

2023 Road Openings and Closures in the Port Lands

Date: October 12, 2023

To: Infrastructure and Environment Committee

From: General Manager, Transportation Services

Wards: Ward 14, Toronto-Danforth

SUMMARY

This report recommends the following roadway openings and temporary closures as part of a larger package of openings and temporary closures required as construction of the Port Lands Flood Protection Project progresses toward completion, anticipated by the end of 2024:

- Dedication and opening of the fully completed, realigned portion of Cherry Street, including new cycling infrastructure and new bridge crossings over the Keating Channel from Lake Shore Boulevard East to Commissioners Street;
- The interim naming of the portion of the realigned Cherry Street between the Keating Channel and Commissioners Street to "New Cherry Street" and the naming of the portion between Lake Shore Boulevard and Keating Channel as "Cherry Street";
- Designation of the lands which contain the travelled lanes, trails, and sidewalks as public highways and to implement traffic and parking by-laws for each of the final opening of Cherry Street north of Commissioners Street and the interim opening of Commissioners Street, east of existing Cherry Street to Don Roadway (including Commissioners Street Bridge), also known as the "Interim Commissioners Street" and Villiers Street, from Cherry Street and a point 359 metres. Each designation its respective associated traffic and parking by-law amendments are to take effect in respect of has been constructed to the satisfaction of the City and accepted and commissioned by the City and after all property rights allowing its use as a public highway have been granted to the City by the relevant landowner and registered on title;
- Re-opening of Commissioners Street, between Cherry Street and Don Roadway, in an interim condition, in order to accommodate the on-going construction of the Port Lands Flood Protection Project;
- Temporary closure of existing Cherry Street from Lake Shore Boulevard East to Villiers Street to accommodate the planned demolition of the former lift bridge over the Keating Channel. A staff report will be submitted at a later date to close the subject section of existing Cherry Street permanently;
- Temporary closure of Villiers Street to all road users, between a point 144 metres east of Munition Street and Don Roadway, from November 30, 2023, to December 31, 2024, inclusive, to allow for the continued construction of the river valley north to

the Keating Channel. A staff report will be submitted at a later date to close the subject section of Villiers Street permanently; and

- Temporary full closure of Villiers Street to all road users, between Don Roadway and Saulter Street South, from November 30, 2023, to December 31, 2024, inclusive, to accommodate construction staging operations.

RECOMMENDATIONS

The General Manager, Transportation Services recommends that:

1. City Council grant an exemption to section 3.6 of the Street Naming Policy, which states, "Streets that have been named, renamed, or assigned a Ceremonial Name or whose names have been reviewed within the previous ten years will generally not be renamed or reviewed" and direct staff to report in 2024 regarding a name for the existing Cherry Street and renaming "New Cherry Street" to "Cherry Street" as part of a broader engagement on place names in Villiers Island with Treaty partners and urban Indigenous communities.
2. City Council authorize the temporary full closure to all road users of Villiers Street from a point 144 metres east of Munition Street to Don Roadway, from November 30, 2023 to December 31, 2024, inclusive, to facilitate ongoing construction activities within the Port Lands.
3. City Council authorize the temporary full closure to all road users of Villiers Street from Don Roadway to Saulter Street South, from November 30, 2023 to December 31, 2024, inclusive, to facilitate ongoing construction activities within the Port Lands.
4. City Council authorize the temporary full closure to all road users of Old Cherry Street from Lake Shore Boulevard East to Villiers Street, from November 30, 2023 to December 31, 2024, inclusive, to facilitate ongoing construction activities within the Port Lands.
5. City Council authorize a northerly westbound cycle track on Commissioners Street, between a point 176 metres east of Don Roadway and Saulter Street, from November 30, 2023 to December 31, 2024, inclusive.
6. City Council authorize a southerly eastbound cycle track on Commissioners Street, between a point 176 metres east of Don Roadway and Saulter Street, from November 30, 2023 to December 31, 2024, inclusive.
7. City Council authorize the installation of temporary bicycle lanes on Cherry Street, between Mill Street and a point 134.5 metres south on the easterly northbound lanes and westerly southbound lanes, in effect at all times, to December 31, 2024, inclusive.
8. City Council continue to authorize the installation of temporary traffic control signals at the intersection of Commissioners Street and Cherry Street to December 31, 2024, inclusive.

9. City Council authorize a temporary westerly northbound and southbound cycle track on Cherry Street, between a point 23 metres south of Polson Street and a point 104 metres further south to April 30, 2024, inclusive.

10. City Council authorize to December 31, 2024, inclusive, temporary cycle tracks on the following sections of roadway,

- a. Cherry Street from a point 134.5 metres south of Mill Street to Lake Shore Boulevard East;
- b. Saulter Street South from Villiers Street to Commissioners Street; and
- c. Commissioners Street from Saulter Street South to Carlaw Avenue.

and amend City of Toronto Municipal Code Chapter 886, Footpaths, Pedestrian Ways, Bicycle Paths, Bicycle Lanes and Cycle Tracks, generally as described in Attachment 10 to the report (October 11, 2023) from the General Manager, Transportation Services.

11. City Council authorize a temporary westerly northbound and southbound cycle track on Cherry Street, between a point 23 metres south of Polson Street and a point 104 metres further south, to April 30, 2024, inclusive.

12. City Council authorize public highway designation for the lands set out in Attachment 11 to the report (October 11, 2023) from the General Manager, Transportation Services, to be dedicated in name as either Cherry Street or New Cherry Street, to take effect on the date that the last of the interest in lands in Attachment 11 is conveyed to the City.

13. City Council authorize public highway designation for the lands set out in Attachment 12 to the report (October 11, 2023) from the General Manager, Transportation Services, to be dedicated in name as Commissioners Street, to take effect on the date that notice of a lease authorizing their use as a public highway is registered on title to the last of the lands in Attachment 12.

14. City Council authorize public highway designation for the lands set out in Attachment 13 to the report (October 11, 2023) from the General Manager, Transportation Services, to be dedicated in name as Villiers Street, to take effect on the date that the lands in Attachment 13 are conveyed to the City.

15. City Council amend City of Toronto Municipal Code Chapter 950, Traffic and Parking, for Cherry Street and New Cherry Street, generally as described in Attachment 7 to the report (October 11, 2023) from the General Manager, Transportation Services, to take effect upon dedication of Cherry Street and New Cherry Street in accordance with Recommendation 12.

16. City Council amend City of Toronto Municipal Code Chapter 950, Traffic and Parking, for Commissioners Street, generally as described in Attachment 8 to the report (October 11, 2023) from the General Manager, Transportation Services, to take effect upon dedication of Commissioners Street in accordance with Recommendation 13.

17. City Council amend City of Toronto Municipal Code Chapter 950, Traffic and Parking, for Villiers Street, generally as described in Attachment 9 to the report (October 11, 2023) from the General Manager, Transportation Services, to take effect upon dedication of Villiers Street in accordance with Recommendation 14.

18. City Council authorize the appropriate City officials to take all steps necessary to implement each of the proposed dedications referred to in Recommendations 12, 13, and 14 above, including requesting the City Solicitor to prepare and submit the relevant bills and to pay any costs necessary to register the resultant by-laws, if required.

19. City Council authorize the General Manager, Transportation Services, to negotiate, enter into and execute an agreement with Waterfront Toronto on terms and conditions satisfactory to the General Manager, Transportation Services, in relation to, among other things, street and pedestrian lighting on, as well as the construction, maintenance and warranty work of, the Interim Commissioners Street and the Commissioners Street bridge; as well as to negotiate, enter into, and execute any other necessary agreements or documents, on behalf of the City, to temporarily exercise the City's authority.

20. City Council authorize the General Manager, Transportation Services, in issuing any requisite permits as delegated in Municipal Code Chapter 743, Streets and Sidewalks, Use of, to include additional permit terms as the General Manager of Transportation Services deems necessary and appropriate in the interim.

21. City Council direct that Waterfront Toronto be responsible for all costs incurred with respect to road repairs, traffic signage modifications, installation of traffic control set-up, and installation of traffic control signals for the Interim Commissioners Street.

22. City Council authorize the appropriate City officials to submit directly to Council at the appropriate time any necessary bills to amend the appropriate City of Toronto Municipal Code Chapters, and any Schedules to the Chapters, to reinstate the traffic and parking regulations to what they were immediately prior to the by-law amendments made in connection with the report (October 11, 2023 date) from the General Manager, Transportation Services.

23. City Council authorize the appropriate City officials to submit directly to Council at the appropriate time any necessary bills to amend the effective date of any dedication by-law(s) and/or traffic and parking regulation by-law(s) made in connection with the report (October 11, 2023) from the General Manager, Transportation Services, to, among other things, insert a specific effective date.

24. City Council authorize the City Solicitor to introduce the necessary bills to give effect to City Council's decision, including the necessary bills to amend City of Toronto Municipal Code Chapter 886, Footpaths, Pedestrian Ways, Bicycle Paths, Bicycle Lanes and Cycle Tracks, and City of Toronto Municipal Code Chapter 950, Traffic and Parking, and City Council authorize the City Solicitor to make any necessary clarifications, refinements, minor modifications, technical amendments, or by-law amendments as may be identified by the City Solicitor or General Manager, Transportation Services, in order to give effect to Recommendations 1 to 23, inclusive.

FINANCIAL IMPACT

Operations and maintenance of new permanent infrastructure to be assumed by the City (re-aligned Cherry Street and Villiers Street) will be undertaken and funded by the City, in accordance with the PLFP Handover Protocol that has been established between Waterfront Toronto and the City.

The City and Waterfront Toronto have entered into separate operations and maintenance agreements for the interim infrastructure (Commissioners Street and Cherry South) not yet fully assumed by the City. Waterfront Toronto will be responsible for undertaking and funding of routine maintenance and operations, however, the City has agreed to undertake and fund snow clearing operations.

The operations costs to be funded by the City are estimated to be \$0.076 million. Funding for these costs will be included for consideration as part of the 2024 Operating Budget Process.

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

DECISION HISTORY

In May 2023, City Council adopted Item TE5.25 "Port Lands Flood Protection and Enabling Infrastructure - Construction Staging Time Extension," authorizing the time extension of the temporary full closure of Commissioners Street and Don Roadway; and parking regulation amendments on Commissioners Street, Don Roadway, Villiers Street and Saulter Street South to October 31, 2023.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.TE5.25>

City Council, at its meeting on May 10, 2023, adopted item EX4.1 - "Port Lands Flood Protection – Update" without amendments. In addition to providing an overall update on the Port Lands Flood Protection Project, including key milestones going forward to the end of 2024, the report set out the process for the handover of completed assets and projected operating and maintenance costs. The report also described real estate issues and recommended that City staff be given delegated authority to enter into agreements for land transactions that are required for the operation of assets such as roads. The report also set out a high-level dredging strategy for the Keating Channel and next steps in the revitalization of the Port Lands.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.EX4.1>

In March 2023, City Council directed City staff to consult with Treaty partners and urban Indigenous communities, and report back to Executive Committee in the first quarter of 2024 with an approach to naming civic assets in the Villiers Island Precinct, including public parks and streets. The Members Motion can be found at this link: Agenda Item History - 2023.MM5.3 (toronto.ca)

<https://secure.toronto.ca/council/agenda-item.do?item=2023.MM5.3>

In July 2022, City Council adopted item TE34.4 - "Port Lands Flood Protection - New Cherry Street and Commissioners Street Interim Road Opening" to allow the interim road opening of Cherry Street, south of Commissioners Street and Commissioners Street, west of existing Cherry Street.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.TE34.4>

In May 2020, City Council adopted Item CC21.16 "Port Lands Flood Protection - Cherry Street Temporary Diversion Road and Traffic Control Signals" authorizing a temporary closure of the two southbound lanes on Cherry Street, between a point 55 metres south of Commissioners Street and a point 393.5 metres further south, to accommodate a construction staging area, from June 29, 2020 to February 28, 2022.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.CC21.16>

In November 2019, City Council adopted Item TE10.29 "Construction Staging - Port Land Flood Protection and Enabling Infrastructure Project" authorizing a temporary full closure of Commissioners Street, between Cherry Street and a point 120 metres east of Don Roadway; and Don Roadway, between Villiers Street and Commissioners Street to accommodate construction staging.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.TE10.29>

In December 2017, City Council adopted as amended Item PG24.6 "Port Lands Planning Initiatives – Final Report" to guide the revitalization of the Port Lands.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG24.6>

In November 2016, City Council adopted Item 2016 EX18.3 "Port Lands Flood Protection Due Diligence Review and Next Steps" authorizing the start of Essroc Quay Lake Filling and Naturalization capital project to be created with the Waterfront Revitalization Initiative Capital Program.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX18.3>

COMMENTS

Project Status

Port Lands Flood Protection is one of North America's most significant urban regeneration projects. Together with associated projects, it will flood protect over 240 hectares of land in the Port Lands. Funded by all three levels of government, the \$1.42 billion project includes 23 separate sub-projects and, in addition to flood protection, is anticipated to remediate contaminated land, deliver new bridges, infrastructure and public parks, and create a new naturalized mouth of the Don River. Flood protection infrastructure is the cornerstone of the City of Toronto's plans to renew and revitalize the central waterfront.

Cherry Street, realigned west from its current location south of Lake Shore Boulevard East, is the main north-south access route for the western portion of the Port Lands. Similarly, Commissioners Street is the main east-west route between Cherry Street and Leslie Street. Both streets include new bridge crossings, enhanced cycling

infrastructure, and space set aside within the respective rights-of-way for the future inclusion of light rail transit.

Phased construction of the overall road network within the project area is well underway. To accommodate the ongoing construction of the Port Lands Flood Protection Project as it enters its final stages towards substantial completion in late 2024, both the fully realigned Cherry Street and partially completed Commissioners Street are scheduled to open to pedestrian, cycling and motor vehicle traffic in the fall of 2023.

Additionally, segments of existing roadways, particularly a portion of Villiers Street, east of Munition Street to Don Roadway, and existing Cherry Street, are to be temporarily closed in order to allow for the continued construction of the river valley north to the Keating Channel and the removal of the existing Cherry Street lift bridge now permanently fixed in a downward position.

The following are the new road segments and temporary closure activities that are underway in 2023, with openings scheduled in November 2023, subject to Council approval. The Port Lands Key Map in Attachment 1 shows the planned road opening and temporary closures.

The traffic and parking by-laws amendments set out in Attachment 7, 8 and 9 will take effect in respect of each of the new road sections upon dedication of the respective road.

Road Openings:

Cherry/New Cherry Street

The completion and opening of the realigned Cherry Street, between Lake Shore Boulevard East and Commissioners Street, represents a major milestone for the Port Lands Flood Protection Project. In the fall of 2022, the realigned Cherry Street right-of-way from Commissioners Street south to Polson Street was opened in an 'interim condition' to accommodate ongoing construction of the Port Lands Flood Protection Project by Waterfront Toronto. This fall, the portion north of Commissioners Street to Lake Shore Boulevard East will be opened in its final configuration, as shown in Attachment 3.

To open the realigned Cherry Street, fee simple land transfers will be required for relevant parts from CreateTO/ City of Toronto Economic Development Corporation (TEDCO) to the City. For the privately owned lands north of the Keating Channel to Lake Shore Boulevard, Waterfront Toronto has secured the right to acquire the required parts and will subsequently direct title to the City. Waterfront Toronto has secured the right to acquire some additional parts within and around the Keating Channel from PortsToronto, along with parts that were formerly water lots subject to the issuance of Supplementary Letters Patent, which requires the approval of the federal cabinet. As this process is anticipated to take several years, PortsToronto will grant an easement to the City in the interim that will allow the City to operate Cherry Street. Embankment easements for support of the public highway and a bridge maintenance easement are also being acquired.

The realigned Cherry Street, from Lake Shore Boulevard East, south to Commissioners Street, will feature one northbound and one southbound vehicular traffic lane. A 4.0 metre bi-directional cycle track and a 3.0 metre sidewalk will be located on the west side of the subject section of Cherry Street. The lands on the east side of Cherry Street are designated for a future light rail transit alignment.

TTC bus service will operate along the realigned Cherry Street and Commissioners Street. New bus stops are planned along Commissioners Street at Don Roadway and Munition Street.

Commissioners Street

The interim reopening of Commissioners Street will include the new bridge over the recently completed river valley and cycling infrastructure between Cherry Street and Don Roadway. Waterfront Toronto is constructing vehicular traffic lanes, trails and cycle tracks to a base asphalt condition. Waterfront Toronto will complete a final layer of asphalt upon finishing construction before the road handover. Lands to the south of the travelled lanes, trails and sidewalks on Commissioners Street will still be under construction, as shown in Attachment 3. The sections of land under construction will accommodate a future light rail transit alignment.

Although the reconstructed Commissioners Street will be reopened on lands already within its current right-of-way, some newly constructed portions will be opened as public highway on lands currently owned by The City of Toronto Economic Development Corporation (TEDCO) and Waterfront Toronto. During this interim period, expected to extend to the end of 2024, the City will lease the required lands, which will ultimately be turned over to full City ownership upon completing Commissioners Street in its final configuration.

Commissioners Street, from a point 37 metres east of Cherry Street to the west curb line of Munition Street and from the east curb line of Munition Street to a point 120 metres east of Don Roadway, was closed on December 19, 2019, to facilitate road reconstruction and is planned to re-open on November 30, 2023. The roadway has been reconfigured and will feature one westbound and one eastbound vehicular traffic lane. A 3.0 metre sidewalk and a 2.0 metre westbound cycle track will be located on the north side, between the east curb of existing Cherry Street and a point 176 metres east of Don Roadway.

Authorization is being requested to temporarily extend the cycle tracks on both sides of Commissioners Street, from a point 95 metres east of Don Roadway to Saulter Street South, in order to connect to the existing detour between Saulter Street South and Carlaw Avenue. The cycle tracks will form a continuous connection and will continue to serve as a detour route around the on-going closures on Lake Shore Boulevard East. Attachment 2 includes a map of the updated pedestrian & cycle detour routes in the Port Lands. On the south side of the roadway, there is a 2.0 metre eastbound cycle track, with a 3.0 metre sidewalk under construction to facilitate the construction of River Park North. Pedestrian redirection signage will be installed at strategic locations to direct pedestrians to the north side of the roadway. This phase is considered the interim opening.

It should be noted that the temporary bi-directional cycle track on the west side of Saulter Street South will also remain in place. The future plan is to extend the cycle track north to Lake Shore Boulevard East.

Temporary Road Closures:

Villiers Street

Villiers Street, between Don Roadway and a point 144 metres east of Munition Street, is planned to be permanently closed in the future to facilitate the new path of the river valley, as shown in Attachment 5. Prior to the permanent closure, however, a temporary full roadway closure on the subject section of Villiers Street will be required to complete the valley lands to the Keating Channel. A future staff report will be submitted to recommend a permanent closure of the subject section of Villiers Street.

With the temporary road closure in place, the east end of Villiers Street will become a “dead-end” roadway and will feature a turnaround area to facilitate U-turn movements for vehicular traffic and people cycling on both City lands and a small portion of the TEDCO-owned centre median to be transferred to the City. Ongoing environmental issues will be resolved in association with future land dedications. The roadway will maintain one eastbound and one westbound traffic lane, along with a uni-directional cycle track on the north and south branch of Villiers Street. Sidewalks on both sides of the roadway will also be maintained.

Villiers Street will be temporarily closed from Don Roadway to Saulter Street to all road users, including pedestrians, cyclists and vehicles. The temporary roadway closure is required to facilitate the following construction activities:

- Construction of the Flood Protection Landform;
- Construction of the new Don Roadway, which will feature an increase in elevation;
- Relocation of the gas main on the south branch of Villiers Street; and
- Construction of a new storm sewer and watermain.

With the above Villiers Street temporary closures in effect, vehicular traffic, pedestrians and people cycling will be redirected to Commissioners Street.

Existing Cherry Street, between Villiers Street and Commissioners Street

The realigned Cherry Street/New Cherry will become the main north-south access route for the western portion of the Port Lands, and the existing Cherry Street alignment from Lake Shore Boulevard East to Villiers Street will be temporarily closed, as shown in Attachment 6. The road closure will only be in effect once the new Cherry Street alignment is open. The Keating Channel Bridge will be removed in order facilitate efficient dredging of the Keating Channel in 2024. Transportation Services is requesting a temporary closure of this portion of existing Cherry Street to facilitate the bridge

removal. A future staff report will be submitted by the end of 2024 to stop up and close the roadway.

Cherry Street, south of Commissioners Street to Polson Street, will continue to operate as an interim construction detour until handover to the City, scheduled for December 31, 2024.

Interim Naming "Cherry/New Cherry Street"

In March 2023, City Council directed City staff to report with a proposed name for Villiers Island and an approach to naming civic assets in the Villiers Island Precinct, including public parks and streets, consulting with Treaty partners and urban Indigenous communities, local businesses and property owners, and other stakeholders. City staff are in the process of securing a consultant to define and facilitate the naming process.

Considering the forthcoming comprehensive renaming process and the imperative to open the realigned Cherry Street by November 2023, City staff propose an interim solution to address the issue of having two roads with the same name. Staff are recommending that the existing Cherry Street south of the Keating Channel maintain its designation as "Cherry Street"; this will reduce the impact to local property owners. Further, staff are recommending that the portion of the realigned street between the Keating Channel and Commissioners Street (as shown on the Key Map in Attachment 1 as 1d) be named temporarily as "New Cherry Street." This pragmatic approach will ensure the prevention of naming duplications, while mitigating impacts. The portion proposed to be named 'New Cherry Street' is within an alignment in which there are no existing local businesses or private property holders thereby eliminating any impacts that would be associated with the street naming process.

In addition to existing Cherry Street right-of-way, the list of assets where new names will be considered and delivered on Villiers Island include:

- Centre Street (a working name);
- Foundry Street (a working name);
- Old Munitions Streets (an existing street that will be realigned);
- New Munitions Streets (a working name);
- Trinity Boulevard (a working name);
- Villiers Park Street (a working name);
- Villiers Street (an existing street);
- River Park (a working name);
- Promontory Park North and South (working names);
- Villiers Park (a working name);
- One or two new schools; and
- Community service facilities.

City staff are planning to report to Executive Committee in early 2024 on the process for renaming of the existing Cherry Street, Villiers Island, and the assets identified above.

Traffic Regulations

The traffic and parking by-law amendments set out in Attachment 7, 8 and 9 will take effect in respect of each of the new road sections upon dedication of the respective road.

CONTACT

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SIGNATURE

Barbara Gray
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ATTACHMENTS

- Attachment 1: Key Map
- Attachment 2: Pedestrian & Cycling Detour Map
- Attachment 3: Re-aligned Cherry Street/New Cherry Street
- Attachment 4: Commissioners Street
- Attachment 5: Villiers Street
- Attachment 6: Existing Cherry Street
- Attachment 7: Amendments to Traffic and Parking Regulations for New Cherry Street/Cherry Street
- Attachment 8: Amendments to Traffic and Parking Regulations for Commissioners Street
- Attachment 9: Amendments to Traffic and Parking Regulations for Villiers Street
- Attachment 10: Amendments to Designated Cycle Tracks
- Attachment 11: Lands to be Designated Public Highway Cherry Street/New Cherry Street
- Attachment 12: Lands to be Designated Public Highway Commissioners Street
- Attachment 13: Lands to be Designated Public Highway Villiers Street