

c/o The City Institute at York University Seventh Floor, Kaneff Tower, Keele Campus Toronto, ON M3J 1P3

April 26, 2022

Matthew Green 10th floor, West Tower, City Hall 100 Queen Street West Toronto, ON M5H 2N2

Dear Councillor McKelvie, Councillor Pasternak and the Infrastructure and Environment Committee,

Our Greenway's team firmly believes that all communities deserve practical local mobility networks, connecting businesses, entrepreneurs and residents with the safe infrastructure, knowledge, and micromobility tools they need to animate places and seize new opportunities.

Our engagement with City of Toronto staff over the last two years has supported the City of Toronto's bold new climate target of net zero by 2040. Our expertise has:

- Supported the inclusive evolution of the City's policies toward cargo cycles for personal and commercial use across the City at scale;
- Helped to spur calls for Federally harmonized micromobility policies while supporting regulatory clarity in Toronto, and;
- Highlighted the need for the City's Transportation and Water units to act jointly to meet commercial, safety and ecological needs in the detailed street design process, in order to ensure both a healthy street tree canopy and to mitigate severe stormwater events.

We are proud of the impact our collaborative work has had. Our team yearns for further fruitful collaboration as the City of Toronto embarks on its ambitious plans to aggressively increase access to low carbon transportation options across the City from now to 2030.

On that note, City Council's direction on July 28 and 29, 2020 concerning the well supported motion 'IE 14.17 - Mobility Greenway', was for the Deputy City Manager, Community and Social Services and the Deputy City Manager, Infrastructure and Development Services to work with Our Greenway Conservancy and report back on next steps to plan, construct and maintain the Mobility Greenway.

As City Staff noted as part of 'IE 26.16 - TransformTO - Critical Steps for Net Zero by 2040', the urgency of the climate crisis requires extraordinary investment at scale to keep our communities resilient and our planet habitable. Given the stress on the City of Toronto's fiscal

capacity, we are seeking to create a Conservancy – modelled on The Bentway's success – that can unlock attentive urban design, craft microclimate improvements, improve micromobility access, and maintain a flourishing street tree canopy in Toronto's northwest - all *without* reliance on the municipal taxpayer.

In that vein, our team proudly prevents our *Moving Forward with the Mobility Greenway* report attached. Our report details our plan to partner with the City of Toronto, establish endowments to build and care for the Greenway, and then build and care for the Greenway working closely with residents and businesses within the surrounding neighbourhoods.

We look forward to working collaboratively with the City of Toronto and our most underserved neighbourhoods to determine how our Conservancy can best act with urgency to plan, construct and maintain the Mobility Greenway at scale to benefit residents, businesses, and all taxpayers.

Sincerely,

Darnel Harris Executive Director Our Greenway Conservancy

Sam S. Starr President Our Greenway Conservancy

MOVING FORWARD WITH THE MOBILITY GREENWAY

A Blueprint to Plan, Construct, and Care for Our 40 KM+ Linear Park

Conceived and Designed by Darnel Harris



Authors:

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Maps and Illustrations (In Order of Appearance)

Venisa Del Aguila Sean Marshall *The Local*

A WORD OF THANKS ...

We might think we are nurturing our garden, but of course it's our garden that is really nurturing us. - Jenny Uglow

The following pages would never have taken shape without the support, time and ideas of many people and organizations whose commitment to a sustainable and just world guides our work daily. Crafting vibrant neighbourhoods where equity and equal opportunity flourish is an unceasing democratic project requiring committed hands, minds and hearts to secure.

The lead writers of this report would like to thank:

Chantal Lee and Serena Sonnenberg Venisa Del Aguila and Sean Marshall Beryl, Francine and Amah Harris Dr. Dawn R. Bazely, Dr. Julian Agyeman and Dr. Bent Flyvbjerg The City Institute at York University (CITY) Walk Toronto Toronto Council on Aging Toronto Community Bikeways Coalition Office of Recovery and Rebuild, City of Toronto





EXECUTIVE SUMMARY

Our Greenway Conservancy (OGC) is a not-for-profit urban park conservancy. We seek to finance, program, and steward a high-quality multi-modal Mobility Greenway network and provide practical micromobility tools to connect businesses, entrepreneurs and residents to each other quickly and sustainably.

Imagine...rainwater rushing into flourishing roadside raingardens on a cool spring morning, not flooding family basements...Kids clambering safely over giant sleeping dinosaurs and swings framed by soaring power lines as the leaves flutter on a lazy fall afternoon...Entrepreneurs using e-cargo cycles and trishaws basking in the safety of a well-maintained path and bridge spanning Highway 400 on a warm summer evening...Neighbourhood families enjoying good food, a warming fire and friends in a parkette along the Greenway on an illuminated winter night...we can make this a reality.

This report outlines our organization, our mission and vision, and the Mobility Greenway's alignment with key City of Toronto policies and documents, including the COVID-19: Impacts and Opportunities report published in September, 2020. In addition this report explores viable public and private funding options, which will advance the urban park conservancy efficiently, effectively and expeditiously – without burdening the City of Toronto's taxpayers.

The City's Impacts and Opportunities report urged action on a Winter City Plan, complete streets for all uses, all ages, all abilities, as well as the creation of, "public spaces with quality materials, shade, public art and green space." The need for well resourced and maintained park spaces with functional washrooms, water fountains, and safe play areas has never been clearer. An urban park conservancy will ensure taxpayers in northwest Toronto receive the dynamic, practical and resilient public places that they deserve – built quickly and maintained with care. The Impacts and Opportunities report also included recommendations from both the Toronto Office of Recovery and Rebuild (TORR) and Social Planning Toronto's (SPT) public consultation campaign.





Feedback included demands for increased availability of active transportation infrastructure, improved access to key services, and equitable community spaces. OGC will address these needs through a dynamic, practical, and well stewarded urban park conservation plan.

The OGC team identified several strategies for the initial and ongoing funding of a keystone Conservancy. We intend to raise private funds as inspired by the successful strategies used by other urban conservancies: The Bentway in Toronto, Central Park and Bryant Park in New York City, and the Cultural Trail in Indianapolis. Incorporating a naming rights model with scales of sponsorship will be a key fundraising component. This process will be supported by ongoing partnerships, engagement with other private donors, organizations, corporations, and upper tiers of government. Similar strategies have been employed by the City of Toronto to prime keystone cultural, social, medical, and academic institutions in the city's core for success over several decades. Local inspiration comes from the process that the City of Toronto established to successfully incubate The Bentway Conservancy - now a 'not-forprofit powered by vital partnerships with the City of Toronto, residents, supporters, artists, creatives, city-builders, and dreamers' - adjacent to Toronto's waterfront.

Our Greenway Conservancy's plan to realize the Greenway is:

1. Partner with the City of Toronto 2. Establish endowments to build and care for the Greenway 3. **Build** and care for the Greenway

Further details can be found in the Implementation Recommendations section on Page 17.

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ABOUT OUR GREENWAY CONSERVANCY Taking "Build Back Better" from Snappy Slogan to Responsive Reality

Recognizing Inequities Through Our Mission and Vision

Our Greenway Conservancy's (OGC) vision is to finance, program, and steward practical, interconnected green spaces by connecting businesses, decision-makers and residents with the safe infrastructure, knowledge, and micromobility tools they need to animate their places and seize new opportunities across Toronto's industrial northwest. Our mission is to leverage the conservancy model to drive micromobility and cyclelogistics adoption year-round within our communities while animating safe streets and paths for our communities, businesses and families. OGC seeks to fulfill a stewardship role to facilitate arterial mobility lanes, sidewalks buffered by extensive rain gardens, tree-lined bioswales, and wellresourced hydro corridors connected to existing parks and parkettes. This living green infrastructure system will deliver protection from heavy vehicles hauling goods as people travel safely within their networked communities. Our proposed Mobility Greenway will be key to lowering the risks of climate change across northwest Toronto by aiding the City to manage intensifying storms, filter industrially polluted air, and lower ambient air temperatures along roads and paths. Unlike a typical multi-use path, our Mobility Greenway (ideally 3 meters in each direction along arterial roads) would accommodate a high volume of diverse electric micromobility devices. Ontario Traffic Manual Book 18 guidelines recommend separated facilities on arterial roads with an average daily traffic volume of 6500+ vehicles; northwest Toronto communities deserve an extensive and practical linear green network suited to All Ages and Abilities standards. Network use will grow with increased access to the right types of micromobility devices with support from the Conservancy's knowledge base. This change in norms surrounding local mobility is already in progress across Canada. In 2019, the City of North Vancouver renamed their Cycling Lanes as "Mobility Lanes," defined as:

"...any portion of a Roadway or path which is separated from motor vehicle traffic by a demarcated buffer that may include, but is not limited to paint, curb, planter, landscaping, parking, bollards, or similar measures, and is designated by the City Engineer for use by persons on Cycles, Skateboards, Roller Skates, or non-motorized push/kick scooters."

OGC's vision was developed through ongoing community dialogues, then refined based on amenity and infrastructure deficits that have been cataloged in a range of civic and academic reports for decades. For instance, existing trails and hydro corridors lack lighting, water fountains, washrooms, safety boxes, safe connections and winter maintenance.



Credit: Venisa Del Aguila







Credit: Venisa Del Aguila



Credit: Venisa Del Agu

As a result, the few off-road pathways that exist vanish at night and in snowy or icy weather. Local skilled tradespeople find it difficult to become entrepreneurs because transporting their equipment and goods is dangerous or financially unattainable. OGC's mission includes offering tradespeople and entrepreneurs electric cargo cycles to ensure their businesses are not throttled by unsustainable mobility costs, including rising fuel, lease and maintenance fees. We envision our network of extensive rain gardens and arterial tree canopies protecting homes and businesses from flooding, preventing stormwater from overwhelming sewers, and making roads, paths, and hydro corridors both safe and inviting. Local businesses, civic institutions, developers, entrepreneurs and community members have strongly supported this conservancy over the years. Residents and businesses believe that building this network and expanding micromobility device access will encourage the safe and sustainable transportation of both goods and people.

OGC's Mobility Greenway network will deliver economic impact, support equity, and unlock a green recovery, benefiting many of the 200,000+ taxpayers and 6,000+ businesses across the thirteen neighbourhoods which make up northwest Toronto (City of Toronto).



Proposed Mobility Greenway Network Routing Credit: Sean Marshall

COVID-19: IMPACTS AND OPPORTUNITIES

How a Mobility Greenway in Northwest Toronto Supports the City's Goals for a Resilient and Equitable Future

Challenges and Opportunities in Mobility During COVID-19

The Toronto Office of Recovery and Rebuild's (TORR) *Impacts and Opportunities Report* demonstrated the importance of active transportation and highlighted the ongoing local transportation inequalities of Northwest Toronto. As a result, the City accelerated the provision of fourty kilometers of cycling infrastructure and roadside patios through the ActiveTO and CurbTO programs. However, residents noted that these interventions were rarely deployed beyond the downtown core.

Northwest Toronto has suffered severe impacts from COVID-19 more than two years into the current pandemic. The area continues to face major structural local mobility challenges, such as limited personal vehicle access and challenges physically distancing on transit. Almost one-third of all of Toronto's Neighbourhood Improvement Areas are in Northwest Toronto. Likewise, Toronto Public Health data shows elevated rates of diabetes, mental health crises, and hospitalizations in the area. For decades before the pandemic, residents have breathed polluted air and worked alongside dangerous industrial roads, while children play in makeshift public spaces or on aging infrastructure. It is far past the time to act. We know what to do — and our conservancy will address ongoing questions about funding and stewardship with care.

The Impacts and Opportunities Report recognizes that investing in active transportation improves both health and well-being. Our Mobility Greenway presents an opportunity to address ongoing inequities in a structural manner. As such, Our Greenway and its' conservancy will support opportunities for equitable socio-economic recovery for communities that have been hit hardest by COVID-19. The City of Toronto has laid out a vision of complete neighbourhoods to meet the needs of all ages and abilities. This includes prioritizing micromobility devices in place of cars, trucks, or mass transit to move goods and people locally.

Our Greenway's conservancy will support this vision through providing multi-modal transportation routes, by caring for functional and animated green spaces and supporting the local animation of community places. We will also build programs to improve access to the micromobility tools people will need to make use of their improved lanes and pathways.

About the COVID-19: Impacts and Opportunities Report

In the City of Toronto's COVID-19: Impacts and Opportunities report, the Toronto Office of Recovery and Rebuild (TORR) notes that the greatest impact from COVID-19 has fallen on racialized groups. The conversation within this report is framed around the needs of such communities.

The recommendations outlined in this report were informed by the City's own outreach as well as special consultation performed through Social Planning Toronto to engage Indigenous, Black, and equity seeking community organizations to approach recovery in a way that builds resilience to future challenges and natural events brought about by climate change while acknowledging conversations about systemic discrimination and anti-Black racism.

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Our team will support the City's vision of complete neighbourhoods for equity-seeking communities by providing mechanisms for action while crafting comfortable and high capacity local transportation networks. People and their goods will gain safe and easy access to workplaces, stores, parkettes and community spaces across northwest Toronto.

The City has noted that a reduction in car traffic and an increase in micromobility solutions contributes to lowering emissions and noise while reducing widespread health issues such as obesity, cardiovascular disease, and diabetes. Providing high quality spaces for people of all ages and abilities to safely walk and travel as they work, live, and play yearround rests at the core of complete, resilient and just communities.

Climate Change and Resilience

In December 2021, Toronto City Council approved an accelerated TransformTO strategy, which aims to achieve net zero greenhouse gas (GHG) emissions by 2040. Creating an equitable, healthy, prosperous and resilient city is possible while curbing emissions aggressively. However, City staff have noted that rapid action and investments beyond the City of Toronto's fiscal capacity shall be required.

However, as the February 2022 report by the Intergovernmental Panel on Climate Change (IPCC) makes clear, cost challenges cannot become a barrier to immediate action. Adverse impacts and related losses and damages will escalate with every increment of warming, and the effects will be most felt by our least affluent communities, including those in Toronto's Neighbourhood Improvement Areas. The Impact and Opportunities Report states that all major decisions in the city will be made through a climate lens. This involves implementing a carbon budget to plan and communicate the impact of carbon reduction efforts. Likewise, the City's 2019 Greenhouse Gas Emissions Inventory notes that transportation is the second largest source of greenhouse gas emissions in Toronto, comprising 36% of community-wide emissions. The three main sources are: 73% from passenger vehicles, 14% from light commercial vehicles, and 10% from heavy vehicles. The Mobility Greenway will offset some passenger and commercial pollution through active transportation infrastructure and zero-emission goods delivery options in an industrial suburban area, while providing ecologically functional green spaces that will mitigate the effects of flooding and clean the air. Furthermore, research has proven that after considering the carbon generated by making a vehicle, fueling it and disposing of it, cycling generates just ten percent or less of GHG emissions.³

"The pandemic has caused more people to travel within their neighbourhoods and safely talk to neighbours. It would be great for the City to encourage people to spend more time outdoors through physical activity, and to get to know their fellow neighbours in order to create healthier and safer communities." (P. 54)

"When COVID-19 was at its worst we saw communities coming together in amazing caring ways. That is a strength upon which we can build." (P. 62)

"Clean, safe, free programming including parks, library programs, EarlyON programs and access to community centres is essential to young families, especially when everything else is closed and there is nothing else that we can do to entertain our families." (P. 81)

"Rather than needing to be better prepared to combat climate change, active steps should be taken to reduce the impact – a proactive approach rather than reactive." (P. 127) Implementing sustainable micromobility and logistics solutions at scale will support the City of Toronto's ambitious goals for net zero greenhouse gas emissions by centering the needs of communities that are most severely impacted by climate change threats.

As part of 'Theme 8: Climate Change and Resilience' in the City of Toronto's *COVID-19: Impacts and Opportunities Report*, stakeholders expressed a strong desire to see measures such as those implemented through ActiveTO expanded to the inner suburbs. These areas have been hit hardest by COVID, and historically have had inequitable access to mobility options. Respondents urged expansion and protection of functional green space and a correction of the well documented quality and access imbalances present in inner suburban spaces. Our conservancy will serve these needs by providing quality places that are well designed, securely funded and respectfully cared for without burdening the municipal taxpayer. Our ongoing partnership with the City shall provide a leading example of how local governments and urban park conservancies within the inner suburbs can work collaboratively with communities to improve their social, economic and ecological resilience.

Spotlight on Moving Goods & People with E-Cargo Cycles!

Stakeholders in the *Impacts and Opportunities Report* emphasized the opportunities that cargo cycles offer to enable local trips while carrying hundreds of kilograms of goods or people. Scaling up access to these sustainable "last-mile" solutions will support an equitable green recovery!



"As we enter into the recovery phase, unless we intentionally design for equity and inclusion, the very people who were disproportionately affected by stresses before the pandemic will become more vulnerable." (P. 135)

"There has been unprecedented collaboration and coordination between hundreds of agencies and funders, who have stepped up with innovative and rapid responses to all the new challenges caused by this pandemic. But there have also been problems in coordinating and ensuring populations facing barriers and exclusion are not left further behind." (P. 148)

"We need to invest in our Black and Indigenous communities, to reduce structural barriers to full participation in Toronto's social and economic life." (P. 150)

"Community spaces, parks, and public spaces are hugely important - gathering indoors is unsafe due to risk of COVID transmission so we need more access to outdoor public spaces for exercise, recreation, experiencing nature, connecting with others, holding performances and events - to keep our City's culture alive and its residents mentally/physically healthy." (P. 228)

Equity, Vulnerable Communities, and Partnerships

During a Toronto Office of Recovery and Rebuild engagement session participants — grassroots groups, community organizations and City staff who deliver social services that are critical to the City's social development goals — provided clear themes and intersecting ideas for Toronto's recovery. Our proposed Conservancy and Mobility Greenway addresses the following concerns that were documented in the COVID-19: Impacts and Opportunities Report.

- Addressing a lack of well kept outdoor spaces: Our Greenway's team will care for well-resourced outdoor parkettes and support existing community gathering places within its network that people of all ages living and working in northwest Toronto can enjoy.
- Providing better access to key municipal services (parks, public space, libraries): The Mobility Greenway will provide a safe multimodal transportation network that can be used to access key municipal services in northwest Toronto. It will also be designed to include intermittent parkettes and existing parks along its network that would supplement and enrich the region's functional green space and serve as safe outdoor community hubs.
- Meeting demands for high quality infrastructure and mobility tools: The Mobility Greenway will boost the number and volume of safe and high-capacity micromobility lanes, improving racialized and equity-seeking groups' access to local employment and services. Our Conservancy team will lead local cycle manufacturing, knowledge mobilization, and lending program efforts directed to ensure residents and businesses can adopt micromobility tools effectively. We will work with residents and business leaders to boost economic opportunities by generating jobs, saving time and providing lower cost goods and people movement options year-round.
- Enabling improved access to the northwest's community spaces: Local residents and place-based programs have long reported that long distances and safe travel concerns limit the ways people can enjoy and benefit from their community's resources. The Mobility Greenway and our Conservancy's efforts to provide safe micromobility routes and tools will multiply the local distances that residents will be willing and able to travel, while saving time and money compared to walking, taking transit or driving.

COVID-19 in Northwest Toronto (April 2021)

Throughout each wave of the pandemic, our low income neighbourhoods have been the hardest by COVID-19's impact. We must prioritize our city's most vulnerable areas to ensure a swift economic recovery. Funding, organizational capacity, and key coordination are needed to ensure equitable access to public places.



Credit: The Loca



Credit: The Local



Credit: The Local

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Key Suggestions from TORR's Stakeholder Engagement

'Theme 8: Climate Change and Resilience' and 'Theme 11: Business' in the City's *COVID-19: Impacts and Opportunities Report* laid out many specific suggestions and themes that emerged from consultation with stakeholders. Our Greenway will aid in achieving the following key suggestions presented to the TORR team:

Equity and Community

- Inequities must be addressed through recovery and rebuild (P. 128)
- Toronto should "build back better," while addressing issues of equity, economy, resilience and climate change (P. 128)
- Prioritize recovery and rebuild spending in COVID-19 impacted communities through explicit consideration of equity goals (P. 129)
- Expand the City's Hot Weather Response program to provide more cooling to members of vulnerable communities, including measures to reduce urban heat through green infrastructure (P. 129)

Economy, Business and Jobs

- Improving processes and creating new business opportunities to improve the "last mile" challenges of connecting people and goods between key transportation hubs and final destinations (P. 130)
- Supporting Toronto's "infant" clean technology sector (P. 130)
- Accelerating existing programs that build economic opportunities in neighbourhoods hit hardest by COVID-19 through reducing and reusing waste and building a local circular economy (P. 130)
- Expand efforts to utilize green infrastructure to improve resilience, stimulate the economy and support resident well-being (P. 139)
- Investment in innovation infrastructure, including prototyping spaces and support, as well as establishment and support for hubs, incubators and accelerators (P. 182)
- 'Re-shoring' the sustainable transport supply chain and addressing critical long-standing labour shortages in order to craft a reliable micromobility ecosystem (P. 189)

Mobility

- Accelerate the development of, and make permanent, safe active transportation infrastructure for cycling and walking throughout the city...and include equitable access to transportation options in the criteria for choosing sites. (P. 138).
- Assess and prioritize potential sites for fossil-fuel-free transportation zones for use by (people walking, cycling or using transit) to enable and support physical distancing and transition to cleaner transportation, and also create a plan to establish a fossilfuel-free zone (P. 138).
- Explore ways to align transportation infrastructure capacity with the travel modes and demand required during recovery, and anticipated in the future, on a complete streets basis as a standard approach to transportation projects (P. 138).

Further Public Feedback from the City's *Impacts* and Opportunities Report

"When speaking to many of the community agencies and community clusters, a common sentiment was that Toronto had been very good at providing "complete communities" in the older, more affluent areas of the city, primarily downtown, but there was a feeling that the older suburbs had been "forgotten" and had not evolved with the rest of the city." (P. 150)

"More public and community space, community building, open more public spaces safely, create subsidies for local businesses and community groups, support for people of all income levels living together in neighbourhoods." (P. 159)

"The government can create more jobs and support small businesses by opening up more avenues for entrepreneurs to have an opportunity to open up businesses in their own community." (P. 177)





BENEFITS OF BUILDING MOBILITY LANES

Supporting Micromobility Choices and Assisting First Responders

Renewing Our Streets as Places to Work, Live and Play

Project for Public Spaces notes that great streets have lively activities and compelling destinations. They are safe, inviting, encourage pedestrians to linger or interact with the space. This in turn needs to be back up by a vibrant identity, accessibility, and flexibility for community usage. However, traditionally it is the core of cities and towns that see these crucial investments in placemaking, while suburban arterials and inbetween communities including northwest Toronto are often forgotten in comparison.¹ Designing for micromobility along suburban arterials and paths has the potential to revitalize their spaces by multiplying the number of people and businesses who have the opportunity to energize and enjoy them.



For residents, micromobility solutions can be particularly valuable for seniors and people with disabilities who suffer from chronic fatigue. Programs using trishaws – including Cycling Without Age chapters – would enable residents to visit comfortable roadside parkettes. Seniors riding two and three wheeled cycles with electric assist that are easy to step on will be able to age in place more comfortably, and be fully capable of meeting their daily mobility needs without a vehicle.

For industry, wide buffered lanes will enable high capacity cyclelogistics and possibly AI driven micromobility tools. AI tools are most appropriate for industrial areas like northwest Toronto where business need to carry heavy cargo and tools. It is a misconception that we need to create truckoriented streets for industrial areas. Utilizing the right micromobility tools provides cheaper, better options that require less road and storage space. OGC supports prioritizing micromobility solutions for residents and businesses so that everyone will be able to explore their neighbourhoods. Our team looks forward to crafting programs and opportunities enabling us to support their access to dynamic places across northwest Toronto.



Credit: Paul&Ernst Street Food Solutions



Credit: Transport Minister Omar Alghabra



Credit: Toronto Council On Aging



Credit: MagCars

Building a Lifeline for Vision Zero Emergency Vehicles

When an emergency arises help is needed fast, but ambulance, police, and fire crews are often delayed by predictable traffic congestion. Bikes, ecargo solutions and micromobility lanes that are wide enough to enable first responders to avoid cars, trucks and trailers give our emergency services vital tools to improve response times and save lives.

• Emergency Bikes to the Rescue: Police forces worldwide – including the Toronto Police Service – have had bike units for decades. Officers on bikes are more easily approachable by the public, increase the mobility and range of foot patrols, and offer a distinct advantage when pursuing criminals on foot in urban and suburban areas.²

However, specialized bikes and e-cargo bikes now on the market are enabling medical professionals and police services to improve their ability to serve and protect the public. For example, an Urban Arrow Shorty was modified with a '150-liter insulated storage box for medical supplies, a 140-decibel horn, a high-intensity flashing blue LED, medical symbols on the wheel covers, anti-puncture tires, a GPS unit that allows for location tracking, and a USB port for powering portable devices,' to create a nimble medical device. In April 2022, the Berlin Police added eleven cargo bikes to support their operations, enabling them to avoid blockages, park quickly, and reach sites of distress. Equipping emergency services with these tools makes sense.

• Keeping Emergency Vehicles Moving: As the National Association of City Transportation Officials (NACTO) has proven, smaller, more maneuverable emergency response vehicles shrink response times, increase fleet capabilities, improve road safety and enable outdoor design flexibility. Using these vehicles increase the value of high capacity, wide micromobility lanes, as people on the paths can easily move out of the way as needed. This is already a common practice in North America and Europe for existing infrastructure that is wide enough.

Toronto's Municpal Code (Chapter 886) enables any City or Utility vehicles actively working or responding to emergencies to use bike lanes and paths. In 2018 Toronto City Council voted to pursue the purchase of smaller emergency vehicles as part of the City's Vision Zero Strategy. Following the lead of Vancouver and Brampton's fire departments – who have ordered Rosenbauer's electric fire truck which has a small turning radius (right) – will create a network of rapid response police, fire and ambulance lanes in northwest Toronto.



Credit: Wunderman Thompson Paris



Credit: Paul Zinken





Recommendation 1

For its part, the City should lead by example and address racism against Black and Indigenous people openly and honestly within the City in its hiring and promotional practices. In addition, the City should set standards for Black and Indigenous representation at the tables where priorities, planning, investments and implementation of City Council decisions are discussed. Moreover, the City should also address the representation of Black, Indigenous and people from other vulnerable populations on Agencies, Boards and Corporations in order to ensure that the decisions made by these City bodies reflect the communities they serve.

Recommendation 28

Work with community partners to coordinate and support the development of a Neighbourhood Food Hub model that builds food supply chains and distribution methods with vulnerable and racialized communities; creating effective, streamlined emergency food access in community spaces, and establishing sustainable community food resilience into the future.

"If Richmond is worthy of barriers," busy commercial corridors in northwest Toronto, "should be too." (COVID-19: Impacts and Opportunities Report, Page 135)

Recommendation 36

Make it easier for vulnerable people and community groups in using City-owned spaces in a safe, inclusive manner, including office buildings, parks, Toronto Community Housing facilities, recreation centers and libraries, so that individuals can gain internet access, helping to bridge the digital divide that exists for many households and neighbourhoods, and so that there are spaces for groups to organize and engage communities in recovery. Work with school boards and faith groups to identify opportunities to combine programs and better utilize public assets and to create new opportunities for the accessible, safe and inclusive access to space for not-for profit groups and vulnerable community agencies, not just in the downtown core.

Recommendation 40

Encourage the provincial and federal governments to provide support in developing the local innovation ecosystem for emerging technologies, which will be in high demand in the post-pandemic economy, such as continued advances in artificial intelligence, data analytics, the cleantech sector, advanced manufacturing and sensor technologies – thereby also providing upskilling and retraining opportunities for workers.

Recommendation 46

Streamline and simplify permitting of Do-It-Yourself (DIY) pop-up spaces to facilitate safe cultural performance spaces and simplify permitting for alternative use of municipal spaces.

Recommendation 56

Develop project ideas, with haste, from the City for infrastructure funding support from the federal government in its recently announced COVID-19 Resilience Funding Stream, which should incorporate ideas quickly undertaken in the crisis as they address the mobility limitations for frontline workers and those over-represented in essential services, among other areas. Improving access to mobility solutions enhances ability to participate in the labour force and contributes to growth and prosperity.

Recommendation 59

Accelerate or make permanent transit initiatives the City undertook quickly to support crisis response and restart, such as instituting priority bus lanes, improved cycling infrastructure, expansion of bike share and weekend recreational street closures, among others.

Recommendation 66

Look for opportunities to enhance future access for those least able to access greenspace.

Of Toronto's 158 Neighbourhoods, 35 are Improvement Areas - and 10 are in Northwest Toronto. (Social Development Finance & Administration, City of Toronto)

Recommendation 67

Consider developing a Winter City Plan to expand winter use of public parks, expand the CaféTO plan and pursue winter solutions for ActiveTO to increase resilience on a year-round basis.

Recommendation 68

Build upon initiatives put in place during COVID-19 to accelerate progress toward a modern, green and less car dependent City, which is a network of connected complete communities, and includes a more extensive, integrated public transit system supporting complete streets – for all uses, all ages, all abilities – and public spaces with quality materials, shade, public art and green space.

Recommendation 74

Develop partnerships between higher education institutions and the City to support local businesses and organizations, leveraging faculty expertise and student placements to develop small business supports, training and transition to online services; and, form a faculty working group to develop methods to support small businesses and arts and culture organizations.

FUNDING STRATEGIES

Public and Private Funding Options

The Mobility Greenway will provide an extensive, high-quality urban linear park and active transportation corridor that enables businesses, entrepreneurs, and residents to utilize safe, healthy, and practical micromobility devices year-round. Our conservancy is intended to be as transformative and aspirational as it is practical. The Mobility Greenway also has the potential to drive further economic activity by attracting visitors to northwest Toronto due to the creation of comfortable, vibrant avenues and lovingly cared for green spaces. As more people walk and use micromobility tools due to the COVID-19 pandemic, the demand for safe, practical and comfortable local transportation infrastructure has only grown. Our Greenway will meet resident demands for safe local mobility infrastructure in neighbourhoods where the City of Toronto's data and plans have consistently highlighted the need for rapid, transformative action.

Apart from private donors, Our Greenway Conservancy intends to seek funding from the Province of Ontario and the Government of Canada to facilitate the building of the Greenway. The Federal Government's *Investing in Canada Plan* focuses on funding infrastructure projects that create long-term economic growth, support the resilience of residents, neighborhoods and their just transition to a clean growth economy while building social inclusion and socio-economic outcomes. This aligns precisely with OGC's vision and mission; several funding streams are applicable.

Many urban park conservancy projects rely on mostly private funding to move their urban linear parks systems from concept to reality. After reviewing the processes that were taken to fund similar projects such as the High Line, the Atlanta Beltline, the Indianapolis Cultural Trail, The Bentway, and the Rail Deck Park, our team has determined that a naming rights model will best allow the solicitation of private funding for the planned projects. This model allows donors to sponsor the Mobility Greenway at a flexible scale while attaching their names to parkettes, stretches of trail, buildings, programs, pieces of key infrastructure, or individual features such as trees, benches, or rain gardens. Other sources of income from private entities may include corporate sponsorships for events, employee engagement activities, ongoing giving, or seasonal partnerships supported by civic organizations, local businesses, and corporate partners.



Major Gift and Endowment Expectations

Hundreds of millions of dollars in major charitable gifts are donated to Toronto's keystone cultural, social, medical and academic institutions each year. Recent examples include a \$250 million gift to the University of Toronto, a \$100 million gift to the University Health Network, and \$10 million gift to the Toronto Symphony Orchestra. While an urban park conservancy has high initial construction costs, ongoing maintenance and staffing needs are relatively modest, which enables a prudent maintenance endowment and earned revenue to meet ongoing care, staffing and volunteer support needs.

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Establish a seed fund with a lump sum, or giving over a flexible period of time

Grow the funds through a prudent, value-aligned investment portfolio to ensure stable returns

Prune by spending some funds, while ensuring the portfolio remains selfsustaining as a secure legacy

Prosper by adding new funds to strengthen the permanent endowment seed pool

Enabling a registered community-oriented charitable organization to steward municipal assets is not an uncommon partnership model in Ontario. Successes include Ottawa's Dovercourt Recreation Association which manages the Dovercourt Recreation Centre, and multiple neighbourhood land trusts that steward properties across the Province. We seek to follow in the path of the Indianapolis Cultural Trail, a similar urban park conservancy that was built, cared for, and is now being expanded with little municipal support.

Researchers at the Indiana University Public Policy Institute proved that.⁴

- Creating the Cultural Trail led to more than \$1 billion in local economic impact over the last decade
- Ninety-five percent of Cultural Trail users felt safe and secure while using the corridor
- Business owners cited the Cultural Trail as a competitive advantage
- Small business revenue and customers grew leading to an increase in full and part-time jobs

None of this impact would have been possible without the Trail fostering maintenance and infrastructure endowments, supported by donors who believed in their sustainable mission and its extensive cultural, economic and community vision. OGC is committed to continuing to build the relationships and staff capacity required to continually nourish our communities, maintain donor confidence and deliver results.

Respecting Donors and Communities through Cost-Efficient Management

As The Trust for Public Land notes in the conclusion of their 2015 report, *Public Spaces/Private Money: The Triumphs and Pitfalls of Urban Park Conservancies*, successful conservancies need to be transparent, governed in a broad-based, representative and well-publicized manner, treat team members with ongoing respect, and communicate with the public in an outstanding manner. Accomplishing these goals will require hard work and savvy management from our Conservancy team — critical steps to give donors confidence that their money will be well spent. Learning from the experience of other urban park conservancies across North America, OGC's team shall instill public confidence and control costs by:

- Entrusting key administrative tasks to on-site senior staff: Unnecessary layers of administration raise costs, while limiting operational flexibility and reducing opportunities for the growth and skill of senior on-site staff. Rather than removing critical oversight from our outdoor spaces, we will utilize on-site staff to manage clerical tasks and address pressing operational challenges as they arise.
- Ensuring wages reflect tasks and experience: Given the diversity of unique activities that take place within an urban park conservancy, it is vital that our team does not suffer from pay band problems, incorrect work time classifications and inaccurate job descriptions. We will work with our staff to ensure that they are compensated for their time fairly, and that their job titles match the complexity of tasks they are assigned, so it is clear what each team member does matters.
- **Respecting and retaining staff to limit turnover:** Saving small amounts of money at the risk of losing experienced staff is a false economy. Instead, to complement our hands-on management approach, we will have our staff undertake a broad set of supporting activities, enabling us to work with a modest, nimble and stable full and part time staff team in order to manage our Conservancy's needs.
- **Employing a collaborative and flat management structure:** Enabling team members with a mix of experience and seniority to work together on-site closely ensures effective supervision and valuable opportunities for mentoring. Crafting processes designed to ensure accountability while not duplicating work will ensure each donor dollar goes further.
- Providing financial incentives to increase revenue and productivity: Hard work deserves fair rewards, especially if the Conservancy and community are profiting from the efforts and ideas of people with years of experience and skill. Enabling revenue sharing from concessions and events that reflects a person's share of their work will boost retention while providing a built-in remedy for periods of slower revenue and work, enabling our conservancy to live within our means.



IMPLEMENTATION RECOMMENDATIONS

Status of Existing Toronto City Council Requested Report

On July 28, 2020, City Council passed a motion requesting the Deputy City Manager, Community and Social Services and the Deputy City Manager, Infrastructure and Development Services to work with Our Greenway Conservancy and key community stakeholders then report to the Infrastructure and Environment Committee in the fourth quarter of 2020 on next steps required to plan, construct and maintain the Mobility Greenway. Drawing from the successful process City of Toronto staff designed in 2015 to incubate The Bentway, Our Greenway Conservancy is urgently recommending that Toronto City Council direct staff to take the following steps to swiftly accelerate the conservancy's development:

Recommended Process to Plan, Construct and Care for the Mobility Greenway

- **Outline** the roles and responsibilities of the City of Toronto and Our Greenway Conservancy through a Memorandum of Understanding (MoU).
- Authorize the lease of lands for the purpose of facilitating the ongoing care of the Mobility Greenway, pending successful funding and governance benchmarks defined in the MoU.
- Launch a Steering Committee when a lead donor is secured and initial key funds are raised.
- **Develop** a long-term financial strategy for the Mobility Greenway between the City of Toronto and Our Greenway Conservancy and consider ongoing private and public funding options.
- Authorize City staff to work with Our Greenway Conservancy to make collaborative submissions for public and private funding to support the programming, operations, maintenance and capital expenses for the Mobility Greenway.
- **Report** on the necessary legal agreements between the City and Our Greenway Conservancy, including clear provisions to protect public access to new open space and amenities, protocols related to sponsor and donor recognition, management of events, and collaboration between the City of Toronto and Our Greenway Conservancy.
- **Develop** a Use Agreement between the City of Toronto and Our Greenway Conservancy to program to operate and maintain the city lands used for this project and build a mutually beneficial working relationship in event management, operation, maintenance, fundraising (independent/ joint activities), sponsorship, and maintaining public access across the linear park.
- **Review** with Steering Committee the Mobility Greenway's detailed proposal, and consider which aspects are aligned with City plans, policies, and programs and which can be realized through planning and development applications/approvals, rehabilitation/maintenance programs related to City roads, sidewalks, or infrastructure and capital programs.
- **Develop** an ongoing Post Construction framework between the City of Toronto and Our Greenway Conservancy for how care and maintenance programs and protocols can be optimized for the renewed public places along the future Mobility Greenway.

A Working Agreement to Advance Our Greenway Conservancy's Mobility Greenway

In order to advance the Working Agreement between Toronto City Council and Our Greenway Conservancy, our team proposes using the administrative model created by City of Toronto staff to advance the Bentway Conservancy ("2015.EX10.7: Private Donation to Animate the F.G. Gardiner Expressway from Approximately Strachan Avenue to Spadina Avenue"). This would establish a Memorandum of Understanding to outline the Parties' roles and responsibilities in the project. At this time, signing a formal MOU between the City of Toronto (City) and Our Greenway Conservancy (OGC) is prudent to provide public clarity as to the nature of the City-OGC relationship, and assure the Lead Donor(s) that the Mobility Greenway, once funded, shall advance to full realization in a efficient and timely manner.

Draft Term Sheet Clauses

- The Parties: Our Greenway Conservancy, City of Toronto, Lead Donor(s)
- **The Goal:** Create an extensive high quality linear park and multi-modal transportation network, that connects businesses, entrepreneurs, and residents with safe, healthy, and practical local mobility in northwest Toronto year round. Animate open spaces by enabling strategic roadside parkettes open for markets, art displays, entertainment spaces and meeting other community directed programming needs.
- Term Sheet Purpose: Clarify the roles, relationships and mutual expectations of each of the Parties to ensure project success.
- Arrangement Overview: The Lead Donor will contribute funds to the City for construction and care; the City shall work with OGC to create construction and post-construction endowments
- **Project Design:** OGC shall be retained to manage planning and design work, and the evolution of the design shall be guided iteratively by the Parties and a Northwest Toronto Citizens' Reference Panel.
- Steering Committee: Made up equally of the Parties' representatives, the Steering Committee shall review and approve budgets, proposals and matters relating to property and contract tenders, to ensure qualified persons are carrying out assigned work, and that the cost does not exceed donated funds.
- Role of the Lead Donor(s): Irrecoverably commit cash or letters of credit to pay costs according to the agreed payment schedule, and remain involved as the project develops.
- **Role of the City:** Create a Reserve Fund to hold the Lead Donor's funds, lease land parcels as required to OGC, and enter into legally binding agreements with OGC to deliver the project and review documentation and permits needed from time to time.
- Role of Our Greenway Conservancy: Responsible for implementing the project, and creating Construction and Post Construction plans for the approval of the Steering Committee.
- Indemnification: OGC and the City of Toronto shall fully indemnify the Lead Donor.
- Timeline: After the Lead Donor is secured, open the first phases within eighteen months.
- **Post-Construction Care, Operations and Programming:** Working with the City and the Lead Donor, OGC shall develop a management and funding plan for Council approval to ensure ongoing highquality care, operations and programming will occur across the Conservancy.

CASE STUDIES TO INFORM AND INSPIRE

Caring Stewardship: Learning from Successful Urban Park Conservancies

As a part of our report, Our Greenway Conservancy's team examined comparable projects across multiple criteria. We sought to analyze organizational hierarchy, funding models, and seed-funding typologies to better understand and identify factors that contribute to project success and impact. First and foremost, our team prioritized projects in which the local municipalities did not contribute any (or minimal) funding to their urban land conservancy. Our Greenway Conservancy shall seek to be self-funded, prioritizing lean-staffing models, strong donor relationships and in-kind connections with local businesses and civic organizations.

All told, the OGC team carefully considered five case studies with a special focus on areas with a similar climate to Toronto, Ontario. This is because Toronto experiences significant temperature swings during a given year, which impacts the feasibility of design decisions in terms of built-form. With this in mind, the Conservancy is also open to curating the best elements of hard-scaped or ecological design from the following case studies.









The





01 // The Indianapolis Cultural Trail

Location: Indianapolis, Indiana

Climate: Average high of 29 degrees Celsius during the summer and low of -8 degrees in the winter. **Seed Funding**: Public-Private Partnership with initial \$15 million as a legacy of Gene & Marilyn Glick.

The Indianapolis Cultural Trail offers multiple lessons learned for Our Greenway's team and the City of Toronto in terms of both organizational structure and urban reinvigoration through wayfinding. The Cultural Trail covers a total of six historic neighborhoods in Indianapolis' downtown core, with spurs to the suburbs. The main communities included are: Fountain Square, Indiana Avenue, Market East, Massachusetts Avenue, the Wholesale District, Canal and White River State Park and Garfield Park. Residents and businesses can use the trail to travel across their communities while rediscovering parts of their city's history through parkette displays tucked along the path. Enhanced wayfinding like coloured paving stones, consistent lighting, and public-facing urban designs (comfortable benches, cycling paths, and commissioned art installations) draw people to the trail year-round. Our Greenway Conservancy seeks to emulate year-round accessible design for local parks, and both residential and commercial areas.

Like Indianapolis, Northwest Toronto has a number of underutilized spaces surrounding residential, industrial and commercial buildings, as well as neglected parks, which we are eager to help neighbourhoods animate.

The Cultural Trail is cared for by a 20+ person conservancy team handling everything from community engagement to programming to plant management. Early stages were funded through an almost equal mix of federal transport funds and private donations, an approach that our Conservancy intends to follow. However, the organizational growth that has supported the development of the staff team, as well as the recent \$30 million expansion, came almost entirely from private funds. In this way, we see the Indianapolis Cultural Trail as a model in terms of both lean staffing and intra-urban connectivity.



Credit: Greg Raismar

02 // The Bentway

Location: Toronto, ON

Climate: Seasonal high of 27 degrees Celsius during the summer and low of -7 degrees in the winter. **Seed Funding:** Initial private partnership for \$25 million as a legacy of Judy and Wil Matthews.

The Bentway provides a strong model for Our Greenway in terms of developing positive, City-side relationships, and showcasing recommended planning processes for other urban park conservancies. Thanks to the generosity of Judy and Wil Matthews, City of Toronto staff collaboratively structured a plan to smoothly transition this Niagara neighbourhood urban park conservancy from a budding proposal through to a sustainable post construction set of roles and responsibilities. The first step was for the Bentway Conservancy to sign a Memorandum of Understanding with the City. Following this City of Toronto staff worked closely with the Bentway's team to ensure a high-quality development that would enrich the lives of over 100,000 nearby residents. Where Our Greenway Conservancy differs is in its funding strategy. While the OGC will seek private partnerships with local businesses and corporate sponsors, we intend to also pursue federal and provincial infrastructure funding.

The Bentway also offers guidance in terms of potential programming and reclamation efforts. The Bentway is beneath the Gardiner Expressway; runoff from vehicles, road salt and precipitation had turned the ground below into a brownfield. Reclaiming this contaminated land through smart design and re-greening was a key component of the project. Like the Bentway, Northwest Toronto has a significant amount of industrial buildings – except in northwest Toronto, they are often still in use and a crucial part of the local economy, along with the tankers and trucks which service them. Our Greenway Conservancy will seek to emulate some of these ecological features in site-specific contexts.



03 //Atlanta Beltline

Location: Atlanta, Georgia

Climate: Seasonal high of 31 degrees Celsius during the summer and low of 0 degrees in the winter. **Seed Funding:** Public-Private Partnership raising \$600 million between 2005 and 2019

The Atlanta Beltline is unique for a variety of reasons from both conception to implementation. Like the Mobility Greenway, the Beltline began as a proposal crafted by a Masters student that was sent to an Atlanta city councillor. Unlike many ecological beautification projects – such as Toronto's *The Meadoway* – the primary aim was to implement practical mobility installations on a large scale. The Beltline not only has improved Atlanta's mobility through its ring of multi-use trails, but also integrated affordable housing into its mandate to improve economic opportunities for residents. In a similar vein, the Conservancy seeks to aid in providing opportunities to residents for both work and play.

Additionally, the Atlanta Beltline used the existing rail line surrounding the city as a basis for laying out the network. This reclamation effort is one that the Conservancy aims to address. To do so OGC plans to 'root' the extension of a linear greenway in Downsview Park. As it stands Downsview is home to both recreational and business functions – opportunities that will only grow as the site is thoroughly reimagined by the Canada Lands Company and Northcrest Developments. Ideally, the corridor will connect Downsview with parts of northwest Toronto that will benefit from revitalization efforts and provide connective opportunities for businesses and residents. For instance, a Cargo Cycle Centre with space for manufacturing and repair of cycles (and other sustainable micromobility devices) could support a community cycle leasing program, giving northwest businesses access to cost effective tools supporting the quick and efficient transportation of both goods and services.



04 // The Meadoway

Location: Toronto, ON

Climate: Average high of 27 degrees Celsius during the summer and -7 degrees in the winter. **Seed Funding:** Initial private partnership for \$10 million by the Weston Foundation, scaling up to \$25 million to date.

The Meadoway is an excellent example of the benefits of re-greening underutilized spaces for ecological benefit, which also showcases the impact private funders often have in enabling key projects in Toronto.

This project involved the extensive re-naturalization of existing turf beneath a hydro corridor into an ecologically beneficial trail system. The Meadoway team focused initially on replacing this turf with a biodiverse swath of local flora and fauna. In the process this accomplished three objectives. First and foremost, the newly enhanced trail system allowed users access to re-invigorated green space. Second, the addition of native species encourages vital habitat reformation for butterflies, birds, and wildflowers, not to mention other natural pollinators. Third, the project saved the City from having to mow a 40-hectare lot of land up to eight times a year – a common problem across Toronto's hydro corridors. As it stands, the trail unites existing parks, improves public access points, and intersects with other trail systems.

While this project is of great ecological benefit, Our Greenway Conservancy believes community activity spaces can be woven into vibrant ecological spaces. The Meadoway is an important piece of habitat for animals, but our team recognizes the northwest's hydro corridors are well used as community activity spaces too. Our Greenway Conservancy aims to couple the biodiversity lessons of the Meadoway with practical installations like those found on the Atlanta Beltline or the Indianapolis Public Trail.



05 // The Central Park Conservancy Revitalization (1980s - 2022)

Location: New York, United States

Climate: Average seasonal high of 29 degrees Celsius during the summer and -3 degrees in the winter. **Seed Funding:** Private-Public Partnership between Mayor Ed Koch, Parks Commissioner Gordon Davis, and multiple small advocacy groups. Since 1980 the Conservancy has invested nearly \$1 billion dollars in the Park.

The Central Park Conservancy in New York is a long-standing success story for urban reclamation, and one that is currently at the forefront of an innovation boom. Central Park is a world famous example of green space functioning as both solace from city life while enriching both livelihoods and the local economy. With that said, Central Park wasn't always this way.

During the post-war period the government's custodianship of Central Park was broken. This led to a sharp decline in preventative maintenance and care that led to increasing decay. By the 1970s Central Park was defined by garbage, overgrown plant beds, and extensive graffiti on aging infrastructure. It was only in the 1980s that what began as a small advocacy group backed by key New York officials began counteracting this decades-long free-fall.

Today, Central Park is at the forefront of developing nuanced relationships to support climate and innovation research. This year, the Central Park Conservancy, the Yale School of the Environment, and the Natural Areas Conservancy created the Central Park Climate Lab exclusively with donor support, with the goal to monitor, map and analyze the park as an interconnected ecosystem to better understand how warming affects the trees, plants, wildlife and people who use it. Our Greenway is eager to mirror the Central Park Conservancy's approach, and continue to build dynamic collaborations with local and regional educational institutions which make use of the Greenway and provide benefits to businesses and residents across the northwest.



Credit: Greensward Group,

EO

Our Greenway Conservancy's plan to realize the Greenway is:

Partner with the City of Toronto
Establish endowments to build and care for the Greenway
Build and care for the Greenway

Further details can be found in the Implementation Recommendations section on Page 17.

"We are in this together and we will only get out of this stronger if we support one another." Mayor John Tory (Oct 28, 2020)