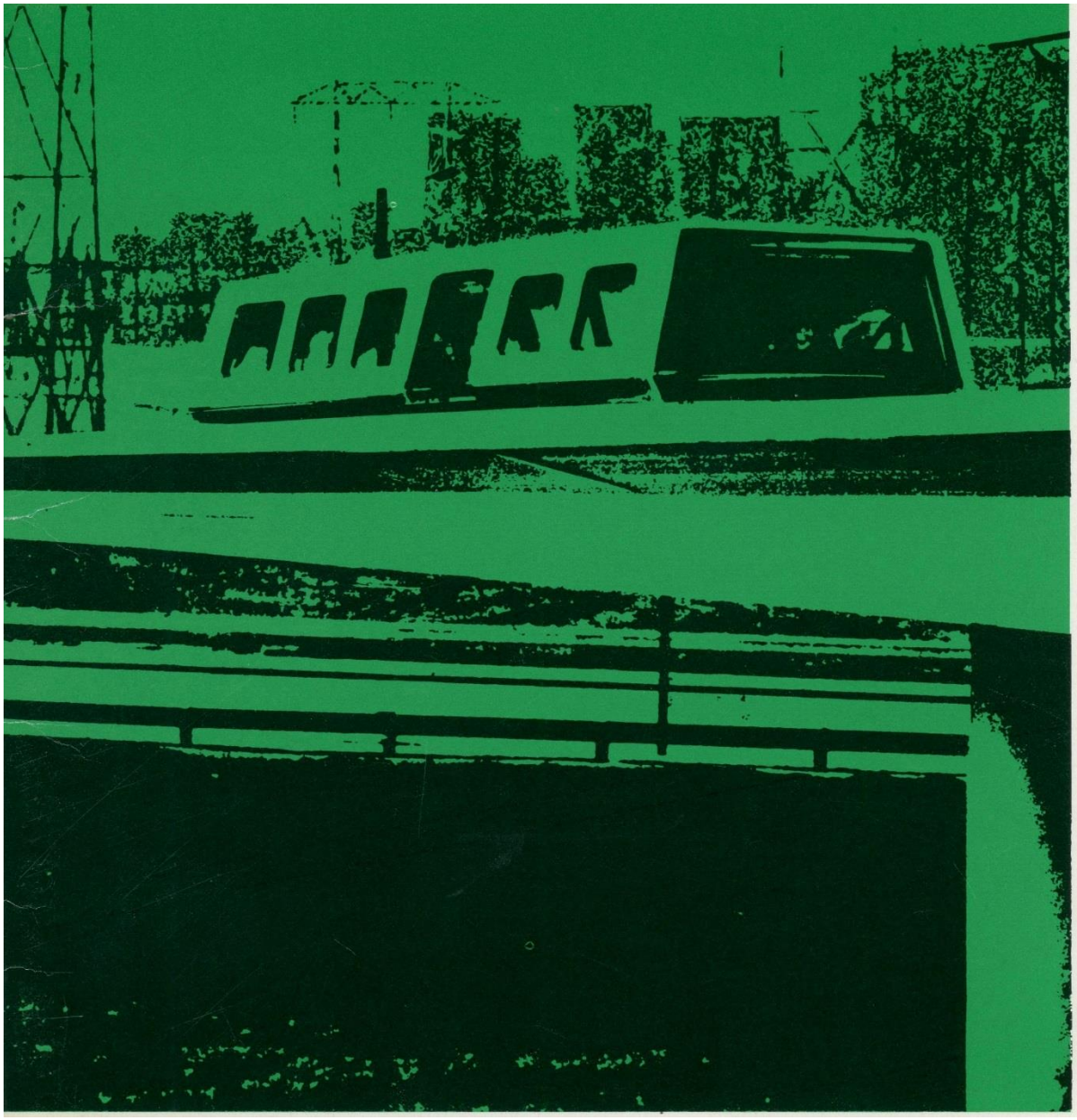


# AN URBAN TRANSPORTATION POLICY FOR ONTARIO

A STATEMENT BY
THE HONOURABLE WILLIAM G. DAVIS
PREMIER OF ONTARIO

# AN URBAN TRANSPORTATION POLICY FOR ONTARIO

## ONTARIO SCIENCE CENTRE
## TORONTO
## WEDNESDAY, NOVEMBER 22, 1972

Government of Ontario
Hon. William G. Davis, Premier

Ministry of Transportation and Communications
Hon. Gordon Carton, Minister

Ontario

# OBJECTIVE –
# THE KIND OF CITY WE WOULD LIKE TO HAVE

Any discussion of the urban environment and the associated transportation problems must begin with an idea of what urban life should be. What do we think city life ought to be? What are the characteristics of an ideal city? What are the benefits that should accrue to the inhabitants and to others in the Province and in the country?

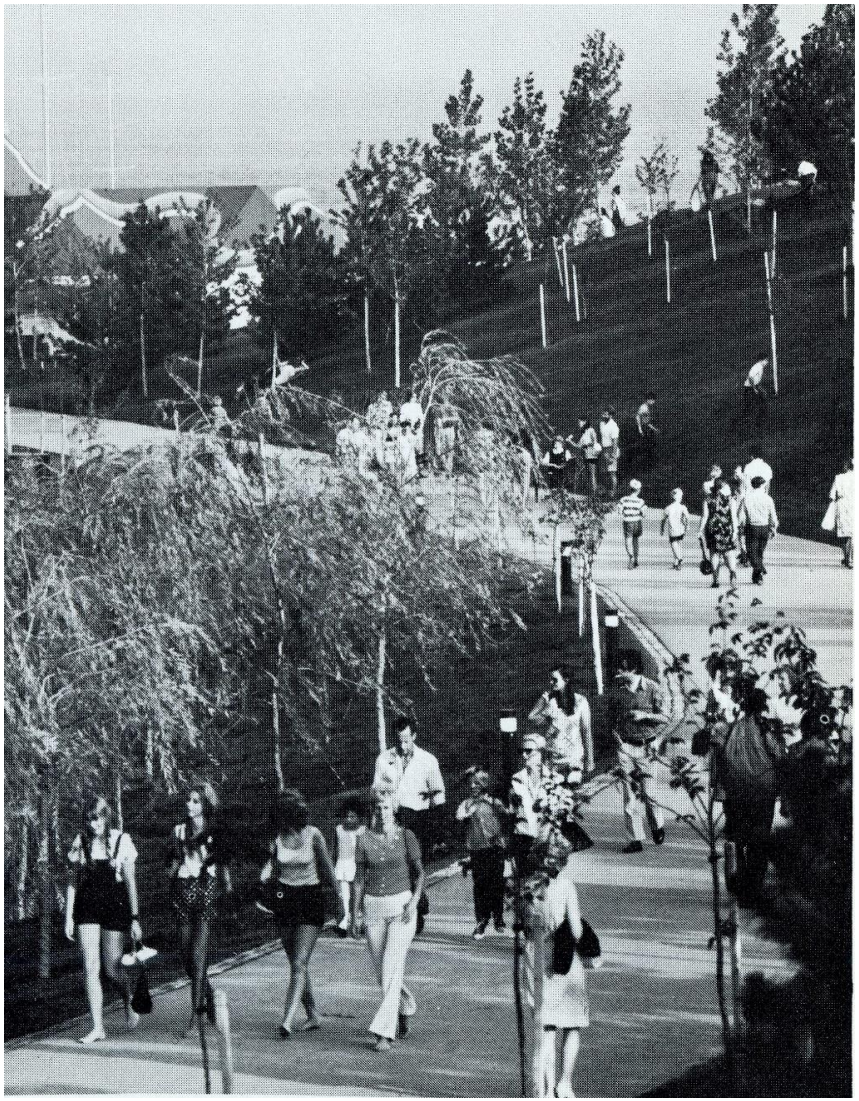
First, the city should be a place that is rich in the variety of employment, housing and leisure opportunities which it provides. Traditionally the city has been the place where young people have gone to seek their fortune in the multitude of jobs provided in manufacturing, commerce, and all the store of abundant services we associate with thriving and growing cities such as those we have in Ontario. But the city is more than just a place to work. It should also offer a range of places to live and to raise a family.

Social and recreational opportunities of all kinds must be part of the fabric of our urban life. There should be abundant opportunities for people on the one hand to share culturally enriching experiences in theatre, music and sport and on the other hand to grow as individuals wishing to develop personal skills and to pursue personal pleasures.

Second, the city should be a place of safety, health and comfort. We have come to take for granted the purity of our water and the adequacy of our waste disposal system. Yet we have only to look to other parts of the world to know that such is not always the case. Historically, overcoming the health problems associated with large urban areas has been one of mankind's greatest tasks.

We have also come to take for granted the safety provided by our system of law. Here too we live, comparatively speaking, in a privileged society.

Third, the city should be a place in which it is possible to move quickly and with safety and convenience from one location to another. It is a place where the children and the old people, and those who are without a private automobile should be able to move about safely and conveniently. Without easy circulation of traffic it would be difficult for the wide spectrum of people that make up a city to enjoy the fullness and variety we seek.



# PROBLEMS OF CITY CORES AND RUSH HOUR

As any observer of the urban scene anywhere in the world will readily agree, the very success that cities have had in becoming places of interest, vitality, richness and commerce has carried with it the seeds of their potential decay—overcrowding, congestion, and stress.

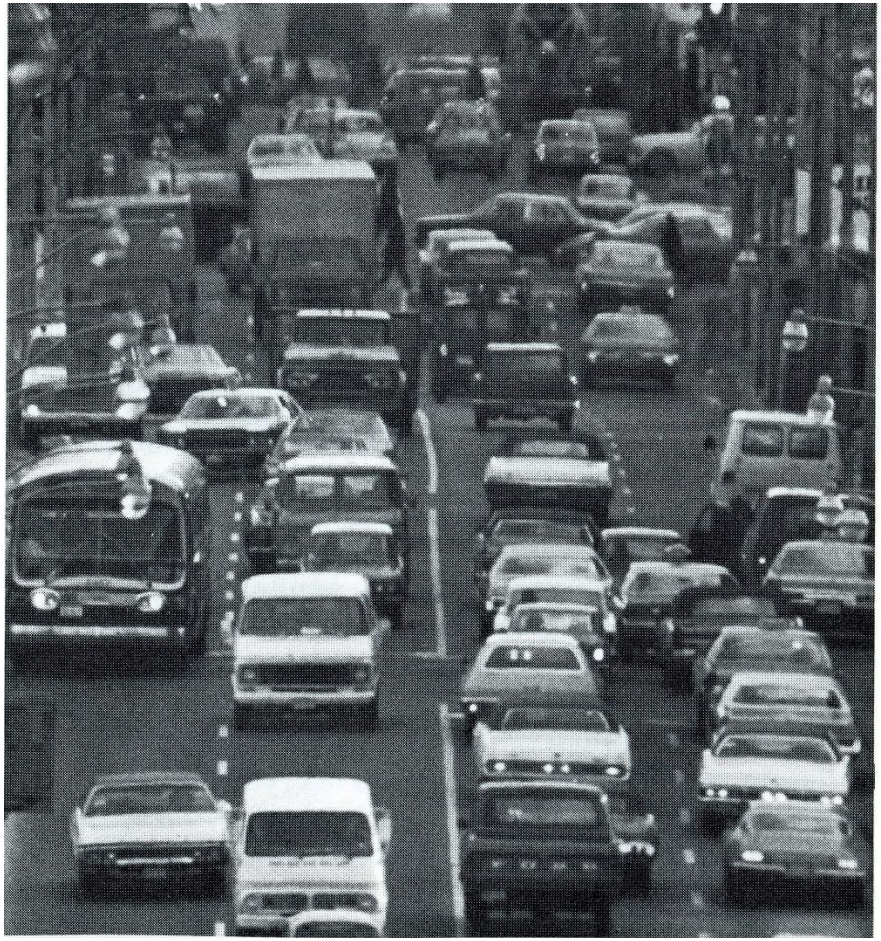
The downtown cores of most North American cities have fallen victims to these kinds of strains. Fortunately, in this respect we in Canada seem to be running behind our southern neighbour but the signs are indicating that we may be moving in the same direction. Our downtown city centres are growing more dense and congested year by year. The demand to work and share in the excitement of the downtown is increasing.

In concentrating our attention on meeting the problems posed by these vast increases in rush hour traffic, we are dealing with what is essentially 20 hours per week of peak traffic time. This leaves 148 hours where traffic congestion problems are minimal but where other problems have arisen because public transportation could not adequately serve those who are without personal transportation.

The automobile, with its great convenience and flexibility has accommodated a large segment of the increasing movement of people. Unquestionably it has brought social and commercial benefits to our cities. At the same time commercial vehicles making door-to-door deliveries to homes and businesses are a life line in the food and goods supply chain of any major centre. The vitality of the city depends on automobiles and commercial vehicles continuing to play key roles in the overall transportation scene.

But the unrestricted use of cars and trucks during those few peak hours when people are going back and forth to work is the factor that has been making our transportation problems critical.

In these days of advancing technology it would be folly to continue to rely solely on the present day use of the automobile and our other existing systems of transportation. We now have before us a unique opportunity to move forward from pollution and bumper-to-bumper traffic jams.



# EXPRESSWAYS - USES AND LIMITATIONS

Expressways as a means of connecting built-up areas provide a safe and efficient means of inter-urban transportation. In this respect Ontario has one of the finest toll-free systems in the world and this will be maintained in accordance with our goal of a balanced transportation system with each mode playing its most efficient role.

However, as a means of solving our urban transportation problems, expressways are not only too expensive for the traffic moved, but because of their accompanying intrusion, noise and air pollution, they have become unacceptable in residential areas. In addition, in urban areas they do not usually work efficiently since they tend to attract and encourage the use of automobiles to the point that they quickly become jammed over their capacities.

# SUBWAYS - HIGH COST

Not only have expressways become prohibitively expensive within city boundaries, so have subways. Our technical people tell us that subway construction costs have reached such a high level that few municipalities throughout the world can continue their construction. At the present time they cost an average of $25 to 30 million per mile. With the multitude of demands on limited public funds we must find less expensive ways to move people.

The decision of June 1971 to terminate the building of the Spadina Expressway was a move to sustain our cities on a human scale. It was an effort to preserve our attractive downtown residential communities with our parks, ravines and historic landmarks. It is interesting to note that the decision to halt construction of the Spadina Expressway set a pattern for many similar decisions in other cities around the world. At that time a sizeable portion of the population strongly suggested to us that larger cities are reaching a turning point and that a review and re-evaluation of our traditional forms of transportation was required. During the last year such a review has been taking place and in fact, in many parts of Ontario significant advances have already been made.

**PROGRESS TO DATE**

# GO TRANSIT SYSTEM

An outstanding example is the GO train. It is now five years since the Government of Ontario pioneered this combination of commuter rail service and integrated buses.

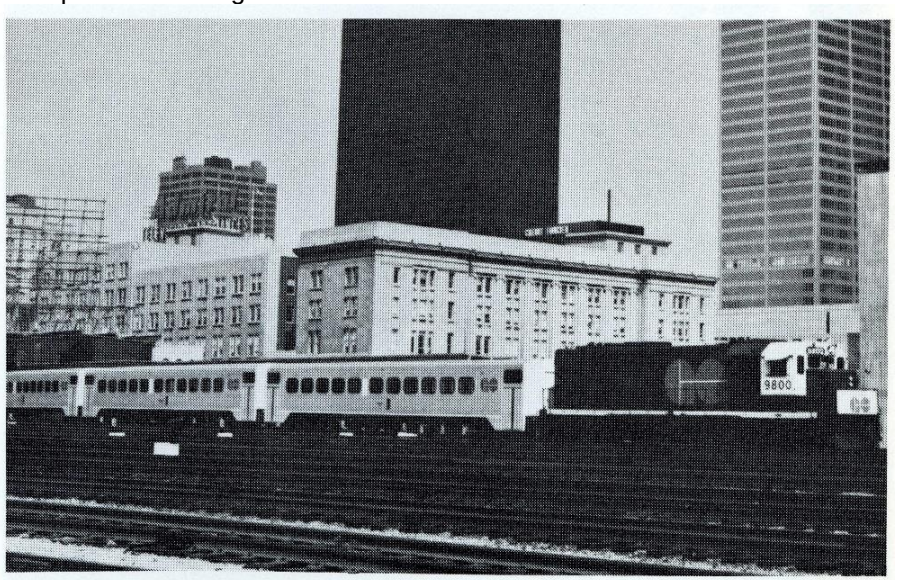
Aside from offering a modern approach to attract car commuters off crowded highways, it is a practical experiment in the utilization of existing rail lines for commuter operations. It provides efficient suburban transportation for those who prefer not to drive or who do not own cars.

The service is operated by Canadian National Railways on behalf of the Government of Ontario and is a good example of a dual agency approach in this field. This service effectively removes about 14,000 cars from the highways along the lakeshore each day.

The eastern and western of the rail service at Pickering and Oakville respectively were extended by the use of an express bus service to Oshawa and Hamilton in September 1970.

During 1970 the GO Transit service was extended to include the existing bus service between Toronto and Newmarket and Richmond Hill.

Last spring, the Minister of Transportation and Communications announced a further extension in the commuter service linking Metro. A limited rail service will be introduced during 1973 in the northwest corridor serving Malton, Bramalea, Brampton and Georgetown.



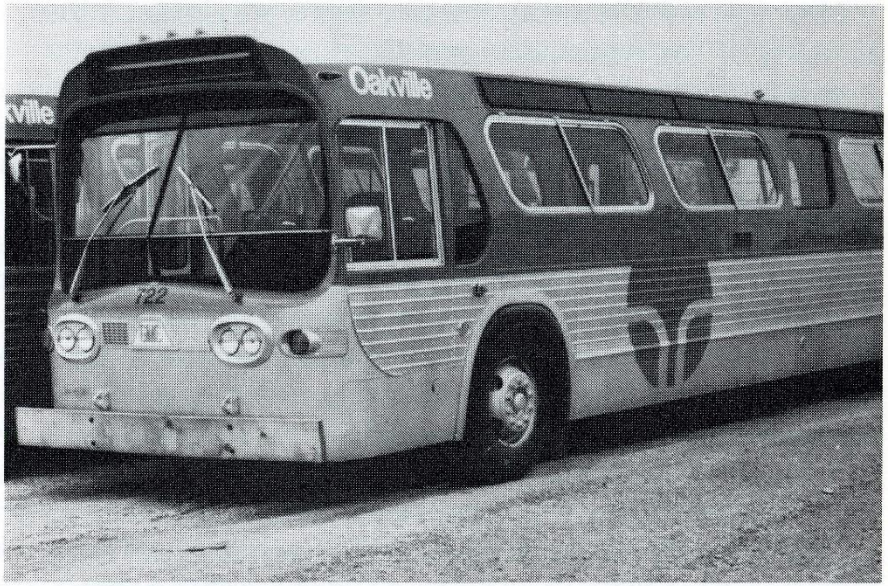
*Ontario's specially designed GO trains use conventional rail lines.*

# MUNICIPAL TRANSIT SYSTEMS

Before the decision to terminate the Spadina Expressway was made, the Ministry of Transportation and Communications already had a province-wide urban transit study in cooperation with 28 municipalities well under way. This program enabled the 28 localities to review their transit systems or to plan new ones in line with more modern developments in the transportation field. Sudbury, Oakville and North Bay led in the establishment of new up-to-date systems. In the course of these reviews, routes, schedules, the effects of changes in passenger volumes and the effect of changes on costs or revenues were studied in detail.

Marketing, management and maintenance received attention. Methods of updating equipment, plant and premises were investigated. Careful attention was given to fare structures and a number of alternatives were put forward. School bus service and dial-a-ride service were studied. A number of original solutions to local problems emerged from the studies. Some of the most notable have been in the area of marketing which up to this time has been almost non-existent in the transportation industry. Many municipalities produced easy to read route maps and schedules, erected new bus stop signs and shelters and emphasized an attractive appearance for their buses. This emphasis on the needs of the passenger and the improvement of service has enlarged ridership considerably.

In Thunder Bay the whole maintenance program was reviewed and a recommendation made to construct a new central maintenance facility. The towns of Markham, Richmond Hill, and Vaughan have undertaken studies to determine their needs and capabilities of supporting additional transit service.





*TOP: New bus system in Oakville with a special fare structure to dissipate rush hour traffic load.*
*BOTTOM: Dial-A-Bus system integrated with GO Train service.*

# DIAL-A-BUS

Now just a word about the pioneer work done by the Ministry of Transportation and Communications in the dial-a-bus service. This service I am told was the first in the world and was designed primarily as a feeder service to the GO Transit station in Bay Ridges. The project is now two years old and has been growing consistently since its inception. Over 60% of those Bay Ridges residents who use the GO train now also use dial-a-bus. This significant impact is in contrast with the 20% market share achieved by a fixed route feeder service to the GO train which operated in the same community before the dial-a-bus service was introduced.

Following the obvious success of the Bay Ridges experiment several other services have been implemented in North America. The biggest one is in Regina where the vehicle design, despatching techniques and basic concept planning were all developed from the pioneer work done in Bay Ridges. Dial-a-bus service has now been introduced in Kingston and Stratford to provide improved and more economical service in the evening periods.

The future of dial-a-bus looks bright and the Ministry of Transportation and Communications fully expects to be involved in the implementation of further systems in Ontario. These new operations will take various forms both as self-contained transit systems or as feeders to existing fixed route services.

Possible locations for future demonstrations include the suburban areas of Toronto such as Downsview, parts of Willowdale, and northern Scarborough. Nepean and North Gloucester in greater Ottawa are also possibilities for further demonstrations.

# NEW OAKVILLE AND SUDBURY TRANSIT SYSTEMS

I would like to give you one or two other examples of recent developments in the transit systems in cities outside of the larger centres. For example, in Oakville, the Ministry of Transportation and Communications has assisted in a study which led to a new bus system. Ten new buses serve this growing area and also take passengers to the GO train. A novel fare structure where passengers travel at a reduced rate during off-peak hours helps to spread the traffic load. Already the system, after only two months' operation, is carrying three times the number of passengers carried by the system which it replaced.

Another example of provincial assistance to urban transit can be found in the Sudbury area, where a new municipally operated transit system has replaced the old privately operated one. The planning and design of the new system was subsidized by the Province.

Coupled with the new service in town there has been an expansion of service beyond the city limits to nearby smelters. Here the Provincial Government has worked side by side with municipal representatives and members of the local union and management. A combination of express buses, shuttle buses and dial-a-bus service will be used to link the city routes. This is an experimental program underwritten by the Province for a three-year period.

From these examples it is clear that many experiments and projects are already in operation in Ontario. We will be prepared to extend the experience gained in these activities to various parts of the province as well as into the larger centres such as Ottawa, Hamilton and Metro Toronto.

## EXPANDED ROLE OF THE PROVINCE - BASIC PRINCIPLES

After a thorough assessment of all aspects of transportation and its relationship with the urban environment, we have developed a Provincial urban transportation policy based on the following.

1. Recognition of the need for community wide transportation systems that provide maximum service and convenience but which will not depreciate nor destroy community life.
2. Cooperation with the appropriate municipal authorities in the development of alternative transportation facilities appropriate to local needs.
3. Provision of necessary resources including both technical research and appreciably greater provincial financial assistance for transit services.

The Provincial Government has in the past two or three years clearly and definitely adopted a policy of developing and sponsoring an integrated transportation approach to the movement of goods and people in the province. A number of extremely significant moves have been made in this direction.

Last year all transportation problems were brought within a single Ministry making it possible to plan and coordinate not only highways, but rail, air and urban transportation, and all forms of communication.

## APPROVAL FOR NORTHWEST CORRIDOR RAPID TRANSIT

As I mentioned earlier, the largest transportation problem facing the more densely populated urban areas of the world is related to the ever increasing problem of peak hour congestion. In a limited number of very densely populated areas such as parts of Toronto and Montreal, subways have been the traditional answer for high capacity movement of people. Toronto now has an extremely fine and efficient subway system and has plans to extend the existing University Avenue line in a northwesterly direction to Wilson Heights. The Province has committed itself to provide financial support for rapid transit in this corridor and fully intends to honour this commitment. Without commenting on the specific alignment which we feel is a matter for local decision, the independent studies carried out by the Province indicate the justification for a rapid transit service for this section of the city.

In general, however, as the cost of subway construction has reached such a high level, very few if any jurisdictions in the world appear to be capable of continuing to extend this system. Prospects are that in the next decade costs may exceed $40 million per mile. Yet, subways have the undisputed advantage in heavily populated areas of having extremely high passenger carrying capacity of 35,000 to 40,000 people per hour. Buses on the other hand operating on city streets have a maximum capacity of 5,000 to 6,000 passengers per hour on each route.

# INTERMEDIATE CAPACITY TRANSIT - A PROPOSED NEW SYSTEM

For some time there has been the pressing need for a public transit system which has a capacity intermediate between that of the subway and the bus system and which would be substantially more economical to construct than a subway system. With this objective in mind studies have been carried on for the past several years by engineering specialists in this field working within our Provincial Ministry of Transportation and Communications.

The studies have covered developments in all parts of the world and have been supplemented by independent studies of two of the foremost engineering and transportation consulting firms in North America — M.M. Dillon and DeLeuw Cather of Canada. Their findings have indicated to us that the technology now exists to provide precisely the kind of economical intermediate capacity transit system which promises to fill the need in major urban centres such as Toronto, Ottawa and Hamilton.

The chief economy promised by these new systems is reduced capital outlay, based on the fact that they are more acceptable in an urban environment, and normally will not have to be built underground. The reason for this is that they are much lighter than conventional rail vehicles and are smooth and quiet as well as pollution free. They may be supported on either rubber tires, magnetic suspension or air cushion. The development of new types of motors known as linear induction motors offers silent acceleration and braking of vehicles without contact with the track. Finally, the development of automated controls means that the operating cost will be considerably less than either subway or bus transportation.

The new intermediate capacity systems will operate on their own tracks or guideways either at ground level or above or below the ground when it is necessary to avoid interference with surface traffic patterns. The guideway systems have modern, clean designs and from the aesthetic point of view fit very well into the modern city. From a technical viewpoint, the system can be constructed in a way that will permit it to use the best of present technology and at the same time be capable of modification and improvement to incorporate new developments expected in the future, such as automatic synchronous controls. New transportation technology is now sufficiently advanced to enable us to plan extended hours and express routes at very little, if any, extra cost. Since the system could eventually be fully automated in the same way that high speed elevators are fully automated, off-hour use and express service could be feasible.

These new systems could be designed for moving goods as efficiently as people, thus removing some heavy commercial traffic from existing roadways. An additional benefit from the passengers' point of view is that in most cases there will be an interesting and pleasant view of the city.

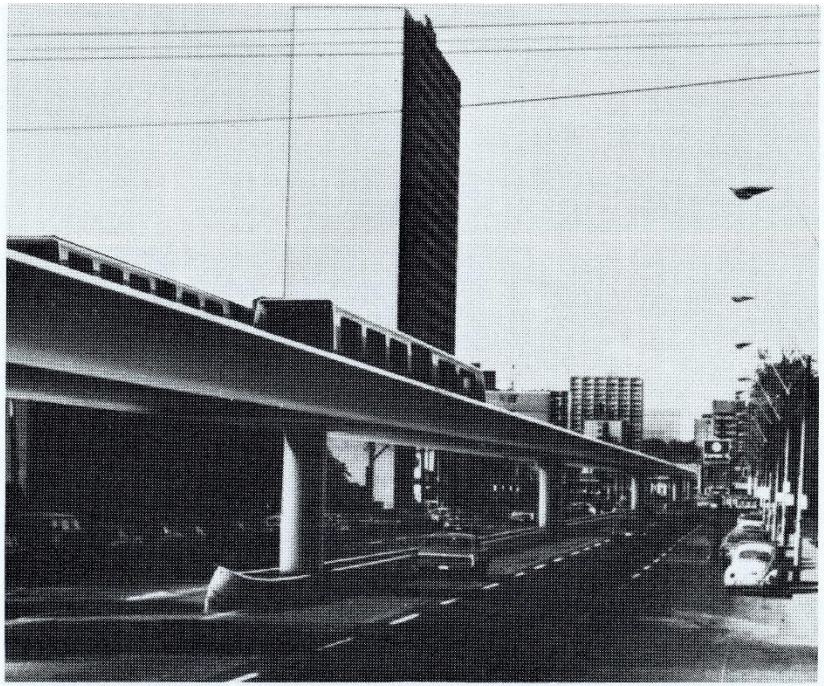
In summary, what we are discussing is a *modern intermediate capacity transit system that is attractive in appearance, smooth and quiet in operation, comfortable, safe and pollution-free*. The major advantage is that it is sufficiently economical to permit it to be installed in a relatively short period to provide a far-reaching network of rapid transit for the Metropolitan Toronto area and also for Hamilton and Ottawa.

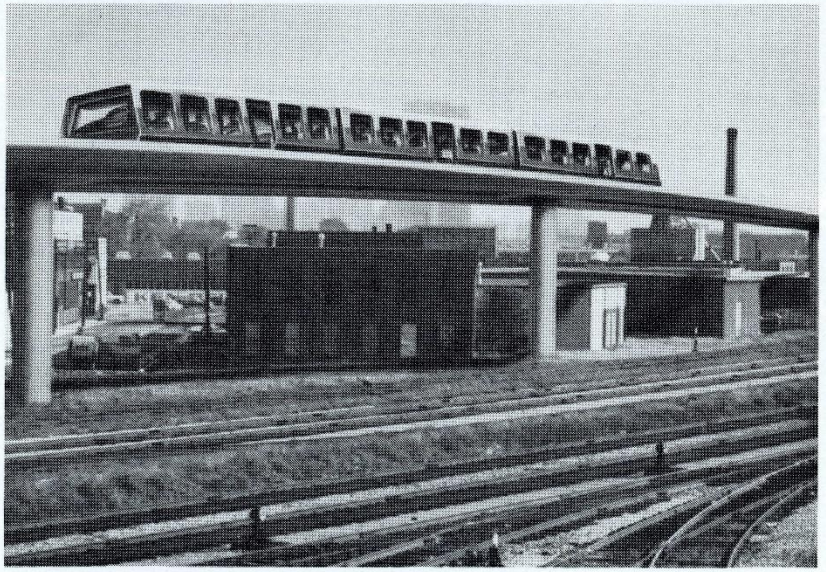
Our planners have done a study of the Metropolitan Toronto area including previous plans of the TTC for rapid transit and have found that new intermediate capacity systems lend themselves admirably to a logical development of the original concept of the TTC.

Metropolitan Toronto is fortunate in having a valuable network of access routes already existing in the city. These are the railway lines and the Hydro rights-of-way which can be used for the proposed new system. Intermediate capacity systems can be constructed economically above a railway alignment or to the side without interfering with the railway service. The Hydro rights-of-way have the additional advantage of offering almost unlimited free or extremely low cost parking along the routes. In addition, utilization of these rights-of-way has the overriding benefit of keeping costs down so that the Province and the municipalities will now be capable of providing a much larger comprehensive system than would be the case if land had to be expropriated.

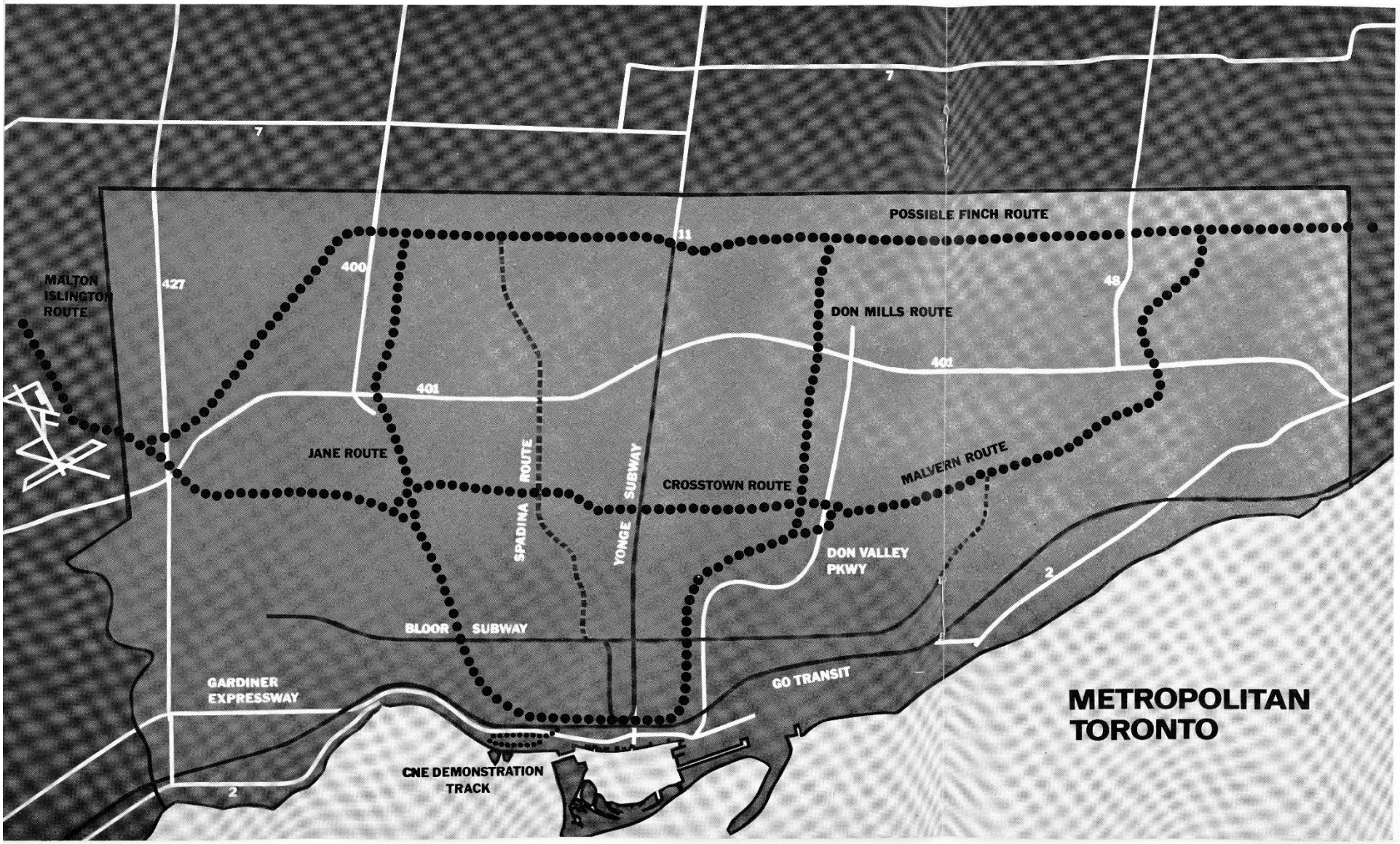
Finally, the use of basic existing corridors will mean that the new transit system can be constructed with minimum disruption of existing traffic patterns and a minimum interference in the urban environment. There are some areas where land will of necessity be acquired but this will be minimal compared to the type of disruption required for an inner-city expressway.

In some areas a new intermediate capacity system can be built above the median strip on existing streets where these are wide enough. In other cases a single track could run along the side of streets and actually be incorporated into office buildings with stations for the new system contained within commercial buildings. The smoothness, quietness, lack of pollution and attractive appearance of the new system would lend itself to integration, for example, into shopping centres and other business establishments.





*TOP: Artist's retouch shows an elevated, two-way transit structure on a typical downtown commercial street. BOTTOM: Railway rights-of-way will provide routes for elevated transit track at considerable saving to taxpayer.*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7
POSSIBLE FINCH ROUTE
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ISLINGTON
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DON MILLS ROUTE
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JANE ROUTE
SPADINA ROUTE
YONGE SUBWAY
CROSSTOWN ROUTE
MALVERN ROUTE
DON VALLEY
PKWY
2
BLOOR SUBWAY
GARDINER
EXPRESSWAY
GO TRANSIT
CNE DEMONSTRATION
TRACK
2
METROPOLITAN
TORONTO

# 5 PROPOSED ROUTES IN METROPOLITAN TORONTO

Our planners have identified five possible routes in which the Municipality of Metropolitan Toronto and the TTC may want to consider application of the new mode.

The first route suggested would be from Union Station east to the Don River and up the Don Valley to Thorncliffe Park and Flemingdon Park and northeast following the Hydro alignment and terminating in the Malvern area of Scarborough.

A second route could branch off this alignment at Don Mills Road and carry north to the vicinity of Finch Avenue.

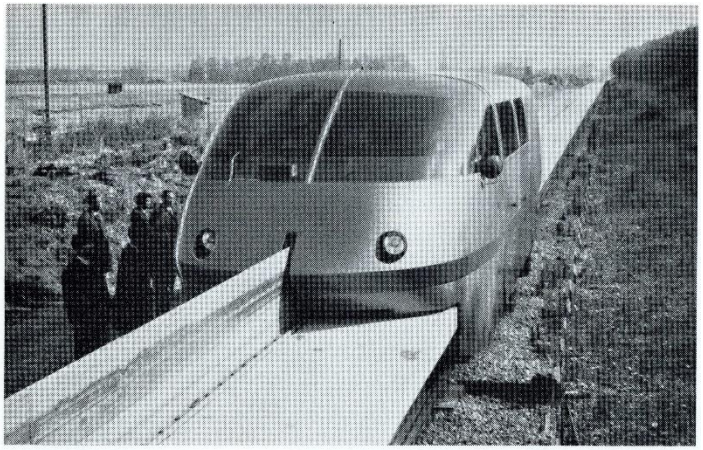
The third route would follow the railway line west of Union Station, northwest to Weston and to the vicinity of Eglinton Avenue where it would turn west and connect with Malton Airport.

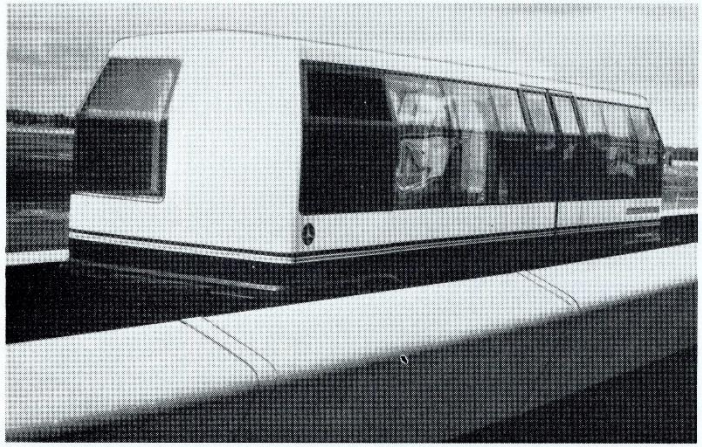
The fourth possible route would branch from the third route at Eglinton Avenue and follow the Highway 400 right-of-way which runs north to the Macdonald Cartier Freeway. The route would continue along Jane Street to Finch Avenue.

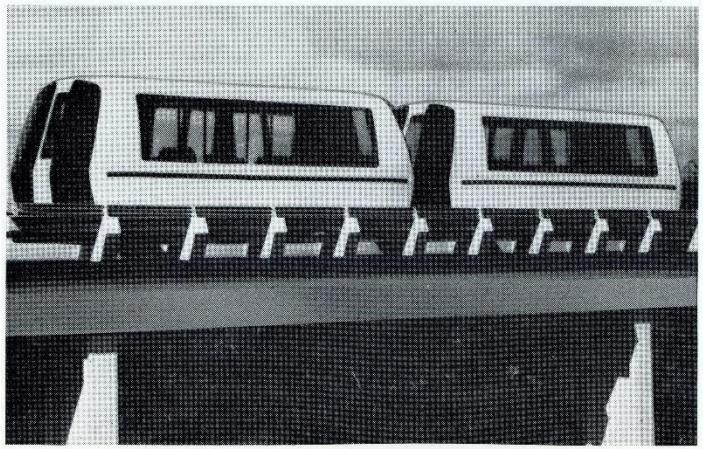
The fifth route for consideration would connect the east and west alignments across Eglinton Avenue. This routing would be more difficult than the others in that it would have to be built for part of its distance along Eglinton Avenue, and in a central part of the city it would probably have to be buried, thus increasing the cost.

Finally, at some future date, consideration could be given to an east-west route following Finch Avenue and intersecting all these lines. This route could be extended to serve the new Pickering community development at the appropriate time.

Technical studies completed by our Ministry of Transportation and Communications also indicate that such a system could be partly operational within five years and largely completed within ten.







*Three intermediate capacity transit systems being evaluated by the Government of Ontario*

We do feel that an intermediate capacity system should also be considered an option to a subway in the northwest corridor. However, we also recognize that such an option may present operating difficulties for the TTC, or on the other hand could possibly have operating advantages from the total systems point of view. We would suggest that the TTC together with Metro and the Ministry of Transportation and Communications should consider which of these alternative modes best fits the needs of the community.

Our cost estimates indicate that the five intermediate capacity system routes, not including the Spadina corridor, would provide Metropolitan Toronto with a new transit system 56.1 miles in length and costing $756 million, which is an average cost of $13.4 million per mile, including all equipment, stations, yards and facilities. As I indicated earlier, the cost of conventional subway construction is now running at approximately $25 to $30 million per mile and has prospects of escalating into the range of $40 million a mile.

The new system would provide a capacity of up to 20,000 persons per hour in each direction. Our studies indicate that this would meet the requirements of the Metropolitan Toronto area beyond 1990. In addition, the systems lend themselves readily to technological improvement and the addition of further lines at any time in the future to increase capacity.

# 3 PROPOSED ROUTES IN HAMILTON

Our studies in Hamilton indicate that the problem is more difficult largely because of the lack of rail lines and Hydro lines in appropriate locations. However, a tentative plan has been drawn up for these three routes.

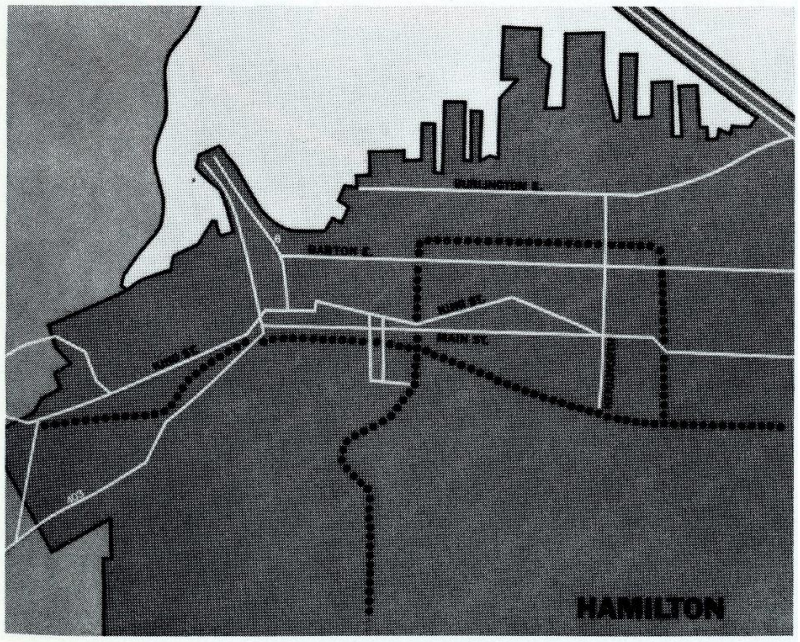
An eastern route could begin at Mount Albion Road and use a Hydro right-of-way and existing rail corridors to get to the downtown area.

A southern route could begin in the downtown area and use existing streets before climbing the mountain and ending near Highway 6 and Mohawk Road.

A western line could begin downtown and use existing railway corridors and industrial properties to reach the Highway 2 and Main Street area.

Our estimates for Hamilton indicate that for a total system 17.3 miles in length, include rolling stock, stations and all equipment, the cost would be $283 million, or an average of $16.5 million per mile. This is a somewhat higher cost than in the Toronto area because of the lack of suitable rights-of-way, as I mentioned earlier.

Hamilton could have medium capacity transit corridors running east, west and south from the downtown core.




*Hamilton could have medium capacity transit corridors running east, west and south from the downtown core.*

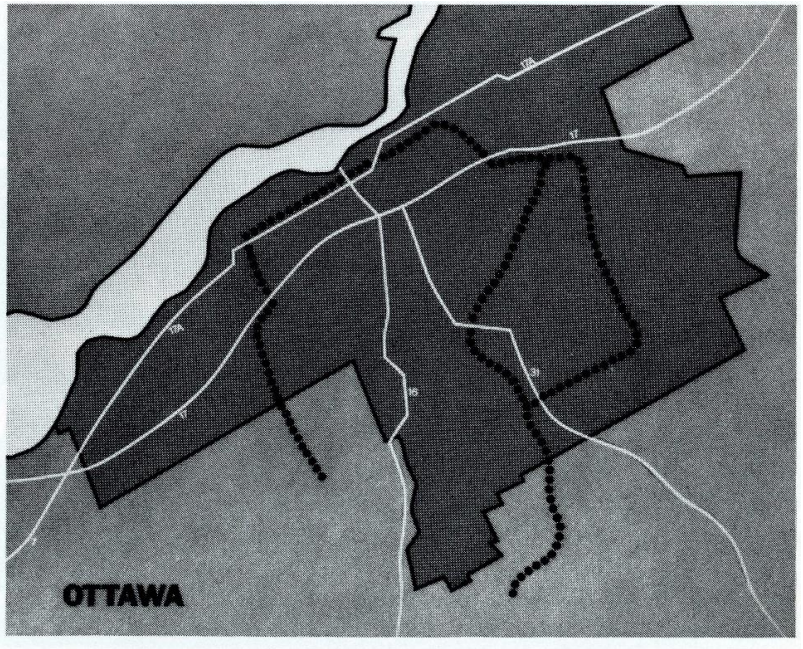
# PROPOSED ROUTE IN OTTAWA

The City of Ottawa appears to have the required transit needs to justify construction of a similar system.

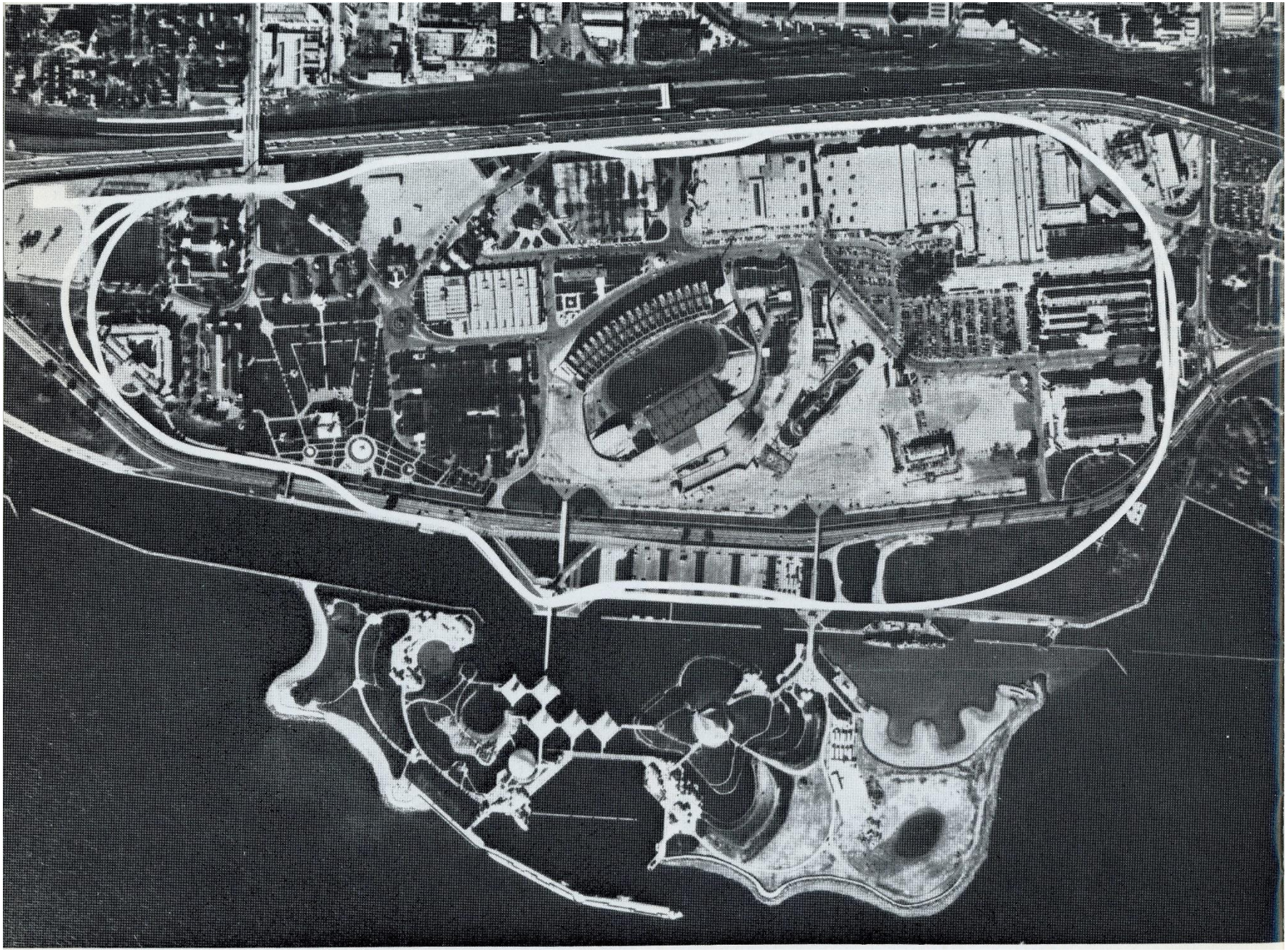
The suggested route would begin at Viewmount Drive in the West End. It would follow Merivale Road to the Queensway, and proceed north along the Hydro corridor to Scott Street. It would continue east and go underground along Slater Street through the central business district.

Crossing the Canal at the Laurier Bridge, the route would follow Nicholas Street and the Queensway to the Union Station. It would proceed south along the Hydro right-of-way to Smyth Road. Finally, it would go along the proposed Highway 41 7 busway to a terminal at Walkley Road.

Studies indicate that the cost for the complete system 11.4 miles in length including excavations and equipment would be $195 million, or approximately $17.1 million per mile.




*Existing right-of-way lines in Ottawa suggest two routes, almost encircling the city and meeting downtown.*



*New medium capacity transit would be thoroughly tested on a demonstration track to be tested at the Canadian National Exhibition grounds in Toronto.*

# PLANS FOR DEMONSTRATION PROJECT

I have described the possible application of a new form of intermediate capacity transit in the Metropolitan Toronto area and in Hamilton and Ottawa. We are anxious to have the earliest possible discussion with local authorities on further detailed consideration of these proposals.

For its part the Province of Ontario is now well advanced with plans for a prototype development, demonstration and test project which will permit full testing of all aspects of the new technology under local conditions. Three major companies have been asked to submit proposals and these are due in February 1973. By the spring of 1973 a contract will be let for the building of a demonstration track and vehicles for a two-mile route at the CNE. Our plans call for testing this system in operation in late 1974. Our target date for completion of construction and equipment for the first urban route is 1977.

# INTERIM MEASURES

However, it should not be necessary to wait until the proposed intermediate capacity system is fully operational to gain benefits from the available transportation corridors mentioned earlier. As an interim measure it may be feasible to provide express routes through parts of these corridors using existing modes of transportation such as buses or streetcars. When operating in exclusive rights-of-way these facilities are capable of providing intermediate capacity transit facilities. Hydro rights-of-way are particularly appropriate for such systems, with ample space for commuter parking. Such an approach would have the benefit of providing immediate relief to traffic congestion in some areas. In addition, the provision of service at an early date will develop patterns of transit use which will assist in the economical implementation of the new intermediate capacity system at the appropriate time.

This approach also offers an earlier response to the need in such corridors as the Finch alignment previously mentioned, in which the economic application of a new system is still many years off.

# COOPERATION WITH MUNICIPALITIES

I would now extend an invitation to municipal governments in these cities, as well as to their transit authorities to study these proposals, to evaluate them in the light of their needs and to come back to the Provincial Government with their comments or alternative proposals. I give my assurance that these responses will receive the fullest possible consideration. My Government has set as one of the highest priorities the full cooperation with municipalities to provide the best possible systems of urban transportation.

In the case of smaller urban areas as well as towns, it is clear that neither subways nor intermediate capacity transit systems are practical. However, studies have been completed indicating that express buses, dial-a-buses and similar forms of public transportation can be made attractive and viable in many areas. I have already mentioned the number of experiments and pilot projects which are being carried out with the full cooperation of certain municipal governments.

To other municipalities, I extend the same offer which has been extended to Toronto, Ottawa and Hamilton. We invite them to consider local transportation needs and to make proposals to the Provincial Government for the development and implementation of appropriate transportation systems.

## FINANCIAL PROPOSALS

# URBAN TRANSPORTATION

To indicate my Government's determination and concern in this whole matter, I would now like to set forth certain proposals regarding the financing of urban transportation.

At present, the Province pays to municipalities 50% of construction and maintenance costs for road purposes. In addition, the Province pays a higher rate of grant for connecting links through municipalities for Provincial highways.

Transit subsidies recently introduced provide 50% subsidy of the deficits incurred by public transit systems up to a maximum amount limited by a formula. Some years ago, the Province began paying 50% of the capital costs of subway construction and in 1971 this 50% subsidy was extended to include equipment costs and rolling stock.

However, up to now, the Province has not paid direct subsidies for the purchase of surface transportation equipment such as buses, streetcars, trolley buses and intermediate capacity systems of the type proposed, as well as support facilities such as parking lots.

Effective December 1, 1972, the Province will now also pay up to 75% subsidy for approved capital expenditures on this type of facility. Among other benefits, this policy will permit the TTC to retain and upgrade its existing system of streetcars which continue to have many advantages, particularly when used in conjunction with exclusive rights-of-way.

# COMPUTERIZED TRAFFIC CONTROL

In attacking the transportation problems of our urban areas, it is necessary to consider not only the provision of public transportation but also how the existing system of streets and roads can be used most efficiently, particularly in the relatively short rush-hour periods.

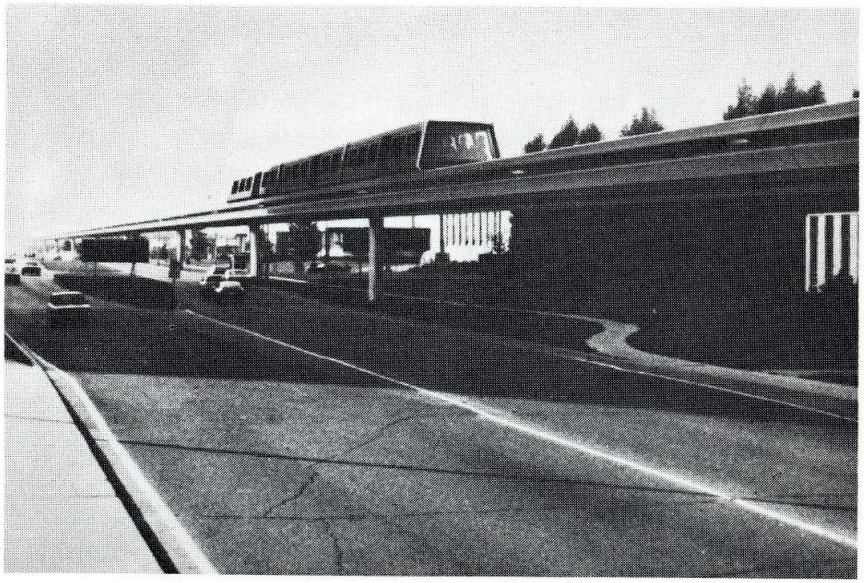
In this field Metropolitan Toronto with its computer controlled traffic system is one of the leading jurisdictions in the world. For a comparatively small investment in the necessary technical equipment, a very substantial increase in road capacity has been achieved. The resulting saving in road construction costs is many times the original expenditure on technical equipment.

In this regard my Government is prepared to offer substantially increased financial assistance to Metropolitan Toronto for upgrading and expanding the capability of this system. In addition, we will be prepared to give favourable consideration to similar proposals from other major urban areas. Effective December 1, 1972, the Province will now pay 50% of the cost of such measures. This will also apply to the installation of traffic signals to improve traffic safety and flow.


# STAGGERED OR FLEXIBLE WORKING HOURS

It is also worthwhile to consider how the demand on the roads and transportation systems during rush hour might be altered. In this regard, we are very encouraged by the work that has been done by Metropolitan Toronto, by the Toronto Board of Trade and by the TTC in studying the question of staggered or flexible working hours for major businesses.

We see this as an extremely promising method of reducing the peak hour congestion. The government is now prepared to provide substantial financial assistance to municipalities wishing to study and implement such projects. Effective December 1st the Province will pay 75% of the cost of such studies. In addition, the government itself employs approximately 10,000 people in the central Toronto core area. As a major employer, it will cooperate fully in any scheme to reduce rush hour congestion through the provision of flexible working hours.



*This structure is designed to be compatible with the commercial or commercial/residential neighbourhoods it serves.*

## TRANSPORTATION STUDIES

The Provincial Government will also continue to provide financial assistance at the rate of 75% in the whole field of transportation studies. This is for the purpose of encouraging the study of such concepts as one-way streets, scheduling of servicing and deliveries, and parking policies.

## COST OF FINANCIAL PROPOSALS

The Provincial Government's share of the cost of all these proposals has been estimated at an average of $135 million a year for the next ten years. The objective of this major new transportation program is to ensure the continuing quality and vitality of our urban areas in the decades ahead.

## FEDERAL GOVERNMENT PARTICIPATION

As our plans for alternative methods of transportation are developed, we invite the participation of the Federal Government in terms of planning, developing and financing the required system. It is noted that the Federal Government's counterparts in many other countries are placing a very high priority on the provision of funds for urban transportation. The United States Government is now proposing a major new program to provide assistance to state and local governments for this purpose.

In the City of Ottawa direct Federal Government participation will be particularly appropriate as a recognition of the fact that a great part of the expenditure on transportation is of direct benefit to the Federal Government and its central agencies in the Ottawa area. In the past the National Capital Commission has taken a great interest in the development of the Ottawa road system; it would follow that financial support should also be given to the construction of alternative means of transportation.

## REGIONAL TRANSPORTATION AUTHORITIES

As we have seen from our review of the many and varied methods that may be used to come to grips with the transportation problems of large urban centres, no one or even two methods will suffice. It will need to be a concerted attack. Coordinating the use of roadways with railways, streetcars and buses and perhaps other modes will require the highest degree of cooperation from all agencies in the field.

Perhaps some form of Regional Transportation Authority will be required to bring this cooperation about; it might well be done simply by those involved joining forces in the very large job of providing integrated transportation service.

## HELP FOR NORTHWEST QUADRANT OF METROPOLITAN TORONTO

Finally, I would like to close with a word or two to residents of the northwest corridor of Metropolitan Toronto. For the past few years while the public has been debating the merits of a change in direction of public transportation policy, this growing community has had to endure increasingly difficult traffic congestion.

In the long run, we are convinced that our new proposals will bring substantial relief. But I feel we owe this community some shorter-term help.

It is recognized that even with an immediate approval to proceed with construction of a rapid transit in the northwest corridor of Metropolitan Toronto it will be a number of years before service is available to this section of the city. The government is therefore prepared to provide substantial financial assistance to install in this part of the city a demonstration project based on the dial-a-bus and express bus principles described earlier. There are indications that this system, combined with computer scheduling, can have a substantial impact on the problem of rush hour traffic.

Although these temporary measures will not be sufficient for the long term, they should make a significant contribution to the comfort of passengers travelling from the northwest to the centre of Metro.

## LAND DEVELOPMENT ALONG TRANSIT ROUTES

The effect of a far-reaching transit network on the whole fabric of the city is a subject which will require continuing study. One only has to look along Yonge Street and east and west along Bloor Street to see the dramatic effect on development brought about by the installation of rapid transit. Since the new intermediate capacity system could extend over five new lines, in Toronto this will have the effect of spreading out the development over wider sections of the city. With this natural concentration of development along transport corridors, and in order not to overload the system in any one place, it may become necessary to plan the siting of large buildings more consciously in the future than has been the case in the past. Such commercial development should offset most of the expenses of the original land acquisition and bring people close to the transportation system.

In connection with the Spadina rapid transit route, Provincial approval now given opens the way for early redevelopment of the property which was acquired north of Eglinton Avenue. Regardless of the transit system chosen for implementation, or the decision on a routing south of Eglinton, land above and beside the route as far south as Eglinton could be made available at an early date for municipal or commerical use. The way is now open for consideration of the imaginative Buckminster Fuller proposals which are on record, or for reasonable alternatives. In this regard the Provincial Government will provide full cooperation to Metropolitan Toronto and the TTC in the redevelopment of this area.

A new transportation system will also make possible an attractive alternative to high-rise, high-density living and to suburban sprawl. It will encourage moderate density residential areas which may bring about a new sense of community belonging, not unlike the cities of the past which also evolved around major public transit systems. In this respect the new systems are sufficiently economical to provide transportation as an encouragement to growth in appropriate areas, rather than merely responding to growth as it occurs.

SUMMARY

# PROVINCIAL POSITION

In conclusion, may I summarize our position. The Province of Ontario is committed to a *policy of an integrated approach toward the transportation of people and goods within the province*. With that policy in mind, the Government has already done the following.

- Brought together all transportation responsibilities of the Government into one Ministry to permit better planning and coordination.
- Taken steps to coordinate our transportation planning with the municipalities, thus developing a truly provincially integrated network.
- Extended the municipal subsidy for transportation planning. At one time, the subsidy was available for development of roads only. Now it includes all other forms of transit.
- Provided aid to municipal transit systems in the form of deficit subsidies.
- Broadened subway subsidies to include construction, rolling stock and stations.
- Developed, in partnership with municipal authorities, new transit systems and upgraded existing ones.
- Financed demonstration projects in the public transit field.
- Evaluated new modes of transit, particularly the intermediate capacity type.

We are now ready to move into the next phase and to assist, to a greater degree than ever before, in the planning and financing of public transportation systems which will emphasize the comfort and convenience of people in all parts of Ontario.

# PROPOSED SIX-POINT PROGRAM

The Province will shift emphasis from urban expressways to *a variety of transportation facilities, which will put people first*. This policy will be implemented through *a six-point program*:

First, subsidies of 75% for the purchase by municipalities of buses, streetcars and trolley buses, and related facilities;

Second, the development at Provincial expense of a prototype and operating demonstration of a new form of intermediate capacity transit system together with a subsidy program of 75% to assist municipalities in applying the system to meet their needs;

Third, subsidies for programs to alter demand for transportation at peak times such as the encouragement of flexible working hours to spread peak loads in major cities;

Fourth, subsidies of 50% to urban areas for upgrading and expanding computer controlled traffic systems;

Fifth, continuation and expansion of studies in cooperation with municipalities in order to maximize the use of existing roadways through the study of such means as one-way streets, delivery and parking policies;

Sixth, an intensification of Provincial efforts and resources devoted to the coordination of transportation planning among the municipalities in Ontario.

With the cooperation of the municipalities we are certain that we have the opportunity to develop a transportation network that will put Ontario foremost in the world in this important field. Its purpose is to provide a comprehensive "people first" transportation system which will permit orderly development, improve the quality of life in our urban areas, and conserve our land resources at reasonable cost to the taxpayers.

I invite the citizens of Ontario and the municipal leaders in the province to join with us in evaluating these proposals and in developing plans for implementation.

# "A VARIETY OF TRANSPORTATION FACILITIES WILL PUT PEOPLE FIRST"

WILLIAM G. DAVIS