the City).

Staff also provided Council with an Information Update on July 17, 2017 on a Metrolinx requested "Long-List" of projects for consideration in Hamilton. The Hamilton projects are included again in a letter to be sent to Metrolinx regarding the RTP.

Metrolinx was created by the Province under the *Metrolinx Act, 2006*. Its role is to develop and adopt a transportation plan for the regional transportation area (GTHA) and plan, coordinate and set priorities for its implementation. The RTP must:

- take into consideration all modes of transportation, including highways, railways, local transit systems, the regional transit system, cycling and walking

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- make use of intelligent transportation systems and other innovative technologies
- comply with the Minister's transportation plans, policies and strategies for the province as they apply to the regional transportation area
- comply with the prescribed provincial plans and policies
- conform with the growth plans prepared and approved under the Places to Grow Act, 2005 applicable in the regional transportation area
- promote the integration of local transit systems in the regional transportation area with each other and with the regional transit system
- work towards easing congestion and commute times in the regional transportation area
- work towards reducing transportation-related emissions of smog precursors and Greenhouse Gases in the regional transportation area
- promote transit-supportive development to increase transit ridership and to support the viability and optimization of transit infrastructure. Metrolinx also plans for and operates GO service in the GO Transit Service Area, which is established by regulation under the Act

The Province's Growth Plan for the Greater Golden Horseshoe (GGH) region sets out a broad vision for transportation and accessibility within the GGH region. In addition, the Minister of Transportation (MTO) has a mandate to "oversee a world-class provincial transit and transportation system that moves people and goods safely, efficiently and sustainably to support a globally competitive economy and a high quality of life". The MTO funds transit and transportation capital investments through its Moving Ontario Forward program and other programs. The Province also provides eligible municipalities a source of funding to improve and expand their transit services through the Gas Tax program.

The MTO is also developing a multi-modal transportation planning study to 2051 for the GGH, to be completed in early-2019. The work will advance multi-modal transportation planning in the GGH and provide planning direction to transportation agencies and service providers for all modes, including highways, railways, regional transit systems, cycling, and walking. It will also include a review of the provincial High Occupancy Vehicle (HOV) lane network, development of a High-Occupancy Toll (HOT) network in the GGH, and development of a goods movement network.

All municipalities in the GTHA have Transportation Master Plans (TMPs) with a multi-modal focus that includes transit, roads and active transportation. Municipalities develop TMPs to complement official plans and support the integration of transportation planning with land use planning. Some municipal TMPs consider other policy areas including safety, goods movement and transportation demand management (TDM) programs.

Transit has received more attention from governments in the past, but in recent years new global private sector companies have entered the field with novel services that do

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not fit the traditional definitions of transit or taxis and can cross municipal boundaries. In the absence of provincial direction, municipalities are wrestling with the potential impacts of these private sector companies. With a clear policy framework covering the region, more private sector companies could potentially be induced to enter the region. This will increase opportunities for new partnerships and allow for consistent approaches to be used. Regional coordination can help to review and evaluate new services and technologies and, if appropriate, establish innovative partnerships to meet the travel needs of residents. The Draft 2041 RTP builds on municipal TMPs and integrates them into a more coherent and logical plan for the whole region.

The 2008 “Big Move” came at a time when decades of under investment in transit had led to “congested roads and highways, gridlocked urban streets, unreliable and inconvenient transit, and a lack of safe bikeways and pedestrian pathways”. Municipal governments highlighted the need in 2008 for regional coordination of transportation systems and a plan for what needed to be done together for the GTHA to succeed.

Ten-years later, the Big Move has initiated more than \$30 billion dollars towards rapid transit projects. This investment is aimed at improving and expanding transit by heavy rail, including the GO Regional Express Rail (RER) program and the UP Express, Light Rail Transit (LRT), Bus Rapid Transit (BRT) and subways throughout the GTHA. It will fund the transformation of GO Transit from a commuter-focused service into the RER with 15-minute service all day in both directions. Initial two-way, all-day (TWAD) service has been introduced on a limited basis in the GTHA. The introduction of half-hour service on the Lakeshore line in 2013 was the largest service expansion in GO Transit’s history. The Big Move contained ten strategies that addressed all aspects of the transportation system as outlined in Appendix “A” to Report PW17091 and dozens of the original Priority Actions. Work has begun on almost all the actions recommended in the Big Move, but the major focus of implementation in the last ten years has been the planning and construction of rapid transit. Improvements to the rapid transit network have been made and these have improved access, choice and level of service for travelers in the GTHA. Recently completed projects include:

- UP Express
- Highway 7 Bus Rapid Transit
- Davis Drive BRT
- Mississauga Transitway
- Four GO Transit extensions (on the Kitchener, Barrie, Richmond Hill and Lakeshore West lines)

Sixteen more transit projects are “In Delivery” and are currently being planned or are under construction. These projects vary in scale and include GO RER, five LRTs, three BRTs, a Transitway, four GO Transit extensions and two subway extensions. These are all targeted for completion by 2024. The 14km Hamilton B-Line LRT corridor through

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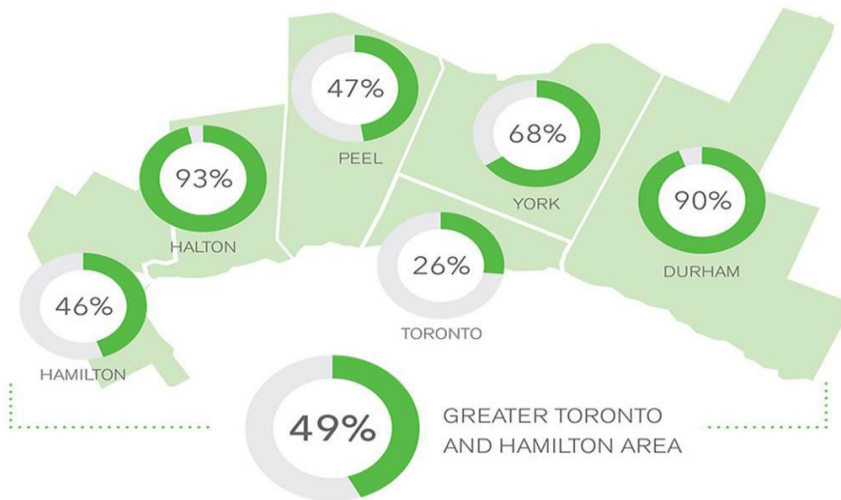
downtown Hamilton along Main and King Streets, from McMaster University to Eastgate Square is included in the “In Delivery” stage.

Key influences on Transportation:

Many of the factors that influence transportation in the GTHA have changed since 2008 when the Big Move was developed, for example:

- Growth is continuing but patterns are changing:

Estimated growth in population and employment by 2041 predicted in the Growth Plan for the GGH



- Demographic profile of the region:

Demographic projections in the GTHA are highly sensitive to immigration policy and economic trends. While the population of the region is growing rapidly, it is also changing. The number of seniors (people over 65) will double by 2035, and will increase as a proportion of the total population to almost 24% by 2041 from 14% in 2016.

- Poverty is an increasing concern:

Despite some improvement since the recession of 2008, poverty is an increasing concern in the GTHA. In the Toronto region, for example, the percentage of seniors living in poverty increased from 10.5% in 2011 to 12.1% in 2014. As of 2011, more than one-third of all households and 43% of renters spent more than 30% of their income on housing, a commonly used marker of affordability. Low income households tend to depend more on transit, but are more likely to live in areas with poor access to frequent rapid transit. This can limit access to employment opportunities, health care, education and other services.

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- Housing has become increasingly expensive:

The cost of housing in the GTHA has risen dramatically over the past decade, which has affected housing choice in the region and had an impact on the travel and commuting patterns of residents.

- The nature of work is changing:

Automation and communication technologies are changing the kind of work people do, and how and where they do it. These changes are disproportionately impacting younger and female workers, as well as new Canadians. When people work more irregular jobs, particularly in multiple locations, they are more likely to see the automobile as a better way of meeting their travel needs than transit.

- Business models are challenging the transportation status quo:

Broader and faster access to technology and markets has ushered in the on-demand economy that caters to the independence and instantaneous demands of consumers, bypassing traditional retailing and service providers. In the transportation sector, this poses a challenge to transit service providers, taxi companies and others to find new ways of providing service.

- Emerging transportation technologies are rapidly being developed:

Real-time access to information and the market potential of new technologies are rapidly changing how people make travel decisions, how they choose to travel and their expectations of the transportation system.

- Climate change is an increasing concern:

Transportation is both affected by the impacts of climate change and a major contributor to the problem. The impacts of climate change are already being experienced in the GTHA and experts predict that there will be hotter temperatures, more intense rainfall events, and more severe and frequent storms in the future.

Regional Transportation Challenges

The Big Move set the stage for today's massive investment in rapid transit, most of which is targeted to be in service by 2024. The Draft 2041 RTP aims to build on this. There are a number of transportation planning challenges that stand in the way of fully implementing the policies and actions in the RTP. Although the importance of integrating land use and transportation planning has long been established, decisions about land use planning, transportation planning, and investments are still often made in isolation from one another. Full integration of municipal transportation and land use plans with the RTP is currently voluntary, and the priorities of municipal transit and transportation investments may not always align with the RTP.

The Growth Plan sets a policy framework for where and how to grow and requires that municipalities plan for intensification. Ideally, implementation requires that municipalities and the private sector work towards the same goal. Municipal policies and market

forces determine where growth is distributed within this policy framework. Competing objectives have sometimes led to jobs and services being located in areas that cannot support high-quality transit. It is then a challenge to connect these areas to the rapid transit network. For example, substantial population and office employment growth is taking place in downtown Toronto. This is positive for access to transit and active transportation facilities. However, growth is not occurring as quickly as planned in some of the other Centres identified in the Growth Plan. The RTP, which looks out 25 years, must use approaches that will be viable under a range of growth outcomes. Historically, the travel demand has been dominated by single-occupant vehicles (SOV), so in the face of increasing growth it is critical to reduce the share of people driving alone in this region. If this is not achieved, the result will be higher costs for travellers and taxpayers, and significantly more congestion and emissions region wide.

How local communities are planned also affects the ability to achieve transportation goals. Ideally, communities should have a mix of uses at sufficiently high densities to make transit, walking and cycling viable options. Development decisions have been made by different stakeholders resulting in roads and streets often designed to facilitate car and truck traffic, and do not to meet the needs of transit users, pedestrians and cyclists. The resulting streetscapes often make it inconvenient, unsafe and uncomfortable to walk or cycle, and can be difficult and expensive to change. As a result, driving remains the mode of choice for a majority of travellers. Without significant changes to community design new transit services will not meet their ridership targets, walking and cycling will remain marginalized and the use of car will remain dominant.

The need to move people, not just vehicles:

For much of the 20th century, transportation planning was focused on moving cars as efficiently as possible. This has resulted in streets and roads that are designed for cars as the dominant mode of transport, leaving little room for transit, pedestrians and cyclists. Municipalities in charge of roads, signals, parking, taxis and transit need to collaborate more closely to shift the focus from moving vehicles to moving people as efficiently as possible, and not just vehicles. This is part of putting the needs of the traveller at the centre of transportation planning.

The need to focus on the traveller:

Metrolinx undertook intensive research to better understand travellers in the GTHA and their needs. This included panel discussions, focus groups and surveys. It is clear from this research that people travelling across the region want a reliable, consistent and easy experience, no matter what mode of transport they use or what municipal boundary they have to cross.

Transit services in particular often end at municipal boundaries. Despite progress being made in coordinating fares and service, decisions by transit agencies may not always prioritize the needs of travellers' end-to-end journey experience. Customers simply want to get where they need to be as quickly, comfortably and reliably as possible. Transit

services need to continually improve the effectiveness and quality of the door-to-door experience to attract and retain travellers.

With the implementation of PRESTO, travellers can now take advantage of a transit fare card that provides travellers with an easy and consistent method of payment region-wide. The next challenge is establishing and coordinating a fully integrated fare structure and set of fare products and concessions. Most jurisdictions with fare integration have fares either by distance or zone. The main challenge of fare integration is to find a way to make it financially affordable while not making an undue burden on those who will have to pay more.

The need to coordinate decision-making:

Decisions about transit and transportation are made frequently by all levels of government. Often the various levels of government promote their own goals first, within its own timelines and funding. In contrast, Metrolinx's focus is predominantly a regional one. Part of its focus is to ensure that each level of government is working in alignment to achieve regional goals, despite their diverse mandates and responsibilities. While governments have significantly increased their support for transit over the last decade, limited progress has been made on key areas – such as fare and service integration across the entire region – that require more formal coordination and region wide policies. Partners need to embrace new ways of working collaboratively to ensure that decision-making reflects and supports regional priorities and plans.

The need to provide sustainable and long-term funding:

The Province has invested more than \$30 billion in the region's transit infrastructure. While this committed funding will cover the capital costs of building the sixteen additional rapid transit projects that are targeted for completion by 2025, it does not include maintenance and replacement costs. Additional funding will be needed for new rapid transit projects after 2024, along with the complementary and supporting initiatives that are needed to optimize the transportation system, working collaboratively with other levels of government.

Financial resilience depends on having sufficient funding sources in place and having them tied directly to the RTP. Funding needs to address both capital and operating costs and include the costs of financing and asset management. It also needs to make provisions for maintaining infrastructure assets in a state of good repair. Sustainable and reliable funding is necessary to carry out planning that takes into account what is feasible and what is likely to occur year after year (i.e., to align planning with what can be reliably delivered).

Scenario Planning:

While the Draft 2041 RTP has been developed in conformity with Growth Plan population and employment forecasts and policy directions for where and how the region will grow, Metrolinx also tested the strategies and actions against potential scenarios, including rapid growth of core areas, rapid adoption of emerging

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technologies, extreme climate change, on-demand economy, user-pay economy and economic decline.

The alternative scenarios were developed based on current literature and experience in other jurisdictions. They varied the assumptions (compared to a “business as usual” case) for the amount and distribution of population and employment across the region, the nature of employment, and the amount, cost and modes of travel in the region.

The risks associated with each of the scenarios were assessed by evaluating each scenario against a range of possible configurations for the future transportation system. The analysis showed that investing in transit operations as well as infrastructure, integrating land use and transportation to support transit, and comprehensive mobility pricing led to the most resilient overall outcomes.

Regional Transportation Plan: Vision and Goals

Vision 2041

The GTHA urban region will have a transportation system that supports complete communities by firmly aligning the transportation network with land use. The system will provide travellers with convenient and reliable connections and support a high quality of life, a prosperous and competitive economy and a protected environment.

The 2041 RTP Goals:

- Strong Connections:

Connecting people to all the places that can make their lives better such as homes, jobs, community services, parks and open spaces, recreation and cultural activities.

- Complete Travel Experiences:

Designing an easy, safe and comfortable travel experience that meets the diverse needs of travellers.

- Sustainable Communities:

Investing in the transportation system not only today but also for future generations, by supporting land use intensification, climate resiliency, and a low-carbon footprint, while leveraging innovation.

Strategies and Actions:

The Draft 2041 RTP calls for moving beyond the Big Move with five strategies. Priority Actions are provided under each of these five Strategies to achieve the vision and goals of the plan. The strategies and actions are informed by the research carried out and the input received from municipal planning professionals, stakeholders from across the region, and GTHA residents.

The Strategies include:

Strategy #1: Complete the Delivery of Current Regional Transit Projects

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Strategy #2: Connect More of the Region with Frequent Rapid Transit

Strategy #3: Optimize the Transportation System

Strategy #4 Integrate land use and transportation planning

Strategy #5 Prepare for an uncertain future

Details for each of the Strategies and Priority Actions are included in Appendix “B” of Report PW17091.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

The alignment of the City’s key planning documents, policies and priorities to a proposed GTHA Regional Transportation Plan is imperative. This is also true for provincial planning to ensure that the area is planned correctly with policies, priorities, projects and funding working together for the greater good of the area.

With the anticipated completion/approval of the 2041 RTP, the City can work closely with Metrolinx and the Province for the implementation of the inter-regional transportation needs to implement new infrastructure projects and funding and to ensure that the transportation system and infrastructure are being utilized to their highest and best uses.

The Provincial Plans, City plans and the coordination with partners and stakeholders are key factors in the success of the region and City, in particular.

The Province has recently released the revised Growth Plan, 2017 which was updated through the Co-ordinated Provincial Plan Review. The Province must ensure that the RTP is consistent with the directions of the Growth Plan. Further, the RTP recommends the development of a Transportation Planning Policy Statement (TPPS). The TPPS would provide more specific transportation policy direction than the Growth Plan. Creation of the TPPS would give the directions in the RTP legislated status amongst other provincial and municipal land use plans. The Province must ensure that policies issued under the TPPS do not conflict with the Provincial Policy Statement (PPS) or Growth Plan, and further, that direction must be provided from the Province on implementation matters if a conflict arises.

RELEVANT CONSULTATION

The Metrolinx 2041 RTP for the Greater Toronto and Hamilton Area has been circulated and discussed with a variety of City Departments and Divisions to ensure their awareness and to provide comments to be included in the draft letter from the City to the Metrolinx Board as they deliberate the final report.

Residents’ Reference Panel

In spring 2017, Metrolinx convened a reference panel of residents from across the GTHA to provide input into the Draft RTP. Thirty-six participants reflecting the diversity of the region were selected to take part from over 280 who applied. Three residents

from Hamilton participated in this process. Over the course of five intensive full-day sessions, the participants volunteered their time to enthusiastically learn about regional transportation, services and policies, consider different perspectives, weigh different priorities and recommend a course of action. The participants identified six values that they felt should guide the development of the region's transportation system. These are:

- convenience and reliability
- safety
- affordability and cost effectiveness
- environmental sustainability
- comfort and good design
- long-term planning and economic growth

In their report, the panel made seven recommendations on the need for Metrolinx and its partners to incorporate the following:

- Connectivity, convenience and integration: Improve coordination of routes and schedules, integrate transit fares across the region, and make PRESTO more convenient;
 - Equity and accessibility: Ensure barrier free access across all facets of the transportation journey for all users and implement discounts or subsidies for low-income residents;
 - Health, comfort and safety: Improve infrastructure, lighting, amenities and operations to improve health, comfort and safety of users and employees
 - A well-planned region: Strengthen the regional transportation governance model to promote greater alignment among municipal, regional and provincial priorities, achieve greater collaboration between operators, and expedite the delivery of major transportation projects;
 - Exemplary environmental footprint: Encourage the use of public transit and active transportation by whatever means are found to be most effective, improve air quality inside and around stations and corridors, and increase procurement from suppliers with environmental certifications;
 - Prosperity and competitiveness: Identify regional nodes where expanded transit services and a mix of other land uses can be developed, leverage emerging technologies to make the system more efficient, and facilitate the efficient movement of goods and people by better utilizing existing road infrastructure;
- Public awareness and communication: Enhance the profile of regional transportation planning, provide periodic updates on transit expansion for distribution to residents in the region, create campaigns to promote new services and plans, raise the profile of transit operations outside Toronto, and make

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transportation policy the third pillar in a successful, healthy and prosperous society.

Metrolinx is hosting Public Information Sessions in major centres across the GTHA for input into the final plan. For Hamilton, the session is on Monday, November 6, 2017 at the Hamilton Public Library, from 6:30 pm to 9:00 pm. Comments can also be provided on-line: www.metrolinx.com/theplan The City is encouraging other stakeholders and partners to review the Metrolinx draft final report and provide their comments to the Board.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

The draft final Metrolinx 2041 RTP for the GTHA has been reviewed. Staff has participated in Technical Advisory Committee meetings and various forums to exchange information.

The draft final Metrolinx 2041 RTP for the Greater Toronto and Hamilton Area is a comprehensive document that touches on the complex and varied issues involving the GTHA and puts forward suggestions as to how the plan should be implemented.

The plan is regional in nature but does include references to important issues being faced in Hamilton and that need further planning. A draft letter has been included with this report for Committee and Council's consideration as to what they would like to bring to the Metrolinx Board's attention.

Appendix "C" of Report PW17091 includes a draft letter from the City to Metrolinx regarding comments and suggestions for the Metrolinx Board to consider before finalizing the 2041 RTP. Several City Department/Sections contributed to preparing the comments. The letter includes themes of:

- Comments regarding a "long-list" of proposed projects that should be considered for Hamilton;
- Specific comments on public transit enhancements in Hamilton
- Specific comments on the identified Strategies created and the need for clarification
- Important background information on activities planned and taking place in Hamilton that require consideration in the implementation of the overall RTP.

ALTERNATIVES FOR CONSIDERATION

Council could consider not providing comments to the Metrolinx Board of Directors on the Draft Final Metrolinx 2041 Regional Transportation Plan for the Greater Toronto and Hamilton Area and accept the plan in its final form.

Based on the amount of time Metrolinx has provided their partners and stakeholders to respond to the draft final report, it is recommended that the City does provide a letter to Metrolinx on the contents of the plan and provide suggestions and comments prior to

the Metrolinx Board considering the plan. Staff will finalize the draft letter following the discussions at the General Issues Committee and Council.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Community Engagement & Participation

Hamilton has an open, transparent and accessible approach to City government that engages with and empowers all citizens to be involved in their community.

Economic Prosperity and Growth

Hamilton has a prosperous and diverse local economy where people have opportunities to grow and develop.

Healthy and Safe Communities

Hamilton is a safe and supportive city where people are active, healthy, and have a high quality of life.

Clean and Green

Hamilton is environmentally sustainable with a healthy balance of natural and urban spaces.

Built Environment and Infrastructure

Hamilton is supported by state of the art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

Culture and Diversity

Hamilton is a thriving, vibrant place for arts, culture, and heritage where diversity and inclusivity are embraced and celebrated.

APPENDICES AND SCHEDULES ATTACHED

Appendix A - The 2008 BIG MOVE Strategies, Vision, Goals and Objectives

Appendix B - 2041 RTP Strategies and Priority Actions

Appendix C - Proposed Draft letter from the City of Hamilton to the Chair and Board of Metrolinx on the draft final Metrolinx 2041 Regional Transportation Plan for the Greater Toronto and Hamilton Area