



## STAFF REPORT ACTION REQUIRED

### Allen Road Environmental Assessment Study – Terms of Reference

<b>Date:</b>	September 6, 2013
<b>To:</b>	Public Works and Infrastructure Committee
<b>From:</b>	General Manager, Transportation Services
<b>Wards:</b>	9 (York Centre), 10 (York Centre), 15 (Eglinton-Lawrence), and 21 (St. Paul's)
<b>Reference Number:</b>	P:\2013\Cluster B\TRA\TIM\pw13006tim

#### SUMMARY

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City Council, at its meeting of July 5-7, 2010, endorsed the Lawrence-Allen Revitalization Plan (LARP) and, in so doing, directed the General Manager, Transportation Services, to initiate the Allen Road Individual Environmental Assessment (EA) Terms of Reference (ToR). The purpose of this report is to inform City Council of the EA study progress to date and to receive authorization for the submission of the ToR to the Ontario Minister of Environment for review and approval.

The Draft ToR describes the broad procedures to be followed in carrying out the EA Study, including the study objectives, the types of alternatives to be evaluated, the evaluation process, and the public and agency consultation plan. Following the receipt of City Council authority, City staff will submit the ToR to the Minister for formal government review, which will include a request for public comments. It is anticipated that the Minister will provide a decision on the ToR in late 2013, allowing the EA Study to commence in early 2014.

The ToR phase of the EA was carried out in full consultation with the community and technical stakeholders, and there is widespread support for the proposed work plan for the future EA for Allen Road. The EA study will define the long-term future of Allen Road and its surroundings, as future infrastructure investment, development and redevelopment will proceed on the basis of the approved EA plan. In that respect, the EA study is an essential component of urban planning and City building in the study area.

## **RECOMMENDATION**

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### **The General Manager, Transportation Services recommends that:**

1. City Council authorize the General Manager of Transportation Services to issue a Notice of Completion for the Terms of Reference for the Allen Road Environmental Assessment, and to submit the Terms of Reference document for the Allen Road Environmental Assessment to the Ministry of the Environment of Ontario for agency and public review and approval in accordance with the requirements of the Environmental Assessment Act of Ontario.
2. Pending Provincial approval of the Individual EA Terms of Reference, City Council direct the General Manager of Transportation Services to include for consideration in the 2014 Capital Budget for Transportation Services as a new project, \$2.5 million in new capital funding in order retain consulting expertise and to initiate in 2014 the Individual Environmental Assessment for Allen Road between Transit Road and Eglinton Avenue West.
3. The appropriate City officials be authorized and directed to take the necessary action to give effect thereto.

### **Financial Impact**

The Terms of Reference is the first phase of an Individual EA study; the second phase (the EA study itself) will require retention of a consultant and is expected to cost in the order of \$2.2 M - \$2.5 M. It is recommended that the study be considered as a new stand-alone project within the Transportation Services 2014-2023 Capital Budget and Plan as part of the upcoming capital budget process. The annual cash flow requirement for this project will be \$1.25 million in 2014 and an additional \$1.25 million in 2015.

This project will be considered as part of the 2014 capital budget process without impacting Transportation Services overall debt target. This will be achieved through the following:

- Approximately \$1.0 million of the total cost of \$2.5 million is available from the Program's Engineering Studies budget. The allocation of these funds to the Allen Road EA Study can be achieved without affecting other studies and initiatives already underway or committed;
- A review will be conducted to determine if any non-debt financing can be appropriately applied to this project (i.e. Development Charge funding); and
- For the balance of \$1.5 million, an equivalent amount of work from other approved capital projects will be reduced to offset the required additional funding requirements for this EA study. Staff have determined that funding from other capital projects (e.g. bridge rehabilitation and local road reconstruction) can be reduced slightly for this purpose without significantly affecting the ongoing delivery of these capital projects.

The upside estimated cost of \$2.5 million for the EA study is a preliminary figure that will be refined during the course of the upcoming capital budget review process. The final figure will be generated through the competitive Request for Proposals process. It will be reported to Bid Committee for approval.

Costs of the study recommendations will be refined through the EA study and will be reported to Council for endorsement prior to completing the EA study. Council will also be required to review and approve any subsequent capital investments for implementing any of the components of the recommended EA plan. The infrastructure investments recommended in the plan will be weighed against their potential to reduce current operating and maintenance costs related to the existing facility, to increase private investment and generate more tax revenue in a revitalized corridor, and to allow cost recovery through potential property disposal or development resulting from the identification and declaration of surplus City property in the corridor.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

## **DECISION HISTORY**

From mid 2008 to early 2010, the City of Toronto and a consultant team, in collaboration with Toronto Community Housing Corporation and the Toronto Catholic District School Board and in consultation with the community and other stakeholders, developed the Lawrence-Allen Revitalization Plan (LARP). Focusing on reinvestment, mobility, liveability, and place-making, the LARP is a 20-year plan for the evolution of this area and the Lawrence Heights neighbourhood that is at its core. The LARP recognized the critical role that Allen Road plays in the community and recommended that its design and operation be reconsidered in light of the potential benefits that changes to the Allen corridor could bring to the community.

City Council endorsed the LARP at its meeting of July 5 – 7, 2010 and, as one of its recommendations, directed the General Manager of Transportation Services to initiate the Allen Road Individual Environmental Assessment (EA) Study Terms of Reference before the end of 2010 (NY35.67).

Relevant documents are available at:

[http://www.toronto.ca/planning/lawrence\\_allen.htm#reports](http://www.toronto.ca/planning/lawrence_allen.htm#reports)

<http://www.toronto.ca/legdocs/mmis/2010/cc/decisions/2010-07-06-cc51-dd.htm>

<http://www.toronto.ca/legdocs/bylaws/2011/law1414.pdf>

An RFP for consulting services for the Terms of Reference was drafted in 2010 and, after funding and staffing issues were resolved, issued in June 2011. A consulting team (Du Toit Allsopp Hillier (DTAH)) was retained and the study was initiated in December 2011.

## **ISSUE BACKGROUND**

Allen Road was planned in the 1950s as an expressway that would provide access between the burgeoning northwest suburbs of Toronto and its downtown. It would interchange with the

primary east-west road corridor in southern Ontario, Highway 401, as well as with the planned Crosstown Expressway. Construction of the four-lane grade-separated divided highway began in the early 1960s and by 1971 it was complete between Wilson Heights Boulevard and Lawrence Avenue, including the Highway 401 interchange. The Spadina Expressway, as it was then called, incorporated provision for an extension of the Toronto Transit Commission's Spadina subway line in its median.

Construction of the new expressway was controversial, and a commitment was made in 1971 that it would not extend south of Eglinton Avenue. The segment between Lawrence Avenue West and Eglinton Avenue West had already been graded by that point, and it was subsequently paved and opened to traffic in 1977. The facility was renamed the W.R. Allen Road. The Spadina subway opened in 1978, with stations at Lawrence West, Glencairn, Yorkdale, and Wilson. The subway has subsequently been extended to the north and in 1981 Allen Road itself was extended northerly from Wilson Heights Boulevard to Steeprock Drive / Overbrook Place, where it transitions into the northerly extension of Dufferin Street.

The interchanges between Allen Road and both Lawrence Avenue West and Eglinton Avenue West have suffered from chronic congestion, in large part related to the incomplete nature of the expressway. Expressway-oriented traffic is filtered through all available streets in the area, triggering turn restrictions, out-of-way travel, unusual traffic volumes and movements, one-way street designations, and elevated collision rates. Both Eglinton Avenue West and Lawrence Avenue West in the vicinity of Allen Road are among the top 20-ranked road segments across the City (of more than 2,400 segments studied) in terms of potential for safety improvements based on its collision history.

Through consultations that took place during the LARP process, the community identified concerns about the state of the area's existing transportation system and about the potential for new issues to arise as a result of population growth. Community members consistently raised concerns about the potential for a high volume of automobile traffic to be generated from the revitalization and result in congestion on all the main arterials - especially at the Lawrence Avenue West and Allen Road interchange. A harsh environment for pedestrians, cyclists and transit users was also identified as a concern, with specific reference to the condition and safety of access to the subway stations located in the middle of Allen Road. There was also significant discussion about new road connections to Yorkdale Shopping Centre. Opinions about Allen Road ranged from those who saw it as a barrier or traffic magnet which required significant change, to those who valued the highway access it provides and wanted it maintained more or less "as is".

While much of the LARP focused on the broader neighbourhood, it was recognized that the Allen Road was a key factor in determining the future of the Lawrence Heights area. Numerous ideas and alternatives were put forward on everything from the road's enhancement to its removal.

Meanwhile, the construction of the Eglinton Crosstown Light Rail Transit (LRT) offers a unique opportunity to reassess how Allen Road works at Eglinton Avenue West and to consider how alternatives might improve not only Allen Road but Eglinton Avenue and all the area local streets as well. It was also recognized that improvements could continue in a more site-specific

and piecemeal manner, but this direction would not take advantage of this once-in-a-generation opportunity to coordinate with so many other area initiatives. As such, the focus of the Allen Road ToR for Environmental Assessment Study is to identify current challenges and opportunities in the entire Allen Road study area and define the scope of potential future work.

## **Coordination with Concurrent Projects**

Within the past two years, the City has completed multiple safety intersection improvements at Eglinton Avenue West, and at other locations along Allen Road in order to improve the overall functionality and safety for pedestrians and motorists. These improvements are designed as cost-effective short-term solutions, recognizing that a more comprehensive long-term approach to the entire corridor is being taken through the EA study.

In addition, the ToR study staff have coordinated information sharing and planning processes with several other projects in the study area, including:

- The Kay Gardner Beltline Multi-Use Trail
- Allen Greenway Proposed Bikeway Trail Linkage
- Lawrence-Allen Secondary Plan
- Lawrence Allen Public Realm Master Plan
- Parc Downsview Park Secondary Plan Review
- Downsview Major Roads Class EA
- Ongoing Rehabilitation of Highway 401 (MTO)

Particular attention is being paid to the interchange of Allen Road and Eglinton Avenue West, which is at the intersection point of three ongoing studies:

1. **Allen Road Individual EA** – the subject of this staff report which is considering a wide range of possible changes on Allen Road;
2. **Eglinton Crosstown LRT (Metrolinx)** – introduction of an LRT station at Eglinton Avenue West / Allen Road; and
3. **"Eglinton Connects" Study** - a comprehensive planning study, including an EA, along the segment of Eglinton Avenue where the underground portion of the LRT will be constructed. This study is reviewing the challenges and opportunities to improve the surface portion Eglinton Avenue in the vicinity of Allen Road.

Coordination with all concurrent studies will be prioritized to ensure that this interchange is assessed with a variety of future possible outcomes in mind.

## **Study Area**

For the purpose of assessing potential impacts to a wide range of factors, the primary study area includes the expressway portion of the Allen Road corridor from Eglinton Avenue West to just south of Transit Road, with a 100 metre radius to either side of the corridor and a 500 metre radius around the TTC stations.

For the purpose of assessing the transportation impacts, a larger context area has been defined and includes Keele Street to the west, Avenue Road to the east, Sheppard Avenue West to the north and St. Clair Avenue West to the south. The study area is illustrated in **Figure 1**.

The study area will need to be confirmed and refined during future study and EA work, depending on the specific scope of changes being considered.

## **COMMENTS**

A full copy of the draft Terms of Reference for the Allen Road Environmental Assessment Study can be found at [www.toronto.ca/AllenRdStudy](http://www.toronto.ca/AllenRdStudy). The main components of the ToR are briefly summarized below.

### **Need and Justification**

The Terms of Reference sets out the Need and Justification for undertaking an Individual Environmental Assessment at this time on Allen Road. This is based on the following key points:

- Allen Road has not been studied comprehensively since it opened over 40 years ago.
- Much has changed in the neighbourhoods that surround it and the overall transportation network functions quite differently than when the initial expressway was planned during the 1950's.
- Allen Road has never served its intended purpose. It was originally conceived as part of a larger urban highway system connecting downtown Toronto to the growing suburbs. Only a fraction of the overall system was completed. Allen Road currently operates as an isolated expressway between Eglinton Avenue West and Transit Road (north of Highway 401).

Using the Individual Environmental Assessment process allows for a thorough analysis of the Allen Road corridor through a comprehensive study of how Allen Road can work better. This is required to:

- Acknowledge the importance of the area to accommodate traffic between Highway 401 and the surrounding neighbourhoods.
- Address the challenges facing Allen Road including: traffic delays; congested intersection operations; ongoing repairs; restricted access to TTC.
- Establish the rationale for undertaking any modifications and identifying its magnitude.
- Incorporate the results of previous work and background data.
- Consider the implications and opportunities provided by other projects and Environmental Assessments affecting the study.

### **Study Process**

An EA is a decision-making process designed to promote good environmental planning, by the consideration of all aspects of the environment (natural, social, economic, cultural, and built)

and consultation with interested stakeholders. The Ontario Environmental Assessment Act (EA Act) sets out the general procedures to be followed in the preparation of an EA.

The Allen Road EA Study is being prepared as an Individual EA; the project is too complex, large-scale, and unique to use the Municipal Class EA process.

The initial step in an Individual EA is to prepare a Terms of Reference (ToR), which reviews the problems and opportunities in the study area and sets out the process by which the EA study will be carried out. The ToR is itself a "mini EA" and incorporates public consultation; it establishes a committed process for carrying out the EA and must be reviewed and approved by the Minister of the Environment before the EA can begin.

The City has met the Ministry's expectations by addressing the following elements in the ToR:

- Identification of the proponent;
- Identification of how the EA will be prepared;
- Purpose of the study or undertaking;
- Description of and rationale for the undertaking;
- Description of and rationale for alternatives;
- Description of the existing environment and potential effects of the undertaking;
- Assessment and evaluation methods;
- Commitments and monitoring;
- Consultation plan for the EA;
- Flexibility to accommodate new circumstances; and
- Other approvals required.

While staff have been directed by Council to "undertake an EA for Allen Road" (July, 2010), only the Terms of Reference phase of the EA has been completed to date. The ToR represents "Step 1" of the overall EA study process. The ToR phase has demonstrated that continuing with the Individual EA study of Allen Road is warranted, and that investigating site-specific alternatives through the Municipal Class EA process instead would not adequately address the needs and opportunities at hand.

Upon authorization by City Council, and receipt of any preliminary comments from MOE staff, the draft ToR will be amended, as required, and a formal submission to the Minister of the Environment will be prepared. If any significant changes to scope or direction are requested by MOE during their review of the draft ToR, staff will consider the changes and report back to Council for direction. If the changes are editorial in nature or have no significant impact on the scope or direction of the ToR as outlined here, staff will incorporate those changes in the final version of the ToR.

Once the ToR is made available for public review by the MOE, any interested person may provide comments to the MOE Project Officer during the first 30 days of the review period. The Minister's decision is due 12 weeks after submission.

The Terms of Reference Study was carried out with the assistance of technical consultants and supported by a Technical Advisory Committee comprised of staff from Transportation Services, City Planning, Engineering and Construction, Parks, Forestry and Recreation, Toronto Fire Services, Emergency Medical Services, Toronto Police Services, Toronto Community Housing Corporation, Metrolinx, TTC and the Ministry of Transportation. Ministry of the Environment staff were also consulted.

## **Purpose and Objective**

The purpose of the ToR study was to identify current challenges and opportunities in the Allen Road study area and define the scope of potential future work. To develop an "Allen That Works", three primary objectives were identified:

**State of Good Repair** – In order to have a well-functioning Allen Road, the proposed solution must be kept in a state of good repair. To achieve this, a solution must consider the long-term life-cycle costs of required upkeep in order to ensure that the final design is sustainable for the city to maintain.

**Transportation Function** – Allen Road must play an appropriate role in the overall transportation network in the area, considering the needs of motorists, transit users, cyclists, and pedestrians. It must facilitate safe and efficient movement of people, and reduce constraints on local mobility.

**Urban Design** – Allen Road should not be seen as merely a transportation corridor, but also as a public place. The physical relationship between Allen Road and the surrounding neighbourhoods must be considered to create potential for a balanced and cohesive design that complements the existing area and its users. Environmental, social, and economic sustainability should all be considered in order to ensure that a future Allen Road best works within the community and neighbourhoods.

An 'Allen That Works' is possible by finding a balance between a State of Good Repair, Transportation Function, and Urban Design.

The objectives identified are consistent with, and supportive of, the policies of the City of Toronto, particularly those put forth in the *Official Plan* with respect to developing a successful and sustainable city over the next 30 years. Other City policies and plans that support the objectives include the *Walking Strategy*, *Pedestrian Charter*, *Priority Areas and Neighbourhood Action*, *TTC Transit Ridership Growth Strategy*, *Lawrence-Allen Revitalization Plan* and the *Bike Plan*.

The objectives of this study are also consistent with, and supportive of, the planning framework of the Province of Ontario in the *Places to Grow Act*, *Provincial Policy Statement* and *The Big Move* regional transportation plan which focuses on reducing auto-oriented travel while increasing use of more sustainable travel modes such as walking, cycling and public transit.



In addition, the proposed solution should achieve environmental, social, cultural and economic sustainability in order to ensure that it meets today's needs without compromising the needs of future generations.

## **Public Consultation on Terms of Reference**

Public involvement is an integral and ongoing part of the EA Study process. The public consultation requirements of the EA Act were met in this study. The public consultation program included two rounds of consultation, held at key decision points during the study, including numerous meetings with individual property owners. The City of Toronto's project website provided a link to all pertinent study information as well as contact information; see [www.toronto.ca/AllenRdStudy](http://www.toronto.ca/AllenRdStudy). Further details are provided in Appendix 2.

The list of property owners and other stakeholders contacted over the course of developing the Terms of Reference is included in Appendix 3.

## **Major Comments**

A broad range of comments was received from the public during the public consultation on the draft ToR, as summarized below:

- Improve safety on Allen Road and in the surrounding area for pedestrians, drivers and cyclists, but in a way that does not compromise traffic efficiency.
- Continue to improve intersections.
- Improving traffic flow on Allen Road is a priority concern.
- Access to local neighbourhoods from Allen Road.
- Noise from Allen Road and TTC subway is a priority concern for some residents.
- Consider transportation function when making choices about the future of Allen Road and the surrounding area.
- Consider the relationship between real estate values and local access and egress.
- Maintain access to local parks and sidewalks.
- Maintain access to area amenities.
- Issues related to Allen Road would be best tested in a coordinated and comprehensive manner.
- A land use assessment is critical to the validity of the Allen Road study.
- Include potential revenues from future land use in the evaluation criteria
- Show how the alternative solutions address traffic and congestion concerns.
- Safety must be a primary objective and separate from the objective to balance transportation function.
- Demonstrate how alternatives will limit the impact the influx of future residents on current traffic congestion, and also improve traffic conditions for current residents.
- The concept of "Transforming Allen Road to a street" in particular attracted a wide range of opinions.

These themes are included in the objectives, alternatives, evaluation criteria and public consultation of the draft ToR in order to address them effectively when the formal EA process is undertaken.

Suggestions to study the southerly extension of Allen Road have been set aside as being counter to City policies and beyond the scope of the current study.

## **Alternatives to be Assessed**

Alternative concepts are the functionally different ways of solving the problem and/or taking advantage of an opportunity. Six alternative concepts are recommended to be carried forward to the EA, for consideration. These are described and illustrated in Appendix 4. The preferred concept may be some combination or variation of the six alternatives. The development of the alternative designs (different ways to lay out the preferred concept) will be guided by the project goals and principles.

## **Evaluation of Alternatives**

The assessment and evaluation of the alternatives (concepts and designs) will be based on the five study lenses including state of good repair, transportation function, urban design, policy content and environment as well as the criteria groups set out in the ToR. The evaluation criteria/indicators will be confirmed through a comprehensive consultation process prior to applying them in the study.

Evaluation criteria identified through this process will be used to assess the potential positive (benefits) and negative effects of each alternative. Mitigation measures will be identified to counteract or minimize reported negative effects.

Once the potential effects for each alternative are identified, the alternatives will be compared to one another to determine which alternative on balance has the most advantages and fewest disadvantages. Evaluation to select a preferred alternative will be based on credible logic guided methodologies, coupled with significant input from stakeholders and public consultation.

## **Public Consultation Process during the EA**

A Consultation Plan will be part of the EA. Although the EA process specifies certain mandatory points of contact, additional effort will respond to the complexity of the Alternatives being considered and the level of interest shown. The involvement of community residents, Allen Road users, stakeholders and those who may be potentially affected by a project will be an integral part of the EA process.

Consultation for this EA will be based on guiding principles of openness and inclusiveness of engagement, clarity, timeliness in the process to allow early and ongoing participation, transparency of communication, balance of opinions and perspectives, flexibility for participation, traceability of decision-making, accountability by providing accurate, timely information and demonstrating how it has made use of input received from the public and coordination between the project team and individual projects to enhance knowledge management and ensure coherence in decision-making.

A Technical Advisory Committee and a Government Review Team will be established to provide input at key milestones during the EA process.

The web-based portal ([www.toronto.ca/AllenRdStudy](http://www.toronto.ca/AllenRdStudy)) established in the EA ToR phase will be continued to enable online consultation throughout the EA. The web portal will include relevant study materials and public notices as they are developed. The “one-window” point of contact for the project established during the development of the ToR will be continued in the EA, with dedicated phone/fax/ email communications links.

## **Proposed EA Scope of Work**

The EA study will be carried out in accordance with the ToR and the EA Act. No change to the plan committed to in the ToR will be permitted without an Addendum and MOE approval. It is to be a comprehensive process of developing and assessing alternatives, determining the impact of the recommended plan on all aspects of the environment (social, economic, natural, etc.), defining commitments to impact mitigation and subsequent process, and engaging the full range of interested parties. The end result of the EA is a report which documents the study process (demonstrating how it followed the steps specified in the ToR) and outlines the recommended plan to a level of detail adequate to determine its impacts, mitigation, and cost estimate. An outline of the proposed Scope of Work for the EA study is attached as Appendix 5.

Due to the potential scale and scope of the recommended plan and the wide range of alternatives being considered, it is not intended to undertake Preliminary Design work for any of the components as part of the EA study. Preliminary and Detail design will follow in due course after EA approval as each component of the recommended plan is funded and programmed for implementation.

Based on the level of effort applied in studies of similar scope, duration, complexity, and EA process and on an overview-level assessment of the Allen Road EA scope of work, staff estimate that the EA study will take approximately two years from inception and entail costs (primarily consulting expertise) in the order of \$2.2 M - \$2.5 M. The study cost estimate will be refined prior to issuing an RFP, and will be finalized upon receipt of proposals and approval of a winning Proposal at Bid Committee. At this point it would be appropriate to budget on the premise of a \$2.5 M cost to complete the EA.

## **Schedule and Next Steps**

Upon authorization by City Council, and receipt of any preliminary comments from MOE staff, the draft ToR will be amended, as required, and a formal submission to the Minister of the Environment will be prepared.

Copies of the ToR, the Record of Consultation, and any other supporting documents are delivered to the MOE, all Government Review Team agencies, appropriate Aboriginal communities, and to all locations where members of the public will be able to review the documents. Once these are in place, a Notice of Submission is issued, identifying the start of the 12-week review and decision period. The Minister’s decision is due at the end of the 12

weeks. All interested persons may provide comments to the MOE Project Officer during the first 30 days of the review period.

It is currently anticipated that the formal submission of the ToR will occur in September 2013, and the Minister's decision on the ToR will be issued in December 2013. Following approval of the ToR and subject to funding approval, the EA Study could begin in early 2014 and is anticipated to be complete in late 2015. No significant changes to Allen Road can proceed without EA approval.

Implementation of any of the EA study recommendations will be the subject of separate future processes of budgeting, preliminary design, and construction, which are likely to take many years and be subject to Council approval and guidance at each step.

## **CONTACT**

Stephen Schijns, P.Eng.  
Manager, Infrastructure Planning  
Transportation Services Division  
Tel: (416) 392-8340  
e-mail: [schijns@toronto.ca](mailto:schijns@toronto.ca)

## **SIGNATURE**

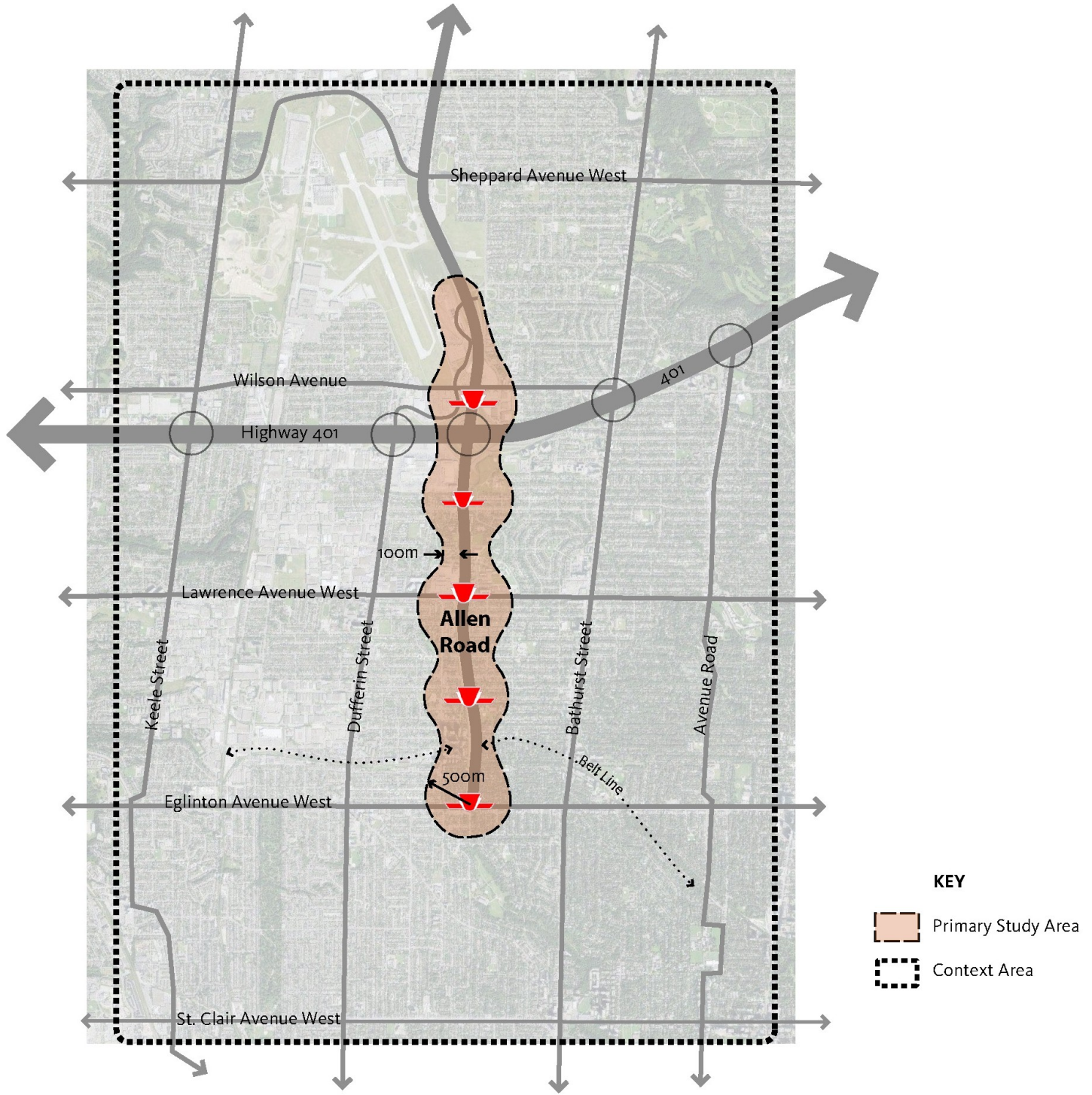
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Stephen Buckley  
General Manager, Transportation Services

## **ATTACHMENTS**

Appendix 1: Study Area  
Appendix 2: Public Consultation on Terms of Reference  
Appendix 3: Property Owners and Other Stakeholders  
Appendix 4: Alternatives to be Assessed in the EA  
Appendix 5: Scope of the EA Study

# Appendix 1: Study Area



## Appendix 2 – Public Consultation on Terms of Reference

Publicity for each round of public consultation included:

- An Information Primer (Round 1 only)
- Over 68,000 flyers delivered by Canada Post to surrounding area addresses
- Emails sent to the electronic mailing list, which grew to over 600 contacts
- Ads published in the *Toronto Star*, twice each round

Both Round 1 and 2 public consultation events were held in two locations on separate dates in order to provide adequate opportunity for interested people to participate in the study. The sites used were Beth Sholom Assembly Hall on Eglinton Avenue West in the south part of the study area, and Ancaster Park Community Centre north of Wilson Avenue in the north part of the study area. Each event included a drop-in portion for viewing study materials and one-on-one discussion with members of the project team, followed by an interactive workshop session.

### Round 1 Consultation:

On June 12 and 19, 2012 the City hosted two public events to introduce the study and identify participants' interests and aspirations for the EA study. Approximately 120 people participated. There was also one local business stakeholder workshop and one city-wide organization stakeholder workshop but these were lightly attended..

Round 1 participants were asked to focus on potential concerns, opportunities and options to be explored as part of the Terms of Reference for an EA, specifically:

- How they currently use Allen Road and the surrounding area
- What they like most about Allen Road and the surrounding area
- Challenges they have experienced on Allen Road and the surrounding area, and what improvements are most needed
- Factors that should be considered when making choices about the future of Allen Road and the surrounding area
- Ways to engage the community in decisions regarding the future of Allen Road and the surrounding area

### Round 2 Consultation:

On November 22 and December 10, 2012, the City hosted two additional public events to present and discuss the alternatives and the evaluation approach for the EA study. Approximately 100 people participated in the public events. Round 2 Consultation also included a combined stakeholder workshop for both city-wide stakeholders and local businesses; this attracted twelve participants..

Round 2 participants were asked to focus on:

- The Draft Terms of Reference and the proposed objectives, alternative solutions, evaluation criteria and community engagement activities
- The importance of having a comprehensive study of all the alternatives for the future of Allen Road

## **Appendix 3: Property Owners and Other Stakeholders**

### **Property Owners**

During each round of public consultation, individual stakeholder meetings were also held with property owners in the study area including:

- Ministry of Transportation of Ontario (MTO)
- Metrolinx/GO Transit
- Toronto Transit Commission (TTC)
- Build Toronto and Parc Downsview Park
- Toronto Community Housing Corporation (TCHC) (second round only)
- Oxford Properties (Yorkdale Shopping Centre)
- RioCan (Lawrence Square Shopping Centre)
- Canadian Automobile Association (CAA)
- SmartCentres (first round only)

### **Other Stakeholders**

Over the course of developing the Terms of Reference, the study team contacted the following agencies and interested parties regarding their views on the EA:

- Toronto Police Services
- Toronto Fire Services
- Ontario Provincial Police
- Toronto Region Conservation Authority
- Ministry of Education
- Ministry of Environment
- Ministry of Transportation
- Toronto District School Board
- Toronto Catholic District School Board
- Utility companies
- Aboriginal Affairs and Northern Development

The full range of City Divisions was also involved in the ToR development.

## **Appendix 4: Alternatives to be Assessed in the EA**

### **1. Do Nothing** (see Figure 4.1)

Maintains the existing traffic operations and physical conditions without improvements beyond those necessary for safety or as part of the LARP plan. This alternative forms a base line against which the benefits and costs of the other alternatives are measured.

### **2. Enhance** (see Figure 4.2)

Enhances the current operating conditions with minimal physical modifications within the right-of-way. This could include traffic management systems, minor interchange modifications, and impact mitigation measures to improve operations and reduce the negative impact of some aspects of Allen Road on its surroundings. This would be an extension of the City's ongoing work to improve operations and safety at Allen Road interchanges and subway stations.

### **3. Modify** (see Figure 4.3)

Modify with physical changes. This alternative would focus on substantial improvements to the interchanges, ramps, subway stations, and other complex or problematic areas in the corridor, to improve operations, capacity, safety, and pedestrian/cycling conditions. New or modified structures across the corridor would also be considered.

### **4. Transform – to a Street** (see Figure 4.4)

Replace the expressway function with a lower speed facility. This might require changing the grade of the roadway, significantly modifying the existing interchanges and potentially introducing new intersections with crossing streets. The intent of this alternative is to make parts of Allen Road more of a conventional urban street that could accommodate a high volume of traffic in a more safe and balanced arrangement.

### **5. Transform – Tunnel or Deck** (see Figure 4.5)

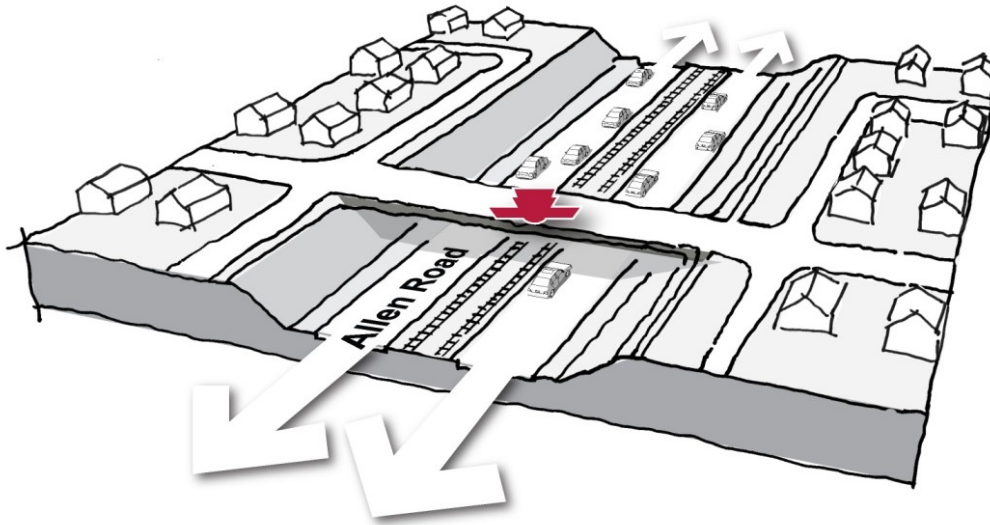
Retain the primary expressway function in a below grade facility – either through a tunnel or deck – and make use of the newly created lands for other purposes. This concept only applies to the below-grade segment of Allen Road between Lawrence Avenue West and Eglinton Avenue West.

### **6. Transform – Remove** (see Figure 4.6)

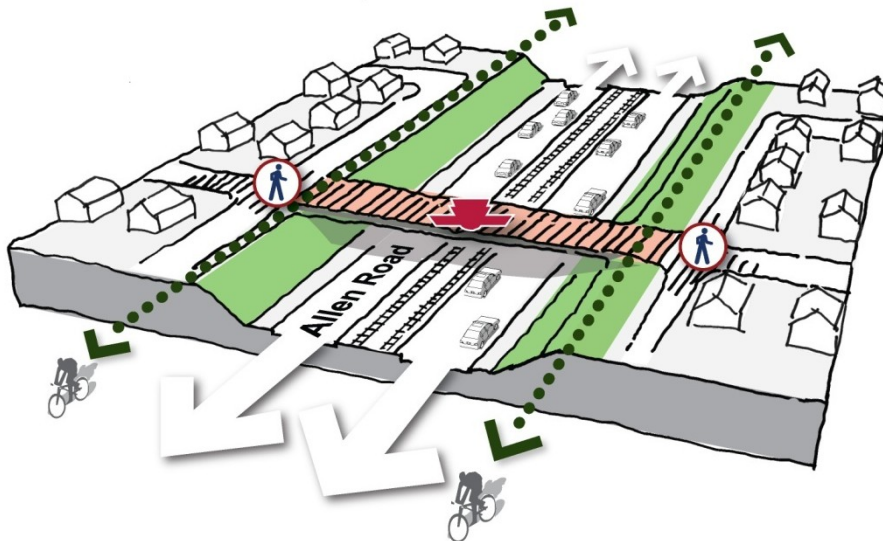
Close and remove the expressway entirely without replacing with another high capacity roadway. Traffic function would move to other streets in the overall network. The land made available would be used for other purposes. Conceptually, this alternative would be considered for segments south of Yorkdale Road or south of Lawrence Avenue West. The impact of this strategy on traffic conditions on alternate routes would be analyzed



**Figure 4.1 – Do Nothing**

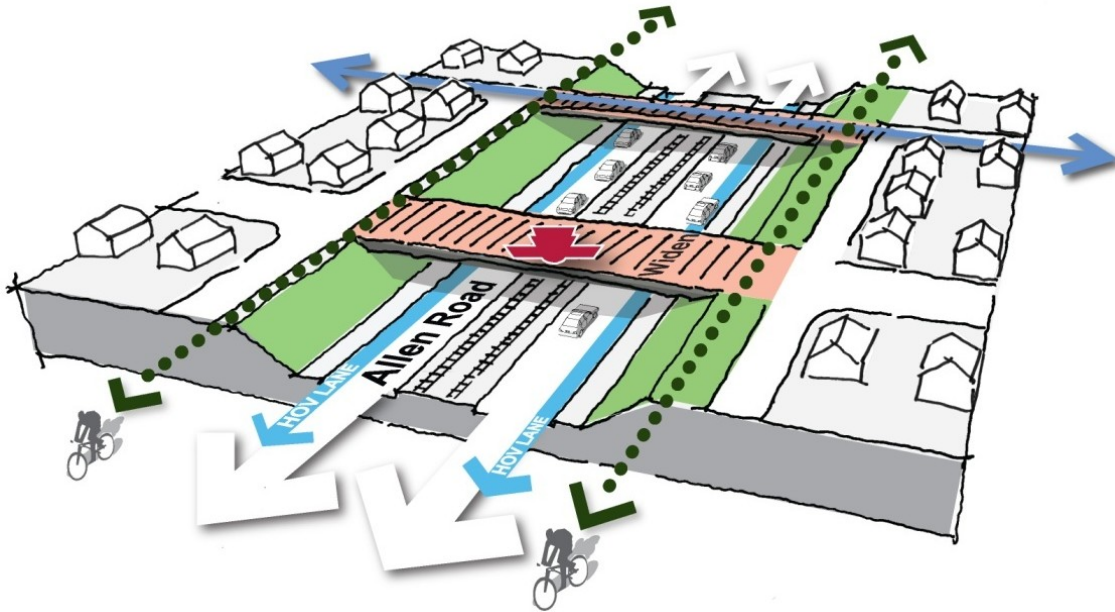


**Figure 4.2 - Enhance**



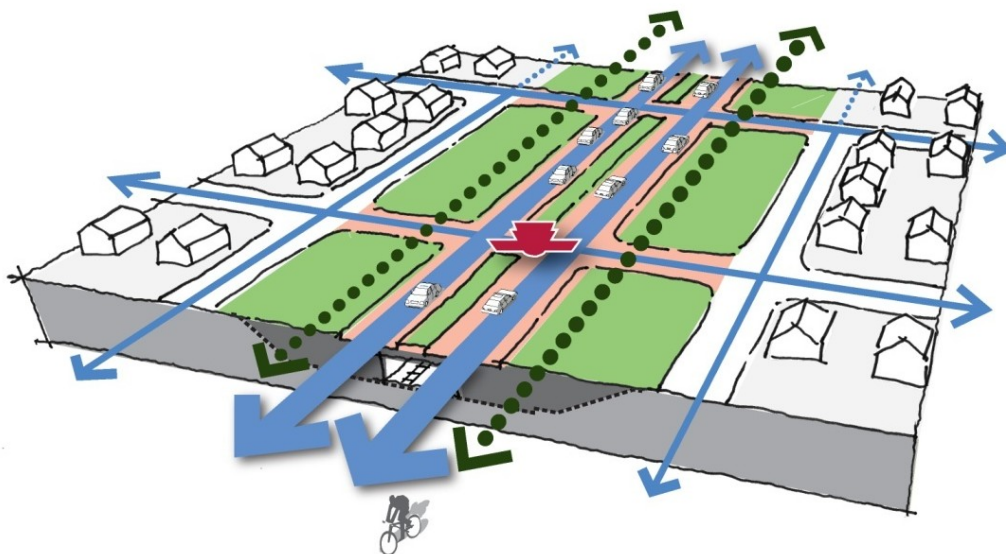
Examples could include: safety and operational improvements at intersections, better access to public transit, traffic signal coordination, network solutions (traffic diversion), traffic management (such as HOV lanes or tolls), improving landscape and lighting, bike paths, or adding noise walls

**Figure 4.3 - Modify**



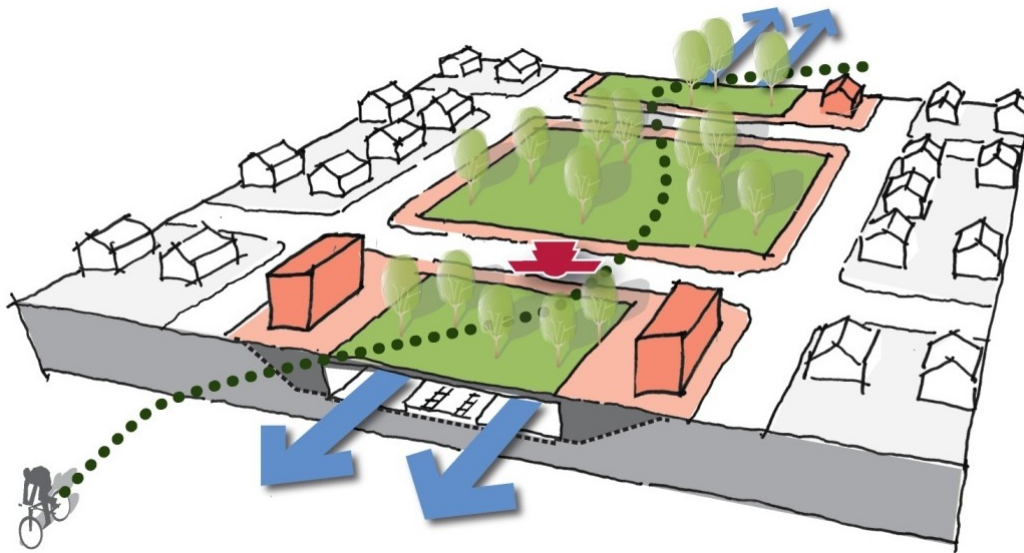
Examples could include: reconfiguring interchanges or adding or removing ramps, adding new or widening existing bridges, adding dedicated travel lanes for either HOV or dedicated transit, or introducing new cycling infrastructure.

**Figure 4.4 – Transform: to a Street**



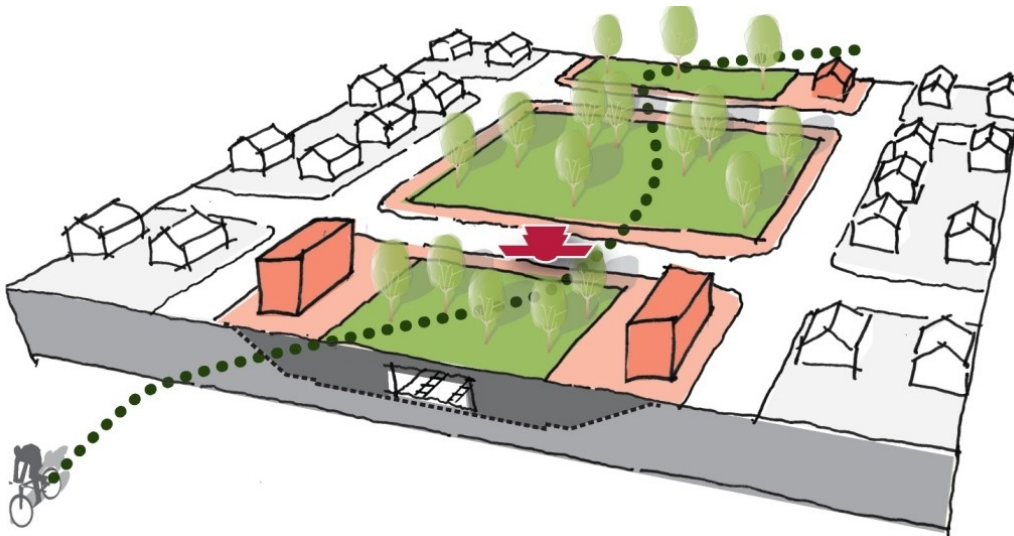
Examples could include: a similar arrangement to Leslie Street from Highway 401 to Eglinton Avenue East, Lake Shore Boulevard east of the Don River or a multi-lane boulevard.

**Figure 4.5 – Transform: Tunnel or Deck**



Examples could include using decked areas for: parks, reinstating local street network, improving access to TTC stations, multi-use paths/trails or potential development in some areas.

**Figure 4.6 – Transform: Remove**



Examples could include: improve parallel routes (ie. Bathurst Street, Marlee Avenue, Dufferin Street) to accommodate altered traffic patterns, using decked areas for parks, reinstating the local street network, improving access to TTC stations, bike paths/trails or potential redevelopment in some areas.

## Appendix 5 – Scope of the EA Study

The scope of the Individual Allen Road Environmental Assessment study will include:

- Study Design
- Phase II Archaeological Study (further to the Phase I study carried out in the ToR)
- A Quality "C" Subsurface Utility Engineering (SUE) investigation
- Develop, calibrate, and apply area wide traffic model (for demand forecasting and for assessment of diversions) and microsimulation traffic model (for operational analysis of short-listed alternatives)
- Complete the assembly of data required for analysis and evaluation of alternatives
- Develop alternative concepts to a 1:2,000 scale plan and profile level of detail, and develop recommended plan to a 1:1,000 scale level of detail
- Land use planning impact assessment, including potential for value capture
- Property cost assessment (acquisition and disposition)
- Capital cost estimates (order-of-magnitude for alternatives; more detailed costs for recommended alternative)
- Staged implementation strategy (including sequence, timing, responsibilities, flexibility, detours / traffic management strategy, and preconditions)
- Noise impact assessment
- Bus operational plan
- Interchange design
- Pedestrian planning for movement and infrastructure
- Cycling planning for movement and infrastructure
- Structural engineering (planning and design for rehabilitation, modification, and/or new structures)
- Municipal services engineering (water, sewer, power, etc.)
- Utility engineering, in consultation with utility owners
- Public realm / landscaping / streetscaping / urban design / parks and open space strategic direction, plans, and designs at an appropriate level of detail for all alternatives, including the recommended plan
- Integration of plans with key adjacent land uses (TTC, LARP, Lawrence Square, Yorkdale Shopping Centre, MTO, Metrolinx, etc.)
- Screening of the long-list of alternative solutions
- Identify range of potential impacts for all alternatives and in more detail for recommended alternative, including appropriate mitigation measures
- Public consultation and engagement program, including the preparation of all necessary materials (plans, text, images, etc.)
- Technical agency consultation program
- Aboriginal consultation program
- Draft and final technical and interim reports
- Draft EA report for Technical Advisory Committee review; draft EA report for MOE review, draft final EA report for Committee and Council review, and final EA report for submission to MOE
- Responding as necessary to EA Report review comments, questions, or proposed conditions of approval
- Project Management, including Project Team meetings (including agendas, content, and minutes), technical meetings, financial reporting and controls, staff management, and document QA/QC