

July 6, 2022

By E-Mail to *iec@toronto.ca*

City of Toronto – Infrastructure and Environment Committee
Toronto City Hall
100 Queen Street West
Toronto, ON M5H 2N2

Attention: Matthew Green, Committee Secretariat

Dear Mr. Green:

**Re: Yorkdale Transportation Master Plan
Agenda Item: IE31.10
Submissions on behalf of Oxford Properties Group**

We are counsel to Oxford Properties Group (“Oxford”), which manages the Yorkdale Shopping Centre property at 3401 Dufferin Street and 1 Yorkdale Road, Toronto (the “Yorkdale Property”).

Oxford and its consultants have been actively engaged with the City’s Yorkdale Transportation Master Plan (the “Yorkdale TMP”) process since its inception in 2019. We understand that the Yorkdale TMP was initiated in response to Oxford’s Official Plan Amendment application to include the entirety of the Yorkdale Property in the Dufferin Street Secondary Plan (currently under appeal by Oxford) and establish a policy framework to guide the long-term redevelopment of portions of the Yorkdale Property for a mix of residential, commercial and open space uses through a Block Master Plan process.

We have reviewed the report of the General Manager, Transportation Services, regarding the Yorkdale TMP, dated June 23, 2022, which is to be considered by the City’s infrastructure and Environment Committee at its meeting on July 7, 2022 (the “Staff Report”). Among other things, the Staff Report recommends that City Council endorse the Yorkdale TMP as presented in the report and its attachments.

For the reasons below, we request that Council direct staff to remove the following facilities from the Preferred Solutions list of the Yorkdale TMP: 1) the proposed pedestrian bridge over Highway 401 connecting Yorkdale Road to Billy Bishop Way (Preferred Solution #23); and 2) the proposed dedicated cycling facilities on the northern portion of Yorkdale Road (a portion of Preferred Solution #34).

Although Oxford shares the City's overall desire to improve the transportation network and multi-modal connections both within and surrounding the Yorkdale Property, Oxford does not support the two transportation facilities identified above, as discussed in more detail below. In addition, Oxford seeks to clarify its intention regarding the nature of certain proposed new roads that have been identified within its Block Master Plan that are referred to in the Staff Report.

First, as Preferred Solution #23, the Staff Report is recommending the construction of a pedestrian / cycling bridge over Highway 401, connecting Yorkdale Road to Billy Bishop Way, with an estimated capital cost of \$23.4 - \$28.6 Million. Oxford does not support this proposed structure, nor does it believe that there is a demonstrated need for the facility, as set out in a letter we submitted to City staff dated February 22, 2022, a copy of which is attached. Further, as confirmed in that letter, Oxford would not be prepared to fund any portion of the cost of the proposed bridge, nor would it be prepared to convey lands adjacent to Yorkdale Road to accommodate the proposed bridge.

Second, as a portion of Preferred Solution #34, the Staff Report is recommending dedicated east-west cycling facilities on Yorkdale Road, at an estimated capital cost of \$4.5 – 6.4 Million. Oxford supports dedicated east-west cycling facilities north of the existing Yorkdale Shopping Centre, but not along Yorkdale Road. Rather, as part of the Block Master Plan for the Yorkdale Property, Oxford is proposing dedicated two-way cycling facilities on the Yorkdale Greenway (identified as Preferred Solution #28), which is a proposed new public street that would be parallel to Yorkdale Road in this location.

As set out in our letter to City staff dated April 21, 2022, a copy of which is attached, Oxford does not believe that there is a demonstrated need for duplicate dedicated cycling facilities on the south side of Yorkdale Road in this location. Moreover, Oxford has confirmed that it has no intention of conveying any additional land along the northern portion of the Yorkdale Property to the City for new cycling facilities, and recognizing that the owners of the Yorkdale Property already conveyed a 3.44 metre strip of land to the City for a widening of Yorkdale Road in 2016.

In addition, Oxford's transportation consultant, WSP Canada Inc. ("WSP"), has prepared a technical memorandum dated July 5, 2022, a copy of which is attached, in which WSP has concluded as follows:

... there is no justification or need for two parallel cycling facilities between Dufferin Street and the eastern portion of Yorkdale Road. Moreover, the two-way cycle track along the proposed Yorkdale Greenway is preferred as compared to a two-way cycle track along the northern portion of Yorkdale Road based on all criteria considered in the assessment. Moreover, it has been determined based on the estimated active transportation trips that the 3.0m multi-use path along Yorkdale Road would be a more suitable option than a two-way cycle track.

Moreover, it is our opinion that the cost and considerable property impacts along the entire north side of the Yorkdale Property, which would reduce the land available for residential uses where the highest densities are planned, incomparably outweigh any potential benefits of providing two parallel cycling facilities along both Yorkdale Greenway and Yorkdale Road.

For these reasons, we request that Council direct staff to remove both 1) the proposed pedestrian bridge over Highway 401 connecting Yorkdale Road to Billy Bishop Way (Preferred Solution #23); and 2) the proposed dedicated cycling facilities on the northern portion of Yorkdale Road (a portion of Preferred Solution #34) from the list of Preferred Solutions in the Yorkdale TMP.

We also note that the Staff Report identifies a number of proposed new roads through the Yorkdale Property. Among these is the proposed Yorkdale Greenway (a portion of Preferred Solution #28), identified above, which Oxford is proposing in the Block Master Plan as a new east-west public road in the northern portion of the Yorkdale Property, linking Dufferin Street and the eastern leg of Yorkdale Road. Although also identified as part of Preferred Solution #28 in the Staff Report, the north-south portion of the Yorkdale Greenway (running along the west side of the existing shopping centre and terminating at Dufferin Street, opposite Cartwright Avenue) is proposed by Oxford in the Block Master Plan as a private road, albeit one that would be constructed to meet, or exceed, City public road standards.

The Staff Report also refers to a local street identified as the Yorkdale High Street (Preferred Solution #18A). To clarify, as proposed by Oxford in the Block Master Plan, the Yorkdale High Street is an east-west private street located immediately north of the existing shopping centre. Similar to the north-south portion of the Yorkdale Greenway, the Yorkdale High Street would be constructed to meet, or exceed, public road standards.

Further, the Staff Report refers to a proposed new north-south local street connection from Yorkdale Road to Yorkdale Mall (Preferred Solution #35). To clarify, the northern portion of this proposed new road, between Yorkdale Road and the Yorkdale Greenway, is proposed by Oxford in the Block Master Plan as a public street, whereas the portion of this road south of the Yorkdale Greenway is to be a private street, thereby avoiding a public street terminating at a dead end.

Although the Staff Report does not specifically identify the proposed new streets as being either public or private, we wish to clarify Oxford's intention regarding the ownership of these proposed new streets to avoid any potential misunderstanding in the future.

Lastly, for the proposed new roads within the Yorkdale Property, the Staff Report identifies proposed right-of-way widths that do not align in all instances with the widths that Oxford is proposing in the Block Master Plan. Consequently, further discussion with staff is warranted and these proposed widths should not be considered fixed.

Kindly ensure that we receive notice of any decision made by the Committee or City Council regarding this matter.

Yours truly,
DAVIES HOWE LLP



Mark R. Flowers
Professional Corporation

encls.

copy: Laura Bisset, City of Toronto, Legal Services Division
Ashley Curtis and Edward Presta, City of Toronto, Transportation Services Division
David Sit and Guy Matthew, City of Toronto, City Planning Division
John Filipetti, Lisa Chandler, Sarah Smith and Julie Robbins, Oxford Properties Group
Frank Lewinberg, Michel Trocme, Tatjana Trebic and Davin McCully, Urban Strategies
Sharon Sterling and Ismet Medic, WSP Canada Inc.

February 22, 2022

By E-Mail

Edward Presta, Senior Project Manager
City of Toronto
Transportation Services, Capital Projects & Program
Email: *Edward.Presta@toronto.ca*

and

Ryan Lo, Senior Public Consultation Coordinator
City of Toronto
Email: *Ryan.Lo2@toronto.ca*

Dear Sirs:

**Re: Yorkdale Transportation Master Plan & Block Master Plan
Public Meeting #2**

We are counsel to Oxford Properties Group (“Oxford”), which manages the Yorkdale Shopping Centre property at 3401 Dufferin Street and 1 Yorkdale Road, Toronto.

As you know, Oxford and its consultants have been actively engaged with respect to the ongoing City-led Yorkdale Transportation Master Plan study. In that regard, we have reviewed the City’s presentation slides for this evening’s Public Meeting #2.

Among the City’s “Preferred Pedestrian and Cycling Solutions” is Solution 23, proposing a pedestrian and cycling bridge (north-south) over Highway 401 connecting Yorkdale Road to Billy Bishop Way.

We are writing to advise that Oxford does not support the proposal for a pedestrian/cycling bridge across Highway 401 at this location.

With respect, the City has not demonstrated through the Transportation Master Plan process the need for or value of this potential connection, in terms of accommodating pedestrian demands or encouraging additional walking trips. The potential bridge would also not serve to effectively accommodate cyclists, given the expected height of the structure.

Further, we would anticipate that the Ministry of Transportation may have concerns related to this proposal, as it could limit their ability to adjust lane locations during construction or for future permanent changes, reflecting evolving transportation strategies.

In addition, it is Oxford's view that the potentially very high public expenditures for such a lengthy bridge may be better allocated to access improvements at grade and, to be clear, Oxford would not be prepared to fund any portion of the cost of the proposed bridge. Rather, options to improve pedestrian and cyclist access on Dufferin Street to cross Highway 401 should be explored, in keeping with the goals of urbanizing and activating public streets.

Accordingly, we urge the City to abandon the proposal for a pedestrian/cycling bridge over Highway 401, and we request that these comments be considered by City staff in determining the transportation improvements that will ultimately be recommended to City Council as part of the Yorkdale Transportation Master Plan.

Yours truly,
DAVIES HOWE LLP



Mark R. Flowers
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copy: Laura Bisset, City of Toronto, Legal Services Division
David Sit, Al Rezoski and Guy Matthew, City of Toronto, City Planning Division
John Filipetti, Lisa Chandler, Sarah Smith and Cory Estrela, Oxford Properties Group
Frank Lewinberg, Michel Trocme, Tatjana Trebic and Davin McCully, Urban Strategies
Jim Gough and Ismet Medic, WSP Canada Inc.

April 21, 2022

By E-Mail

Edward Presta, Senior Project Manager
City of Toronto
Transportation Services, Capital Projects & Program
Email: *Edward.Presta@toronto.ca*

and

Ryan Lo, Senior Public Consultation Coordinator
City of Toronto
Email: *Ryan.Lo2@toronto.ca*

Dear Sirs:

**Re: Yorkdale Transportation Master Plan & Block Master Plan
Proposed Cycling Facilities on Yorkdale Road**

We are counsel to Oxford Properties Group (“Oxford”), which manages the Yorkdale Shopping Centre property at 3401 Dufferin Street and 1 Yorkdale Road, Toronto (the “Yorkdale Property”).

As you know, Oxford and its consultants have been actively engaged with respect to the ongoing City-led Yorkdale Transportation Master Plan study (the “Yorkdale TMP”).

We note that in the City’s presentation slides that were prepared for Public Meeting #2 of the Yorkdale TMP, which was held on February 22, 2022, the City’s “Preferred Solutions” included proposed new cycling facilities within and adjacent to the Yorkdale Property. More specifically, we note that the locations of proposed new cycling facilities include the east-west segment of the proposed “Yorkdale Greenway” within the northern portion of the Yorkdale Property, as well as the east-west portion of Yorkdale Road.

With respect to the former, Oxford’s proposed Block Master Plan for the Yorkdale Property contemplates a two-way cycle track on the south side of the proposed “Yorkdale Greenway”, which is envisioned as a multi-modal urban boulevard, with relatively slow speeds and attractive streetscapes conducive to cycling. By contrast, the northern portion of Yorkdale Road is an auto-dominated roadway adjacent to the extremely busy and noisy Highway 401 – in our view, neither a pleasant nor desirable cycling environment.

Given the proximity of the northern portion of Yorkdale Road and the east-west segment of the proposed “Yorkdale Greenway”, we fail to see the need to have two parallel cycling facilities between Dufferin Street and the eastern portion of Yorkdale Road in this location. Moreover, for the reasons identified above, Oxford believes that the cycling facilities contemplated along the east-west segment of the proposed “Yorkdale Greenway” would clearly be preferred¹ as compared to a location along the northern portion of Yorkdale Road.

If the City ultimately elects to establish new cycling facilities along the northern portion of Yorkdale Road within the existing right-of-way, that is the City’s prerogative, subject to further study and/or approvals that may be required.

However, under no circumstances should the City assume that Oxford would be prepared to gratuitously convey lands along the northern portion of the Yorkdale Property to the City to accommodate new cycling facilities in this location.

On the contrary, Oxford has no intention of conveying any land along the northern portion of the Yorkdale Property to the City for new cycling facilities. This is particularly so given the lack of justification for what would be parallel cycling facilities in this location, the potential adverse impact that the conveyance of land would have on the proposed mixed-use development blocks along the south side of Yorkdale Road, and recognizing that the owners of the Yorkdale Property already conveyed a 3.44 metre strip of land for a widening of Yorkdale Road as a condition of site plan approval for the eastern expansion of the Yorkdale Shopping Centre in 2016.

Yours truly,
DAVIES HOWE LLP



Mark R. Flowers
Professional Corporation

copy: Laura Bisset, City of Toronto, Legal Services Division
David Sit and Guy Matthew, City of Toronto, City Planning Division
John Filipetti, Lisa Chandler, Sarah Smith and Julie Robbins, Oxford Properties Group
Frank Lewinberg, Michel Trocme, Tatjana Trebic and Davin McCully, Urban Strategies
Sharon Sterling and Ismet Medic, WSP Canada Inc.

MEMO

TO: John Filipetti, Oxford Properties

FROM: Ismet Medic, WSP

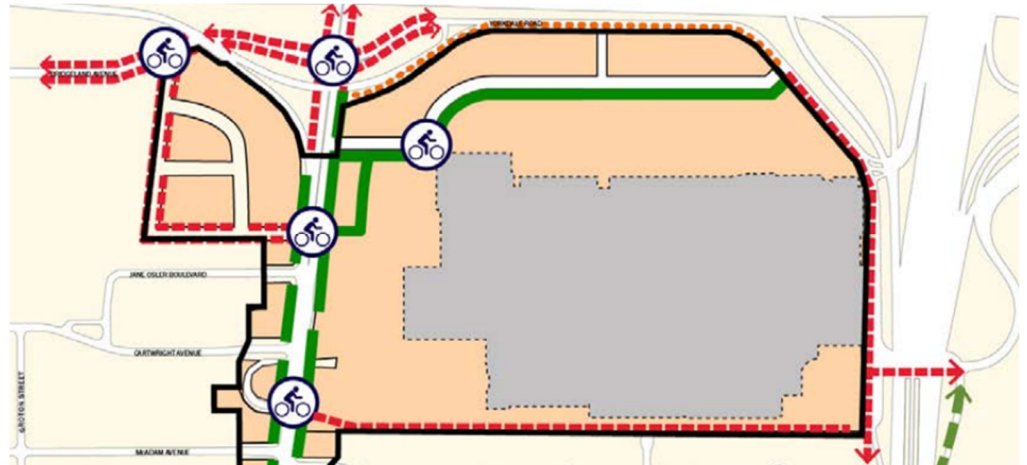
SUBJECT: Assessment of Cycling Infrastructure Options related to the City of Toronto Yorkdale Transportation Master Plan

DATE: July 5, 2022

INTRODUCTION

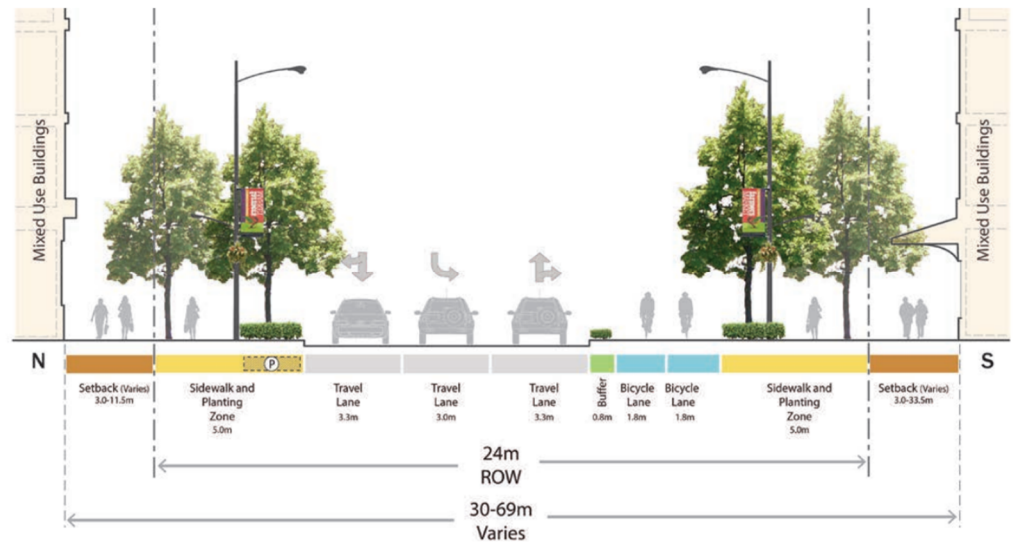
This memo documents the assessment of the cycling infrastructure network recommended in the City-led Yorkdale Transportation Master Plan Study (hereafter ‘the Yorkdale TMP’). The proposed cycling infrastructure network includes new cycling facilities within and adjacent to the Yorkdale Shopping Centre property. More specifically, the cycling plan includes a unidirectional cycle track on Dufferin Street, a two-way cycle track along Yorkdale Greenway- a new proposed public road, and a two-way cycle track along Yorkdale Road. The proposed cycling infrastructure network is illustrated in **Figure 1**.

Figure 1: Proposed Cycling Infrastructure Network



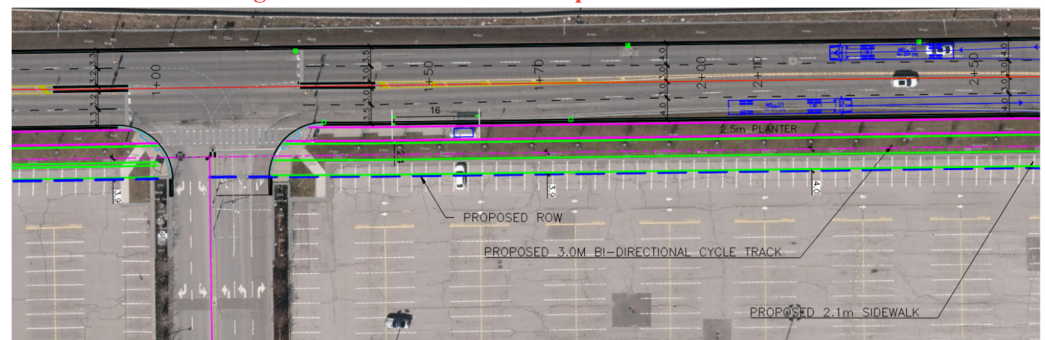
The two-way cycle track on the south side of Yorkdale Greenway is proposed in Oxford’s Block Master Plan for the Yorkdale property. Yorkdale Greenway is envisioned as a multi-modal urban boulevard, with low speeds and attractive streetscape conducive to cycling. The proposed Yorkdale Greenway cross-section is illustrated in **Figure 2**.

Figure 2: Yorkdale Greenway – Proposed Cross-section



The Yorkdale TMP also contemplates the two-way cycle track along the west/south side of Yorkdale Road. The proposed Yorkdale Road functional plan is illustrated in **Figure 3**. Although a bike facility along Yorkdale Road is shown in some of City’s cycling plans, the specific recommendation to provide the two-way cycle track along the west/south side of Yorkdale Road is questionable given the proximity of the proposed parallel cycling facility along Yorkdale Greenway. Cycle tracks, as a fully separated cycling facility, equate to level of service ‘A’ based on the qualitative criteria, and there is a question whether there is a need for two parallel closely spaced cycling facilities considering the cost and property impacts.

Figure 3: Yorkdale Road – Proposed Functional Plan

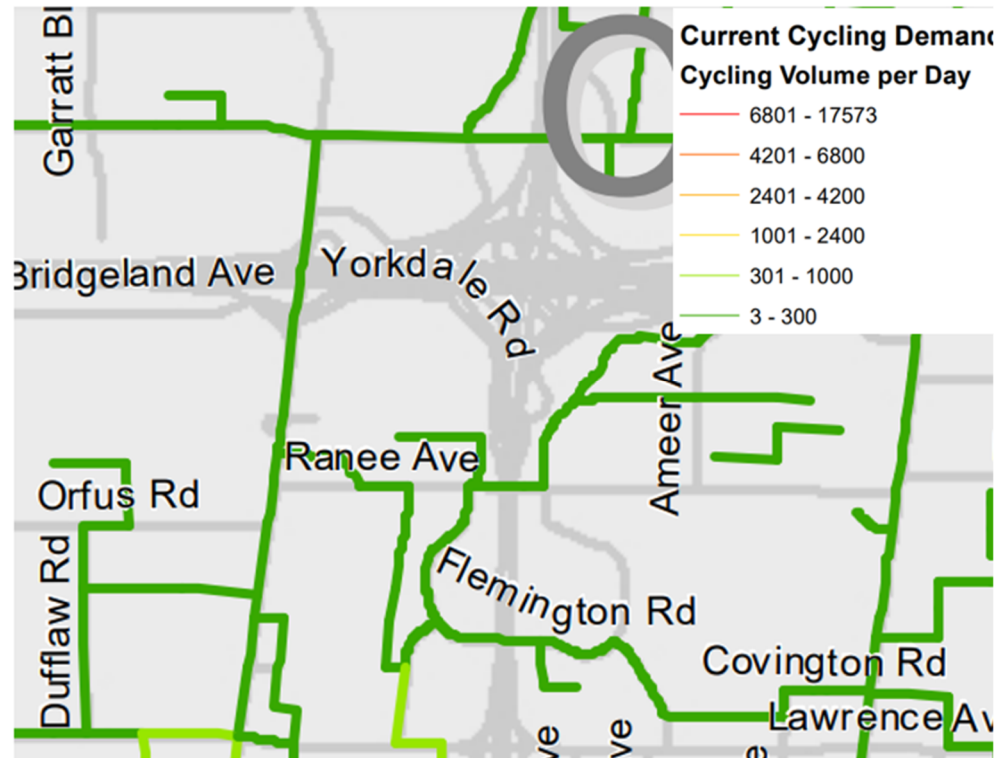


This memo evaluates the need and appropriateness to provide two parallel closely spaced east-west cycle track facilities from the demand, comfort, safety, and network continuity perspectives.

CYCLING AND PEDESTRIAN DEMAND ASSESSMENT

The first step in evaluating a need for two high capacity fully separated parallel cycling facilities is to estimate the future pedestrian and cyclist demands. Currently there is very low cycling demand in the vicinity of the Yorkdale property. Based on the available information (City of Toronto website), the daily cycling volumes on Dufferin Street are in the range of 3-300 trips, while currently there are no cycling trips along Yorkdale Road. The existing daily cycling volumes in the vicinity of the Yorkdale property are shown in **Figure 4**.

Figure 4: Existing Daily Cycling Volumes



Pedestrian and cyclist trips to be generated by the proposed new uses were estimated by determining new total trips and then applying the mode split for the area to derive vehicle, cycling and pedestrian trips. The trip generation was estimated only for the PM. peak and Saturday peak hour conditions. However, it could be assumed that cycling and pedestrian demands during the AM and PM peak hours would be very similar.

The latest Yorkdale Block Plan includes the following components:

- 49,442 m² of expanded retail Gross Floor Area (GFA), in addition to 164,595 m² of existing retail GFA;
- 32,708 m² of new office GFA, in addition to 9,828 m² of existing office GFA;
- 5,126 residential units; and
- A hotel containing 445 rooms.

The expansion to large shopping centres does not generate increased traffic volumes in direct proportion to the increase in floor area. This is due to the fact that many of the customers for new stores are derived from the existing customers already being in the centre and shopping in other stores. This is reflected in trip generation equations contained in the ITE Trip Generation Manual.

To complete the generation for the expanded retail size the procedure was as follows:

- 1 Traffic counts for a common peak hour at all of Yorkdale Site's entrances and exits were collected;
- 2 Trips not associated with retail uses at Yorkdale Shopping Centre, such as the "cut-through" traffic and buses, were removed;

- 3 The equations from the ITE Trip Generation Manual 9th Edition were used to estimate the number of trips for the existing and proposed retail area;
- 4 These estimates were used to determine a ratio between the existing and future number of generated trips; and
- 5 The calculated ratio was applied to the existing trips to determine the expected generation of the additional retail space.

The above procedure is explored in more detail below.

SUMMARY OF EXISTING YORKDALE VEHICLE TRIPS

This section focuses on steps 1 and 2 from the retail trip generation procedure. The existing vehicle trips were estimated for the Yorkdale Site by reviewing the traffic counts collected after the completion and opening of the Yorkdale East Expansion in November of 2016. The counts were taken at all entrances and exits to the shopping centre. The traffic volumes were analyzed to determine which hour had the highest overall in and out traffic at the intersections. **Table 1** summarizes the results of this analysis, which has no reductions at any point of exit or access.

Table 1: Non-adjusted Inbound, Outbound, and Total Peak Hour Traffic

Time Period	Inbound Trips	Outbound Trips	Total Trips
PM Peak Hour	2071	2260	4331
Saturday Midday Peak Hour	2308	2794	5102

However, the above table includes trips that are not associated with the retail use at the Yorkdale Site. There are commuters that use South Service Road as an access to Dufferin from Highway 401 and vice versa. These trips are referred to as “cut-through trips” as commuters are using South Service Road but not for the purposes of shopping.

The traffic inflow and outflow for each at the southeast and southwest intersections were compared to the traffic entering the parkades along South Service Road to determine the number of vehicles using the road for non-Yorkdale purposes, as shown in **Table 2**.

Table 2: Cut-through Traffic

Time Period	Highway 401 to Dufferin Cut through	Dufferin to Highway 401 Cut through
PM Peak Hour	164	58
Saturday Midday Peak Hour	23	15

As can be seen in the above table the cut-through trips are more predominate during the PM peak hour than the Saturday peak, which confirms that this practice would be associated with commuters trying to access the highway. Note that cut-through trips must be subtracted **twice** from the total number of trips, once for when a vehicle **enters** the network and once for when a vehicle **exits** the network.

The other non-retail trips are associated with the traffic at Parkade F during weekdays, as it is used for the office located at Yorkdale, as well as the outbound bus traffic at the southeast intersection. Previously there had been commuter parking at Yorkdale, however at the time of data collection there was no commuter parking permitted, and as such these trips did not need to be removed. The

summary of the existing trips associated with only the retail portion of Yorkdale are summarized in **Table 3**.

Table 3: Adjusted In, Outbound, and Total Peak Hour Traffic

Time Period	Inbound Trips	Outbound Trips	Total Trips
PM Peak Hour	1844	1901	3745
Saturday Midday Peak Hour	2756	2209	4965

CALCULATION OF YORKDALE RETAIL TRIPS

With the trips associated with the retail use of Yorkdale isolated, the *ITE Trip Generation Manual* was then used to calculate the expected number of trips for the existing retail space and expected number of trips for the total future retail space. This process is summarized in **Table 4**, with the final predicted retail trips summarized in **Table 5**.

Table 4: Summary of ITE Trip Generation for Retail

	Existing	Proposed
Retail Area (ft ²)	1,771,684	2,303,873
Units	(x = / 1000 GFA)	
Weekday PM Peak Hour Equation	$\ln(T) = 0.67 * \ln(X) + 3.31$	
Saturday Midday Peak Hour Equation	$\ln(T) = 0.65 * \ln(X) + 3.78$	
PM Total Peak Trips	4111	4902
Saturday Total Peak Trips	5663	6718
PM Ratio to Existing	1.19	
Saturday Ratio to Existing	1.19	

Table 5: Summary of Retail Trips

Time Period	Inbound Trips	Outbound Trips	Total Trips
PM Peak Hour	2198	2267	4466
Saturday Midday Peak Hour	3269	2620	5889

Using this procedure for trip generation is inherently conservative, as the expansion of the shopping centre is reported in Gross Floor Area (GFA) rather than Gross Leasable Area (GLA) which results in an overestimation of the trip generating area.

OFFICE AND RESIDENTIAL TRIP GENERATION

The trip rates for the office and residential uses were taken from the Downsview Area Secondary Plan Review – Transportation Master Plan which were developed for the area. These rates already include the transit reduction, as they are based on proximity to a Subway station. Yorkdale has direct access to the Subway via the attached station, therefore the trip generation rates related to the closest proximity of the land use to the subway were used. These rates were applied to the proposed development densities in **Table 6**.

Table 6: Summary of Residential and Office Trips

Land Use	Units	Trips PM Peak Hour			Trips Saturday Peak Hour		
		In	Out	Total	In	Out	Total
Residential	Per dwelling unit	0.17	0.08	0.25	0.09	0.10	0.19
	5,126 units	871	410	1282	461	513	974
Office	Per 100 m ² GFA	0.04	0.76	0.80	0.12	0.10	0.22
	32,708 m ²	13	249	262	39	33	72

The above table represents the predicted number of total trips before any reductions besides the ones incorporated into the rates used.

HOTEL TRIP GENERATION

The hotel trip generation was completed using the ITE rates for the number of rooms, summarized in **Table 7**. No transit reduction was applied to the hotel trips to be conservative.

Table 7: Summary of ITE Rates for Hotel

Use (ITE Code)	Independent Variable	Rates					
		Weekday PM Peak Hour			Saturday Midday Peak Hour		
		In	Out	Total	In	Out	Total
Hotel (310)	(X = rooms)	0.61 (Average rate)			T = 0.69 X + 4.32		
	Directional Split	58%	42%	100%	56%	44%	100%

The number of trips generated by the hotel are summarized in **Table 8**.

Table 8: Summary of Hotel Trips

Land Use	Time Period	Inbound Trips	Outbound Trips	Total Trips
Hotel	PM Peak Hour	157	114	271
	Saturday Midday Peak Hour	174	137	311

ITE MULTI-USE REDUCTION FACTORS

When land uses are combined it is expected that a certain number of trips that are associated with one use can be connected to another trip, for example stopping by the shopping centre after work associates an outbound trip with two uses. ITE has developed a procedure to account for this sharing of trips between uses in *Enhancing Internal Trip Capture Estimation for Mixed-Use Developments: NCHRP Project 8-51*, which takes the land-uses and proximity of the uses to each other into consideration. This procedure addresses the interactions of all the uses planned for Yorkdale Shopping Centre's future expansion; retail, office, residential, and hotel.

This analysis was conducted resulting in a reduction of trips generated in the previous sections.

TOTAL TRIP GENERATION

The final number of trips that are considered to be generated by this development in its currently proposed form are summarized in **Table 9**.

Table 9: Proposed Development Summary of Auto Trips by Use

Land Use	PM			Saturday		
	In	Out	Total	In	Out	Total
Retail	1988	1836	3824	3055	2366	5421
Residential	466	241	707	248	290	539
Hotel	118	96	214	129	115	244
Office	2	201	202	7	26	33
Total	2574	2373	4947	3439	2798	6238
Net Increase (excluding current retail trips)	730	472	1202	683	589	1273

YOTKFLR MULTI-MODAL TRIP GENERATION ESTIMATE

The multi-modal trip generation was established based on the mode splits used in the Aimsun TMP model developed by HDR. The HDR's mode split assumptions are shown in **Table 10** and the multi-modal trip generation is shown in **Table 11**.

Table 10: Adopted Mode Shares

(from page 11 of HDR 2021-09-14 presentation – Oxford scenario with 5% adjustment¹)

Mode	PM		Saturday	
	In	Out	In	Out
Auto	56%	66%	61%	71%
Transit	35%	26%	30%	21%
Active	8%	7%	8%	7%

Table 11: Summary of New Trips by Mode

(excluding current retail trips)

Mode	PM			Saturday		
	In	Out	Total	In	Out	Total
Auto	730	472	1202	683	589	1273
Transit	456	186	642	336	174	510
Active	104	50	154	90	58	148

Based on the trip generation estimate, the new proposed uses are expected to generate 642 and 510 transit trips during the PM and Saturday peak hours respectively. It is anticipated that the majority of these trips to the transit facilities will be made by walking. All existing transit trips to the Yorkdale property are made via Subway and the GO bus terminal on the southeast side of the site, and from Dufferin Street on the west side of the site. Existing active transportation trips to/from transit are not expected to use the new proposed pedestrian and cycling facilities. Hence, these existing trips were not considered in this assessment.

The proposed new uses are expected to generate a total of 154 and 148 active transportation trips during the PM and Saturday peak hours respectively. The pedestrian/cyclist split is unknown, but for the purpose of this assessment a 50/50 split could be assumed. As noted above, this area currently experiences low pedestrian and cyclist volumes. It is challenging to accurately estimate future cyclist and pedestrian demand generated outside the Yorkdale property that would use the proposed cycling and pedestrian facilities. Moreover, it is likely that a number of 'outside' pedestrians and cyclists using the proposed active transportation facilities along Yorkdale Road would be very

¹ 5% mode share shifting from auto to transit for Yorkdale origin and destination trips for peak periods.

limited. Yorkdale Road is not a cycling commuter route; hence, a very few cycling trips could be expected during the AM and PM peak hours.

MULTI-MODAL TRIP ASSIGNMENT

The assignment of pedestrian and cycling trips is typically considered to be subjective as there are usually multiple similar alternative routes available. However, due to building locations and entrance orientations, locations of transit facilities, and characteristics of the proposed cycling and pedestrian facilities, the active transportation trip assignment could be fairly accurately predicted in this case.

All new proposed ‘internal’ streets and connections within the Yorkdale property are envisioned as multi-modal urban streets, with low traffic volumes and speeds, and attractive streetscapes conducive to walking and cycling. By contrast, the northern portion of Yorkdale Road is an auto-dominated roadway with high vehicle traffic volumes and it is adjacent to the extremely busy and noisy Highway 401, which is neither a pleasant nor particularly safe cycling environment.

The proposed building locations, and locations of active transportation facilities within and around the Yorkdale property are illustrated in **Figure 5** and **Figure 6** below.

All new buildings on the site will have site entrances facing Yorkdale Greenway and other internal streets. Hence, that would result in very limited reliance on Yorkdale Road by new multi-modal trips generated by the new proposed uses.

It is expected that the new uses would generate 642 and 510 transit trips during the PM and Saturday peak hours respectively. Moreover, it is anticipated that the large majority of these trips to and from transit facilities would be made by walking. It is envisioned that bus services will be provided along Yorkdale Greenway that would connect to both the Yorkdale subway station and Dufferin Street. The Yorkdale Greenway buses would provide the easiest and most convenient transit access. Moreover, both the Yorkdale subway station and Dufferin Street are located within a comfortable walking distance. Based on the location of the proposed new buildings and the new proposed pedestrian facilities, shown in the two figures below, it is apparent that Yorkdale Road is not an attractive walking option, and that it is likely that very few pedestrians would opt to use it over the proposed ‘internal’ pedestrian network.

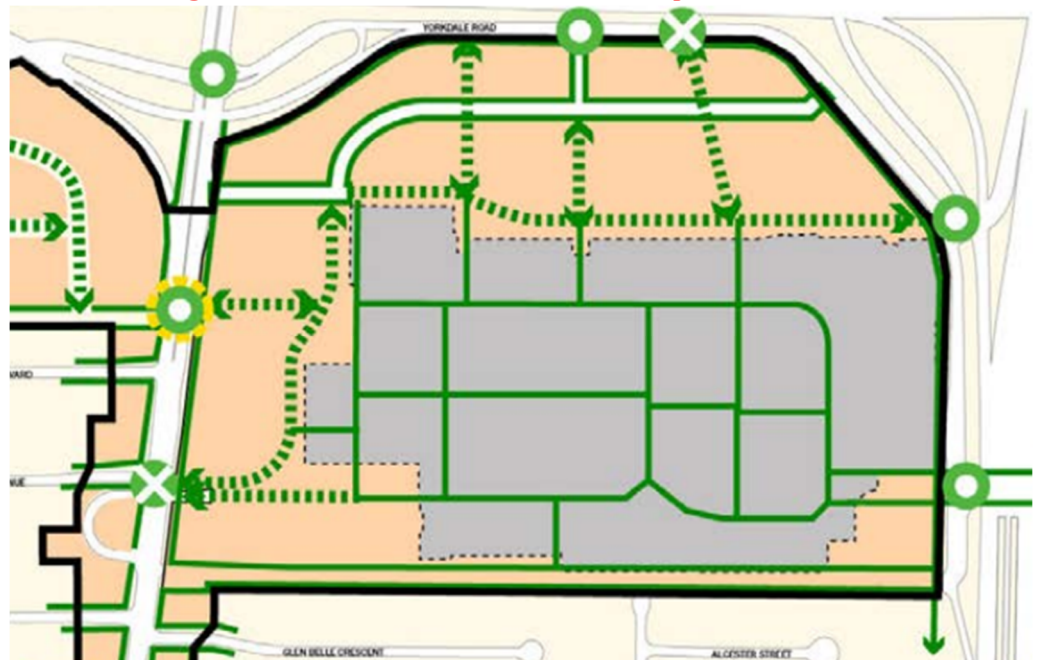
Considering the location of the existing shopping mall and new parks and open spaces, it is also expected that most of new pedestrian trips would use the ‘internal’ pedestrian facilities. The same assumption could be made for the new cycling trips. Even for cycling trips generated outside the Yorkdale property (e.g., trips from Baycrest Park to Dufferin Street or Bridgeland Avenue), it is likely that the cycling facilities along Yorkdale Greenway would be a more attractive option than the cycling facilities along Yorkdale Road. While the travel distance and travel time are almost identical for both options, the proposed Yorkdale Greenway option provides a variety of additional opportunities like enjoying open spaces and parks, stopping for quick shopping and making refreshment breaks.

Hence, it could be concluded that if the closely spaced parallel cycling facilities are to be provided along Yorkdale Greenway and Yorkdale Road, the Yorkdale Greenway facility would be a significantly more attractive and more utilized cycling route.

Figure 5: Yorkdale Block Plan - Building Locations



Figure 6: Yorkdale Block Plan – Active Transportation Facilities



ACTIVE TRANSPORTATION NETWORK ASSESSMENT

This section provides the assessment of the proposed active transportation network and alternative options from the capacity, safety, comfort, and connectivity perspectives.

ACTIVE TRANSPORTATION NETWORK CAPACITY CRITERION

The Yorkdale TMP proposes a two-way cycle track along both Yorkdale Greenway and Yorkdale Road. The capacity of the two-way cycle track can conservatively be estimated at about 1,500 to 3,000 cyclists/hour. (Highway Capacity Manual suggests 1,500 cyclists per hour per 1.5 m “lane”; other sources suggest a bit less). Based on the multi-modal trip generation assessment, it is anticipated that the total cycling demand during the peak hour would not exceed 150 cycling trips (50% of the estimated total active transportation trips generated by the new uses and the 75 hourly trips generated outside the Yorkdale property), which represent a very conservative estimate based on the current cycling trips in the area. Hence, this demonstrates that the two-way cycle track along Yorkdale Greenway is more than adequate to accommodate the anticipated cycling demand.

It is also important to recognize that when compared to Dufferin Street, the proposed ‘east-west’ cycling facilities along Yorkdale Greenway and Yorkdale Road would have double the capacity of Dufferin Street and yet much lower cycling demands. In the City’s cycling plans, Dufferin Street is identified as a major citywide cycling route, as illustrated in **Figure 7** below. As such, it would be expected that Dufferin Street would need to have higher cycling capacity than the ‘east-west’ connections, which is not the case based on the proposed plan. Hence, this implies that a single two-way east-west cycle track facility is more than adequate.

Figure 7: Major Citywide Cycling Routes



Based on the assessment above, there is no need for the cycling facilities along the east-west portion of Yorkdale Road. However, if the City decides to provide cycling facilities along Yorkdale Road

strictly from a policy perspective, a multi-use path facility would be a more suitable option in our opinion. The TAC Geometric Design Guideline for Canadian Roads (2017) and OTM Book 18 provide some guidelines for separation of pedestrians and cyclists. For a multi-use path facility, it is recommended to segregate pedestrians and cyclists where total user volumes are greater than 100 or 150 persons per hour per lane width (this depends on the cyclist/pedestrian split), as illustrated in **Figure 8** below. Based on the active transportation trip demand assessment above, the anticipated cycling and pedestrian volumes along Yorkdale Road are well below this threshold. Examples of the in-boulevard multi-use paths are shown in **Figure 9**.

Figure 8: MUP Cycling and Pedestrian Separation Criteria from the TAC Geometric Design Guide for Canadian Roads

5.3.1.4 Multi-Use Paths

A multi-use path is a roadside facility that allows for two-way, off-street shared use by cyclists and pedestrians as illustrated in **Figure 5.3.5 (A)**.

If a multi-use path is configured to segregate pedestrians and cyclists on separate path sections, as illustrated in **Figure 5.3.5 (B)**, it is treated and designed as two facilities: a bike path as described in **Section 5.3.1.3** and an adjacent foot path or sidewalk as described in **Section 6.3.1.2**.

Such segregation should be considered for multi-use paths where there is:

- A high percentage of pedestrians (more than 20% of users) and total user volumes greater than 33 persons per hour per metre of path width or
- A low percentage of pedestrians (less than 20% of users) and total user volumes greater than 50 persons per hour per metre of path width.

Figure 9: Multi-use Path Examples



CONNECTIVITY, COMFORT AND SAFETY CRITERIA

Continuation of cycling facilities and direct connection between the south-east side of the Yorkdale property to the proposed cycling facilities on Dufferin Street and Bridgeland Avenue located in the north-west area were identified by City staff as an argument in support of the two-way cycle track along the east-west portion of Yorkdale Road. As can be seen in Figure 1, these goals are also achieved by providing the two-way cycle track along Yorkdale Greenway. There will be hardly any noticeable difference in travel distance or travel time between the two cycle route options.

Comfort and safety are main criteria for cyclists when selecting a cycling route. Yorkdale Greenway is envisioned as a multi-modal urban street with attractive streetscapes and activity programs conducive to walking and cycling. By contrast, the northern portion of Yorkdale Road is an auto-dominated roadway with high vehicle traffic volumes, and it is adjacent to the very busy and noisy Highway 401. The portion of this cycling facility would also run very close to the very busy

Highway 401 Eastbound Off-ramp. Hence, from a ‘comfort’ perspective, the Yorkdale Greenway cycle track option is preferred.

The proposed two-way cycle track would run along the south side of Yorkdale Greenway, and that would result in minimal vehicle/cyclist conflicts as the cycle track will cross only one local private street with very low traffic volumes. On the other hand, a two-way cycle track along south side of Yorkdale Road would cross two major vehicular accesses with very high turning volumes. One of the safety concerns related to the proposed two-way cycle track on the south side of Yorkdale Road is a conflict between motorists making left and right turns, and cyclists travelling in the same direction. For example, motorists making permissive left turn movement and looking for appropriate gap opportunities are used to focusing only on the oncoming traffic and cyclists, and there is a risk that they might fail to consider cyclists travelling in the same directions. Hence, from a safety perspective the proposed two-way cycle track along Yorkdale Greenway is preferred over the proposed two-way cycle track along Yorkdale Road.

It should be also recognized that a multi-use path facility provides the full spatial separation from traffic the same as a two-way cycle track facility. Hence, from a safety perspective, a multi-use path facility is comparable to a two-way cycle track facility.

CONCLUSIONS

Based on the assessment above, it is our opinion there is no justification or need for two parallel cycling facilities between Dufferin Street and the eastern portion of Yorkdale Road. Moreover, the two-way cycle track along the proposed Yorkdale Greenway is preferred as compared to a two-way cycle track along the northern portion of Yorkdale Road based on all criteria considered in the assessment. Moreover, it has been determined based on the estimated active transportation trips that the 3.0m multi-use path along Yorkdale Road would be a more suitable option than a two-way cycle track.

Moreover, it is our opinion that the cost and considerable property impacts along the entire north side of the Yorkdale Property, which would reduce the land available for residential uses where the highest densities are planned, incomparably outweigh any potential benefits of providing two parallel cycling facilities along both Yorkdale Greenway and Yorkdale Road.