

## **Park Lawn Lake Shore Transportation Master Plan and Legion Road - Interim Report**

**Date:** June 18, 2021

**To:** Infrastructure and Environment Committee

**From:** General Manager, Transportation Services

**Wards:** 3 - Etobicoke-Lakeshore

### **SUMMARY**

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The Park Lawn Road and Lake Shore Boulevard West area is a vibrant waterfront community that has experienced considerable growth over the last two decades and is set to continue to transform and intensify with the revitalization of the former Christie's cookie factory site into a transit-supportive, mixed-use residential and employment district anchored by a new transit hub as adopted by City Council in May 2021.

Continued growth in the area results in the need for new and improved multi-modal transportation infrastructure that accommodates people of all ages and abilities, and to complement the planned transit hub consisting of the new Park Lawn GO Station and new streetcar loop.

At the direction of City Council, Transportation Services initiated the Park Lawn Lake Shore Transportation Master Plan (TMP) in 2016 as a comprehensive transportation study to plan for the required transportation infrastructure in the area. The TMP was put on hold from 2017 to 2019 pending City Council's decision on the land use of the Christie's lands, and was reinitiated at Council's direction in 2019 to integrate the work with the Christie's Planning Study.

The TMP is completing phases 1 and 2 of the Municipal Class Environmental Assessment (EA) process - establishing a long-term transportation vision for the area including reassessing the previously completed EA for the Legion Road Extension.

This report provides an update on the status of the TMP and its process, key findings to date including the identification of a preliminary preferred network, and outlines next steps to finalize the TMP. This report also provides a status update on the Legion Road Extension.

The revitalization of the Christie's cookie factory site introduces new opportunities for street connections that could not have previously been contemplated. The TMP is also

considering other opportunities for north-south street connections that were not previously considered.

This report recommends that City Council endorse the preliminary preferred transportation network - Alternative 4B Neighbourhood Main Streets with a Four Lane Lake Shore Boulevard - for the purposes of consulting the public. This report also identifies and recommends principles for the cost-sharing associated with First Capital for Street A - a street that will provide east-west and north-south connectivity through the Christie's site, and recommends that City staff develop a phasing and implementation plan as part of the final report for the TMP. Finally, the report recommends that the City's portion of the costs for Street A be included in the current update to the City's Development Charge Background Study.

## **RECOMMENDATIONS**

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The General Manager, Transportation Services recommends that:

1. City Council endorse the Preliminary Preferred Recommended TMP solutions identified as Alternative 4B in Attachment 3 of this report for the purposes of full public engagement, and request the General Manager, Transportation Services to report back on the feedback received throughout the consultation undertaken through the EA process and any resulting refinements made to the Preliminary Preferred Recommended TMP solutions to address any feedback received as part of developing the Recommended Preferred Solution.
2. City Council request the General Manager, Transportation Services to guide the Council directed negotiations on the cost-sharing arrangement for Street A with the Owner of the Christie's site, and in consultation with the Chief Financial Officer and Treasurer, based on the four principles included in Attachment 1.
3. City Council request the General Manager, Transportation Services to develop a phasing and implementation plan for the Park Lawn Lake Shore TMP, inclusive of the Legion Road Extension, with the anticipated timing, implementation and costs of the transportation infrastructure improvements for the Park Lawn Lake Shore TMP study area as part of the final report on the Park Lawn Lake Shore TMP anticipated for Q4 2021, and to inform the 2022-2031 Transportation Services Capital Budget and Plan submission.
4. City Council request the City's portion of applicable infrastructure costs required to meet the City's growth needs for the redevelopment of the Christie's redevelopment site be included in the list of works considered for incorporation within the planned update to the City Development Charges By-Law.

## FINANCIAL IMPACT

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The overall cost of the future implementation of the recommended preferred solutions identified in the Park Lawn Lake Shore TMP will be dependent upon the finalization of the TMP. A phasing and implementation plan is recommended to be developed, in consultation with the Chief Financial Officer and Treasurer, which will be presented as part of the TMPs final report. Preliminary cost estimates specifically for the Legion Road extension and Street A, as contemplated in the adopted Christie's Planning Study Report, are provided below.

### ***Status of Funding for the Legion Road Extension***

Capital funding of \$775,000 for detailed design work for the Legion Road extension is currently within the Capital Budget for Transportation Services. During the budget process, construction funding in the amount of \$50 million was included in the Capital Needs Constraint Category for Transportation Services. However, as detailed design is now nearing 30 per cent completion and with the additional due diligence undertaken in 2020 that explored other grade separation construction methods the cost of the Legion Road extension is now estimated to be \$35 million.

### ***Street A Estimated Capital Costs***

As contemplated in the adopted Christie's Planning Study Report, First Capital provided preliminary estimated capital costs (2021 dollars and with a 25 per cent contingency) for the new Street 'A'. The cost estimates range from \$182 million to \$197 million. The higher estimated cost would achieve a complete street with cycling lanes and sidewalks on both sides of the street.

First Capital have acknowledged the need for continued discussions related to cost-sharing for the delivery of this street connection. Street A significantly benefits the redevelopment of the Christie's site and provides access to the north building of the new Park Lawn GO Station. It is recommended that a series of principles guide City staff in the cost-sharing discussions with First Capital, as outlined in Attachment 1.

Additionally, it is recommended that the City's eventual portion of the cost of this street related to area growth and the use of front-ending agreements to be offset by Development Charge credits be included in the City's review of the Development Charges By-law that is currently underway.

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

## DECISION HISTORY

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### Legion Road

At its November 30, 2009 meeting, City Council considered and adopted the Legion Road Extension Class Environmental Assessment Study staff report and recommendations, which superseded a 1997 EA undertaken for the area for the Legion Road Extension. City Council authorized the General Manager of Transportation Services to complete the Class EA process for the EA. The completed EA identified the preferred alignment and design for the extension while taking into consideration the planned stormwater facility for Bonar Creek and the Mimico Creek watershed. The Bonar Creek Stormwater Management Facility and Legion Road Extension Schedule C Class Environmental Assessment was completed in 2010.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.PW28.3>

### Park Lawn Lake Shore Transportation Master Plan

City Council, at its November 27, 2012 meeting, directed staff to report to the Public Works and Infrastructure Committee in early 2013 on the proposed scope, timing and cost of undertaking a comprehensive transportation study for the Park Lawn and Lake Shore area.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EY20.32>

The Public Works and Infrastructure Committee received an Information Report at its September 30, 2013 meeting that identified that a Transportation Master Plan for the Park Lawn Road and Lake Shore Boulevard West Area would be undertaken for the area in response to the November, 2012 Council decision.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PW25.8>

The City retained AECOM Canada Ltd. in 2016 to undertake the Park Lawn Lake Shore TMP following adoption of the [Bid Committee Report](#). The TMP was put on hold in late 2017 pending City Council's decision on the land use of the Christie's lands.

In July 2019, City Council, concurrent with its adoption of a settlement with First Capital Realty on OPA 231, directed Transportation Services to resume work on the TMP and integrate the work with the Christie's Planning Study and Secondary Plan process.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.CC9.14>

### Park Lawn GO Station and Waterfront Transit Reset

The City, in partnership with the TTC and Waterfront Toronto, completed the Waterfront Transit "Reset" study in 2018. Further information on the Waterfront Transit Reset study can be found here: [Waterfront East LRT Extension – City of Toronto](#). Metrolinx released the [Initial Business Case for the Park Lawn GO Station](#) in April 2020. As part of Metrolinx's market driven strategy for Transit Oriented Communities, First Capital Realty is advancing the station design and will be building the station on behalf of Metrolinx. The Park Lawn Lake Shore TMP is being coordinated with both of these initiatives to ensure an optimal transportation solution is developed for the area.

## Christie's Planning Study

On January 22, 2020, Planning and Housing Committee received the report from the Chief Planner and Executive Director, City Planning which provided an update on the Christie's Planning Study. The report recommended aligned community consultation on the Study, development application for the Christie's site (2150 & 2194 Lake Shore Boulevard West and 23 Park Lawn Road) and Park Lawn Lake Shore TMP. Aligned community consultation occurred between November 2019 and December 2020.

<https://www.toronto.ca/legdocs/mmis/2020/ph/bgrd/backgroundfile-141796.pdf>

On May 5, 2021, City Council considered and adopted the final report for the Christie's Planning Study that included Christie's Secondary Plan, Zoning By-law and Urban Design and Streetscape Guidelines. The enacting Bills are being held until First Capital has entered into a Section 37 agreement with the City. As part of its decision, City Council directed the General Manager of Transportation Services to provide an interim report to the July 5, 2021 meeting of the Infrastructure and Environment Committee on the Park Lawn Lake Shore TMP, including updates and status of funding for the Legion Road extension and other north-south transportation network connections. Additionally, City Council's decision requires First Capital to negotiate with the General Manager, Transportation Services, in consultation with City Planner and the Executive Director, City Planning, the funding commitment for the construction of Street A and to enter into an agreement with the City respecting the terms for the delivery of Street A.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH22.1>

## COMMENTS

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### Park Lawn Lake Shore Transportation Master Plan Background

The purpose of the Park Lawn Lake Shore TMP is to identify, evaluate and ultimately recommend preferred solutions to improve the area's transportation network over the long term.

The key directions of the TMP are to:

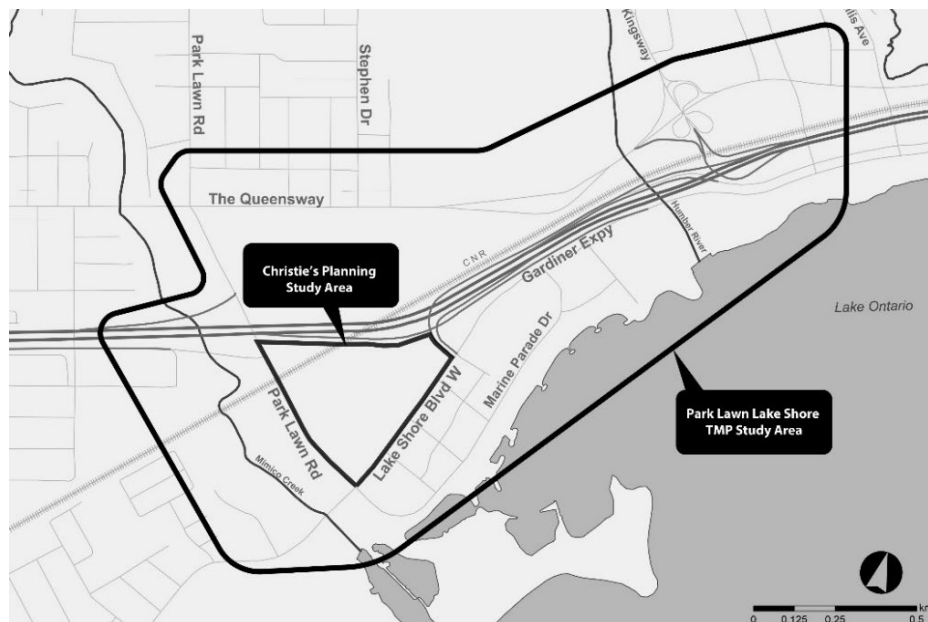
- Enhance access to local and area-wide streets and street networks for all users;
- Provide safe and convenient transportation connections across major physical barriers for vulnerable users;
- Plan for future investment in public transit, pedestrian, and cycling networks; and
- Incorporate Complete Streets and Vision Zero principles for proposed street improvements through high-quality streetscape design, inclusive of improvement to the pedestrian realm.

### Study Area

The study area for the Park Lawn Lake Shore TMP is generally bounded by Ellis Avenue to the east, Legion Road to the west, The Queensway to the north, and Lake Ontario to the south as shown in Figure 1.

The TMP also includes a broader transportation modelling study area that is bounded by Shorncliffe Road to the west, The Queensway to the north, Windermere Avenue to the east and Lake Ontario to the south.

**Figure 1: Study Area**



## Area Context

The Park Lawn Road and Lake Shore Boulevard West area is a dynamic area in Toronto's west end that is and continues to experience a considerable amount of growth, with development over the last 20 years shaping and defining the city's skyline along the waterfront. It is a complex area with a number of natural barriers, such as Mimico Creek and the Humber River, and also has significant regional transportation infrastructure - the GO Lakeshore West rail corridor and the Gardiner Expressway - that bisect the area. A key defining feature of the area is its adjacency to the waterfront with significant, well-used open spaces and multi-use trails that connect to the Downtown and broader multi-use trail network.

## Existing Land Uses

The area has a range of existing land uses. Lands to north of the Gardiner Expressway and south of The Queensway are generally designated *Employment Areas* in the City's Official Plan. A notable and significant employment use in this area is the Ontario Food Terminal, which is designated *Core Employment Areas*, and is identified as a provincially significant employment zone in the Province's A Place to Grow: Growth Plan for the Greater Golden Horseshoe Plan (Growth Plan 2019). It is the largest wholesale fruit and produce distribution centre in Canada and plays an important role in the agri-food network. It relies on truck access to and from regional roads like the Gardiner Expressway to support its operation.

A large commercial plaza is located to the east of the Ontario Food Terminal. The lands are designated *General Employment Areas*. An employment conversion request for this site was recently submitted to the City as part of the City's Municipal Comprehensive

Review that is currently underway. Lands on the north side of The Queensway are designated *Mixed Use Areas*. Existing land uses in this area primarily consist of low-rise residential and commercial uses.

South of the Expressway and north of the rail corridor to the west of Park Lawn Road is a predominantly high-density residential area that has been developing out over the last 20 years on former industrial lands. The redevelopment of these lands is nearing completion with the final phase of high-density residential development of what is referred to as the 'Mystic Pointe' site currently in construction.

South of the rail corridor, lands are designated *Mixed Use Areas* with *Parks and Open Space Areas* designations along the waterfront (*Parks*) and west of and including Mimico Creek (*Natural Areas*). The *Mixed Use Areas* designated lands consist of two notable areas - lands west of Park Lawn Road (generally known as the Park Lawn Block) and the Humber Bay Shores area south of Lake Shore Boulevard West and west of Park Lawn Road (formerly known as the Motel Strip). Both areas have largely been built out with high-density residential condominiums with retail ground floor uses.

### ***Existing Transportation Network***

In addition to the regional transportation rail and highway corridors that bisect the area, the existing transportation network in the area is defined by a number of major streets that include Park Lawn Road, Lake Shore Boulevard West, and The Queensway. The Gardiner Expressway has on/off ramp connections on Park Lawn Road to and from the west, on/off ramp connections at Brookers Lane/Lake Shore Boulevard West to and from the east, and on/off ramp connections at The South Kingsway/The Queensway to and from the east. Other street connections include a collector roadway Marine Parade Drive south of the Humber Bay Shores area and various north-south connectors to Lake Shore Boulevard West.

Legion Road is a discontinuous street north and south of the rail corridor with an access to Park Lawn Road via a parallel street to the Park Lawn Road off-ramps. To the north of the Expressway, there are a number of connecting east-west streets that connect the area to Grand Avenue. Grand Avenue provides a connection across the Expressway to areas further to the north.

The area is currently supported by several TTC bus routes that connect up to the Line 1 subway, as well as the 501 and 508 streetcar routes that operate in mixed traffic along Lake Shore Boulevard West and The Queensway via the Humber Loop. The planned Park Lawn GO Station will greatly improve transit access for this area. Generally, existing streets have sidewalks on both sides, and there is some limited cycling infrastructure in the area, with the most significant active transportation infrastructure associated with the Martin Goodman Trail along the waterfront.

The major street network in the area has remained relatively unchanged over the last 20 years. Improvements are needed to meet the needs of pedestrians, cyclists, transit users, vehicles, trucks, and continued development.

The planned right-of-widths for key streets within the TMP Study Area on Map 3 of the City's Official Plan and Schedule 1 are generally:

- Lake Shore Boulevard West (between Legion Road and Palace Pier Court) – 36 metres (m);
- Park Lawn Road (Lake Shore Boulevard West to Gardiner Expressway) – 36m;
- Park Lawn Road (Gardiner Expressway to The Queensway) – 27m;
- The Queensway (Park Lawn Road to just west of Humber Loop) - 30m;
- The Queensway (just west of Humber Loop further east) - 36m; and
- Legion Road - 27m.

### ***Current Traffic Conditions***

Current traffic conditions in the area are generally acceptable for a built-up urban area in both the Morning (AM) Peak Hour and Afternoon (PM) Peak Hour. Based on the traffic model, one intersection is performing at Level-of-Service (LOS) F at Park Lawn Road and Lake Shore Boulevard West. A total of 22 traffic movements operating at LOS E or F were identified during the AM peak hour and 23 traffic movements operating at LOS E or F were identified during the PM peak hour.

During the AM Peak Hour, the modelling shows that the most significant delays occur for vehicles entering the network from the north. The southbound approaches at Park Lawn Road and The Queensway as well as at Windermere Avenue and The Queensway also experience delays associated with vehicles trying to reach the east-west corridors. The South Kingsway is also congested where vehicles use the ramps to access The Queensway and the eastbound Gardiner Expressway. The levels of delay are generally manageable.

During the PM Peak Hour, the most significant delays are associated with vehicles completing the eastbound left-turn and westbound approach movements at Park Lawn Road and Lake Shore Boulevard West. Both The Queensway and Lake Shore Boulevard West have some congestion in the eastbound direction approaching their intersections with Windermere Avenue.

Gardiner Expressway cut-through traffic activity was not observed in the existing conditions traffic model during the AM or PM Peak Hours, although site observations and stakeholder and public feedback suggest that the cut-through traffic behaviour occurs on a regular basis, especially when the Gardiner Expressway experiences heavy traffic congestion.

### ***Anticipated Growth***

The TMP is taking into account existing growth that has occurred in the area and planned growth. As noted above, continued growth is specifically contemplated in the area with the revitalization of the Christie's cookie factory site, located east of Park Lawn Road, south of the rail corridor, north of Lake Shore Boulevard West and west of Brookers Lane. The Council-adopted Official Plan Amendment for this area designates the lands a combination of *Core Employment Areas*, *Mixed Use Areas* and *Parks and Open Space Areas*.

The amount of growth contemplated in the TMP study analysis, which is utilizing a 2041 time horizon, includes the existing residential population, approved yet not completed developments, the revitalization of the Christie's site, as well as general population and employment growth within the broader area.

The TMP's study area is expected to grow from approximately 13,000 people living in the study area (per the 2016 Census) and 2,800 jobs to an estimated population of 28,500 people and 6,500 jobs. Within the broader transportation modelling study area, the area is estimated to accommodate 71,200 people and 24,900 jobs by 2041.

## **Legion Road Extension Background**

The Legion Road Extension was the subject an initial Environmental Assessment undertaken in 1997 and then a joint Transportation Services and Toronto Water EA completed in 2010, now referred to as the Bonar Creek/Legion Road (BCLR) project.

Key components of this project include:

- The extension of Legion Road North and Legion Road South to provide one lane of traffic in each direction (north-south) and pedestrian and cycling connections between Lake Shore Boulevard West and Manitoba Street;
- An underpass of the Legion Road extension below the rail corridor; and
- A stormwater pond and sewer connection to improve storm water quality entering Mimico Creek. Due to significant cost escalations, Toronto Water is evaluating the value of providing the stormwater pond as part of its Capital Plan and Budget process.

Attachment 2 includes a detailed overview of the original purpose of the Legion Road extension and its history and chronology. Following the 2020 Capital Budget and Plan process, significantly higher capital costs estimated in 2019 for the extension that were generated (approximately \$60-75M) resulted in the need to complete additional due diligence on the extension from both a design and transportation benefits perspective as the transportation analysis associated with Park Lawn Lake Shore TMP advanced. Additional transportation connections are now possible, altering transportation patterns and demand in the area that required further assessment to more fully understand the benefits and impacts of extending Legion Road as part of the transportation network, and timing and phasing of transportation improvements.

## **TMP Study Process and Current Status**

The Park Lawn Lake Shore TMP will complete Phases 1 and 2 of the Municipal Class Environmental Assessment (EA) process. Phase 1 of the EA process identifies the transportation problems and opportunities in an area. Phase 2 consists of developing, evaluating and recommending alternative solutions to address the identified problems and opportunities. TMPs typically recommend a series of transportation projects and initiatives aimed at improving mobility and connectivity within an area, and establish a long-term transportation vision for an area. Depending on the scale of projects identified, some transportation projects will require further study and completion of Phases 3 and 4 of the EA process (Schedule C projects).

The Park Lawn Lake Shore TMP has been undertaken in phases and is engaging a broad range of residents, businesses and stakeholders with three rounds of engagement as set out below, two of which are completed and the third stage is in process. Additional consultation may be undertaken as needed and as part of refining the preferred solution.

- Stage One Consultation: Notice of Commencement and Community Workshop 1 in December 2016 that introduced the Park Lawn Lake Shore TMP, study objectives and problems/opportunities. Following this round of consultation the Park Lawn Lake Shore TMP was put on hold due to negotiations associated with the OPA 231 appeals associated with the Christie's site.
- Stage Two Consultation: Virtual consultation occurred in June 2020 that provided an update on the TMP, presented the long-list of alternatives and their evaluation, and identification of a short-list of alternatives and evaluation criteria.
- Stage Three Consultation (Summer 2021): Bundling of short-list of alternatives to create final transportation network alternatives, evaluation of alternatives and identification of the preferred network.

Each stage of consultation completed to date included the following activities:

- Project website [www.toronto.ca/parklawnlakeshore](http://www.toronto.ca/parklawnlakeshore)
- Print advertisement (Etobicoke Guardian, and Bloor West Villager)
- Canada Post direct mail (35,000 addresses in study area)
- Email to project list (500 contacts)
- Email to stakeholder list including residents associations, community groups, organizations, institutions and elected officials (69 contacts)
- Notification of agencies
- Notification of Indigenous communities
- Stakeholder meetings
- Meetings with major property owners
- Public Events
- Posting of presentations and report on project website, and circulation to stakeholder lists and email lists
- Online surveys

Additionally, City staff coordinated with the Christie's Planning Study's public engagement as part of the following public meetings:

- Public Open House #1 - October 17, 2019
- Virtual Consultation - November 2020

## **What We've Heard**

### *Summary of Stage One Consultation*

The Stage One Consultation focused on understanding the transportation challenges and opportunities in the area. A broad range of feedback was received. Key themes are identified below. A detailed record of all feedback received can be found in the [Stage One Consultation Summary Report](#).

#### Public Transit:

- Support for a Park Lawn GO Station while maintaining Mimico GO Station
- Create new streetcar / LRT routes; optimize/add bus routes
- Improve service frequency
- Create an integrated fare structure

#### Active Transportation:

- Create a continuous east-west bike lane along Lake Shore Boulevard West
- Create separate cycle paths to reduce congestion on trails and pathways
- Enhance cycling and walking network through existing and future infrastructure

#### Road Network:

- Create new connections across the Gardiner Expressway and Humber River
- Improve access to the Gardiner Expressway, Ontario Food Terminal, and other properties
- New turning lanes at Park Lawn Road and Lake Shore Boulevard are working well; signal synchronization needs improvement

#### *Summary of Stage Two Consultation*

The Stage Two Consultation focused on potential improvements to major streets, prioritization of potential improvements, and review of evaluation criteria. Feedback received during this stage of consultation raised similar issues and concerns as were raised in the Stage 1 consultation. Feedback was also received on potential changes to major streets and potential improvements to the Gardiner Expressway. A summary of feedback by thematic area is provided below. A detailed record of all feedback received can be found in the [Stage Two Consultation Summary Report](#).

#### Public Transit & Active Transit Priority:

- Strong preference for public transit and active transportation improvements
- Connect new transit loop to future GO Station
- Improve safety for pedestrians and install protected separating cycling facilities on all major streets

#### Changes to Major Streets:

- General support for improvements suggested on Park Lawn Road, The Queensway and Lake Shore Boulevard West
- Add new signalized intersections (at 150 Park Lawn Road, and 86 and 90 Park Lawn Road) to improve safety on Park Lawn Road
- Improve signal timing and intersection designs along Lake Shore Boulevard and new signals at Silver Moon Drive, Shore Breeze Drive or other locations as required
- Support for new east-west street to create alternate travel routes and improve connectivity
- Support and concerns for new north-south street, potential impact on the Ontario Food Terminal, and relationship to the Legion Road extension
- Urban design and streetscaping must promote a neighbourhood feel and increase green space on all routes

Gardiner Expressway:

- Support for increased access to reduce traffic backups
- Concern that increased access conflicts with safety and active transportation priority

### *Other Feedback Received*

As previously noted, City staff have been coordinating consultation activities for the TMP with the Christie's Planning Study. Two public meetings (October 2019 and November 2020) specifically addressed the TMP.

Transportation feedback related to the TMP provided at these meetings generally included:

- concerns about traffic congestion
- general support to improve active transportation and some people provided active transportation connection suggestions
- some identified the need to consider/reconsider the connections to the Gardiner Expressway
- some questions about whether there will be more signalized intersections
- a few people noted that the existing Humber Bay Loop is inconvenient/isolated, and questions about whether the Waterfront LRT will serve the area and where would it go
- other feedback identified the need for:
  - improved transit service in the area
  - improved north-south connectivity to The Queensway and whether a new street to The Queensway was being considered
  - the Legion Road connection to create alternate travel routes from Lake Shore Boulevard West
  - adequate space for drop-off and pick-up

### ***Problems and Opportunities***

Based on the review of existing conditions in the Park Lawn Road and Lake Shore Boulevard West area and feedback received through the public consultations, the following problems are being addressed in the TMP:

- The area has limited transportation network connections to surrounding areas; and
- There are increased demands on the transportation network, including from growth that has and will continue to occur.

An integrated approach is required to address these problems and meet the area's existing and future transportation needs that supports all modes of travel for people who live and work in, and travel through the study area. Opportunities identified to improve the transportation network included:

- New connections and better access to street, transit and active transportation networks;
- Provision of high-quality streetscape design; and
- Prioritization of investments in public transit, pedestrian and cycling networks.

## Long-List of Alternatives

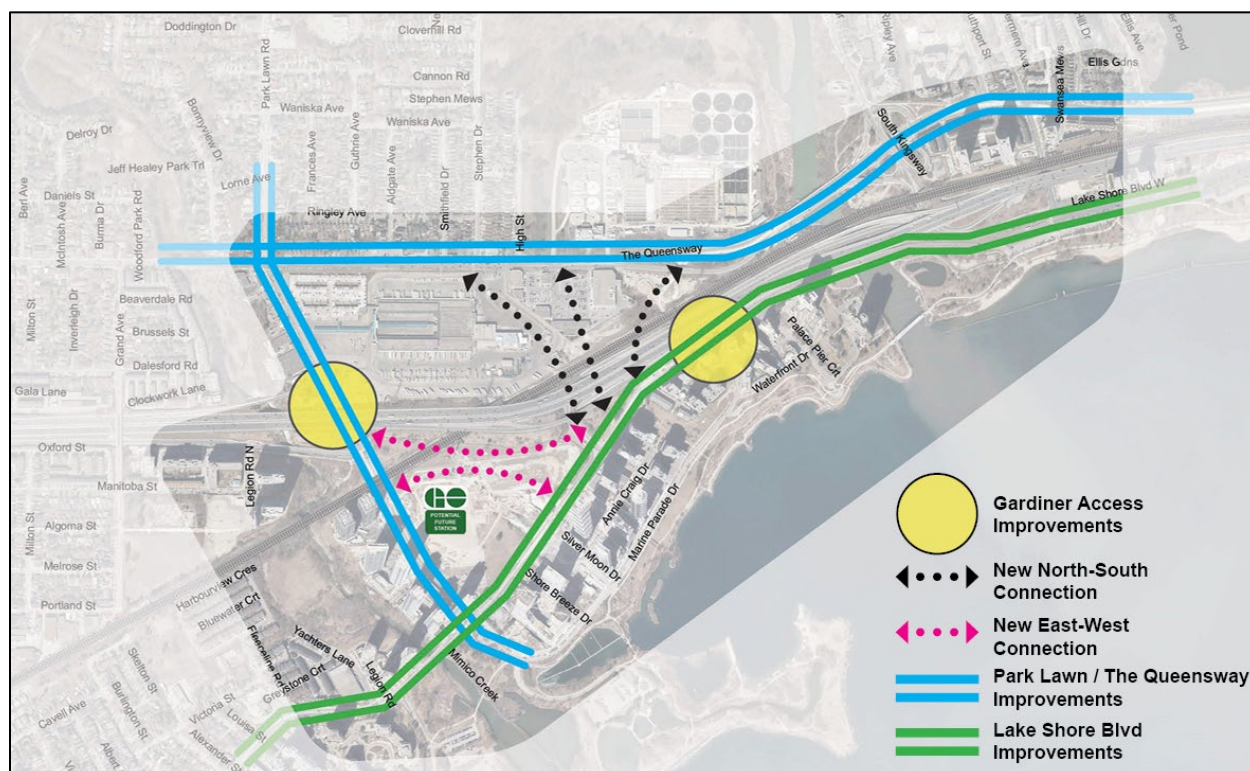
A long-list of potential improvements was developed based on consideration of the problems and opportunities, feedback received in the first round of public consultation, projected future land use (population and employment growth), and technical assessment of existing conditions. The long-list of potential improvements consisted of different types of active transportation, public transit, and street and intersection improvements.

The potential improvements were then evaluated against screening criteria to determine viable options that could be shortlisted for the Alternative Solutions for the TMP. The screening criteria included:

- Alignment with Problem & Opportunity Statement;
- Alignment with Policy Context (Official Plan, Secondary Plan, city-wide policies.);
- Geometric and Technical Feasibility (High-Level); and
- Economical, Cost-Benefits, order of magnitude costs.

## Short-List of Alternatives

The short-list of Alternative Solutions presented to the public in June 2020 consisted of three overarching categories of transportation improvements to address key problems and opportunities in the area. The three categories included improvements to major streets, modifications to the Gardiner Expressway ramp intersections, and new street connections. The specific improvements within each category included a number of potential improvements that could be employed to address area transportation issues that required further development and assessment. The short-list of Alternative Solutions are summarized in Attachment 3, and generally shown on Figure 2.

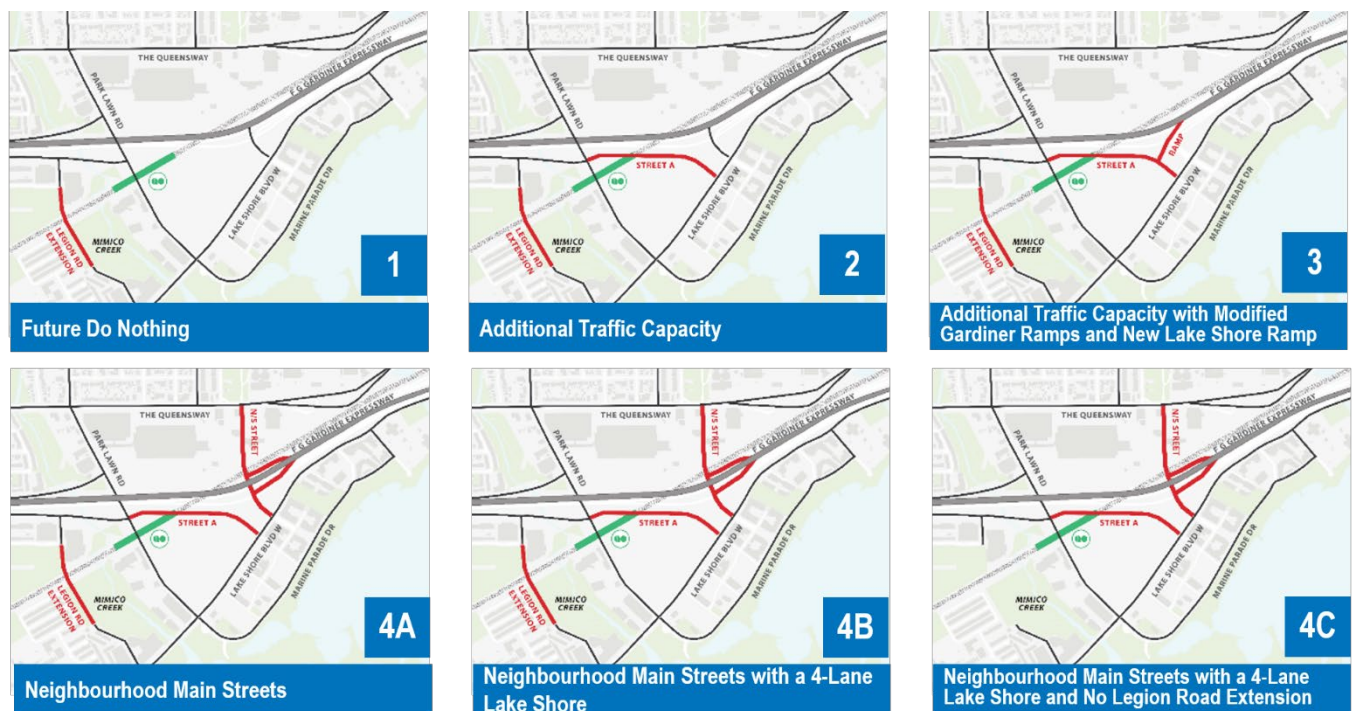


**Figure 2: Diagram Conceptually Showing Short-Listed Alternative Solutions**

Additionally, the proposed Legion Road extension that has been part of the Bonar Creek/Legion Road (BCLR) project was required to be further assessed as part of the Short-Listed Alternative Solutions given the amount of time that has lapsed since the 2010 EA, as well as changing context and opportunities afforded with the redevelopment of the Christie's site providing opportunities for new street connections that were not possible during the 2010 EA.

### ***Final Transportation Network Alternatives***

The approach to developing the final transportation network alternatives for the TMP involved reviewing, refining, and bundling previously identified individual short-listed Alternative Solutions into a series of network alternatives for further evaluation using a comprehensive evaluation framework. Figure 3 below provides a high-level summary of the six network alternatives. Attachment 4 includes more detailed diagrams of the alternatives.



**Figure 3 - Final Transportation Network Alternatives**

Each of the network alternatives developed share several common elements. These include:

- the internal local street network and streetcar loop associated with the Christie's redevelopment proposal;
- a dedicated streetcar right-of-way and upgraded uni-directional cycle tracks on Lake Shore Boulevard West; and
- four traffic lanes, uni-directional cycle tracks, and sidewalk and public realm improvements for The Queensway.

Each network alternative assumes the same amount of future growth and the planned Park Lawn GO Station.

Key elements that are variables between the network alternatives include:

- new public street connections;
- the number of traffic through lanes and turning lanes on Park Lawn Road and Lake Shore Boulevard West;
- Gardiner Expressway ramp access configurations;
- cycling facility types and resulting cycling networks; and
- the quantity and quality of public realm space on key streets.

#### *Alternative 1 – Future Do Nothing*

Alternative 1 was a "do nothing/status quo" future transportation condition where little to no infrastructure improvements would be undertaken, with the exception of the completion of the Legion Road extension. The Legion Road extension was included because it is identified in a previously-complete EA that is currently in detailed design. Alternative 1 does not address the area's problems and opportunities and is not being carried forward for further evaluation. Instead, it is being used as a future baseline condition from a transportation modelling perspective to understand the transportation benefits (or impacts) of the viable network alternatives.

#### *Alternative 2 – Additional Traffic Capacity*

Alternative 2 focuses primarily on providing additional motor vehicle traffic capacity in the area with additional traffic through lanes and turning lanes to and from the Gardiner Expressway and on Park Lawn Road. Key elements of Alternative 2 include:

- a new east-west and north-south street connection between Park Lawn Road and Lake Shore Boulevard West called Street A, and as proposed as part of First Capital's development application with four lanes of traffic, a sidewalk only on the south/west side of the street, and no cycling facilities;
- the Legion Road extension with a grade separation under the rail corridor – the street would have two traffic lanes, sidewalks and bi-directional cycling facilities;
- Park Lawn Road would be widened to provide four to six traffic lanes, new northbound dual left turn lanes to the Gardiner Expressway westbound on-ramp, and a bi-directional cycling facility on east side of street only between Lake Shore Boulevard West and the rail corridor; and
- Lake Shore Boulevard West would be modified to have a dedicated streetcar right-of-way, four traffic lanes west of Brooker's Lane to Park Lawn Road, uni-directional cycle tracks and sidewalks, generally within a 36 to 40 metre right-of-way width.

#### *Alternative 3 - Additional Traffic Capacity with Modified Gardiner Ramps and New Lake Shore Ramp*

Alternative 3 is a similar street network to Alternative 2. It focuses primarily on modifying the existing Brookers Lane/Gardiner Expressway ramps and relocating them to Street A, and also adding a new eastbound on-ramp to Lake Shore Boulevard West from the modified Street A/Gardiner Expressway ramp intersection. Another key difference of Alternative 3 from Alternative 2 is it proposes to reduce Park Lawn Road to two traffic lanes and remove dual left turn lanes allowing Park Lawn Road to be developed with a more Neighbourhood Main Street character with a continuous cycling connection between Lake Shore Boulevard West and The Queensway.

### *Alternative 4A – Neighbourhood Main Streets*

Alternative 4A focuses on transforming many of the area's existing major streets into more complete streets with wider sidewalks and more boulevard space for amenities like green infrastructure and street trees. This alternative also proposes an additional new north-south street between Lake Shore Boulevard West and The Queensway, in addition to the Legion Road extension. Key elements of this alternative include:

- a new North-South Street between Lake Shore Boulevard West and The Queensway with a grade separation under the rail and Gardiner Expressway corridors, as well as modified Brookers Lane/Gardiner Expressway ramps that connect with the new street. The street would have two traffic lanes, uni-directional cycle tracks and sidewalks;
- Street A would have a wider right-of-way (up to 28.5m) than in Alternatives 2 and 3 that accommodates four traffic lanes, uni-directional cycling facilities, and sidewalks on both sides of the street;
- the Legion Road extension with a grade separation under the rail corridor - the street would have two traffic lanes, sidewalks and bi-directional cycling facilities;
- Park Lawn Road would be reduced to two traffic lanes with no dual left turn lanes allowing the street to have a Neighbourhood Main Street character with uni-directional cycle tracks between Lake Shore Boulevard West and The Queensway, opportunities for dedicated curbside space, wider sidewalks and more public realm space; and
- Lake Shore Boulevard West would have a reduction in the number of vehicular lanes within a 36 metre right-of-way. The streetcar would be in its own dedicated right-of-way, two traffic lanes, uni-directional cycle tracks, opportunities for dedicated curbside space, wider sidewalks and more public realm space.

### *Alternatives 4B and 4C*

Alternative 4B and 4C are similar to Alternative 4A with the following differences:

- a 36 to 40 metre right-of-way would be proposed for Lake Shore Boulevard West between Brookers Lane and Park Lawn Road in both Alternatives 4B and 4C to accommodate four traffic lanes, instead of two, while accommodating the dedicated streetcar right-of-way, uni-directional cycle tracks, street trees/green infrastructure and wider sidewalks; and
- the Legion Road extension is excluded from Alternative 4C.

### ***Preliminary Evaluation of Transportation Network Alternatives***

A holistic framework was developed to evaluate the Transportation Network Alternatives to identify a preliminary preferred network. The evaluation framework is organized into seven broad thematic areas with a total of 26 criteria and 54 qualitative or quantitative metrics, building on draft evaluation criteria previously brought out for stakeholder and public engagement in June 2020. A summary of the thematic areas and evaluation criteria are shown in Table 1 and Attachment 5 summarizes the evaluation of each Network Alternative.

**Table 1: Evaluation Criteria**

	THEMATIC AREA	EVALUATION CRITERIA
	POLICY FRAMEWORKS	<ul style="list-style-type: none"> <li>• City of Toronto: Official Plan, mobility policies, guidelines, climate change, resiliency</li> <li>• Provincial Policies: Growth Plan</li> </ul>
	SAFE & HEALTHY COMMUNITIES	<ul style="list-style-type: none"> <li>• Safe &amp; Active, Green &amp; Vibrant Streets</li> <li>• Neighbourhood Connectivity &amp; Choice</li> </ul>
	MOBILITY	<ul style="list-style-type: none"> <li>• Multi Modal: Auto Traffic, Transit, Walking, &amp; Cycling</li> <li>• Gardiner Expressway Traffic Infiltration</li> </ul>
	NATURAL ENVIRONMENT	<ul style="list-style-type: none"> <li>• Environmentally Sensitive Features</li> <li>• Stormwater &amp; Groundwater Quality</li> <li>• Air Quality</li> </ul>
	CULTURAL ENVIRONMENT	<ul style="list-style-type: none"> <li>• Archaeological &amp; Indigenous Communities Rights</li> <li>• Built and Cultural Heritage</li> </ul>
	SOCIAL EQUITY	<ul style="list-style-type: none"> <li>• Affordability</li> <li>• Access to Opportunity &amp; Daily Life</li> </ul>
	ECONOMIC AND FINANCIAL CONSIDERATIONS	<ul style="list-style-type: none"> <li>• Engineering Feasibility &amp; Constructability</li> <li>• Construction &amp; Operating Costs &amp; Noise</li> <li>• Property Impacts &amp; Business Impacts</li> <li>• Goods Movement &amp; Delivery</li> </ul>

### *Transportation Modelling Evaluation*

A comprehensive traffic microsimulation model was also developed to help inform the evaluation of Network Alternatives. The traffic model was created for a much larger area than the TMP Study Area – extending west along the Gardiner Expressway corridor to Kipling Avenue in the west and Jameson Avenue in the east – to better understand the traffic impacts of changes to the street network, in particular to driver decision-making for traffic along the Gardiner Expressway corridor.

The traffic model incorporates estimated future area growth for a 2041 horizon year, based on the City's long-term population and employment estimates. The future 2041 population and job estimates were used to generate travel demand using the City's regional macro model and further adjustments were made to future local and regional travel mode share as part of the development of the traffic model.

It is expected that people living and working in the TMP Study Area will travel much differently in the future than they do today, with a significant shift from auto travel to increased transit, walking and cycling travel, as shown in the table below. These changes in the local area travel demand behaviour are primarily due to the major new mixed-use development at the Christie's site providing people's daily needs within a short walking distance, improved street network, improved access to better and more

reliable transit service with the new Park Lawn GO Station and dedicated streetcar right-of-way on Lake Shore Boulevard West, an improved walking and cycling network, and the potential for demographic shifts in mode choice.

**Table 2: Existing and Future Travel Mode Share**

TRAVEL MODE SHARE	EXISTING (2011)	FUTURE (2041)
by Car	57%	33%
by Transit	35%	52%
by Walking/Cycling	8%	15%

The TMP Study Area traffic is influenced by east-west regional travel demand generated outside the TMP Study Area, especially along the Gardiner Expressway corridor. It is expected that regional travel demand is also likely to change in the long-term future, due to investment in regional transportation and transit infrastructure and broader changes in regional travel behaviour.

Performance metrics were developed from the traffic microsimulation model (Vissum) to help evaluate the performance of the transportation network alternatives and visualize traffic conditions during the Morning (AM) and Afternoon (PM) Peak Hours. Vissum is an effective tool for evaluating traffic operations. The Vissum microsimulation models were developed using a multi-step approach which includes macro level demand modeling, mesoscopic analysis, and the final microsimulation models. Various model outputs were analyzed for Scenario comparison, including:

- traffic Level-of-Service (LOS) at intersections and key traffic movements;
- overall average vehicle delay;
- traffic volumes;
- traffic density; and
- overall served and unserved auto traffic demand in the network.

A summary of the results from traffic modelling evaluation for the Network Alternatives is shown below in Table 3 for both the AM and PM peak hours, and has been ranked based on the overall network performance of the alternatives. The network performance addresses both locally-generated traffic (approximately nine to 12.5 percent of total traffic demand including the Christie's site redevelopment) and regionally-generated traffic.

**Table 3: Summary of Overall Traffic Modelling Network Performance**

Peak Hour	Alternative 2	Alternative 3	Alternative 4A	Alternative 4B	Alternative 4C
AM Peak Hour	Ranked 5th	Ranked 2nd	Ranked 4th	Ranked 1st	Ranked 3rd
PM Peak Hour	Ranked 2nd	Ranked 1st	Ranked 5th	Ranked 3rd	Ranked 4th

### ***Legion Road Sensitivity Testing and Cost/Benefit Analysis***

The estimated costs of the Legion Road extension have fluctuated considerably as detailed design activities have advanced. This, in combination with the new transportation connection opportunities generated with the revitalization of the Christie's site necessitated doing a sensitivity and cost/benefit analysis for the extension. Alternative 4C was developed to understand the resultant traffic operation implications to the street network if the Legion Road extension was not included in the street network. City staff also reviewed other potential benefits of the extension using a multi-modal lens.

The sensitivity testing completed demonstrated that while Legion Road is not anticipated to have considerable volumes of traffic in the future, it will provide some benefit for the overall street network in the area by reducing congestion at other key intersections, and in particular at Park Lawn Road and Lake Shore Boulevard West. It also appears, from the transportation modelling, that the extension may assist in deterring traffic from diverting from the Gardiner Expressway to the local street network in the AM Peak Hour.

From a multi-modal connectivity and access perspective, there are few street connections in the area across the rail corridor and Gardiner Expressway, with the only street connection across the rail corridor being Park Lawn Road. It is over 1.5km to the next nearest crossing to the west at Royal York Boulevard, and 1.0km to the east at Windermere Avenue (with the exception of the pedestrian and streetcar crossing of the rail corridor at the TTC's Humber Loop). By way of comparison, rail crossings in the eastern waterfront area are spaced approximately 300-400 metres apart across the rail the corridor.

While the Legion Road extension does not cross the Gardiner Expressway barrier, it provides a connection across the rail corridor to Grand Avenue via Manitoba Street to the existing Grand Avenue bridge crossing of the Expressway. As a result, the extension will assist in removing physical barriers in the area and connect areas to the north to the waterfront and vice versa, reducing the distance required to be travelled to cross the physical barriers in the area. It also improves local street network connectivity and circulation for all modes, and improves access to neighbourhood destinations in the larger community, including Grand Avenue Park, as well as shopping and retail on Royal York Road and The Queensway.

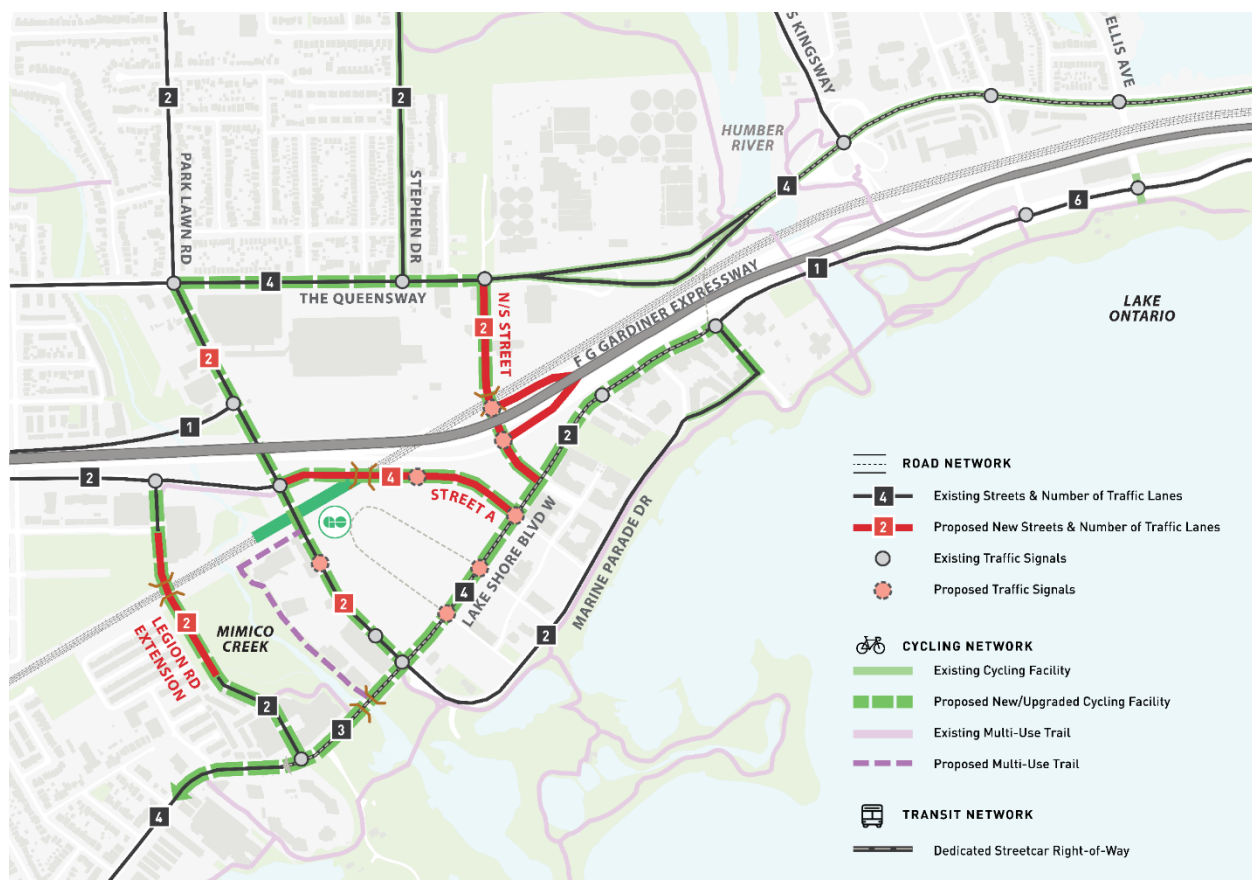
It is staff's opinion that the benefits of the provision of the extension are considerable, and the extension is included in the preliminary preferred network. Additional due diligence is required to determine the timing for delivery the grade separated structure, and staff recommend reporting out on the phasing and timing of infrastructure improvements as part of the final report on the TMP.

### ***Preliminary Preferred Alternative Solution***

The preliminary preferred alternative solution for the Park Lawn Lake Shore TMP is Transportation Network Alternative 4B, shown below in Figure 4. This network alternative responds to concerns about area street network connectivity by proposing to

ultimately add three new street connections that help overcome the rail corridor / Gardiner Expressway physical barriers, provides excellent walking and cycling connectivity, supports the long-term build out of the Christie's site, improves community access to higher-order transit, improves streetcar priority, helps reduce neighbourhood traffic impacts of the Gardiner Expressway, and identifies the area transportation improvements needed to address existing and future issues using a comprehensive evidence-based evaluation approach.

The preliminary preferred network best meets the evaluation criteria and has been informed by stakeholder and public input and feedback received to date from local residents and businesses. This network alternative provides a connected multi-modal transportation network that accommodates all transportation users, and prioritizes transit use, walking, and cycling.



**Figure 4 - Preliminary Preferred Network Alternative Solution (Alternative 4B - Neighbourhood Main Streets with a 4-Lane Lake Shore)**

The preliminary preferred network reflects the proposed new Park Lawn GO Station, located on Park Lawn Road at the rail corridor, and a dedicated streetcar connection through the Christie's development site along with two other new local streets, which are projects being undertaken by the developer First Capital and Metrolinx, with involvement from the City. The new GO Station and streetcar loop connection will help provide increased access to transit, especially to and from the Downtown, for people living and working in the immediate area, and within the larger community.

The preliminary preferred network proposes a series of improvements to transform Lake Shore Boulevard West into a more neighbourhood main street, with a new dedicated TTC streetcar right-of-way in the centre of the street, four vehicle traffic lanes, upgraded uni-directional cycle tracks and wider sidewalks and other public realm improvements. The right-of-way width required to accommodate all these elements is expected to be 36m to 40m between Park Lawn Road and Brookers' Lane/New North-South Street with some potential widening west of Park Lawn Road.

There will also be several new traffic signals along Lake Shore Boulevard West between Park Lawn Road and Brookers Lane/New North-South street that will provide streetcar access into the Christie's development, and also help provide safe pedestrian and cycling crossing connections to and from the Waterfront. On Lake Shore Boulevard West, these new signals are proposed at the new internal street to the Christie's site and streetcar loop (referred to as Street B), and Street A. A new signal is also proposed at the access to 86 Park Lawn Road.

Park Lawn Road is also proposed to become more of a neighbourhood main street, with two traffic lanes, uni-directional cycle tracks all the way from Lake Shore Boulevard West up to The Queensway, more space for wider sidewalks, and other public realm improvements. South of the rail corridor, Park Lawn Road will be designed to accommodate dedicated curbside lay-by spaces for TTC bus stops near the proposed GO Station and other locations for potential dedicated short-term curbside activity.

The Queensway is proposed to continue to have four traffic lanes. Uni-directional cycle tracks and other public realm improvements are proposed. It should be noted that The Queensway is currently planned for road reconstruction and watermain work in 2023. Transportation Services is currently assessing the feasibility of various safety improvements including intersection enhancements and cycle tracks as part of this work. If feasible, public consultation would be planned well in advance of the road and watermain work.

Street A is a new east-west and north-south street connection between Park Lawn Road and Lake Shore Boulevard West that unlocks the Christie's site development potential. It is proposed to have four traffic lanes, uni-directional cycle tracks, and sidewalks on both sides of the street. Street A will be one of the primary vehicle access routes for the driveway to the underground parking and servicing for the Christie's development, and will help improve the area street network connectivity and circulation for all modes that includes a crossing of the physical barrier of the rail corridor. Street A will also have one of the passenger entrances to the future Park Lawn GO Station and may accommodate some passenger pick-up and drop-off activity. In the Council adopted Secondary Plan and Zoning By-law, Street A must be entirely constructed as part of Phase 1 of any development on the site and a holding provision for Phase 2 ensures that the street (and all other Phase 1 work) is secured and/or completed to the City's satisfaction prior to the release of the hold.

The new North-South street is proposed as an important new street connection between Lake Shore Boulevard West and The Queensway, and which would involve modifying the existing Brooker's Lane/Gardiner ramps to connect directly with the new North-South street. The North-South street is planned to have two vehicle traffic lanes, uni-

directional cycle tracks, and sidewalks, as well as new signalized intersections with the modified Gardiner Expressway on and off ramps. This new street would provide another much-needed connection under the Gardiner Expressway and rail corridors for all users and would provide an alternative north-south travel route to Park Lawn Road.

Opportunities for this street connection should be considered in concert with the recent employment conversion request to the east of the Food Terminal operation north of the Gardiner Expressway.

As previously noted, the Legion Road extension is also part of the preliminary preferred network, providing a new street connection with two traffic lanes and a bi-directional cycling facility that helps improve connectivity and overcome the rail corridor physical barrier between neighbourhoods to the north and south of it.

From a traffic management perspective, the preliminary preferred network reduces access to and from the Gardiner Expressway to help discourage potential cut-through traffic. Based on the traffic modelling analysis, it has generally acceptable Levels-of-Service (LOS) in the AM and PM Peak Hours, with a few intersections and traffic movements that operate at LOS E or F in the future, in keeping with expected conditions in built-up areas of the City.

The preliminary preferred network has the most overall transportation improvements in the area and new street connections, and as such it has a high capital cost with three new grade separations, modified Brookers Lane/Gardiner ramps, and potential Mimico Creek bridge widening. It also has a longer overall implementation timeline on account of these major infrastructure elements. The grade separations in this area are also challenging from a constructability perspective, particularly where these cross both the rail corridor and the Gardiner Expressway (e.g. new North-South Street). There is significant property to secure, the majority of which is anticipated to be secured through the development review process and Planning Act approvals.

## **Next Steps**

### ***Consultation - June/July 2021***

Consultation and feedback on the final transportation network alternatives, the evaluation and the preliminary preferred solution with land owners and key stakeholders is in process. A Stakeholder Advisory Group meeting is scheduled for the week of June 21st, 2021. Full public consultation is planned in July 2021 subject to Council's endorsement of the preliminary preferred solution.

### ***Identification of the Recommended Preferred Solution and Development of a Phasing and Implementation Plan***

City staff will take into account the feedback received during the public consultation and will then develop the final recommended preferred solution to 10 per cent functional design including generating initial high-level cost estimates for the package of transportation improvements, and will continue to work on the detailed design for the Legion Road extension and with First Capital on a cost-sharing agreement and a design and implementation plan for Street A.

The nature of the Street A connection results in a high capital cost because it requires a new grade separation that crosses under the rail corridor on a diagonal alignment, and a retaining wall structure along the south edge of the Gardiner Expressway. City staff will continue to review opportunities to reduce the cost of the preliminary preferred cross-section in collaboration with First Capital.

The package of transportation improvements contemplated by the preliminary preferred network requires significant public investment and change to existing streets. The rail corridor and Gardiner Expressway create added complexity to realizing the package of improvements in the near-term. Realization of the full package of transportation connections and improvements will occur over the long-term in a phased and staged manner, and as opportunities arise. As part of completing the TMP, a phasing and implementation plan is recommended. This Plan is anticipated to identify 10-year priorities that will inform the Transportation Services 2022-2031 Capital Plan and Budget Submission and anticipated timing for medium (2031-2046) and longer-term improvements that would be realized post 2046.

The phasing and implementation plan will consider a number of factors to identify priorities and anticipated timing, such as capitalizing on the redevelopment of sites to realize incremental improvements, the timing and phasing of redevelopments, identifying projects that have the most benefits to network improvements, potential synergies with advancing projects as a package, and the service life of existing transportation infrastructure, among others.

Detailed design will resume on the Legion Road extension. The design can advance while Toronto Water evaluates the value of the stormwater pond, without precluding the stormwater pond, and staff will aim to confirm the delivery timeframe as part of the TMP phasing and implementation plan.

Street A is a critical piece of infrastructure that unlocks the development potential of the Christie's site and is an early priority given First Capital is also constructing the Park Lawn GO Station as part of its first phase of development. This street goes hand in hand with the delivery of the transit station. City staff are currently reviewing whether there would be synergies and cost efficiencies with the City advancing the Legion Road grade separation at the same time as the Street A grade separation and transit station are being constructed. If there would be significant limitations with constructing both at the same time, Street A should be prioritized as the transit improvements and street yield the greatest near-term benefits.

### ***Finalizing the Park Lawn Lake Shore TMP and Anticipated Timing***

Additional stakeholder and/or public consultation on the Recommended Preferred Solution may be warranted depending on the outcomes of the Stage 3 consultation and revisions or refinements that will be undertaken to arrive at the Recommended Preferred Solution. Where appropriate, this consultation would occur prior to advancing the final report for the TMP to Council. Additional consultation would occur as part of Phases 3 and 4 of the Class EA process for any Schedule C projects (e.g. Street 'A').

The final report is currently planned to advance to the Infrastructure and Environment Committee in Q4 2021. Following Council's endorsement of the Recommended Preferred Solution, the Transportation Master Plan document will be prepared and posted on the public record for 30-days. This is anticipated for Q1 or Q2 2022.

## **CONTACT**

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## **SIGNATURE**

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Barbara Gray  
General Manager, Transportation Services

## **ATTACHMENTS**

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Attachment 1: Cost-sharing Principles for Street A  
Attachment 2: Legion Road Extension - History and Chronology  
Attachment 3: Summary of Short-List Alternative Solutions  
Attachment 4: Final Transportation Network Alternatives  
Attachment 5: Preliminary Evaluation of Transportation Network Alternatives

## Attachment 1: Cost-sharing Principles for Street A

The following principles are recommended to guide the negotiations with the Owner of the Christie's site for the cost-sharing of Street A. These are intended to inform the negotiations. Other relevant considerations may emerge through the negotiations that City staff will also take into consideration as part of the cost-sharing discussions:

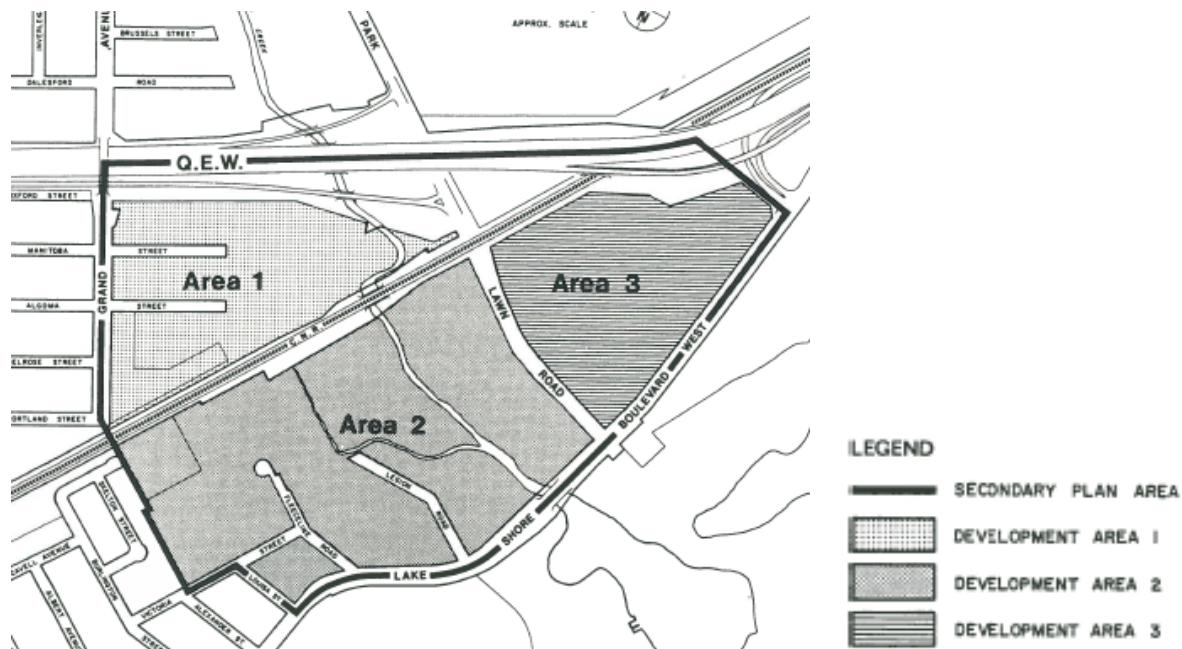
- First Capital should fully fund the portion of Street 'A' south of the rail corridor to Lake Shore Blvd West as the street is required for the redevelopment of the Christie's site consistent with the City's Local Service Policy and Guidelines. The City will provide the required lands it owns south of the rail corridor, and subject to the cost-sharing negotiations for Street A north of the rail corridor, to enable a complete street design and unlock additional development within the Christie's site.
- The City and First Capital should equitably share the costs for the rail underpass from which the main vehicle access to a consolidated underground parking garage is located to serve the development and which also supports the Park Lawn GO Station that is being delivered by First Capital on behalf of the Province at its cost.
- The City and First Capital should share the cost of Street A north of the rail corridor to Park Lawn Road, inclusive of any modifications required to Park Lawn Road, taking the following into consideration:
  - the value of the City's land contributions for Street A; and
  - the City's Local Service Policy and Guidelines.
- First Capital should front-end the City's portion of the costs as Street A is required to be fully constructed as part of Phase 1 of the redevelopment of the Christie's site.

## Attachment 2: Legion Road Extension - History and Chronology

Prior to amalgamation, an extension of Legion Road was first identified in the South Etobicoke / Lakeshore Corridor Transportation Overview (1990) and Mimico/Park Lawn Gateway Study (1991). The extension was included in the Park Lawn/Lake Shore Boulevard Secondary Plan in 1992.

Based on a review of the Secondary Plan, the Legion Road extension was intended to:

- support intensification west of Park Lawn Road, referred to as Area 1 (medium- and high-density residential permissions) and Area 2 (low-density residential and office permissions) as shown in Figure 1 below;
- contribute to the creation of a grid of streets for local traffic in the Secondary Plan area;
- reduce man-made and natural barriers by providing a multi-modal connection to areas south of the rail corridor and better connect to the waterfront, and to the north via Grand Avenue and Park Lawn Road from a new parallel street adjacent to the Park Lawn Road off-ramp; and
- provide access to individual sites.



**Figure 1: Park Lawn/Lake Shore Boulevard Secondary Plan Area and Development Areas**

The Park Lawn/Lake Shore Boulevard Secondary Plan also included holding provision policies requiring the following related to the Legion Road extension:

- funding arrangements for the Legion Road underpass;
- the dedication of land for the extension; and
- the construction of Legion Road from the Park Lawn Road off-ramp to the rail corridor.

In 1992, the Ontario Municipal Board approved the Official Plan Amendment, Zoning By-law Amendment and Phase 1 development for the former 'McGuinness' lands (now referred to as Mystic Pointe). The approved Zoning By-law included holding symbols to address a number of matters, including the Legion Road extension. The Phase 1 development required the construction of the parallel street adjacent to the Park Lawn Road off-ramp. Future phases of development required the construction and dedication of Legion Road to the rail corridor, and that funding be secured for the grade separation. These requirements were reflected in a Development Agreement between the former City of Etobicoke and the property owner.

A separate Secondary Plan applies to the Motel Strip (now referred to as Humber Bay Shores) area located south of Lake Shore Boulevard between Park Lawn Road and Palace Pier Court. The Motel Strip Secondary Plan dates to before the 1950s. A series of amendments to the Secondary Plan occurred over the years, with the last pre-amalgamation amendment in 1995 as approved by the Ontario Municipal Board. The Secondary Plan was incorporated into the city-wide Official Plan in 2002. The Secondary Plan does not make specific reference to Legion Road. Rather, the Park Lawn/Lake Shore Boulevard Secondary Plan acknowledged the Motel Strip area and the planned density at the time for the Motel Strip Area. Additionally, the timing of the Legion Road improvements was to be phased depending on the traffic demands of both the Park Lawn/Lake Shore Boulevard and Motel Strip Secondary Plans.

### **1997-2003**

In 1997, City staff undertook a Class EA for the Legion Road extension, with the Environmental Study Report completed in 1998. After amalgamation, the Legion Road Extension was incorporated into the City's Official Plan as a "planned but unbuilt road" in 2002, and the Park Lawn/Lake Shore Secondary Plan was replaced by Site and Area Specific Policy (SASP) 14. The SASP only applies to the former Area 1 lands from the Secondary Plan. The SASP requires a regular grid of streets and the extension of Legion Road. It also identifies that the new section of Legion Road is required for the redevelopment of the Mystic Pointe lands to create a north-south street through the lands, and the construction of the street parallel to the Park Lawn Road off-ramp.

The second phase of the Mystic Pointe development was submitted to the former City of Etobicoke for review in 1996. The application was seeking to remove the holding symbol from the Zoning By-law, among other matters. In 2002, City Council considered a final report that recommended approval of the development proposal. Bills were withheld until the owner satisfied a number of conditions. The City entered into a further Development Agreement that included provisions relating to the Legion extension, such as funding for the underpass being secured. The Zoning By-law Amendment was enacted in 2003 for the development proposal. The City secured the lands for the Legion Road extension to the rail corridor. They are currently held in Escrow until remediation is completed. As part of the planning approvals, the developer is only required to do some remediation of the land (provide a clean cap on Legion Road). Full remediation of Legion Road is the responsibility of the City.

## **2003-2009**

In 2003, Toronto Water identified the need for a new stormwater management facility in the area, referred to as the Bonar Creek Stormwater Management Facility (SWMF). The SWMF was identified in the 25-year implementation plan for the Wet Weather Flow Master Plan (WWFMP) to improve stormwater quality in Mimico Creek. This change in area context precipitated the need to revisit the 1998 Legion Road EA. Transportation Services completed an EA Addendum for ramp modifications to Park Lawn Road, and initiated a new Class EA in 2005 with Toronto Water for the Bonar Creek SMWF and Legion Road Extension.

## **2010**

In 2010, Toronto Water and Transportation Services completed the joint EA study, called the 'Bonar Creek Stormwater Management Facility and Legion Road Extension Schedule C Class Environmental Assessment'. Similar to the 1997 EA, the study explored a do nothing alternative, an upgrading existing streets alternative and an extend Legion Road alternative, and identified the extension as the preferred solution with a single-portal grade separation structure. The Legion Road extension was the only available adjacent north-south corridor in the study area that could cross the rail corridor at the time. The traffic analysis completed for the EA study identified the following traffic benefits of the Legion Road extension:

- the provision of additional transportation capacity to support the continued intensification of the area;
- a potential traffic diversion from Park Lawn Road with Legion Road anticipated to divert 500 and 600 vehicles in the AM and PM peak periods respectively;
- a reduction of queues at the southbound approach of Park Lawn Road and Lake Shore; and
- an improvement in overall levels of service of the intersections along Park Lawn Road deteriorated during both the AM and PM peak hours with intersections operating at Level of Service D or better.

## **2010-2019**

Since the completion of the EA, both Transportation Services and Toronto Water have been advancing detailed design for the Extension and Bonar Creek SWMF. The estimated costs for the extension have fluctuated considerably as detailed design activities have advanced. Transportation Services completed the initial design of the extension and grade separation in 2010. At the time, the cost of the extension was only estimated at \$8 million. In 2013, the Development Charges Background Study included the Legion Road extension and the extension was included in the 2013 Capital Budget. In 2018, the Extension cost estimate was revised to \$26.4 million and was reflected in the 2018 Development Charges Background Study and Capital Budget.

In 2018, a consultant was retained to complete design work for the extension and the Bonar Creek SWMF as part of a joint project. The consultant's Pre-Design work in 2018 and 2019 identified significantly higher cost estimates for the project than were previously estimated. At the time, the proposed construction method identified for the grade separation - Sequential Excavation Method (SEM) tunnelling technique – resulted in a cost estimate of \$60 million to \$75 million. The construction method and approach

proposed was identified in part to address Metrolinx and 2010 EA requirements. It was determined that further discussion was needed with Metrolinx on the design of the grade separation to determine if the design approach could be altered and whether a more conventional construction method could be used to deliver the project at a lower cost.

## **2020-2021**

In 2020, Transportation Services moved to a 'stage-gate' process for determining its Capital Plan and resulting budget needs. Due to the complexities of the Legion Road extension, the Transportation Services 2020 Capital Budget request for the Legion Road Extension was revised to \$3.2 million to enable detailed design to continue and for land acquisition. The balance of the cost to realize the extension was identified in the Capital Needs Constraints category.

Discussions with Metrolinx occurred in 2020 resulting in grade separation design alternatives that are more favorable to the City that reduce cost estimates. Metrolinx indicated they are in favour of advancing the design of the new grade separation alternatives for further review and agreement discussions. The Legion Road Extension and grade separation are now estimated to cost \$35 million. There is currently \$775,000 identified in the Transportation Services' 2021 Capital Budget for the purposes of completing the detailed design for the Legion Road Extension. Currently the design is approaching 30 per cent completion, and the detailed design exercise for the extension can now resume.

## **Attachment 3 - Short-List of Alternative Solutions**

### **1. Potential Improvements to Major Streets**

#### **Lake Shore Boulevard West:**

- Dedicated transit priority lanes on Lake Shore Boulevard West
- Integrated TTC streetcar and bus service with the potential future GO Station to create a new transit hub
- Improved pedestrian environment including connecting missing links, streetscaping and where possible, buffers from vehicle lanes
- Upgraded cycling route on Lake Shore Boulevard West including connecting missing links and where possible, buffers from vehicle lanes
- New eastbound through lane at Palace Pier Court
- Widened bridge at Mimico Creek to create additional through capacity
- New connection from Brookers Lane to Lake Shore Boulevard West eastbound off - ramp
- New signalized intersections at Silver Moon Drive, Shore Breeze Drive, or other locations as required
- Optimization of traffic operations at Lake Shore Boulevard and the intersections with Windermere Avenue and Ellis Avenue

#### **Park Lawn Road and The Queensway:**

- Dedicated transit priority lanes on Park Lawn Road
- New pedestrian access to potential Park Lawn GO Station
- Improved pedestrian environment including connecting missing links, streetscaping and where possible, buffers from vehicle lanes
- New cycling route on Park Lawn Road and upgraded cycling route on The Queensway including connecting missing links and where possible, buffers from vehicle lanes
- Improved operations of southbound left turn at Park Lawn Road / Lake Shore Boulevard intersection
- Improved operations of Park Lawn Road / The Queensway intersection
- New signalized intersections on Park Lawn Road (at 150 Park Lawn Road, 86 Park Lawn Road)

### **2. Improvements to Gardiner Expressway Access**

- Modification to westbound on ramp from Park Lawn Road (such as dual left turn from Park Lawn Road)
- Modification to on and off ramps at Brooker's Lane

### **3. New Street Connections**

#### **East-West Street:**

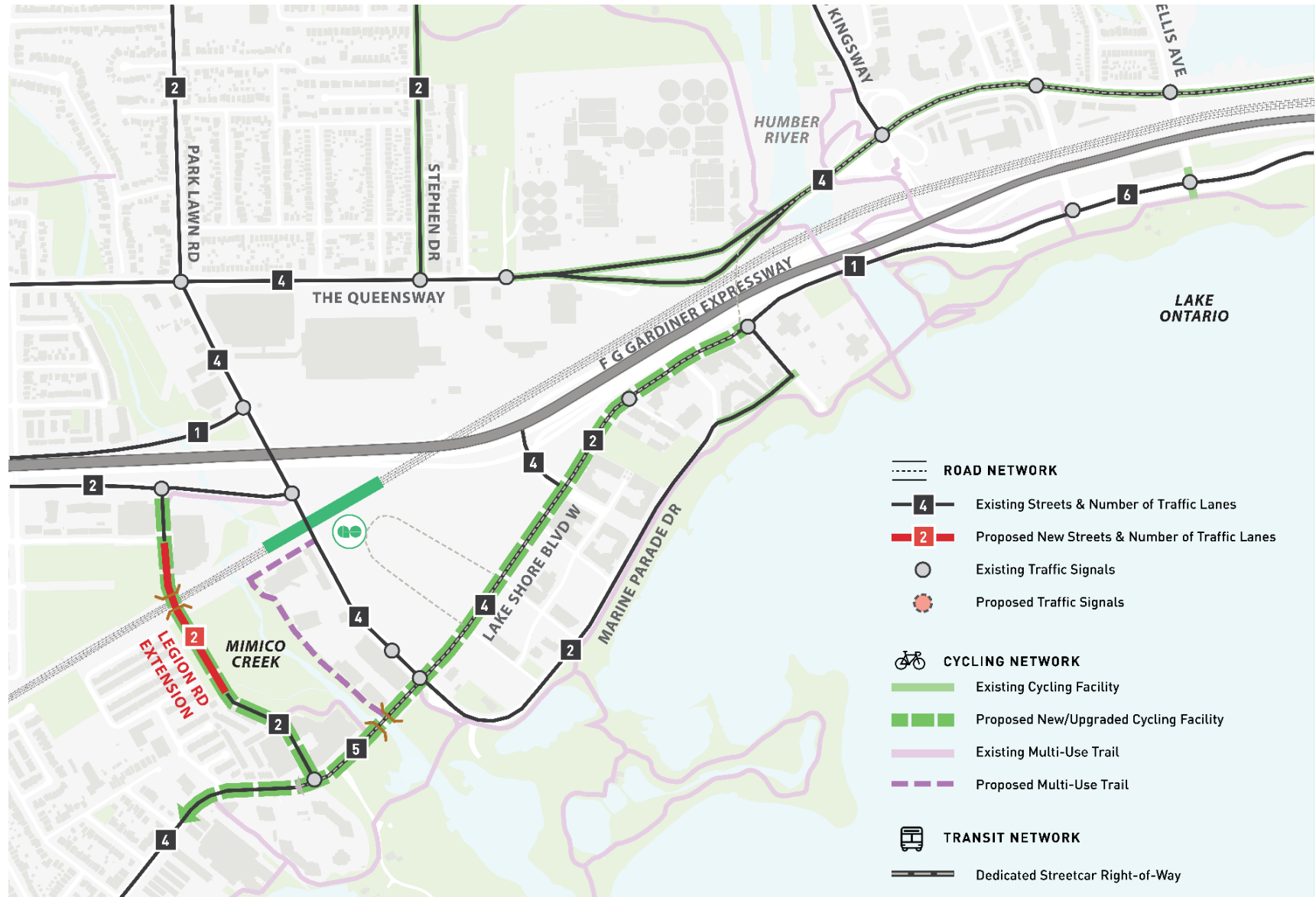
- A new east-west street providing a new connection from Park Lawn Road to Lake Shore Boulevard West for all transportation modes
- Extension of eastbound Park Lawn Road off-ramp to connect to Lake Shore Boulevard West via a grade separation across the Rail Corridor

#### **New North-South Street:**

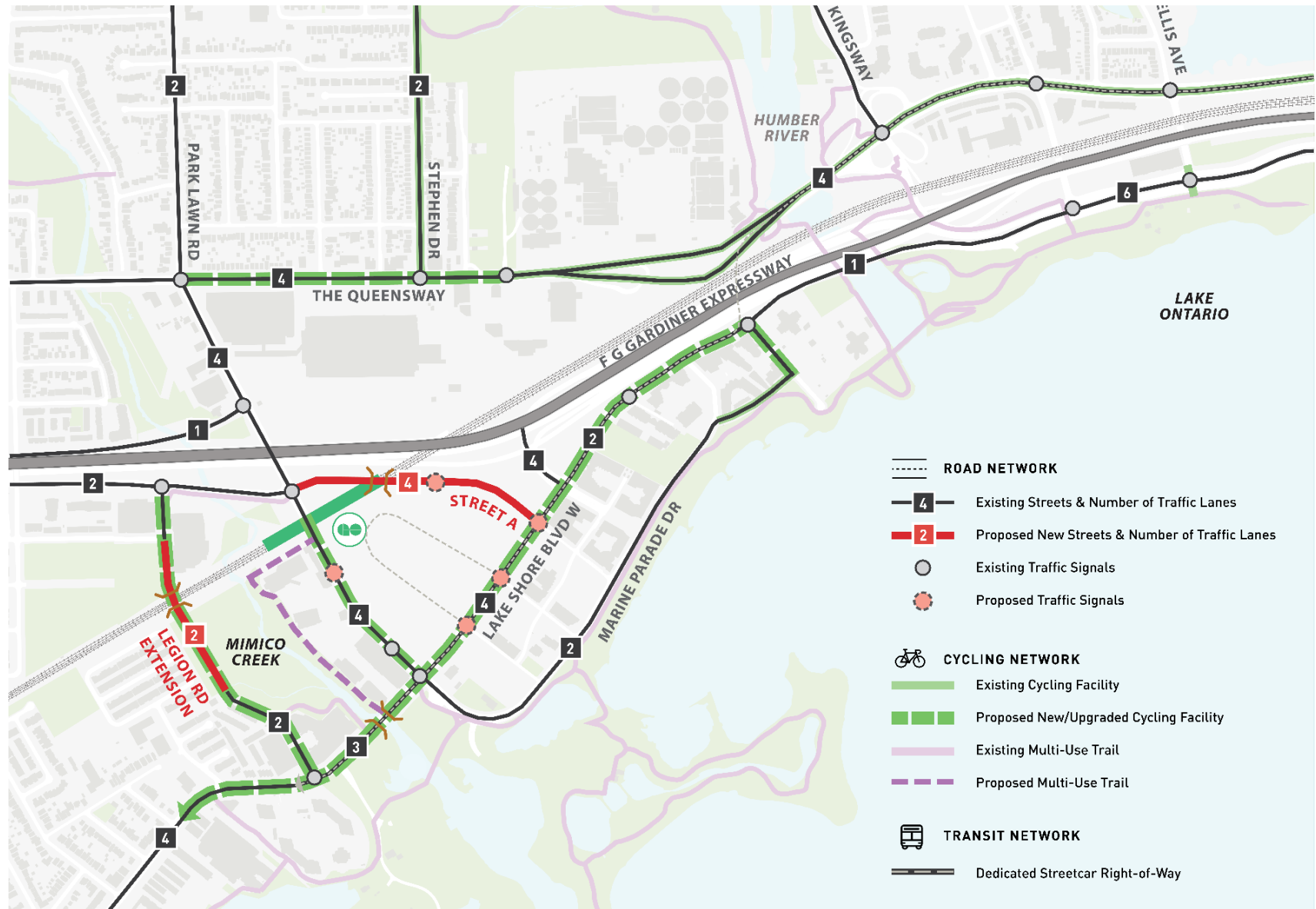
- A new north-south street providing a new connection from Lake Shore Boulevard West to The Queensway for all transportation modes (alignment to be determined)

## Attachment 4: Final Transportation Network Alternatives

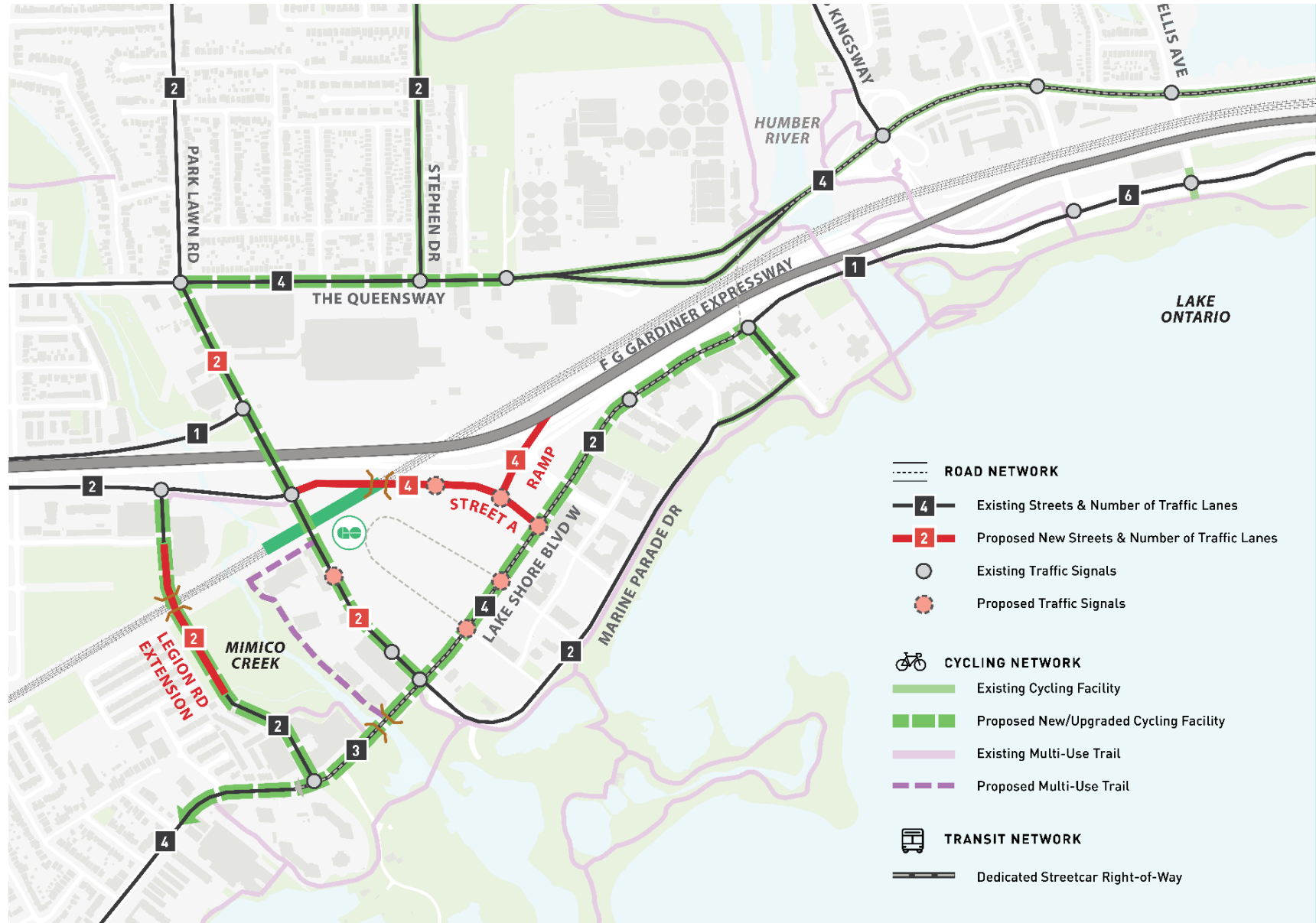
### Alternative 1 – Future Do Nothing



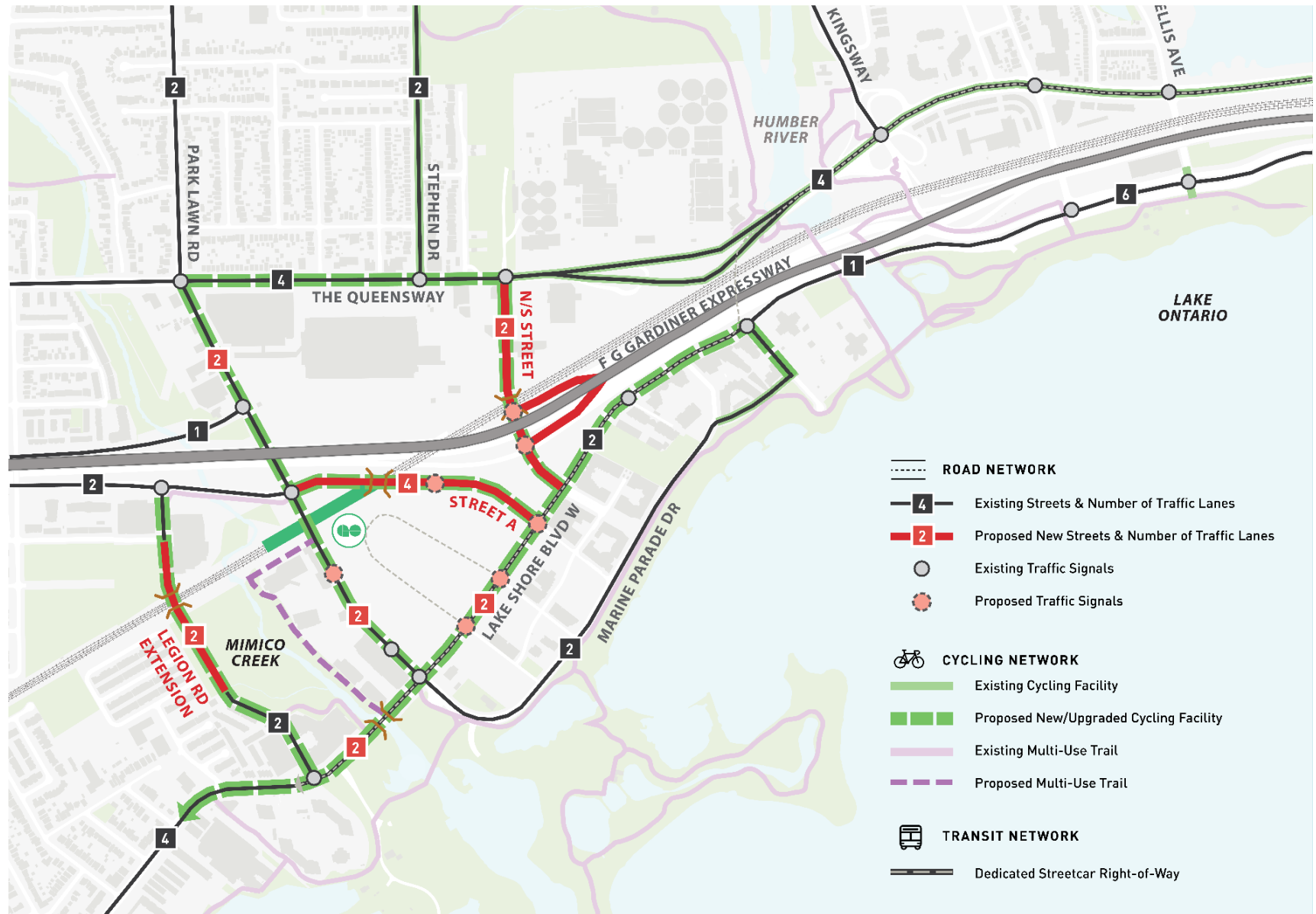
## Alternative 2 – Additional Traffic Capacity



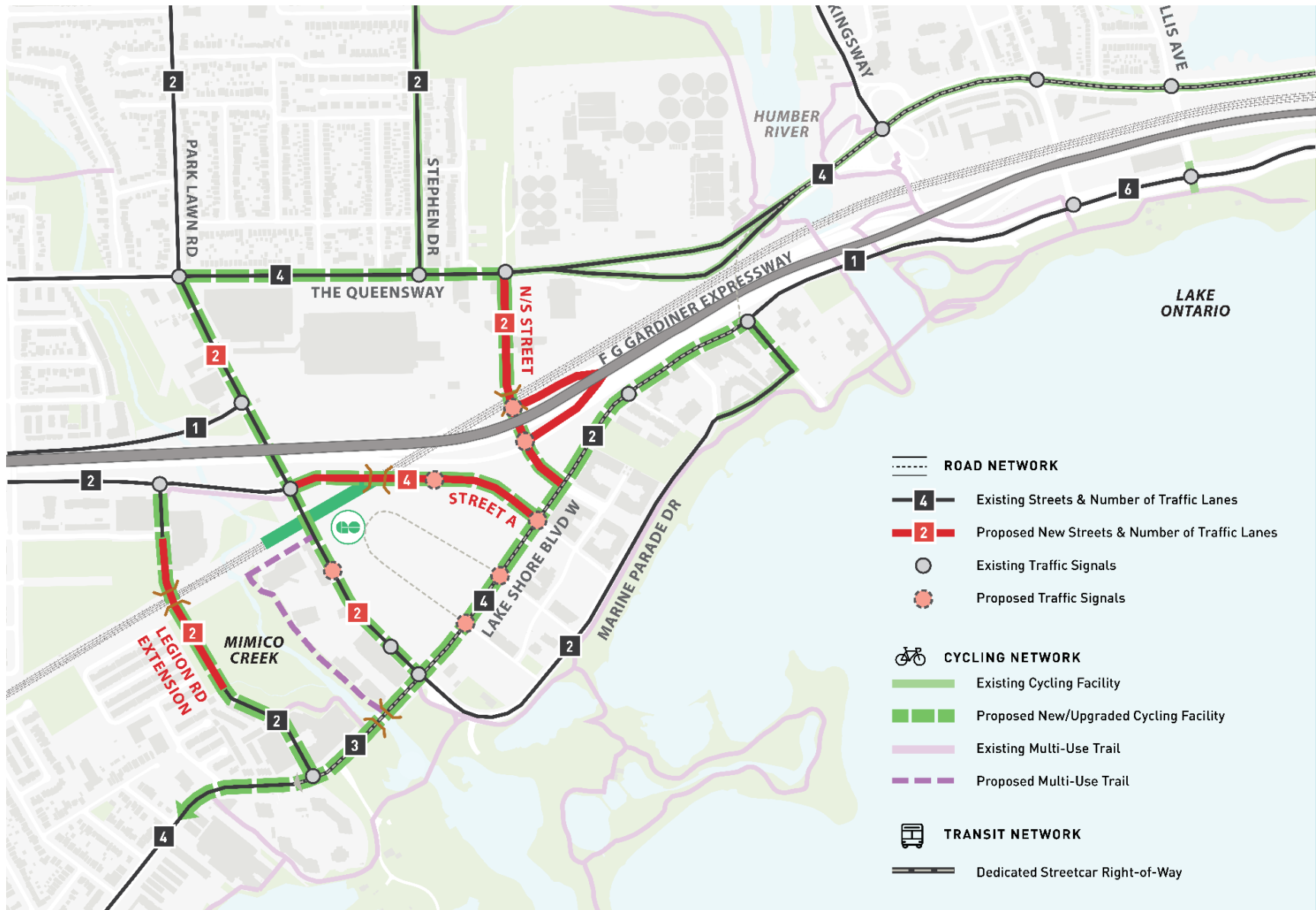
### Alternative 3 – Additional Traffic Capacity with Modified Gardiner Ramps and New Lake Shore Ramp



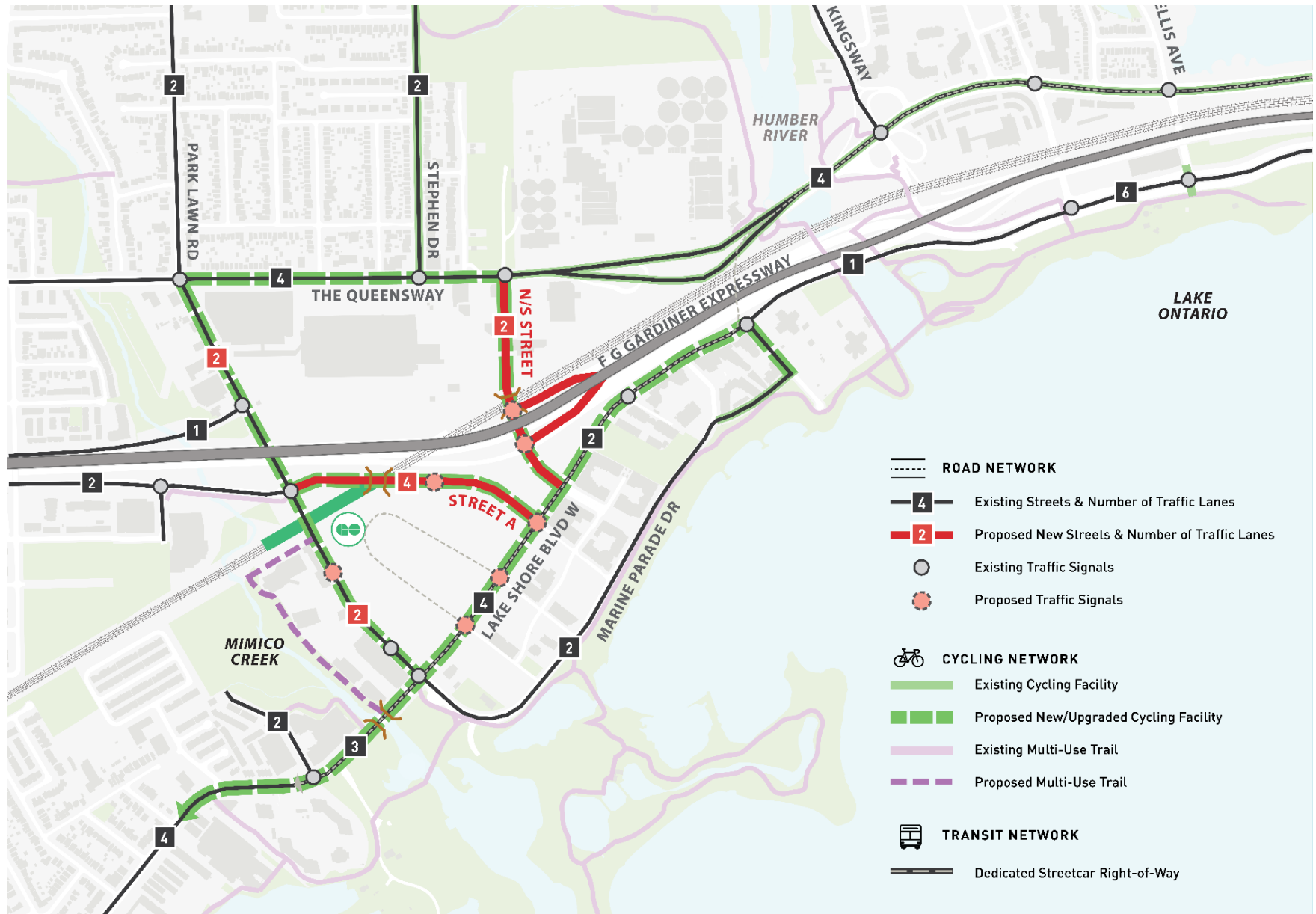
### Alternative 4A – Neighbourhood Main Streets











































### Alternative 4B – Neighbourhood Main Streets with a 4-Lane Lake Shore



### Alternative 4C – Neighbourhood Main Streets with a 4-Lane Lake Shore and No Legion Road



## Attachment 5: Preliminary Evaluation of Transportation Network Alternatives

EVALUATION CRITERIA	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4A	ALTERNATIVE 4B	ALTERNATIVE 4C
POLICY FRAMEWORK	SCREENED OUT					
SAFE & HEALTHY COMMUNITIES	SCREENED OUT					
MOBILITY	SCREENED OUT					
NATURAL ENVIRONMENT	SCREENED OUT					
CULTURAL ENVIRONMENT	SCREENED OUT					
SOCIAL EQUITY	SCREENED OUT					
ECONOMIC & FINANCIAL CONSIDERATIONS	SCREENED OUT					
OVERALL	SCREENED OUT					

**Alternative 4B is the preliminary preferred network alternative.**