

Gardiner Expressway/Lake Shore Boulevard East Reconfiguration Environmental Assessment (EA) and Integrated Urban Design Study



Round One Consultation Report

Prepared by Lura Consulting for:
The City of Toronto and
Waterfront Toronto

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Gardiner Expressway/Lake Shore Boulevard East Reconfiguration Environmental Assessment (EA) and
Integrated Urban Design Study - Round One Consultation Report

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INTRODUCTION

Background

The City of Toronto and Waterfront Toronto have resumed the Gardiner Expressway/Lake Shore Boulevard East Reconfiguration Environmental Assessment (EA) and Integrated Urban Design Study.

In 2008, City Council authorized a partnership between the City of Toronto and Waterfront Toronto to examine the potential reconfiguration of the easterly portion of the Gardiner Expressway between Jarvis Street and Logan Avenue. The Gardiner East EA and Urban Design Study was formally initiated following the approval of the study Terms of Reference (ToR) by City Council and the Minister of the Environment in 2009 and proceeded until mid-2010. It was resumed earlier this year and is scheduled for completion in 2015.

The Study Area defined in the 2009 Terms of Reference has been expanded in three directions:

- to include the area between Jarvis Street west to Yonge Street to allow for the transition from an at or below grade roadway to the above grade Gardiner Expressway.
- to include some land north of King Street to capture the impact of potential changes to the Richmond-Adelaide DVP ramps.
- to extend the area of Lake Shore Boulevard east of Logan Avenue to ensure that any issues related to tying in to the existing at-grade segment of Lake Shore Boulevard are covered.

This is consistent with the Terms of Reference language that reads “The Study areas will be confirmed in the EA and will need to consider the alternatives to be examined and the geographic extent of the potential project effects (negative and positive)”. The revised (current) Study Area is shown in Figure 1.



Figure 1: Gardiner East EA Study Area

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The EA will examine four alternatives:

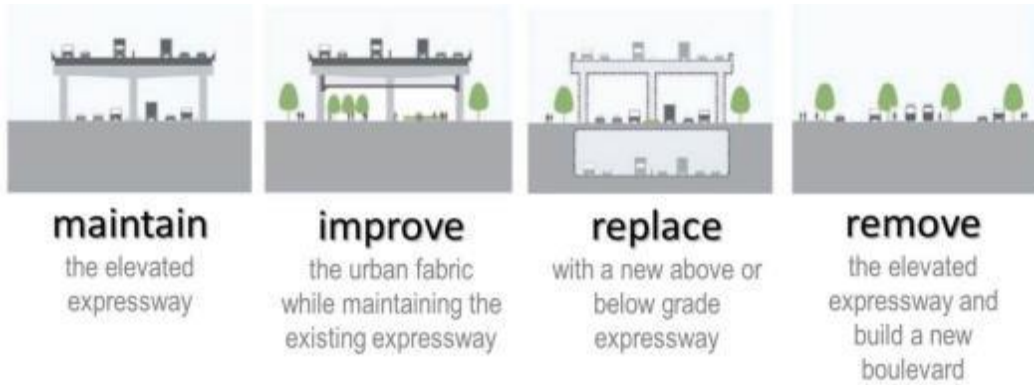


Figure 2: Conceptual renderings of the Alternatives

The following five goals were developed to provide guidance for the project, and can be found in the approved ToR:

1. Revitalize the Waterfront
2. Reconnect the City with the Lake
3. Balance Modes of Travel
4. Achieve Sustainability
5. Create Value

As illustrated in Figure 3, four evaluation lenses – Urban Design, Transportation & Infrastructure, Environment and Economics – will provide the structure for the evaluation of the alternatives in the EA along with Constructability and Timing considerations.



Figure 3: Evaluation Lenses

Purpose of the Gardiner East EA Consultations

As outlined in the ToR, public consultation is an important component of the Gardiner East EA and Urban Design Study. The City of Toronto and Waterfront Toronto recognize the importance of engaging stakeholders and the public to provide opportunities for feedback throughout the EA, while ensuring consultation activities comply with Ontario’s Environmental Assessment Act.

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The objectives of the consultation process are to:

1. Generate broad awareness of the project and opportunities for participation throughout the EA process.
2. Facilitate constructive input from consultation participants at key points in the EA process, well before decisions are made.
3. Provide ongoing opportunities for feedback and input, and for issues and concerns to be raised, discussed, and resolved to the extent possible.
4. Document input received through the consultation process and to demonstrate the impact of consultation on decision-making.

The Gardiner East EA and Urban Design Study will include five rounds of public consultation to ensure multiple opportunities for participation as part of an inclusive and transparent consultation process. Round One of the public consultation process was held between May 28th and June 28th, 2013, and successfully engaged over 5,000 individuals.

Engagement was facilitated through several complementary consultation approaches including: a stakeholder advisory committee meeting, public forum, web-enabled consultations, and social media. A review of the input received reveals common themes, concerns and viewpoints brought forward by the project's stakeholders and members of the public, and will be used to inform and shape the next phase of the EA and related consultation activities.

Report Contents

This report provides a description of the consultation and engagement activities undertaken as part of Round One of the Gardiner East EA and Urban Design Study, as well as a summary of the feedback received from the consultation activities that were undertaken. Section 2 provides an overview of the consultation process, the various consultation approaches used to reach and engage different audiences, and the communication and promotional tactics used to encourage participation.

An overview of the feedback received is organized into key themes in Section 3, and provides a compilation of the comments and suggestions that emerged from the consultation process. Next steps in the EA and Urban Design Study process are outlined in Section 4.

ROUND ONE CONSULTATION PROCESS OVERVIEW

To fulfill the objectives of the consultation strategy in the approved ToR, a multi-faceted approach targeting key stakeholders and the general public through complementary communication, promotional and engagement tactics was adopted. A range of consultation activities were also utilized to provide multiple opportunities for public participation as part of an inclusive and transparent consultation process.

The purpose of Round One of the consultation process was to:

1. Reintroduce the EA and Study process and provide a refresher on the approved EA Terms of Reference;
2. Identify any changes to the Study since the approved 2010 Terms of Reference (i.e. Study Area extents);
3. Obtain feedback from participants to inform the development of alternative solutions; and
4. Share information on case studies and innovative options.

Communication and Promotional Tactics

Project Website

A project website (www.gardinereast.ca) was established to serve as a landing spot for all information and consultations for the Gardiner East EA and Urban Design Study. The website includes a comprehensive overview of the study, relevant documents and resources, information about consultation events and opportunities to provide feedback, including an online interactive tool. The project website also included links to City of Toronto and Waterfront Toronto webpages containing additional background information about the EA and Urban Design Study.

Social Media

Twitter and Facebook were used as promotional tactics to increase awareness about the Gardiner East EA and Urban Design Study and to encourage broad participation. The Twitter handle @GardinerEast and Facebook page facebook.com/GardinerEast were embedded in various communication materials and consultation resources to generate followers organically. Tweets and Facebook updates were used to advertise the Public Forum. They were also integrated during the event to provide real-time updates and to engage off-site participants. Participants were also encouraged to ask questions or share comments through either social media service. The project hashtag #gardinereast was also used on all tweets to promote and track discussion.

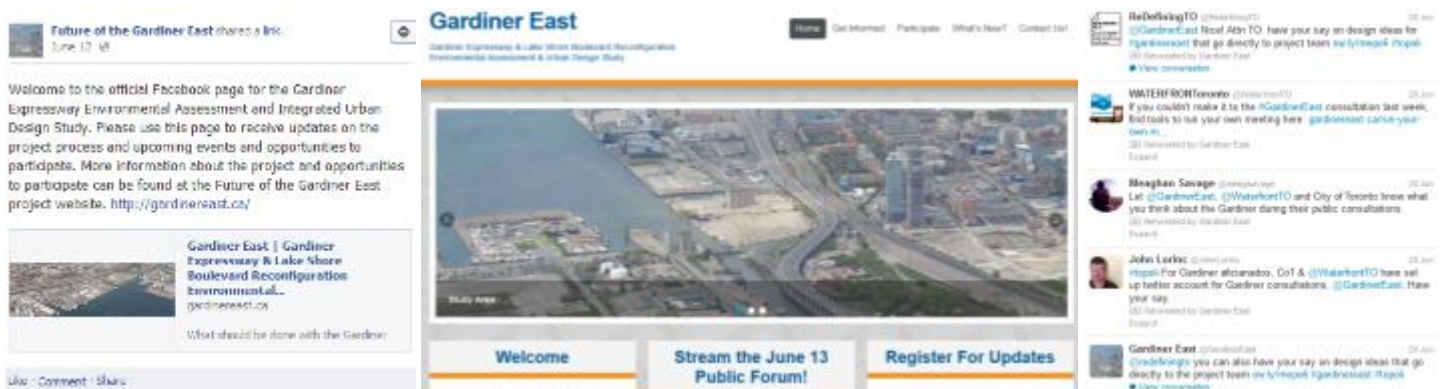


Figure 4: Screen shots of the project website and social media activity

Public Notice/Invitation/Media Coverage

A combination of public notices, media briefings, and invitations was utilized to promote stakeholder and public awareness of consultation activities:

- An e-mail invitation was sent to 6,600 subscribers (industries, professional organizations, community associations, transportation groups, numerous individuals, etc.) on Waterfront Toronto's extensive contact list database;
- Existing communications channels of the City of Toronto and Waterfront Toronto (websites, Councillor distribution lists, Waterfront Toronto e-newsletter) were used to promote details about the upcoming Public Forum;
- A media briefing was hosted by the City and Waterfront Toronto at City Hall on Wednesday June 12, 2013;
- A News Release about the Public Forum and online engagement opportunities was issued by the City and Waterfront Toronto, which combined with the media briefing resulted in substantial media coverage of the project and Public Forum;
- An e-blast was used to inform e-mail subscribers to the project's website about online opportunities to submit comments and feedback.

Media Advertising

As per mandatory provisions for public notice concerning EAs, a formal notice was published in the Toronto Star on May 31, 2013 to inform Torontonians about the resumption of the study and upcoming Public Forum. Public notices were also printed in the following community newspapers: Beach/Riverdale Mirror, East York Mirror, North York Mirror, City Centre Mirror and Scarborough Mirror.

Facilitator's Office

A "one-window" point of contact for the project was established, with dedicated phone, fax and email connections to facilitate communication. The "one-window" customer service centre will provide basic information about the project and serve as a focal point for receiving questions/comments and providing responses throughout the study. The contact details for the Facilitator's Office are listed below:

Facilitator's Office
505 Consumers Road, Suite 1005
Toronto, ON M2J 4V8
P: 416-479-0662
E: info@gardinereast.ca

Copies of the public notice and media briefing used to promote participation in the consultation process can be found in *Appendix A*.

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Consultation Resources

A number of resources were developed to facilitate participation throughout Round One of the consultation process. These resources were made available on the project website and at the Public Forum. An overview of each resource is provided below.

Discussion Guide

A Discussion Guide was developed to summarize information about the Gardiner East EA and Urban Design Study in one convenient package. The Discussion Guide contained key background information, as well as an overview of the alternatives and “key ideas” – which provided the focus for the Round One consultations. It was intended to provide consultation participants with a focused tool to learn about the EA and Urban Design Study and provide feedback. The enclosed feedback form was designed to capture the three most important and three least important “key ideas”, as selected by participants. The Discussion Guide was provided to participants at the Public Forum.



Figure 5: Screen shot of Discussion Guide

Workshop-in-a-Box

A modified version of the Discussion Guide was created to enable self-led group discussions. The Workshop-in-a-Box contained the same key background information and overview of the study alternatives. It also included instructions for community groups to facilitate their own discussion and document concerns and/or comments about the EA and Urban Design Study. Feedback collected during the groups discussions could be submitted online or through the Facilitator’s Office.

Overview Presentation

A presentation was developed to provide an overview of the Gardiner East EA and Urban Design Study including: the scope and objectives of the project, case studies from other jurisdictions, and the key ideas relating to each alternative. The presentation was delivered at the Public Forum. A PDF version of the presentation is available in the Document Library on the project website.

Public Forum Panels

Over 60 panels were displayed at the Public Forum to provide attendees with an overview of the project and more detail about the alternative design concepts submitted by six international design teams as part of an international design competition. Space was also provided for attendees to provide their feedback directly on the panels at the Public Forum. A PDF version of the panels is also available in the Document Library on the project website.

Copies of the consultation resources described above are available for viewing through the project website – www.gardinereast.ca.

Consultation Activities

The following consultation activities were implemented to ensure broad participation from key stakeholders and members of the public.

Stakeholder Advisory Committee (SAC) Meeting

A SAC meeting with key interest groups and community associations was held on May 28th 2013 at Metro Hall. The SAC was originally formed when the EA began in 2010 and was reconstituted in the Spring of 2013 – with a refreshed membership – once the EA was resumed by the City and Waterfront Toronto. The purpose of the meeting was to reorient stakeholders with the project, and receive feedback on the overview presentation in preparation for the Public Forum. The format of the meeting consisted of a series of presentations, a question and answer period, and an open discussion about the material presented.

A summary of the SAC Meeting can be found in *Appendix B*.

Public Forum

A Public Forum was held on June 13, 2013 at the Metro Toronto Convention Centre to inform key stakeholders and the public about the scope and intent of the Gardiner East EA and Urban Design Study, and to receive feedback on the key ideas relating to the various alternatives. Approximately 300 people attended the public forum. The format of the public forum was designed to encourage as much discussion as possible through a number of different methods:

- **Discussion Guide** – The Discussion Guide (described above) was distributed to each participant to guide them through the Public Forum. Participants were able to provide comments by completing a feedback form in the Discussion Guide and handing it in.
- **Open House Display** – Over 60 panels were displayed at the Public Forum to provide attendees with an overview of the project and more detail about the alternative design concepts submitted by six international design teams as part of an international design competition. Participants were also able to provide comments directly on the panels through the use of “sticky notes”.
- **Presentation** – An overview presentation was given by a panel of representatives from the City of Toronto, Waterfront Toronto and Perkins and Will outlining the EA and Study Process, as well as Case Studies from other jurisdictions and key ideas relating to each alternative.
- **Questions of Clarification** – Following the presentation participants were given the opportunity to ask questions of clarification regarding the EA and Study Process, case studies, innovative design competition, or key ideas.

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- **Discussion Session** – Approximately half an hour was provided for small table discussions about the alternatives and key ideas. Where possible, a project or consulting team member joined each table to act as a facilitator, and to note feedback on a group discussion form. The comments collected during the small table discussions were reported back to the larger group at the end of the session.



Figure 6: Pictures from the public forum

Online Engagement

Parallel to the face-to-face consultation activities, online options were also available to facilitate broad participation. An overview of the tools used to encourage online participation is provided below:

- **Live Webcast** – The public forum was broadcast live on the internet through the project website to enable participation across the City and beyond.
- **Recorded Webcast** – A recording of the webcast is available through the project website as a record of the event, and to enable participation by individuals who could not attend the public forum.
- **Participate Online “Do-It-Yourself” Consultation Process** – The project website included a *Participate Online* page featuring an interactive online consultation tool designed to capture feedback about the three most important and three least important key ideas relating to the alternatives. The online consultation tool was based on the feedback form in the Discussion Guide and allowed the participants to review the information and provide feedback on their own time.
- **Workshop-in-a-Box** - The Workshop-in-a-Box (described above) was available for participants to download from the project website to enable participation by community groups, associations or organizations who could not attend the public forum.
- **Social Media** – Twitter and Facebook were used to complement face-to-face discussions during and after the Public Forum. Tweets and Facebook posts were integrated during the event to provide real-time updates and to engage off-site participants. Participants were also encouraged to ask questions or share comments through either social media service. The project hashtag #gardinereast was used on all tweets to promote discussion.

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- **Email** – A dedicated project email address – info@gardinereast.ca – provided stakeholders and the public with another medium to direct questions and feedback. Staff at the Facilitator’s Office ensured email communications were promptly addressed and recorded for reporting purposes.

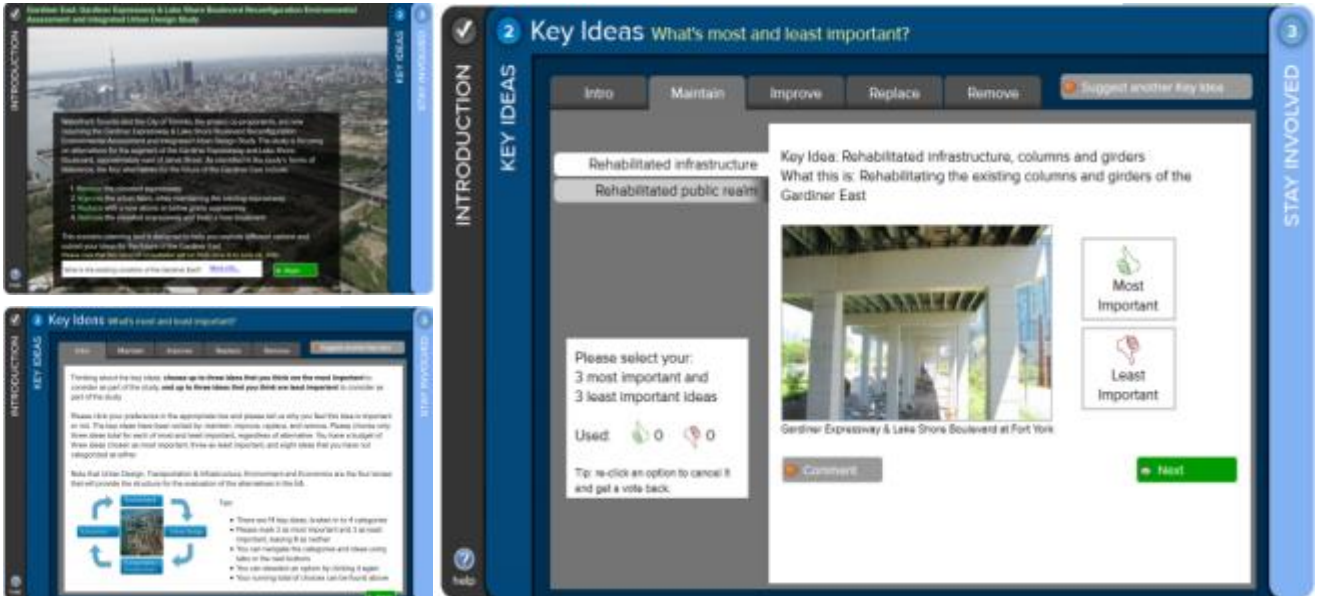


Figure 7: Screenshots of the Online Participation Tool by Metroquest

Over 1,000 people participated in this phase of the consultation process. The following table summarizes the number of participants by consultation activity:

Consultation Activity	Number of Participants
Stakeholder Advisory Committee Meeting	40 (invited) 20 (attended)
Public Forum	300
Live Webcast	36
Recorded Webcast	415
Online Participation Tool	1123 (visits) 367 (with feedback)
Twitter	166 followers
Facebook	37 likes
Email	51
Phone	9
Website Visits	3,195
<i>Total</i>	<i>1,400</i> (except absent SAC members and online feedback)

SUMMARY OF PARTICIPANT FEEDBACK

The focus of Round One of the consultation process was on 14 “key ideas” (see below) emerging from: 1) case studies compiled by the project team; and 2) design concepts submitted by six international design teams in 2010. These “key ideas” were categorized according to the four alternatives – Maintain, Improve, Replace and Remove – under consideration in the EA and Urban Design Study.



KEY IDEA – Rehabilitated Infrastructure: Rehabilitating the existing columns and girders of the Gardiner East. (Gardiner Expressway at Fort York).



KEY IDEA – Rehabilitated Public Realm: Rehabilitating the existing infrastructure (columns and girders) along with public art, public realm and lighting improvements. (Gardiner Expressway and Lake Shore Blvd at Fort York).



KEY IDEA – Re-align Lake Shore Boulevard: Move Lake Shore Boulevard out from beneath the expressway to allow for programming underneath. (Diller Scofidio + Refro/ Architects Alliance).



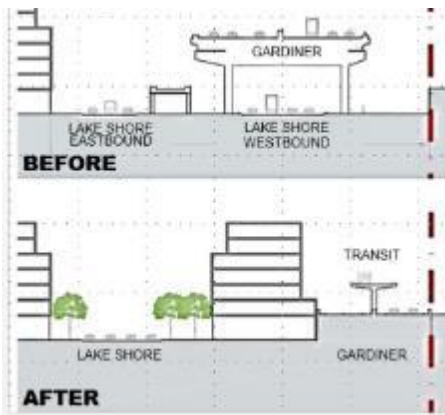
KEY IDEA – Enhance Appearance of Expressway Infrastructure: The structure of the Gardiner is enhanced visually through greening, landscaping or development. (KPMB Architects/ Bjarke Ingels Group).



KEY IDEA – Enhance the Space Underneath the Expressway: The space underneath the expressway is enhanced architecturally and dedicated to public, cultural and retail environments. (Diller Scofidio + Refro/ Architects Alliance).



KEY IDEA – Enhance the Rail Berm edge: The rail berm is visually enhanced and better east-west connections are achieved. (KPMB Architects/ Bjarke Ingels Group).



KEY IDEA – New Transportation Infrastructure: Relocating the expressway to create an urban and more pleasant city environment. (West 8 + DTAH, Cecil Balmond AGU).



KEY IDEA – Signature Crossing of the Don River: As an example, a new bridge could connect the Gardiner to the DVP. (Adrian Smith + Gordon Gill Architecture).



KEY IDEA – Enhance Waterfront Connectivity: A series of new or enhanced “gateways” are created to stitch the city to the waterfront. (West 8 + DTAH, Cecil Balmond AGU).

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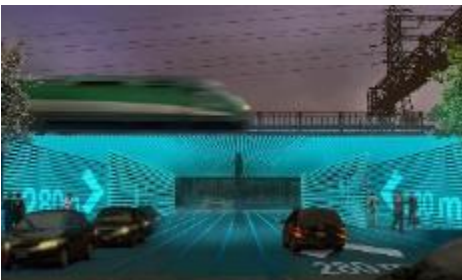
KEY IDEA - Balance Modes of Transportation: Maintain an expressway function and build a multi-modal Lake Shore Blvd which allows for roads, multi-use paths, transit and pedestrian promenades. (Adrian Smith + Gordon Gill Architecture).



KEY IDEA – Incorporate Alternative Transportation: Replaces the elevated expressway at-grade Lake Shore Blvd with opportunities for multi-use paths and transit corridors. (James Corner Field Operations).



KEY IDEA – Transportation Multi-Modal Hub: Create a multi-modal facility to the east of the Don River at the centre of a new city employment hub. (Office for Metropolitan Architecture/ AMO).



KEY IDEA – Improve North South connectivity: Re-imagine existing underpasses with improved architectural treatments and lighting to create inviting and safe access underneath the rail berm. (James Corner Field Operations).



KEY IDEA – Enhance Public Realm: Replaces the expressway with a landscaped multi-use Lake Shore Blvd. (James Corner Field Operations).

Figure 8: Renderings of Key Ideas

Feedback on the Key Ideas

Participants were asked to choose the *three most important* and *three least important* key ideas to consider in developing alternative solutions. Public Forum participants provided their feedback by completing and submitting a form in the Discussion Guide, while online participants made their selections using the online participation tool on the project website. A combined total of 367 hardcopy and online feedback forms were completed.

The graphics on the next page provide a quantitative summary of the results:

Most Important Key Ideas

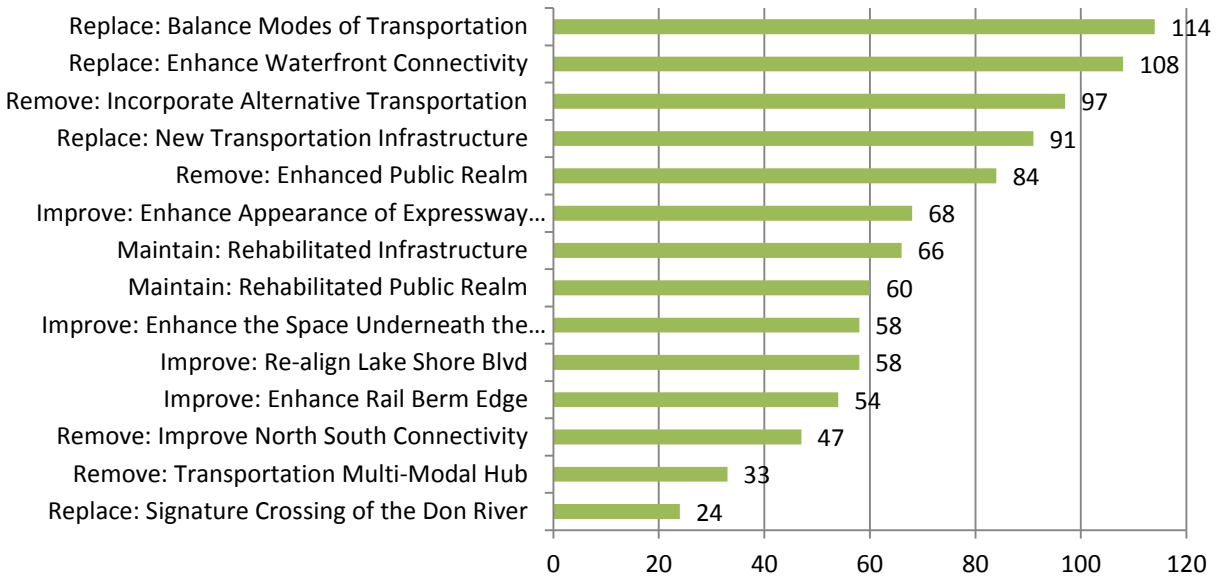


Figure 9: Most Important key ideas in descending order as chosen by participants

Least Important Key Ideas

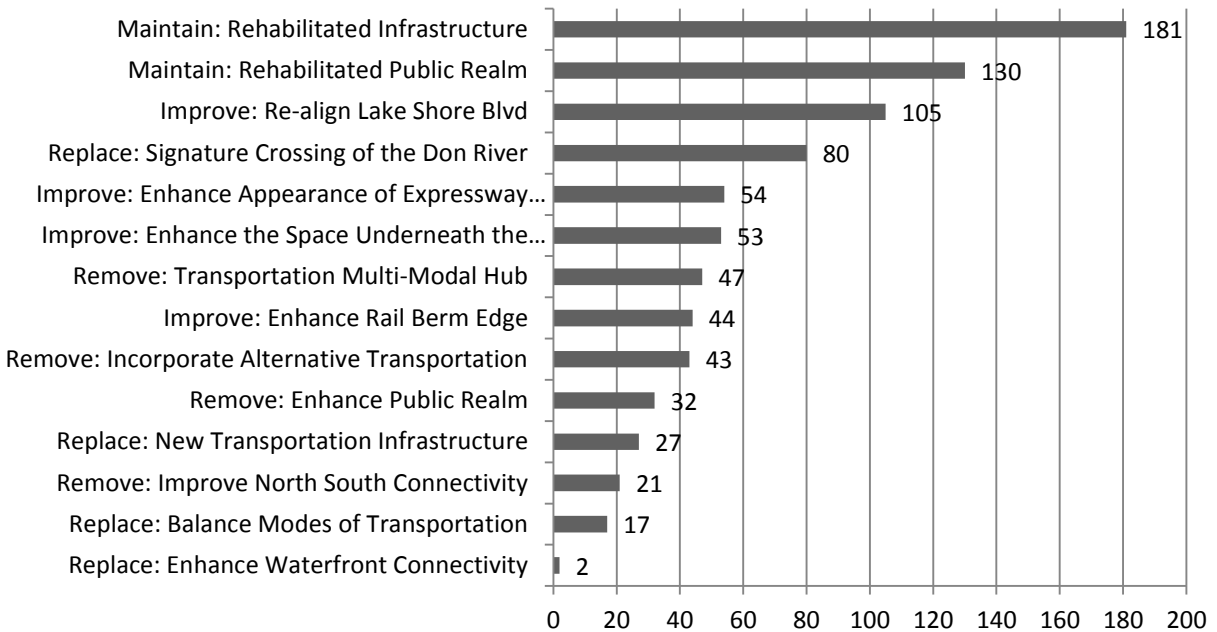


Figure 10: Least Important key ideas in descending order as chosen by participants

Feedback is summarized below (from most important to least important) according to each of the key ideas and provides a high-level synopsis of recurring comments, concerns and/or recommendations from consultation participants.

1. Key Idea: Balance Modes of Transportation

This was the *most important* key idea as chosen by participants. It is clear the majority of participants support the initiative to balance modes of transportation. Comments revealed a range of opinions.

- Participants generally agree that balancing modes of transportation should be a priority. They also agree that given space restrictions, stacking transportation infrastructure would free up land, improve sight lines to the waterfront and integrate public transit while maintaining the expressway. Several comments iterated this key idea is the best option, and support it even though they acknowledge it is expensive.
- Participants also emphasized the importance of considering a full range of transportation options while focusing on place making as part of this study.
- A few commenters suggested promoting development on either side of the reconfigured road way, and using development charges to finance construction.
- Participants who were enthusiastic about this key idea also brought forward the following concerns: creating a bigger barrier to the waterfront; connecting to the Gardiner west of Jarvis and maintaining highway access for residents in the east end.
- The most frequent comment against this key idea was concern about cost. Several participants felt that this option is too expensive to build and maintain. A few also noted that funds should be allocated to make public transit more appealing to automobile drivers.
- A few comments also noted the graphic and description for this key idea were not clear enough to enable a thoughtful response.

2. Key Idea: Enhance Waterfront Connectivity

There was a general consensus in opinion toward this key idea, with the overwhelming majority supporting interventions to enhance connectivity to the waterfront.

- Participants generally agree that enhancing connectivity and access to the waterfront should be prioritized regardless of which scheme is adopted. Within this group of participants, some noted that this idea that can be implemented while maintaining the expressway, while others suggested the expressway is itself a barrier and should be removed to improve connectivity.

3. Key Idea: Incorporate Alternative Transportation

The quantitative results of this key idea suggest that incorporating alternative modes of transportation is relatively important to the participants.

- There was some consensus amongst participants that alternative modes of transportation should be considered equally with new transportation infrastructure, particularly while considering the City's future needs. They cited enhanced connectivity, additional greenspace, less air pollution and a beautified public realm as key benefits.

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- Several participants who support this key idea also expressed concerns about the cost of maintaining new greenspace, and the need for strategies to minimize maintenance costs of infrastructure in general.
- At least one commenter noted the key idea should be renamed to “Prioritize active transportation and public mass transit.”
- The most common feedback against this key idea was from participants who feel that incorporating alternative modes of transportation can be accomplished without removing the expressway, or at a much lower cost.
- Several participants suggested this key idea would contribute to congestion on Lake Shore Boulevard, impairing access to the City from both the east and west ends. This could create a bigger barrier at grade once transit corridors are in place.

4. Key Idea: New Transportation Infrastructure

The results for this key idea were consistent, suggesting a preference for new transportation infrastructure. The feedback collected did however reveal a range of comments and some concerns.

- Participants generally agree that some form of reconfiguration is necessary to improve connectivity and ensure movement of vehicular traffic. Participants also believe new transportation infrastructure will contribute to sustainable development and city building.
- While some participants indicated they like the idea, they also expressed concerns about the impact on the rail corridor and how crossing the railway will be treated. At least one commenter suggested stacking transportation infrastructure above the railway. A few participants also raised concerns about private development taking priority over public space along the reconfigured roadway, and noted that there is no need to remove the Gardiner to increase developable land in the City.
- Some participants feel Lake Shore Boulevard should be transformed into a ‘true urban street’ flanked by a mix of developments and public spaces regardless of the future of the Gardiner Expressway.
- Several comments indicated that participants feel there is insufficient space downtown for new transportation infrastructure and a reconfiguration would disrupt inter-city transportation, particularly for residents in the City’s east end.
- Other comments revealed some participants think this key idea is not feasible due to the cost of developing new transportation infrastructure and that funds should be re-allocated to improve the transit system.
- A few comments also indicated some participants perceive new transportation infrastructure as an additional barrier to the waterfront which compounds the existing barrier rather than addressing it.

5. Key Idea: Enhanced Public Realm

The quantitative results indicate this key idea is relatively important to participants; however the comments also reveal a number of concerns.

- Many participants agree that efforts to revitalize the waterfront should prioritize enhancing the public realm. Several commenters however noted that Lake Shore Boulevard currently contributes

to a “negative pedestrian environment”, but has the potential to be transformed into a vibrant urban corridor like Yonge and Queen streets.

- A few participants cautioned that while removing the Gardiner is their preferred option, they feel Lake Shore Boulevard should not exceed 7 lanes as it would be undesirable to replace a barrier with another barrier.
- Other comments revealed that some participants believe that a multi-use Lake Shore Boulevard would create a wider barrier for pedestrians and cyclists than the elevated expressway.
- While many participants did not oppose enhancements to the public realm, they opposed removing the Gardiner Expressway. These participants are not entirely convinced removing the Gardiner will improve connectivity or access to the waterfront and maintain there are other strategies enhance user experience in the area.
- There is also a concern amongst participants that air pollution from vehicles will limit the lifespan of any new landscaping or greenery.

6. Key Idea: Enhance Appearance of Expressway Infrastructure

While participant opinion pertaining to this key idea was more evenly split based on the quantitative results, slightly more participants selected it as a *most important* key idea.

- Participants who support enhancing the appearance of the expressway feel that this is a reasonable strategy to improve the look of a necessary piece of infrastructure. Comments indicated ‘greening’ the expressway would be welcomed and would improve aesthetics, particularly for tourists.
- Of the participants who selected this key idea as one of their least important choices many agreed that enhancing the expressway’s appearance would be expensive and unsustainable. Some participants indicated funds would be better spent improving other parts of the city.
- Several participants also suggested that enhancements would serve as a short-term compromise rather than addressing the ongoing multiple barriers (noise, accessibility, safety, connectivity) caused by the expressway.

7. Key Idea: Rehabilitated Infrastructure

This key idea was the top ranking *least important* option, as selected by participants. While the results indicate that nearly half of all participants who submitted feedback agree the Gardiner Expressway should not be maintained through rehabilitation, approximately one fifth of participants believe it should.

- Participants who support the maintenance of the Gardiner through rehabilitation cited cost, safety, and inter-regional transportation as their primary reasons. They noted that maintaining the existing expressway is the most financially feasible option of the key ideas. The elevated expressway also ensures pedestrian and cyclist safety by separating uses, and provides sufficient capacity while serving as an important throughway across the city.
- The primary reason cited by participants against maintaining the Gardiner is the perception of the elevated highway as an antiquated, outdated structure that is past its life span. Participants expressed the need for a long-term solution that would: expand the capacity of the current

transportation network; integrate transit; enhance waterfront access; and contribute to city building.

8. Key Idea: Rehabilitated Public Realm

While this key idea was the second *least important* key idea based on the results, many participants supported it as it placed in the middle of the *most important* key idea ranking. Comments revealed:

- Participants who demonstrated support for this key idea generally agreed that rehabilitating the public realm would: utilize public space to its potential; and address the main criticism of the Gardiner Expressway as being an ‘eyesore’.
- Participants who do not support this key idea consistently reasoned that maintaining the Gardiner and rehabilitating the surrounding public realm would be an ineffective use of financial resources. They also generally agreed that the Gardiner would persist as a ‘hostile’ pedestrian environment and that cosmetic interventions would not address broader issues such as connectivity, limited transportation capacity or integrating public transit. Some participants however, felt that rehabilitation efforts could be applied west of Jarvis.
- Several participants also suggested that improving lighting and conditions under the expressway should be pursued regardless of the decision made.

9. Key Idea: Enhance the Space Underneath the Expressway

While opinion pertaining to this key idea was also evenly divided in the quantitative results, qualitative feedback contextualizes the range of viewpoints.

- There was a general consensus amongst participants that this is a great opportunity to transform underutilized public space into a public asset. They also agreed that the expressway would be perceived as less of a barrier if a mix of community and retail uses animated the space.
- Of the participants who opposed this key idea, most consider aesthetic changes to be an ineffective and inefficient use of financial resources. A few dissenting participants also noted that the area beneath the Gardiner is too windy, dusty and/or damp most of the year to create an inviting space unless it is used in connection with public transit.
- A few participants also suggested that this key idea was a duplication, and did not see distinction between it and the “Improve – Realign Lake Shore Boulevard” idea.

10. Key Idea: Re-align Lake Shore Boulevard

As one of the top three *least important* key ideas, relatively few participants believe Lake Shore Boulevard should be re-aligned.

- There was some consistency among participants who opposed this key idea as they feel re-aligning Lake Shore Boulevard out from beneath the Gardiner Expressway would create a second barrier and increase the footprint of the combined road system. Other participants noted that this key idea does not address the limited capacity or ongoing maintenance requirements of the Gardiner, which they feel should be removed.

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- Participants who supported this key idea agreed that the space beneath the expressway is under-utilized and that there is a need to improve the public realm, particularly the pedestrian environment.
- A few participants also indicated they like the idea of mixed-use developments under the expressway.

11. Key Idea: Enhance the Rail Berm Edge

Participant opinion related to this key idea was also evenly divided, however the quantitative results indicated it was generally of lower importance to participants.

- There were a range of comments from participants who selected this key idea as one of their most important choices. A few participants noted that enhancing east-west connections is important and agreed that a multi-use corridor is a good idea. A few noted the benefit of a multi-use corridor to cyclists. Other participants feel that all the underpass areas need improvement and should be addressed regardless of the alternative.
- Participants who chose the key idea as one of their least important options iterated that enhancing the rail berm would require ongoing maintenance; does not address road connectivity or improve north-south connections; is not a desirable recreation space; and should be reserved for new configurations.

12. Key Idea: Improve North-South Connectivity

Interestingly, this key idea ranked relatively low on both the *most* and *least important* lists.

- Several participants agreed that at-grade interventions to improve north-south connectivity are pragmatic and cost-effective, and should be done regardless of the future of the Gardiner Expressway.
- Comments also indicated that many participants feel north-south connections can be improved without removing the Gardiner, and noted that there are many other barriers in addition to the expressway. At least one participant suggested the use of underground pathways to provide options for active transportation.
- While some commenters asserted the only way to improve the public realm, transportation or waterfront access is to remove the expressway, others strictly opposed any removal of the Gardiner.

13. Key Idea: Transportation Multi-Modal Hub

While some participants were enthusiastic about this key idea, overall the response suggests that it is a relatively low priority.

- Several participants commented that developing a transportation multi-modal hub is a 'great idea' and cited diffusing density, revitalizing another area of the City and reducing reliance on Union Station as benefits of this strategy.
- There were a few participants who support the idea of a transportation multi-modal hub but who are pessimistic about the ability to implement it. Some of these commenters suggested parts of the design concept should be retained and incorporated as progressive steps of city-building and transit

development. Others noted this key idea should be considered in tandem with a downtown relief line.

- A handful of participants agreed if there is a willing developer, the design concept should be approved regardless of the future of the Gardiner Expressway.
- Several participants did not support the development of a transportation multi-modal hub, noting that it would be unnecessarily expensive and inappropriate for the proposed location.

14. Key Idea: Signature Crossing of the Don River

This was the lowest ranking key idea in the summary of *most important* options and placed in the top five *least important* ideas. The quantitative results suggest this key idea is not a high priority to participants.

- Participants generally agree that iconic architecture or a bold sculptural intervention would benefit the City and create a visual gateway into the downtown core. However, the most frequent concern against the signature crossing cited by participants was cost.
- Many participants noted that the financial resources would be put to better use in other public realm improvements, particularly transit.
- Several participants agreed the current bridge is sufficient in capacity and could be improved through enhancements to its appearance.
- Other comments indicated that transit-oriented development, inter-city connectivity, inter-modal transportation and waterfront access are more pressing issues.

Additional Comments and Feedback

Participants were also given the opportunity to submit additional comments in the Discussion Guide and online tool, as well directly through the Facilitator's Office. While the majority of the supplementary feedback reiterated the comments captured in the previous section, the following themes highlight the additional ideas and comments provided.

Additional Key Ideas

- Participants were given the opportunity to bring forward their own key ideas. Burying the Gardiner Expressway off-shore or under the railway corridor were the most recurring new key ideas suggested by participants.
- A number of participants suggested mixing concepts from the various key ideas to develop a hybrid solution.

Financial Implications

Several comments revealed concerns about the cost and financial implications associated with the key ideas. The general consensus amongst participants is the need to minimize construction as well as operation and maintenance costs in the long-term, although there were varying and sometimes conflicting ideas to achieve this.

Gardiner Expressway/Lake Shore Boulevard East Reconfiguration Environmental Assessment (EA) and Integrated Urban Design Study - Round One Consultation Report

- Commenters emphasized the need for a long-term financial plan based on a life-cycle analysis which clearly illustrates expenditures and revenue streams.
- Other suggestions included a reserve fund to ensure adequate capital for operation and maintenance costs.
- A number of participants also noted that any effort to rebuild or replace the Gardiner Expressway should pay for itself using revenue tools such as road tolls or congestion charges.
- Another suggestion was to capture revenue through development charges levied on private developments.
- There was also a clear divide in public opinion regarding the 'cheapest option'. On the one hand, many participants iterated removing the Gardiner is more cost-effective than maintaining it, while on the other hand a roughly equal number of commenters agree maintaining the existing expressway is more cost-effective than replacing it.

Project Scope

- While participants are generally supportive of the EA and Urban Design Study objectives and understand the Terms of Reference, many participants commented about the need to expand the scope of the project to include: 1) the entire Gardiner Expressway, or 2) from the Don Roadway west of Spadina. This was particularly emphasized in comments that advocated either burying the expressway or stacking it on top of the railway corridor.

Perceived Barriers

Feedback from participants indicates that there is range of psychological and perceived barriers that divide the downtown core from the waterfront. The most cited barriers by commenters are the Gardiner Expressway, the railway corridor, Lake Shore Boulevard and condominium high-rise developments.

- Many participants cautioned against removing one barrier, the Gardiner, and replacing it with another barrier in the form of an expanded Lake Shore Boulevard. Some commenters even noted that a 'Grand Boulevard' would be more of a barrier than the existing expressway, which in their opinion contributes to safety by separating uses.
- Participants who prefer replacing the Gardiner emphasize stacking the new expressway above the railway corridor to minimize the 'footprint' of the transportation corridor.
- Several comments also indicated the need to address these barriers by improving north-south connectivity and enhancing the public realm regardless of the outcome of the EA and Urban Design Study.

Sustainability

Participants also iterated concerns about the sustainability of various key ideas.

- Regarding the option to re-configure the Lake Shore Boulevard into a multi-use urban street, commenters revealed concerns about air pollution from vehicular traffic and questioned whether new landscaping or greenery could withstand the roadside conditions.

Gardiner Expressway/Lake Shore Boulevard East Reconfiguration Environmental Assessment (EA) and Integrated Urban Design Study - Round One Consultation Report

- Other concerns relating to sustainability brought forward in the feedback stress the need to consider the full range of environmental impacts. Solutions should offer an integrated, sustainable landscaped approach (e.g. include features to address stormwater management and air pollution).

Public vs. Private Development

Participants also submitted a range of comments about public and private developments in the study area.

- Participants generally agree there is a need for more public space, particularly large-scale parks or greenspace in the study area. Where commenters expressed a preference for the removal of the Gardiner Expressway, they indicated it should be replaced with a mix of public and private developments.
- Many participants however made it clear they oppose the development of more condominium high-rises, which they perceive as additional barriers to the waterfront.
- On the other hand, several participants indicated development charges from private developments adjacent to the re-configured expressway or boulevard could be used to finance the project.

NEXT STEPS

The feedback received during Round One of the Gardiner Expressway & Lake Shore Boulevard Reconfiguration Environmental Assessment and Integrated Urban Design Study will be used to inform and shape the next phase of the EA and related consultation activities. The next round of consultation will occur in the fall of 2013.

For more information please visit: www.gardinereast.ca.

**APPENDIX A –
COMMUNICATION AND PROMOTIONAL MATERIALS**



WATERFRONTToronto



Help decide the future of the Gardiner Expressway East

The Project

Waterfront Toronto and the City of Toronto have resumed the preparation of the Gardiner Expressway / Lake Shore Boulevard Reconfiguration Environmental Assessment (EA) and Integrated Urban Design Study. The EA will determine the future of the Gardiner Expressway East and Lake Shore Boulevard East, from approximately Jarvis Street to approximately Leslie Street. Four alternatives will be considered within the study area, including: maintaining, improving, replacing, or removing the elevated expressway. Improvements to other roadways could also be required.

The Environmental Assessment

The proposed study area for the EA is shown on the map below. Key components of an EA include consultation with government agencies, Aboriginal communities and interested persons; consideration and evaluation of alternatives; and the management of potential environmental effects. Conducting an EA promotes good environmental planning before decisions are made about a proposal.

Get Involved

Your input into this important project is critical. The Project Team will be hosting a number of public forums, live webcasts, workshops and online opportunities for interested persons to participate in the EA planning process. We invite you to the first public forum where you can learn more about the project, the alternatives being considered and what other jurisdictions have done with elevated waterfront expressways. You will also be able to ask questions and speak directly with members of the project team, offer input and submit comments.

Gardiner Expressway East Public Meeting

Thursday, June 13, 2013

6:00p.m. – 8:30p.m.

(open house will begin at 6:00p.m. followed by presentations at 6:30p.m.)

Metro Toronto Convention Centre

Room 701, South Building

222 Bremner Boulevard

Please register for the event at: <http://gardinerconsultation.eventbrite.com>

If you can't attend the meeting in person, you can participate and watch the meeting online. Please join us at www.gardinereast.ca where you can learn about the project and contribute your insights, ideas, and views. For more information or to be added to the project mailing list, contact info@gardinereast.ca, or call (416) 479-0662.



Note: Certain disciplines will conduct investigations at a city or regional level. These areas are not defined here.

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Information will be collected in accordance with the Municipal Freedom of Information and Protection of Privacy Act. With the exception of personal information, all comments will become part of the public record.

**building our
new blue edge**



RELEASE

Public Meeting to be Held on Future of Gardiner Expressway East

Toronto – June 12, 2013 - Waterfront Toronto and the City of Toronto will co-host a public information meeting tomorrow evening, as part of the Environmental Assessment (EA) on the future of the Gardiner Expressway East, from approximately Jarvis Street to approximately Leslie Street. Members of the public and community stakeholders are being asked for their views on the four alternatives that will be considered within the study area, including maintaining, improving, replacing or removing the elevated expressway.

"This next phase of the EA presents all parties with the opportunity to explore what is possible and consider what they want for the Gardiner Expressway East in terms of design and function," said John Livey, Deputy City Manager for the City of Toronto. "The EA study process will need to deliver a practical plan that is grounded in waterfront city building objectives."

The study area represents a lower traffic density area of the highway compared to the western portion of the Gardiner Expressway. The City of Toronto has an approved budget of \$495 million for overall Gardiner Expressway rehabilitation from 2013 to 2022, including the eastern end of the elevated structure.

An Environmental Assessment is a comprehensive study under the Ontario Environmental Assessment Act of impacts caused by a development or changes to land use, such as changes to highway infrastructure. The Gardiner East EA process includes an urban design study that will consider the form and function of the existing and planned public spaces that neighbour the expressway in relation to the four alternatives being studied.

"Public feedback is an important part of an Environmental Assessment, particularly when you're considering a significant highway like the Gardiner Expressway," said John Campbell. "There is an opportunity to get people thinking about how they want to develop and revitalize this area of the City. That's why we have so many options for public involvement in this study."

Consistent with Waterfront Toronto and the City of Toronto's approach to public consultation, a robust calendar of activities has been scheduled to engage the public and solicit ideas. The public will be able to attend meetings in person (future rounds of public meetings will also be advertised and held), or participate online by watching the live webcast, or engage in the interactive sections of the website at www.gardinereast.ca.

The Public Information Meeting will be held:

Thursday, June 13, 2013

6:00 p.m. – 8:30 p.m.

(open house starts at 6:00 p.m. with presentations to follow at 6:30 p.m.)

Metro Toronto Convention Centre

Room 701, South Building

222 Bremner Boulevard

Please register for the event at: <http://gardinerconsultation.eventbrite.com>

A selection of high resolution images from the Urban Design Study are available on Waterfront Toronto's website at: <http://news.waterfronttoronto.ca/2013/06/gardiner-east-resumes>

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**APPENDIX B –
SAC MEETING SUMMARY**



**Future of the Gardiner East
Stakeholder Advisory Committee (SAC)
Meeting 13-1**

**Tuesday May 28, 2013 | 6:00 pm – 8:00 pm
Metro Hall, 55 John Street, Room 308-309**

Meeting Summary

1. Agenda Review, Opening Remarks and Introduction

Mr. John Campbell, President and CEO of Waterfront Toronto, and Mr. John Livey, Deputy City Manager of the City of Toronto, welcomed Stakeholder Advisory Committee (SAC) members to the meeting and provided opening remarks.

In his opening remarks, Mr. Campbell explained the main purpose of the meeting was to reacquaint SAC members with the Future of the Gardiner East project. An Environmental Assessment (EA) was launched by the City and Waterfront Toronto to have an informed discussion and to develop practical and implementable solutions. Mr. Campbell indicated that ideas and inspiration from the six Design Ideas to be discussed today would inform the development of Alternative Solutions along with feedback from the public through the EA process. The results of the EA will result in a “made in Toronto solution.”

Mr. Livey provided a brief overview of the Gardiner Expressway in context of the City. He noted that it is a heavily used corridor that plays a vital role in the City’s prosperity. Mr. Livey also noted that the project resumed at the request of Toronto City Council. He explained that restructuring the Gardiner’s rehabilitation program to start at the western portion of the expressway allows for the resumption and completion of the EA. Mr. Livey noted a key objective is to review the options for the Gardiner East and reach a decision by spring 2014. He also emphasized the importance of public engagement during the EA process.

Following the opening remarks, the meeting facilitator Liz Nield, Lura Consulting, also welcomed SAC members and led a round of introductions. Ms. Nield provided a brief overview of the meeting agenda. She reiterated the purpose of the meeting was to reorient stakeholders with the project, while obtaining feedback from SAC members in preparation for an upcoming Public Forum.

A list of attending SAC members and a copy of the agenda is available in Appendix A.

2. SAC Mandate and Responsibilities

Ms. Nield provided an overview of the SAC mandate and responsibilities and asked members to review the revised SAC Terms of Reference. She noted that the purpose of the SAC is to work with the project team at key milestones during the EA process. Ms. Nield informed SAC members there will be seven (7) meetings scheduled over the next two years.

3. SAC Member Briefing

Three presentations were made to reacquaint SAC members with the project, and to present the results of international design submissions that were developed as part of the EA process:

1. Gardiner East Study Context and EA Process
Presented by: Don McKinnon, Dillon Consulting
2. Case Studies
Presented by: Merrilees Willemse, Dillon Consulting
3. Design Ideas
Presented by: Christopher Glaisek, Waterfront Toronto

The presentations will be available online following the Public Forum in June.

4. Facilitated Discussion – SAC Questions, Feedback and Advice

SAC Questions of Clarification

A summary of the discussion following the presentations is provided below. Questions are noted with **Q**, responses are noted by **R**, and comments are noted by **C**.

Q1. Before the project was suspended, I had the impression there would only be two design concepts. I see that there are in fact two design concepts per option. What happened during the actual pre-qualification and selection process? We had no input in either, can you speak to them?

R1. The competition was completed through a normal procurement or Request for Qualifications (RFQ) process. Forty (40) teams applied to the RFQ. The selection committee consisted of staff from Waterfront Toronto and the City of Toronto.

Q2. Were the design teams told to assume constant traffic volumes?

R2. General data was provided to the teams to consider in the development of the options. They were given instructions to accommodate changes in traffic. In the EA, a rigorous traffic modeling program will be followed to study each option.

Future of the Gardiner Stakeholder Advisory Committee Meeting
May 28, 2013 – Summary Report

Q3. Do the concepts include factoring weather and climate as part of their environmental considerations?

R3. The criteria for economics will evaluate life-cycle costs to maintain each option. We are also looking at mitigating traditional environmental impacts and investigating opportunities to create new habitat, greenspace and environmental benefits.

Q3. But what is the ability of the new infrastructure to adapt, and be resilient to extreme weather?

R3. A consideration for the project will be how to build more sustainable infrastructure in general.

Q4. Do options presented in the design concepts transition from the new portion of the expressway east or west of Jarvis?

R4. The transition happens west of Jarvis, but there was some variation in the design concepts presented.

Q5. With respect to economics, is the economic importance of certain trips considered over others? For instance freight trips with multiple stops and deliveries versus personal vehicle trips which ultimately end up in a parking lot? Does the city have a handle on those trips?

R5. The Stakeholder Advisory Committee represents diverse interests which will inform the EA process. We started doing transportation modeling and research to look at users. We also completed a Bluetooth survey to determine start and end points of trips, as well as attitudinal surveys to study users' behaviours. All forms of trips (private vehicle and movement of goods and services) will be considered in the EA.

Proposed Approach for June 13th Public Forum

Ms. Nield informed SAC members of the upcoming Public Forum scheduled for June 13, 2013 at the Metro Toronto Convention Centre. Ms. Nield briefly outlined the format of the meeting which will include a series of presentations followed by roundtable discussions.

Ms. Nield indicated she would send the registration information to SAC members.

Facilitated Discussion – SAC Questions, Feedback and Advice

The following comments were provided by SAC members in response to the material presented. SAC members were asked to comment on presentation material and to think about what refinements could be made for the upcoming Public Forum:

- I was part of the Stakeholder Advisory Committee three years ago. I found the information and design concepts that were presented tonight hard to follow and confusing. It was difficult to visualize the design concepts in reality.
- I would suggest scheduling more time to present and review the design concepts. Display boards around the room would be helpful as well.
- My understanding is the intent is to use ideas from the design concepts in site specific interventions. It needs to be made clear that not every detail is important.
- I have a design background, but I agree that the information was presented too quickly. I think it's a good idea to provide the public with a digestible "Coles Notes" summary of each design concept.

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May 28, 2013 – Summary Report

- Another way of looking at the problem is not to give too much information at this stage. There is a lot of complex material; give the public a snapshot of the features of each concept (e.g. intermodal, urbanism, landscaping) and save the details for a later meeting.
- What are the ballpark costs for each of these scenarios? You should give them some basis or explain how costs are factored into future phases of the project.
- There has been public interest in this issue for the past 20 years. The public is used to reviewing projects in silos. I think there is a danger to presenting the design concepts in silos. You want to know what they like or dislike about the components of the design concepts, correct?
- What do you want to get out the public meeting? The images are interesting but take a lot of time to unpack. How do you want people to react to them? It's too much information for a public meeting; it needs to be supplemented with boards.
 - It would be helpful if we group the ideas thematically, I think a buffet analogy fits, to unclutter the presentation.
- It is difficult to conceptualize the volume of traffic on the Gardiner. How is it different from traffic volume on the 401, or Steeles Avenue or the Yonge subway line? A basis for comparison would be helpful. You could also send the case studies to people to review as homework prior to the meeting, which would leave you more time to spend on presenting the design concepts. The case studies are practical examples, but most people don't realize there are other options out there.
- What do you want out of this forum? I agree that you need to distill the key messages. You also need to clarify whether the intent of the meeting is to collect feedback from the public or get them excited.
 - The key objective of the Public Forum is to get people's ideas of what they like, don't like and a range of possible options. The concepts are difficult to understand, some go beyond the scope of the project. We will provide context to the public.
- I also found the presentations to be confusing. It would also be beneficial to recap the vision of the study area from the City's existing planning framework (i.e. Official Plan).
- If you want to engage the public, you need to figure why the public is coming to this meeting. What do they want out of it? You need to understand what would motivate them to come to the meeting.
- I think you need to focus on half the material that was presented – the background, case studies and key elements from the design concepts. The other half of the material can be displayed on boards.

5. Upcoming SAC Meeting Dates

Ms. Nield thanked SAC members and the project team for attending and adjourned the meeting.

Next SAC meeting: TBD (approximate date fall 2013).



**Future of the Gardiner East
EA and Integrated Urban Design Study**

Stakeholder Advisory Committee (SAC) Meeting – 13-#1

Metro Hall, 55 John Street, Room 308-309

Tuesday, May 28, 2013

6:00 – 8:00 pm

AGENDA

- 6:30 pm Agenda Review, Opening Remarks and Introductions
- Liz Nield, Lura Consulting
 John Campbell, Waterfront Toronto
 John Livey, City of Toronto
- 6:45 pm SAC Mandate and Responsibilities – Quick Refresher
- 6:50 pm SAC Member Briefing
1. EA and Study Process
 2. Case Studies
 3. Innovative Design Options
 4. Proposed Approach for June 13th Public Forum
- 7:35 pm Facilitated Discussion – SAC Questions, Feedback and Advice
- 7:55 pm Upcoming SAC Meeting Dates
- 8:00 pm Adjourn

SAC Meeting #1 List of Attendees:

Purolator Inc.
Beach Triangle Residents' Association
Heritage Toronto
Gooderham & Worts Neighbourhood Association
Walk Toronto
Rogers Centre/Blue Jays
Code Blue Toronto
West Don Lands Committee
Unionville Ratepayers Association
Civic Action
Toronto Centre for Active Transportation
Ontario Public Transit Association
Don Watershed Council
Cycling Toronto
Professional Engineers Ontario
Canadian Urban Institute
Federation of North Toronto Residents and People Plan Toronto
Redpath and Toronto Industry Network
Lake Shore Planning Council
Ontario Professional Planners Institute – Urban Design Working Group
Waterfront Toronto
City of Toronto
Councillor Shelley Carroll's Office
Councillor Pamela McConnel's Office
Dillon Consulting
Lura Consulting

List of SAC members unable to attend:

Food and Consumer Products of Canada
Redpath Sugar Ltd.
Retail Council of Canada
Toronto Association of BIAs
Toronto Board of Trade
St. Lawrence Neighbourhood Association
Evergreen
South Riverdale Community Health Centre
Toronto Community Foundation
Canadian Automobile Association – South Central Ontario
Greyhound
Transport Action Ontario
Toronto Society of Architects
Toronto Urban Renewal Network
Urban Land Institute
Canadian Urban Institute