

Metrolinx Yonge North Subway Extension Early Works & Temporary Delegation for Long-term Road Closures; Eglinton Crosstown LRT Time Extension of the Temporary Delegation for Long-term Road Closures

Date: April 8, 2022

To: Infrastructure and Environment Committee

From: General Manager, Transportation Services

Wards: Wards 5, 8, 9, 12, 15, 16, 18, 20 and 21

SUMMARY

This report discusses the proposed Early Works for the Yonge North Subway Extension project and requests City Council approval for the long-term temporary road closures required to perform these works. Additionally, the report requests, as has been granted for the other large Metrolinx transit projects, City Council authorization for a temporary delegation of authority to the General Manager, Transportation Services to implement long-term temporary road closures for up to 365 days for the purposes of the Yonge North Subway Extension project.

Finally, the report seeks Council authorization for a time extension (up to December 31, 2022) of previously approved temporary delegation of authority to implement long-term temporary road closures for up to 365 days for the purposes of the Eglinton Crosstown LRT project.

RECOMMENDATIONS

The General Manager, Transportation Services recommends that:

1. City Council approve a temporary closure to vehicular traffic of the westbound curb lane on Hendon Avenue, between Yonge Street and Duplex Avenue, from January 1, 2023 to August 31, 2023, inclusive, for the purpose of the Yonge North Subway Extension project.
2. City Council approve a temporary closure of a portion of the north sidewalk to pedestrian traffic, on Hendon Avenue, between Duplex Avenue and a point 50 metres east, from January 1, 2023 to August 31, 2023, inclusive, for the purpose of the Yonge North Subway Extension project.

3. City Council approve a temporary closure of the west crosswalk to pedestrian traffic at the intersection of Yonge Street and Hendon Avenue, from January 15, 2023 to August 31, 2023, inclusive, for the purpose of the Yonge North Subway Extension project.
4. City Council approve the installation of temporary Traffic Control Signals on Hendon Avenue at Talbot Road, to be in effect from January 1, 2023 to August 31, 2023, inclusive.
5. City Council rescind the existing stopping prohibition in effect from 7:00 a.m. to 9:00 a.m. and 4:00 p.m. to 6:00 p.m., Monday to Friday, on the north and south side of Hendon Avenue, between Yonge Street and Duplex Avenue, from January 15, 2023 to August 31, 2023, inclusive.
6. City Council prohibit stopping at all times on the north and south side of Hendon Avenue, between Yonge Street and Duplex Avenue, from January 15, 2023 to August 31, 2023, inclusive.
7. City Council approve one-way eastbound traffic operations on Hendon Avenue, between Yonge Street and Duplex Avenue, from January 15, 2023 to August 31, 2023, inclusive.
8. City Council approve a temporary closure of the southbound curb lane to vehicular traffic on Yonge Street, between Hendon Avenue and a point 45 metres north, from January 15, 2023 to August 31, 2023, inclusive, for the purpose of the Yonge North Subway Extension project.
9. City Council rescind the existing Right-Turn-on-Red prohibition in effect for the eastbound traffic on Hendon Avenue at Yonge Street, from January 15, 2023 to August 31, 2023, inclusive.
10. City Council amend City of Toronto Municipal Code Chapter 937, Temporary Closing of Highways, to delegate to the General Manager, Transportation Services, until December 31, 2030, inclusive, the authority to temporarily close to pedestrian and vehicular traffic highways or portions of highways for a period up to and including 365 consecutive days but ending no later than December 31, 2030 inclusive, with the exception of those highways listed in Section 937-4 of Chapter 937, as required for the purpose of the construction of the Yonge North Subway Extension and City Council exempt the General Manager, Transportation Services, in carrying out this delegated authority from Section 937-5 of Chapter 937, that being the requirement to notify the local Ward Councillor of the pending closure and the requirement to report on the proposed closure if so requested by the local Ward Councillor.
11. City Council amend Section 937-3.2 of City of Toronto Municipal Code Chapter 937, Temporary Closing of Highways, to delete the date of January 1, 2022 and replace it with the date of December 31, 2022 such that the General Manager, Transportation Services will be delegated the authority to temporarily close to vehicular and pedestrian traffic highways or portions of highways for a period up to and including 365 consecutive

days, until December 31, 2022, with the exception of those highways listed in Section 937-4 of Chapter 937, as required for the purposes of the construction of the Metrolinx Eglinton Crosstown Light Rail Transit corridor, and to exempt the General Manager, Transportation Services in carrying out this extended delegation from Section 937-5 of Chapter 937, Temporary Closing of Highways, that being the requirement to notify the local Ward Councillor of the pending closure and the requirement to report on the proposed closure if so requested by the local Ward Councillor.

12. City Council amend City of Toronto Municipal Code Chapter 27, Council Procedures, to provide that the current delegation to Community Council to temporarily close local roads, collector roads, and minor arterial roads does not include closures delegated to the General Manager, Transportation Services, in carrying out the authority in Parts 10 and 11 above.

13. City Council direct the General Manager, Transportation Services, to request Metrolinx to expand its use of a 24 hour, 7 days a week hotline to accept and track complaints and reports of issues associated with the Yonge North Subway Extension.

14. City Council direct the General Manager, Transportation Services, to work with Metrolinx to provide details of long-term road occupancy permits to the public on project websites, consistent with current practices deployed on the Metrolinx Eglinton Crosstown Light Rail Transit, Finch West Light Rail Transit and GO Expansion projects.

15. City Council direct that the traffic lanes and sidewalks be reopened when the project is complete.

FINANCIAL IMPACT

There is no financial impact to the City. Metrolinx and its contractors are responsible for all costs, including payment of fees to the City for occupancy of the road right-of-way. The Chief Financial Officer and Treasurer has reviewed this report and agreed with the financial impact information.

DECISION HISTORY

City Council at its meeting on February 2, 2021, delegated the General Manager, Transportation Services, the authority to temporarily close to pedestrians and vehicular traffic highways or portion of highways for a period up to and including 365 consecutive days, until December 31, 2030, inclusive, with the exception of those highways listed in Section 937-4 of Chapter 937, as required for the purpose of the construction of Eglinton Crosstown West Extension, and Ontario Line, excluding the proposed above ground section of the Ontario Line, between the Don River and Gerrard Street, and City Council exempt the General Manager, Transportation Services, in carrying out this delegated authority from Section 937-5 of Chapter 937, that being the requirement to notify the local Ward Councillor of the pending closure and the requirement to report on the proposed closure if so requested by the local Ward Councillor.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.IE19.10>

City Council, at its meeting on January 29, 2020, delegated to the General Manager, Transportation Services, the authority to temporarily close to pedestrian and vehicular traffic highways or portion of highways for a period up to and including 365 consecutive days, until December 31, 2020, with the exception of those highways listed in section 937-4 of Chapter 937, as required for the purpose of the construction of the Line 2 Scarborough Subway Extension and exempt the General Manager, Transportation Services, in carrying out this delegated authority from Section 937-5 of Chapter 937, that being the requirement to notify the local Ward Councillor of the pending closure and the requirement to report on the proposed closure if so requested by the local Ward Councillor.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.IE11.13>

City Council, at its meeting on March 31, 2016, delegated to the General Manager, Transportation Services, the authority to temporarily close to pedestrian and vehicular traffic any highway or portion of a highway, with the exception of those highways listed in Section 937-4 of Chapter 937 for a period up to and including 365 consecutive days as required for the purposes of construction of the Metrolinx Eglinton Crosstown LRT project.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PW11.5>

COMMENTS

Yonge North Subway Extension

Metrolinx's Yonge North Subway Extension (YNSE) project is a planned 7.4 kilometre extension of the TTC Subway Line 1 from its current location at Finch Station in the City of Toronto to High Tech Station in Richmond Hill. It is a cross-jurisdictional project that will span the City of Toronto and York Region - Cities of Markham, Vaughan and Richmond Hill. Figure 1 below shows the YNSE route alignment.

As shown in Figure 1, the YNSE Steeles Station will be constructed on the south side of Steeles Avenue at the boundary of the City of Toronto and York Region. The Steeles Station will be the transit hub providing connections to the local bus service from both the TTC and York Regional bus services and future Steeles rapid transit line.

YNSE Early Works

Metrolinx will perform advanced preparatory works at the Finch Station to facilitate the construction of the YNSE tunnel, new stations, emergency exit buildings (EEB) and other project elements.

The Early Works at the Finch Station will include installation of a new duct bank underneath Hendon Avenue, between Yonge Street and an existing Traction Power Substation located opposite Duplex Avenue, modification of existing TTC Subway Line 1 tail tracks (north of the Finch Station box), electrical modifications, utilities, etc. Figure 2 below shows an aerial view of the work location with respect to surrounding road network and land uses.



Figure 1 – Yonge North Subway Extension

Source: Metrolinx



Figure 2 – Location Plan

Source: Metrolinx

The primary work that will impact multi-modal movements in and around the Finch Station is the installation of new duct bank underneath Hendon Avenue, as shown in Figure 3 below.

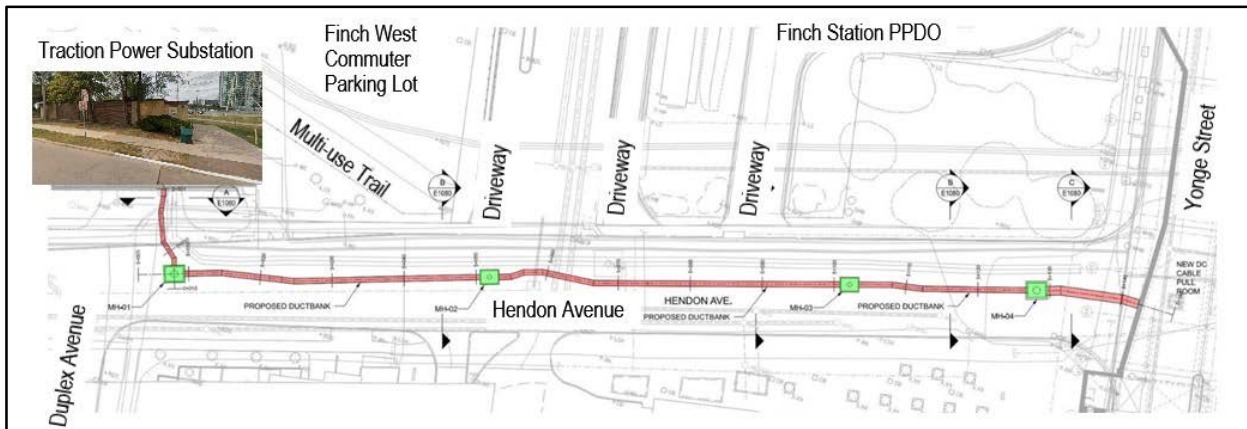


Figure 3 – Early Works on Hendon Avenue

Source: Metrolinx

The duct bank installation will require road excavation on the north side of Hendon Avenue. Therefore, Metrolinx will undertake Early Works construction in four stages to minimize lane closures and maintain driveway accesses on the north and south sides of Hendon Avenue. Figure 4 below shows all the construction stages with the estimated duration of work.

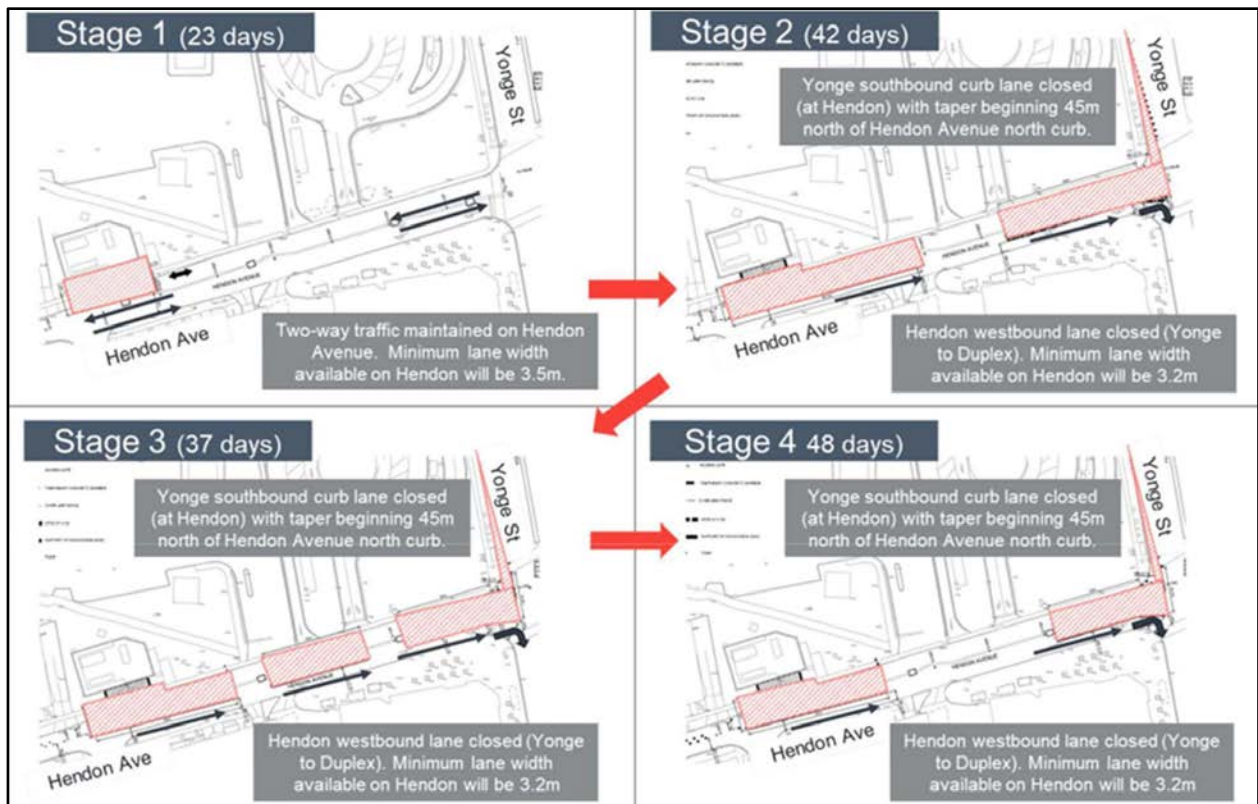


Figure 4 – Early Works Construction Stages

Source: Metrolinx

The Early Works construction impacts under various stages are discussed below:

Stage 1

Under Stage 1 works, Metrolinx will require a partial closure of the westbound curb lane fronting the traction power substation on Hendon Avenue. With the partial road closure, eastbound and westbound through traffic lanes will remain available to vehicular traffic on Hendon Avenue.

Additionally, Metrolinx will require a temporary closure of the north sidewalk fronting the traction power substation on Hendon Avenue. With the sidewalk closure, alternative pedestrian connectivity will be available through the north side multi-use trail in the Hydro corridor and the south sidewalk on Hendon Avenue. Metrolinx will install appropriate advanced advisory signage at the stop-controlled intersection of Hendon Avenue and Greenview Avenue and the signalized intersection of Hendon Avenue and Yonge Street to inform of the sidewalk closure.

People cycling on Hendon Avenue will continue to share the available travel lanes with the general traffic. There is currently no transit service on Hendon Avenue. Additionally, all property accesses will be maintained.

Stages 2 to 4

The Early Works under Stages 2 to 4 will require a temporary closure of the westbound curb lane on Hendon Avenue, between Yonge Street and Duplex Avenue. The closure footprint will partially extend into the intersection of Hendon Avenue and Yonge Street, requiring a closure of the southbound curb lane on Yonge Street, between Hendon Avenue and a point 45 metres north.

With the road closures in place, the eastbound left-turn, eastbound through traffic, westbound through traffic, northbound left-turn and southbound right-turn movements at the intersection of Yonge Street and Hendon Avenue will be prohibited.

The partial extension of the lane closure into the intersection of Yonge Street and Hendon Avenue will require the closure of the west crosswalk. Additionally, the north sidewalk fronting the traction power substation on Hendon Avenue will remain unavailable to pedestrians. However, alternative pedestrian connectivity will remain available through the north side multi-use trail and south sidewalk on Hendon Avenue.

People cycling eastbound on Hendon Avenue will continue to share the available travel lane with the general traffic.

The Finch West commuter parking lot and passenger pick-up and drop-off facility driveways on Hendon Avenue will experience intermittent closures as the road excavation work progresses. Between Stages 2 and 3, a 4-day (weekend) closure of the entrance to the commuter parking lot from Hendon Avenue will be implemented to expedite the duct bank construction across the parking lot driveways. The TTC has confirmed acceptance of this short-term parking lot entrance closure.

During this short-term Hendon Avenue entrance closure, the parking lot entrance from Yonge Street will be maintained and the Passenger Pick Up and Drop Off (PPUDO) exit to Hendon Avenue will also be maintained. In addition to the weekend closure, the exit from the commuter parking lot to Hendon Avenue will remain unavailable throughout Stages 2 to 4. The closure of this exit will be compensated by installation of a temporary exit on Talbot Road. Finally, the entrance to the PPUDO facility from Hendon Avenue will remain unavailable during Stage 3 works.

The road excavation work will restrict the Hendon Avenue driveway to the North American Centre building to only the right-in/right-out traffic operations. Metrolinx will coordinate with the property owner and manage the construction impacts.

The southbound lane closure on Yonge Street will require relocating the existing bus stop to approximately 30 metres north. Metrolinx will coordinate with TTC for such relocation. In addition, Metrolinx will maintain the emergency vehicle access to all properties on Hendon Avenue during the construction work.

Traffic Mitigation

Metrolinx will implement network-wide and work zone level traffic management strategies to ensure the safety of all road users in the work zone and minimize construction impact on the local community. The following traffic mitigation measures will be required:

- Implementation of network-wide advisory signage including Portable Variable Message Signs (PVMS) to alert motorists of the road closure
- Implementation of temporary traffic signals at the intersection of Talbot Road and Hendon Avenue
- Traffic signal timing modifications at multiple boundary road network intersections to maximize mobility of traffic. Metrolinx consultant studied morning and afternoon peak period traffic impacts of the YNSE Early Works on the transportation network bounded by Drewry Avenue to the north, Willowdale Avenue to the east, Finch Avenue to the south and Talbot Road to the west.
- Implementation of a temporary exit from the Finch West commuter parking lot to Talbot Road accommodating left-turns to the south and right-turns to the north
- Traffic Control Persons (TCPs)/Paid Duty Officers (PDOs) to facilitate traffic existing from the PPUDO to Hendon Avenue during peak period
- Implementation of advanced warning signage at the nearest controlled intersections to inform pedestrians of a downstream sidewalk closure
- Full secured work zone with physical separation from pedestrians and motorists
- Implementation of clearly visible "Share the Road" signage for people cycling and motorists
- Advanced notification of commuter parking lot driveway closures through TTC, project website and local media
- Prohibition of construction vehicle parking in the work zones, and construction truck staging and idling on the City streets
- Truck haul routes development in keeping with Vision Zero principles
- Advanced work notification to local businesses and community
- Establishment of a Construction Liaison Committee providing project updates to the local community and addressing any concerns
- Work hours as per the City's noise by-law
- Metrolinx contractor to implement periodic sweeping of roadways and sidewalks in the work zone

City staff have reviewed the City Capital Works program to ensure proper coordination with the YNSE early works. City staff will continue to coordinate with Metrolinx to ensure that any planned construction work on parallel routes is kept to a minimum and that overall impacts to road network users are understood and minimised as far as is practicable.

Temporary Delegation of Authority

The construction of the YNSE will require road/lane and sidewalk closures associated with a variety of activities, including utility relocation, tunnelling, underground station, roadway restoration and streetscape implementation. In order to ensure schedule adherence, Transportation Services needs to be able to act expeditiously to issue the required permits, allowing the necessary closures to be in place during construction. In addition, YNSE is a cross-jurisdictional project, a significant coordination with the York Region and municipalities to the north will be required for implementation of road closures and implementation of consistent traffic management plans.

Following Eglinton Crosstown Light Rail Transit (ECLRT), Finch West Light Rail Transit (FWLRT) and GO Expansion Project experience, the need to report on closures exceeding 30 days would be problematic in terms of the risks it would present to schedule adherence by Metrolinx and its contractors. Given that Council report cycles are numerous months in duration, there is risk that the City of Toronto's approval process could introduce delays to construction schedules.

In addition, this volume of reporting would overwhelm Transportation Services staff whose time could otherwise be spent reviewing plans, working with stakeholders (Metrolinx, contractors, affected Ward Councillors and the local communities) and conducting work zone coordination to minimize construction impacts on the local communities and the travelling public.

In order to ensure the responsiveness these large scale transit projects require, it is recommended that the General Manager, Transportation Services, be given the delegated authority until December 31, 2030 inclusive to temporarily close to vehicular and pedestrian traffic any highway or portion of a highway, with the exception of those highways listed in Section 937-4 of Code Chapter 937, as required for the purposes of construction of the Yonge North Subway Extension project, for a period up to and including 365 consecutive days but ending no later than December 31, 2030, inclusive. It is also recommended that, in carrying out this delegation, the General Manager, Transportation Services, be exempt from Section 937-5 of Chapter 937, that being the requirement to notify the local Ward Councillor of the pending closure and the requirement to report on the proposed closure if so requested by the local Ward Councillor.

It should be noted that City Council has previously granted similar delegation of authority on the other Subway Expansion projects including Scarborough Subway Extension, Eglinton Crosstown West Extension and Ontario Line.

Councillor Engagement Process

Through its work on other major transit projects such as the ECLRT, FWLRT, GO Expansion, Scarborough Subway Extension, Eglinton Crosstown West Extension and Ontario Line, Metrolinx has developed and implemented a comprehensive communications program utilizing a variety of meeting techniques to keep City Councillors and their staff apprised of plans and developments related to the project. Metrolinx facilitates regular monthly councillor and stakeholder meetings (including local Members of Provincial Parliament (MPPs), local Councillors, Metrolinx staff, project partners and City staff) across the project corridors. Key stakeholders, such as TTC staff, are updated and consulted frequently, often several times each week. This strategy will also be put in place for the Yonge North Subway Extension.

The Metrolinx consultation strategy includes one-on-one briefings with Councillors to address specific milestone events and emerging issues. Community outreach and Business Improvement Area (BIA) meetings, plus Construction Liaison Committee meetings (which include BIAs and local businesses), are scheduled throughout the long-term construction period to provide information and address current concerns and issues as they arise. Broad construction traffic management strategies are shared with YNSE - Early Works Construction & Temporary Delegation of Authority; ECLRT - Time Extension of Temporary Delegation of Authority

the attendees at these meetings by way of presentations made by members of third party project delivery teams, Metrolinx and City staff.

Specific details of the traffic management plans are discussed with the local Councillors as they are prepared and evolve. Metrolinx, project partners and City staff will work with local Councillors to address these issues in a timely manner. Specifically, City staff will hold timely one-on-one briefings with the local councillors to provide information and advice on concerns related to the project. Briefings will be provided prior to any significant road closure required for project construction work. Further, City staff will liaise with Metrolinx and Project Co. to minimize disruption during construction activities. Details of the complex staging and discussions of lane closures are the subject of the monthly stakeholder meetings, routinely attended by Councillors and their staff. Similarly, the construction phasing at various station sites is an agenda item during monthly stakeholder meetings, and the subject of direct and frequent email communication between Transit Infrastructure Projects Unit office and the project team.

In all cases, when a significant change is planned at any of the construction sites, Metrolinx issues public notices in advance of the work, both on their website and delivered door-to-door. Major changes are also widely reported on television and radio and through social media platforms.

Metrolinx also operates community offices, which are positioned in key areas along the corridor. These offices work with residents, businesses and stakeholders to identify and respond to issues and find ways to mitigate against construction impacts.

Eglinton Crosstown LRT

The Eglinton Crosstown LRT project is under construction with a number of road closures in place to facilitate construction work along the LRT corridor. The previously approved temporary delegation of authority to implement road and sidewalk closures for a period of up to and including 365 consecutive days for the purposes of construction of the ECLRT project, expired on January 1, 2022.

Metrolinx and their contractor Crosslinx Transit Solutions have notified that many temporary road closures are required to complete the project construction in 2022. Transportation Services staff is requesting City Council to extend the previously approved temporary delegation of long-term road closure authority till December 31, 2022 as required for the purposes of the ECLRT project.

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ATTACHMENTS
