



FRONT STREET EXTENSION ENVIRONMENTAL ASSESSMENT STUDY

VOLUME 1 :
ADDENDUM REPORT
FEBRUARY 2003



Works and Emergency Services
Transportation Services

INFORMATION FOR READERS

An earlier version of the Environmental Assessment Study Addendum Report and Appendices was issued in December 2002 for public review prior to consideration by the City of Toronto's Works Committee and City Council.

This February 2003 version has been modified and replaces that earlier version. The main areas of revision include:

- Modification to the Project to include extension of the two-lane local street, Front Street, to Dufferin Street instead of terminating at Jefferson Avenue;
- Inclusion of documentation from Standing Committee and City Council meetings including staff reports;
- Inclusion of public consultation process description beyond Public Meeting and Open House #3;
- Inclusion of the Heritage Impact Assessment carried out on the Fort York National Historic Site.

E. EXECUTIVE SUMMARY

This Addendum to the September 1988 *Environmental Study Report (ESR) for the Front Street-Gardiner Expressway Interchange Environmental and Feasibility Study* modifies the previously approved ESR as a result of changing circumstances in the study area. This Addendum also builds on the earlier *Addendum Report* published in December 1996. These documents are available through the City of Toronto.

E.1 Purpose of the Front Street Extension

The Front Street Extension is seen to be a priority project and has been since the mid-1980's. The reasons that support this project extend from the earlier planning and now include the following:

- The Front Street Extension integrates with the current City direction of City Building as it is identified in the City's Official Plan and in the proposed Central Waterfront Secondary Plan - documents that are current as compared to the earlier planning for the Front Street Extension;
- It provides the opportunity to reduce road congestion through the Waterfront area of Toronto, including the Gardiner Expressway, Lake Shore Boulevard and the north-south roads that join these roads to the downtown bounded generally by Spadina Avenue and Jarvis Street;
- It supports development along the Waterfront and in the railways lands in the area of the Front Street Extension, including the King – Liberty Village development which is being constructed on the former Inglis lands, west of Strachan Avenue;
- It enhances the image, integration and role of the corridor as a vibrant and vital component of the City centre through appropriate streetscape design, architectural design of roadway structures and new frontage development;
- It improves accessibility and appreciation of Fort York as the founding European settlement of Toronto; and
- It introduces a balance of pedestrians, cyclists, transit and motorized vehicular traffic to the system of transportation networks in the area.

Neither the current purpose nor that of the original 1988 Environmental Study Report referred to improving road capacity beyond the immediate vicinity of Downtown Toronto. That is to say, no additional capacity will be provided to vehicles entering downtown from beyond the Humber River.

The project purpose as described above has expanded on the project purpose as described in the original 1988 ESR. As detailed in the original ESR, the purpose was originally to address capacity deficiencies in Toronto's Lake Shore Corridor.

That earlier planning document indicated that by connecting Front Street and the Gardiner Expressway, a significant improvement in east-west capacity would be achieved specifically in the downtown core (i.e. Spadina Avenue to Jarvis Street). The connection would also have the effect of relieving certain north-south streets, such as York Street, Spadina Avenue, Bathurst Street as well as Strachan Avenue and Dufferin Street.

It is suggested that although the intents of the original environmental planning for the Front Street Extension have not changed significantly, there are several additional reasons that together, position this project well in the context of Toronto's overall planning.

E.2 Background

In 1985, Metro Council commenced an environmental assessment and feasibility study for the extension of Front Street from Bathurst Street to a new interchange with the F.G. Gardiner Expressway. The report was completed and subsequently approved by Council on September 30, 1988. Subsequently, the project received approval from the Province of Ontario under the Environmental Assessment Act on April 11, 1989.

In 1995, in response to changes, new constraints and the City Council position regarding rail relocation, Metro Transportation undertook a review that examined planning and engineering feasibility issues with respect to the Front Street Extension. As a result of this review two feasible alignments for the Front Street Extension were identified: one that allowed for rail relocation and one that did not. In May 1996, Metro Council authorized preparation of an Addendum to the approved Environmental Study Report based on the two identified feasible alignments.

In 2000, the City of Toronto approved the Liberty Village development application. This approval precluded the rail relocation option. In response to this decision the Front Street Extension Review Committee was created to consult with stakeholders and review alternatives. The solution developed was a 4-lane underpass of the North West rail corridor as opposed to the overpass included in the EA approved alignment.

Also in 2000, the Waterfront Plan identified a further extension of Front Street to Dufferin Street and beyond to connect to Lake Shore Boulevard. This extension was intended to meet existing needs in the area and allow for future development.

In 2001, the City of Toronto carried out a review of the Waterfront Plan and proposed a number of refinements including not extending Front Street west of Dufferin Street.

E.3 Purpose of the Addendum

In order to comply with the requirements of the Municipal Class Environmental Assessment, the Addendum outlines:

- a. the proposed modifications to the project and overall property requirements;
- b. the rationale for the modifications;
- c. the effects of the modification on the natural, social and economic environment;
- d. the process that was used to develop the modifications to the proposal; and
- e. the public consultation carried out as part of the process.

E.4 General Description of the Project

The Front Street Extension alignment, approved in 1989, provided for an elevated roadway from Bathurst Street to connect to the Gardiner Expressway just east of Strachan Avenue. The earlier Addendum (1996) proposed that Front Street Extension connect the existing terminus of Front Street with the Gardiner Expressway west of Exhibition Place GO Station on one of two possible alignments.

The Front Street Extension Recommended Plan that results from the current study consists of two integrated transportation links:

- An extension of Front Street between Bathurst Street and Dufferin Street, referred to as *Front Street*, that includes three sections:
 - a four-lane two-way City street west from Bathurst Street to the access to the Gardiner Expressway;
 - a two-lane, two-way connecting link between the four lane section of Front Street and Strachan Avenue; and
 - a local two-way, two-lane street along the north side of the rail corridor between Strachan Avenue and Dufferin Street with connections to the community throughout.
- *Access to the Gardiner Expressway*, that is four through lanes, two in each direction, transitioning to a single lane in each direction at the Gardiner Expressway

Proposed Front Street as noted above features opportunities for urban enhancement and designated space for pedestrians and cyclists. It is to be designed to retain the urban elements of the surrounding community that will attract urban revitalization. It will have a posted speed of 50 km/h. The recently completed Fort York Boulevard is an example of the features and streetscaping that may be incorporated.

The access to the Gardiner Expressway will have a posted speed limit of 60 km/h. Since this section will not link with pedestrian or cyclist destinations at the west end, provision has only been made for motorized vehicular traffic.

An exhibit that depicts the Recommended Plan follows (Exhibit E-1) and the Plan is presented at a larger scale in Exhibit 6-1.

E.5 General Scope of the Study Environmental Assessment Requirements

In order to comply with the requirements of the Municipal Class Environmental Assessment, the Addendum to the original Study Report specifically addresses the objectives outlined earlier under Purpose of the Addendum.

In order to consult effectively with stakeholders, additional public consultation was also carried out with the stakeholders. These included:

- a. abutting property owners,
- b. neighbouring business owners/operations;
- c. interest groups;
- d. the rail companies (i.e. CN, GO Transit);
- e. the utilities companies; and
- f. government agencies with an interest in the project.

E.6 External Agency Involvement

In April 2001 the Ministry of the Environment (MOE) provided a response back to the City regarding their earlier request concerning the EA process to be followed for the EA Addendum. MOE recommended that a new ESR be completed due to the elapsed time since the earlier Addendum report completion in 1996, the flexibility that existed with the location of the roadworks, the changes that had occurred in the Municipal Class EA

process and changes in legislation, policies, practices and procedures. This approach would also be less confusing to the potentially affected stakeholders.

Transport Canada was the review agency for the Canadian Environmental Assessment Act (CEAA) Screening Report for the study.

External agencies were provided opportunities throughout the study process to have involvement, through notices of study commencement and public open houses.

External agencies that were contacted and invited to participate included:

- *Ministry of Environment*
- *Ministry of Culture*
- *Ministry of Agriculture, Food & Rural Affairs*
- *Ministry of Municipal affairs & Housing*
- *Ministry of Solicitor General*
- *Ministry of Transportation*
- *Ministry of Education*
- *Toronto and Region Conservation Authority*
- *GO Transit*
- *Hydro One*
- *Toronto Hydro*
- *Rogers Cable*
- *CP Rail*
- *Enbridge Consumers Gas*
- *Sarnia Products Pipeline*
- *CN Rail*
- *Toronto Transit Commission*
- *Bell Canada*
- *Enbridge Petroleum*
- *Sun-Canadian Pipe Line*
- *Trans-Northern Pipe Line*
- *Toronto Separate School Board*
- *Toronto Police Service*
- *Toronto Emergency Medical Service*
- *Toronto District School Board*
- *Toronto Pedestrian Committee*
- *Toronto Fire Services*

With regard to specific project issues, the following Ministries provided direction and input during the study:

- *Ministry of the Environment - regarding the soil contamination, noise assessment, air quality and vibration assessment*
- *Ministry of Culture - regarding the Stage I archaeological assessment, built heritage features and cultural landscapes*
- *Ministry of Agriculture and Food - regarding the business perspective of adjacent businesses*

Refer to Appendix A for relevant correspondence.



RECOMMENDED PLAN
FRONT STREET EXTENSION ENVIRONMENTAL ASSESSMENT
BATHURST STREET TO DUFFERIN STREET



Date: February, 2003

Sheet: E-1

E.7 Public and Stakeholder Involvement

During the study process, a Notice of Study Commencement was advertised to the general public, government agencies and known interest groups. Subsequently a series of three public meeting and open house sessions were organized and advertised through those same means. The meetings were on:

- June 22nd, 2002
- September 18th, 2002
- December 3rd, 2002

The Notice of Commencement was published in the Toronto Star. The first public meeting and open house was also advertised in the Toronto Star. The second event was advertised in NOW Magazine. The third event was advertised in the Toronto Sun, NOW Magazine and the Parkdale Liberty Community Newspaper.

The public was provided with a further opportunity to have input to the study in the form of deputations at the City Works Committee on January 15th, 2003.

Input from the public, agencies and interest groups was compiled and summarized for review and consideration during the study. These summaries are provided in Appendices B and C.

E.8 Involvement of Local Interest Groups and Businesses

The major groups and businesses that participated through meeting with Project staff during the study (in 2002, and January 2003) are:

- *Gardiner-Lake Shore Task Force*
 - September 19
 - November 21
- *Liberty Village*
 - May 2
 - August 27
 - January 7
 - January 30
- *7 Fraser Street*
 - September 16
- *580 Front Street*
 - August 20
 - September 2
- *2 Tecumseth Street*
 - August 13
 - September 4 (2 meetings)
 - October 30
 - November 27
- *11 Ordnance Street*
 - September 16
- *Canada Bread*
 - July 10
- *Friends of Fort York*

- November 6
- November 27
- *Parkdale Community*
 - November 13
- *Niagara Neighbourhood Association*
 - November 7

Relevant correspondence is provided in Appendix B.

E.9 Involvement of Railway Companies

There is one rail company and one transit authority with jurisdiction in the rail corridors that are affected by this project. These are:

- CN Rail
- GO Transit.

In addition, CP Rail operates on tracks within the corridor.

Meetings were held with the above affected companies on the following dates (2002) to discuss the impacts and determine how these could be mitigated:

- *GO Transit / CN*
 - June 18
 - August 21
 - November 13

There was a requirement for GO / CN to carry out a rail relocation feasibility assessment for one of the alternatives prior to completion of the evaluation of the alternatives. That investigation focused on the viability of rail relocation and the cost estimate for the relocation. On the basis of that investigation, CN advised that the relocation of the rail lines is feasible. GO Transit also concurred with the findings of the assessment.

As a result of Public Meeting input on December 3, 2002, and discussions with Fort York representatives, CN/GO Transit were requested to identify additional right-of-way that CN/GO Transit would require between the re-aligned CN mainline (Lake Shore Rail Corridor) and the north frontage to Fort York, providing flexibility to address CN/GO Transit infrastructure needs. CN advised that, as a minimum, they require an additional 6 metre strip of property for the provision of a maintenance access road adjacent to the relocated track. Discussions to further reduce this requirement will take place during the next phase of this project. The resulting property impact on Fort York is a strip of land approximately 0.14 ha in area. It is noted that Fort York is owned and operated by the City of Toronto and discussions were held with Culture Division staff, members of the Friends of Fort York and Garrison Common and the Fort York Board.

Relevant correspondence with the railways is included in Appendix A.

E.10 Changes to Existing Conditions

E.10.1 Toronto Waterfront Revitalization

The City of Toronto, the Province of Ontario and the Government of Canada have announced their intentions to revitalize Toronto's Waterfront through the TWRC. In May 2001, City Council approved a governance structure that formed the Toronto

Waterfront Revitalization Corporation. This corporation is steering the waterfront renewal initiative on behalf of the three levels of government.

The first four projects in the implementation of the revitalization have been identified as:

- the naturalization of the mouth of the Don River,
- the Union Station TTC platform addition,
- the Front Street Extension, and
- the remediation of the Portlands and the West Don lands.

E.10.2 King-Liberty Village Development

The most significant change to land use in the study area since the 1996 EA Addendum process relates to the approval of the King-Liberty Village Development. This development, on the former Inglis lands, incorporates a mix of urban land uses. Residential units for up to 10,000 people and 58,000 m² of commercial space is planned. The development is bounded by Front Street Extension to the south, Hanna Avenue to the west, Strachan Avenue to the East and the North West Rail Corridor to the North.

E.10.3 Fort York and Garrison Common

A second proposed change to land use in the study area is the identification of a pedestrian link between Fort York and the Garrison Creek Park System. This link was identified as part of the Fort York and Garrison Common Parks and Open Space Design and Implementation Plan (May 2001). The link has been identified as a north-south 'land bridge' located between Bathurst Street and Strachan Avenue over the rail corridors and Front Street Extension to provide a continuous pedestrian link to the Garrison Creek Park System.

A commitment to initiate an environmental assessment process for this 'land bridge' has been made by TWRC.

E.11 Cost Estimates

The overall cost estimate for the Recommended Plan is summarized below:

COMPONENT	ESTIMATED COST
Roadway Construction	\$ 106.8 Million
Property	\$ 59.5 Million
Soil Remediation	\$ 30 Million
Rail	\$ 48 Million
TOTAL	\$244.3 Million

A further \$300,000 has been approved by Toronto City Council to address potential traffic infiltration issues in Parkdale.

E.12 Commitments to Future Work

During the course of the Addendum process, several important issues were identified that, will need to be addressed during implementation.

To address these issues the City of Toronto and TWRC have made commitments to several agencies as to future work, as summarized below

- Exhibition Place
 - Mitigation of impacts that result from the Front Street Extension will be provided, to include replacement of a storage building, relocation of the cleaning department compound, relocation of the Food Building loading docks and drive through turn around for the Horse Palace, relocation of tractor trailer storage under the Gardiner Expressway
 - Providing a fence along the east side of Dufferin Street, similar to that around the Exhibition Place TTC loop
 - Constraints on construction timing on the Exhibition Place grounds will be imposed (end of September – end of May is acceptable) including no construction during the 125th Anniversary of the Canadian Exhibition in 2003.
- Toronto Transit Commission
 - Exhibition Place streetcar loop to remain in operation during and following construction of the eastbound roadway under the Gardiner Expressway
- Toronto Police Services - 35 and 45 Strachan Avenue
 - Relocation of Facilities
- Fort York
 - Construction of Lookouts at Bathurst and Strachan
 - Stairs from Strachan to Cemetery
 - Access road to maintenance / storage area west of Strachan
 - Relocation of rail corridor to be minimized to avoid impacts to historic earthworks and archaeology
 - Archaeological investigation will precede project excavation for road construction and rail relocation in the Garrison Creek valley and impacts mitigated
 - “Land Bridge” will not be precluded as a result of the project.
 - Further discussions with CN Rail and GO Transit to reduce the requirement for a 6 m maintenance access road
- CN/GO Transit
 - Access to the Bathurst North Yard be maintained
 - Safe pedestrian access to the Exhibition Place Station platforms be maintained during and following construction from both sides of the transportation corridor
 - Provision will be made at Strachan Avenue structure for an ultimate 6 tracks
 - Retaining walls to be designed to accommodate corridor drainage and railway loadings
 - Maintenance access to rail corridors to be protected/incorporated
 - Sightlines to signals not to be diminished
- Ministry of the Environment, Central Region
 - Comprehensive soil management strategy will be provided during excavation for the project

- Air quality monitoring will be provided during decommissioning of contaminated soils
- Parkdale
 - Mitigating measures will be developed to address any traffic infiltration concerns that may arise as a result of Front Street terminating at Dufferin Street.
 - A budget of \$300,000 has been allocated by City Council for the design and construction of these measures.
- Soil and Groundwater
 - A soil and groundwater management program will be prepared and applied to any soil excavation and removal activities along the proposed road alignments.
 - Detailed environmental site assessments and quantitative site-specific risk assessments will be conducted for specific issues along the proposed road alignments
- Air Emissions
 - A dust impact management plan will be developed which includes a code of practice for the construction contractor.
 - Dust emissions will be addressed by methods that include the use of approved dust suppressants, careful location of works yards away from sensitive receptors and special provisions related to construction equipment idling.
- Natural Environment
 - Vegetation clearing will be scheduled, where possible, between October 1 and March 31 (or as stipulated by CWS) to avoid conflict with possible bird nesting activities.
 - A Sediment and Erosion Control Plan will be effected.
 - Prior to construction all required erosion control and vegetation protection measures will be installed.
 - During construction all mitigation measures will be checked / inspected and maintained.
 - Following construction all mitigation measures will be inspected and maintained during the standard warranty period.
- Noise
 - Construction-related noise will be mitigated through standard contract provisions including equipment maintenance, adherence to City of Toronto noise by-laws, construction period restrictions and location of works yards away from sensitive receptors.
- Vibration
 - Further study will be carried out during detail design to confirm the location of highly noise-sensitive uses and identify / confirm mitigation measures if required.

E.13 City of Toronto Council

On February 4, 2003 the City of Toronto Council approved the Front Street Extension project as described in this Addendum Report.

City Council received a Staff Report from the Commissioner of Works and Emergency Services that recommended extending Front Street from Jefferson Avenue to Dufferin Street as part of the overall project. A second Staff Report was also received providing an update on the Fort York Heritage Impact Assessment Study. These Staff Reports follow.

City Council passed motions that resulted in the approval of the Front Street Extension project, including the following additional recommendations:

- that Front Street be extended from Jefferson Avenue to Dufferin Street as part of the overall project;
- to provide that the land bridge be considered as part of the next set of priority projects for the Toronto Waterfront Revitalization Corporation, so that after its Environmental Assessment is complete, it can be built as far as possible as part of the unified project with the Front Street Extension;
- the Commissioner of Works and Emergency Services and the Commissioner of Urban Development Services be requested to include, during the detailed design stage, a high level urban design criteria for the overall project, including an urban design competition to enhance key elements and promote urban form, and other specific urban design elements related to various components of the project;
- the Chief Administrative Officer, the Commissioner of Economic Development, Culture and Tourism, the Commissioner of Works and Emergency Services, and the Chief Planner be requested to submit a joint report to the Policy and Finance Committee on an appropriate percentage, not to exceed one percent, to be applied to this project for public art; and
- each component of the project, including the land bridge associated with Fort York, include an artist on the design team.

The motions as passed by City Council at the February 4th, 2003 meeting are included in Section M.2.