

REPORT FOR ACTION WITH CONFIDENTIAL ATTACHMENT

Advancing Eglinton East Light Rail Transit

Date: January 14, 2025

To: Executive Committee

From: Executive Director, Transit Expansion

Wards: All

REASON FOR CONFIDENTIAL INFORMATION

Confidential Attachment 1 to this report contains commercial information, supplied in confidence to the City of Toronto, which, if disclosed, could reasonably be expected to prejudice significantly the competitive position or interfere significantly with the contractual or other negotiations of a person, group of persons, or organization and involves the security of the property belonging to the City of Toronto.

SUMMARY

The Eglinton East Light Rail Transit (EELRT) is a proposed 18.6-kilometre LRT in Scarborough, with a total of 27 stops, from Kennedy Station to Sheppard-McCowan Station and Malvern Town Centre.

In December 2023, City Council adopted, with amendments, EX10.17, which approved the EELRT alignment. In accordance with Council direction under that report, and to further advance the EELRT, City staff have:

- Concluded the EELRT 10% functional design stage and the corresponding Transit and Rail Projects Assessment Process (TRPAP);
- Identified alternative Maintenance and Storage Facility (MSF) sites should permanent access to the preferred MSF site at 8300 Sheppard Avenue (Conlins Yard) not be available;
- Explored opportunities for a stop at Morningside Park;
- Investigated the opportunity for the cycling network to include off-street cycling facilities through the University of Toronto Scarborough (UTSC) campus; and
- Developed a Kennedy Station Alternative Design that removed EELRT structural dependence on the Province's Scarborough Subway Extension (SSE) tunnel box structure.

This report provides an update on the items noted above as well as the Durham-Scarborough Bus Rapid Transit project and intergovernmental funding related to the EELRT.

To continue advancing the EELRT project, this report seeks Council approval for:

- The 10% functional design;
- Delegated authority to the Executive Director, Transit Expansion, to sign and submit all documentation required to obtain the necessary permits and approvals under all applicable provincial and federal laws required to deliver the EELRT, including the Statement of Completion. This authority is required conclude the TRPAP.
- The Kennedy Station Alternative Design as the basis for advancing the EELRT design at the Kennedy Station interface.
- Further exploring alternative MSF sites.
- Proceeding with work necessary to advance to the next phase of design (30%) within existing funding. This includes a Constructability Assessment that will:
 - Examine project sequencing;
 - Identify risks and interface challenges including with Province's Sheppard Subway Extension as well as the Scarborough Subway Extension; and
 - Provide initial cost estimates and procurement considerations.
- Endorsing the EELRT project as a priority project for funding under the Canada Public Transit Fund (CPTF).

Subject to Council approval of the recommendations in this report, City staff will report back in Q1 2026 with an update on the EELRT.

RECOMMENDATIONS

The Executive Director, Transit Expansion, recommends that:

1. City Council approve the 10% functional design for the Eglinton East Light Rail Transit (EELRT), as described in Attachment 1 – Environmental Project Report (EPR) Executive Summary.
2. City Council approve the EELRT Kennedy Station Alternative Design as outlined in this report and as shown in Figure 5 of Confidential Attachment 1, as the basis for advancing the EELRT design at the Kennedy station interface of the EELRT, Line 2 and Scarborough Subway Extension (SSE).
3. City Council direct the Executive Director, Transit Expansion to continue exploring the three alternative Maintenance and Storage Facility (MSF) sites noted in Confidential Attachment 1 – Evaluation of Alternate MSF Sites and Kennedy Station Cost Estimates, and report back to Council in Q1 2026 to:
 - a. Confirm the preferred alternative MSF site; and
 - b. Seek any necessary authorities to advance the preferred alternative MSF site to 10% design.
4. City Council direct the Executive Director, Transit Expansion to undertake the necessary works to prepare the project for the next phase of design, using funds

previously approved in 2023 as part of EX10.17 and subsequently included in Transit Expansion Division's 2024–2033 Capital Budget and Plan, including:

- a. Completion of a Constructability Assessment that will examine project sequencing, risks and interface challenges including Province's Sheppard Subway Extension as well as the SSE, initial cost estimates and procurement considerations;
 - b. Development of a project management and resourcing plan;
 - c. Market sounding to verify the procurement approach for the EELRT, including light rail vehicles, in consultation with the TTC;
 - d. Updated and supplementary traffic and LRT operations assessments based on current transit and transportation network information;
 - e. Subsurface Utility Engineering (SUE) Level B investigations and topographic surveys along the EELRT corridor for key locations;
 - f. Commencement of an Environmental Assessment study for the Morningside Bridge-Highway 401 ramp reconfiguration included in the 10% design;
 - g. Study confirming the New Military Trail right-of way configuration to complement the LRT and the University of Toronto Scarborough Campus Master Plan, and commencement of an Environmental Assessment for a new roadway, in collaboration with Transportation Services; and
 - h. Continued engagement with interested parties, including Indigenous rightsholders, and the public related to relevant studies, assessments, and property requirements.
5. Subject to Council approval of Recommendation 4, and upon the completion of the Constructability Assessment, City Council direct the Executive Director, Transit Expansion, in consultation with the Executive Director and Chief Planner, City Planning, General Manager, Transportation Services and the Chief Executive Officer, Toronto Transit Commission, to report back to City Council in Q1 2026 with a recommended approach to advance the EELRT alignment to the next phase of design (30%), including a phasing approach that addresses the uncertainty and the potential overlap with the Sheppard Subway Extension, along Sheppard Avenue between Sheppard-McCowan Station and the new MSF location.
 6. City Council direct that Confidential Attachment 1 remain confidential at this time, as it contains commercial information, supplied in confidence to the City, which, if disclosed, could reasonably be expected to prejudice significantly the competitive position or interfere significantly with the contractual or other negotiations of a person, group of persons, or organization and involves the security of the property belonging to the City of Toronto.
 7. City Council authorize the public release of Confidential Attachment 1 following the Executive Director, Transit Expansion's confirmation of the completion of the EELRT.
 8. City Council endorse the EELRT project as a priority project for funding under the Canada Public Transit Fund (CPTF) and direct the Executive Director, Transit Expansion, in consultation with the City Manager and Chief Financial Officer and

Treasurer, to take any necessary steps to work with the Provincial Government to prioritize the EELRT for funding under the CPTF.

9. City Council delegate standing authority to the Executive Director, Transit Expansion, or designate, to sign and submit all documentation required to obtain the necessary permits and approvals under all applicable provincial and federal laws required to deliver the EELRT.
10. City Council forward this report to the Toronto Transit Commission Board for information.

FINANCIAL IMPACT

Through EX10.17, City Council approved the addition of \$9.5 million to Transit Expansion Division's 2024 – 2033 Capital Budget and Plan to support activities required to advance the EELRT (CCI100-02). This report recommends that this approved funding be used to advance the enabling work listed in Recommendations 3 and 4 of this report. As such, there are no financial impacts to the City associated with this report. Staff will report back to Council in Q1 2026 on the status of the work required to prepare the project to advance to the next phase, which may result in future year financial impacts to the City.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information as outlined in the Financial Impact Section of this report.

DECISION HISTORY

A full decision history is provided in Attachment 2 of this report.

COMMENTS

Eglinton East Light Rail Transit (EELRT) - Project Overview

The EELRT is a proposed 18.6-kilometre LRT in Scarborough, with a total of 27 stops (see Attachment 3 – Figure 1), travelling through, or adjacent to eight Neighbourhood Improvement Areas. The EELRT terminates at two locations, one at Sheppard-McCowan Station, currently under construction by Metrolinx for the Scarborough Subway Extension (SSE), and the other at Malvern Town Centre. Key features of the EELRT are noted in Attachment 3.

This report provides key updates on the following:

1. 10% Functional Design
2. Transit and Rail Project Assessment Process (TRPAP) & Public Consultation Phase 2

3. Line 4 Extension and Alternative Maintenance and Storage Facility (MSF) Site Study
4. Durham Scarborough Bus Rapid Transit Interface
5. Morningside Avenue
6. New Military Trail Right-of-Way Design and discussions with University of Toronto Scarborough
7. Intergovernmental Funding
8. Next Steps

1. EELRT 10% Functional Design Update

Staff completed the 10% functional design for the EELRT alignment and MSF study based on the alignment approved in EX10.17. Details on the design findings can be found in Attachment 1. The full Environmental Project Report is available online.¹ This report seeks City Council approval of the EELRT 10% functional design. Findings from each of the 10% design elements are summarized below.

Kennedy Station

The EELRT interface at Kennedy Station provides the opportunity for a direct and seamless connection with other higher-order transit lines (i.e., existing Line 2, Line 5, SSE, and GO Transit) and multiple bus routes. To accommodate the EELRT at Kennedy Station, in 2023, staff identified the need for overbuild protection works (Overbuild) as part of the Province's Scarborough Subway Extension (SSE) contract, as the EELRT station partially overlaps with the SSE tunnel box.

On May 31, 2024, the Ministry of Transportation (MTO) requested formal written confirmation from the City that the City would fund the costs of both the design and delivery of the Overbuild (Option 1), as well as the associated delay costs to the SSE to address the EELRT/SSE interface no later than July 2024. Given the significant costs of delivering Option 1, along with the fact that the EELRT is at 10% design, and full funding for its construction has not been secured, City staff did not recommend committing to the costs of the Overbuild in 2024 under EX16.3.

Through EX16.3, City Council directed staff to request the Province include the Overbuild in the SSE project scope, and to continue funding discussions for the Overbuild. The City sent a letter to the Province on August 7, 2024, to transmit City Council's request. Subsequently, through discussions between City and provincial staff, the Province notified the City that its position has not changed and that in order to direct Metrolinx to include the Overbuild in the SSE scope, the City would be required to fully fund the work.

In parallel, while discussions with the Province were ongoing related to Option 1, City staff developed a concept for an alternative design option (Option 2) for the EELRT

¹ <https://www.toronto.ca/community-people/get-involved/public-consultations/infrastructure-projects/eglinton-east-light-rail-transit/eglinton-east-lrt-environmental-project-report/>

Kennedy Station that would remove the need for overbuild protection (Option 1) on the SSE tunnel box at this location. Option 2 is illustrated in Figures 3 and 4 in Attachment 3. The key features of Option 2 compared to the Option 1, are as follows:

- Similar to Option 1, Option 2 remains at-grade but has its structural supports located away from the SSE tunnel box therefore removing dependency of the EELRT from the SSE structure;
- Improved separation between Kennedy SSE Station and Kennedy EELRT Station is anticipated to allow the construction of the EELRT platform adjacent to the SSE station box without requiring modifications to its structure;
- The scope and cost of additional support of excavation required to work around and adjacent to the SSE station box are comparable to Option 1; and
- A commitment for funding is not required in the immediate future since Option 2 does not rely on immediate delivery by the Province under the SSE. This will allow the City to secure additional funding that will be required for this option in the future.

A preliminary cost comparison of Options 1 and 2 is included in Confidential Attachment 1. As the City does not have the necessary funding available immediately to advance Option 1 as required by the Province, this report recommends City Council approve Option 2 to be included in the 10% design package as funding for Option 2 is not required immediately.

Sheppard-McCowan Station

Sheppard-McCowan Station is planned as another key transportation node connecting the EELRT and SSE, a new bus terminal, and the potential extension of Line 4 (see Figure 5 in Attachment 3). To accommodate the necessary passenger flows, through working with Metrolinx, City staff confirmed that a knock-out panel has been included in the advanced design of the SSE which would connect SSE and EELRT passengers. The City and Metrolinx will enter into the necessary agreements to enable construction of the knock-out panel. In addition, should the Line 4 Extension be connected to Sheppard-McCowan Station, the knock-out panel will also enable passengers to connect between the Line 4 Extension and the EELRT and SSE.

Technology and Vehicles

A competitive bidding process prior to the construction of the EELRT will determine the Light Rail Vehicle (LRV) type and supplier. However, in advance of any procurement, this report seeks Council authority to conduct a market sounding of LRV manufacturers to provide the City with information on the latest LRV models, features, and options available to align with TTC's operational requirements. The City will work closely with the TTC to ensure that the market sounding exercise is guided by TTC's operational and procurement expertise.

Bridges and Structures

The EELRT proposes to cross over or pass under six bridges, which are currently considered to be in good condition. These bridges are as follows:

1. Kingston Road bridge over the Lake Shore East (LSE) Rail Corridor - City owned with little or no structural impact;
2. Morningside Avenue bridge over Highland Creek - City owned with little or no structural impact;
3. Morningside Avenue bridge over Highway 401 - Provincially owned with planned rehabilitation in 2025 to protect for the EELRT on the bridge itself;
4. Sheppard Avenue over the Malvern branch of the Highland Creek - City owned, to be widened;
5. Sheppard Avenue over the Milliken branch of the Highland Creek - City owned, to be widened; and
6. Eglinton Avenue below the Metrolinx-owned LSE bridge - to be widened to accommodate multi-use paths, wider sidewalks.

Additional design work is required as part of future 30% design on bridges 1-3 to add active transportation infrastructure within their existing profiles, including the initiation of a City-led Environmental Assessment (EA) for reconfiguration of the Highway 401 ramps associated with bridge 3, and detailed widening or replacement strategies is required for bridges 4-6.

Approach to Advancing Design

A number of preparatory works are required to optimize the City's ability to advance the EELRT project to the next design phase in the future. As a result, this report seeks City Council authority to direct the Executive Director, Transit Expansion to undertake the following works, using funds previously approved in 2023 as part of EX10.17 and subsequently included in Transit Expansion Division's 2024–2033 Capital Budget and Plan:

- Complete a Constructability Assessment that will examine project sequencing, risks and interface challenges including Province's Sheppard Subway Extension as well as the Scarborough Subway Extension, initial cost estimates, and procurement considerations;
- Develop a project management and resourcing plan;
- Conduct market sounding to verify the procurement approach for the EELRT, including light rail vehicles, in consultation with the TTC;
- Develop updated and supplementary traffic and LRT operations assessments based on current transit and transportation network information;
- Conduct Subsurface Utility Engineering (SUE) Level B investigations and topographic surveys along the EELRT corridor for key locations;
- Commence an EA study for the Morningside Bridge-Highway 401 ramp reconfiguration included in the 10% design;
- Complete a study confirming the New Military Trail right-of way configuration to complement the LRT and the University of Toronto Scarborough Campus Master

Plan and commence an EA study for a new roadway, in collaboration with Transportation Services; and

- Continue engagement with interested parties, including Indigenous rightsholders, and the public related to relevant studies, assessments, and property requirements.

2. Transit and Rail Project Assessment Process (TRPAP) & Public Consultation

The purpose of the TRPAP was to document the various comprehensive environmental studies and impact assessments, including the engagement process completed with interested parties, including Indigenous communities. A Notice of Completion for the final Environmental Project Report (EPR) was published on September 10, 2024. The Ministry of Environment, Conservation and Parks (MECP) confirmed on November 18, 2024, that the project can proceed.

The TRPAP culminated in the publishing of an EPR.² To finalize the TRPAP, the City is required to submit the TRPAP Statement of Completion in accordance with Ontario Regulation 231/08, Transit and Rail Project Assessment Process, made under the *Environmental Assessment Act*. This report seeks delegated authority for the Executive Director, Transit Expansion, or designate, to sign and submit all documentation necessary to obtain required permits and approvals under provincial and federal legislation to deliver the EELRT.

City staff engaged the public, community interest groups, regulatory agencies, and Indigenous communities throughout the pre-planning and TRPAP phases of the project. Phase 1 was completed in June 2023 and reported on under EX10.17. Phase 2 of public consultations took place between May 15 and June 30, 2024. In Phase 2, participants had the chance to review the draft EPR, including the preliminary findings of environmental impact assessments and mitigation measures, as well as the final functional 10% design. Phase 2 included the following:

- one community interest group meeting;
- two meetings with representatives of Indigenous communities;
- three in-person public drop-in events and four in-person pop-up events;
- one general virtual property owner information meeting, three in-person property owner drop-in events and one-on-one meetings with property owners; and
- one online survey.

Notable highlights from the feedback on the functional 10% design included:

- Interest in the EELRT's connectivity to other transit options in the area and the desire for all of Scarborough's transit systems to work as seamlessly and efficiently together as possible;
- Redesigning the EELRT to be grade separated, as either an elevated or underground system;

² <https://www.toronto.ca/community-people/get-involved/public-consultations/infrastructure-projects/eglinton-east-light-rail-transit/eglinton-east-lrt-environmental-project-report/>.

- Improving the project's route design, stops, stations, and service plan, along with other design suggestions; and
- Improving bicycle and pedestrian infrastructure, as well as added green space along the alignment.

City staff will consider this feedback in optimizing the various alignment components at the next phase of design. A public and community interest group engagement plan that builds on opportunities for participation in project development will be included in the project scope in addition to those required by EA processes.

3. Line 4 Extension & MSF Location

Metrolinx is currently undertaking the Line 4 Extension Initial Business Case (IBC) and has presented four concepts for the alignment to the public in June 2024, confirming that subway technology would be used for all four concepts. One of the concepts overlaps with the EELRT along Sheppard Avenue from McCowan Road to Conlins Road. Metrolinx's intent is to assess the value of grade-separated transit in this part of the Sheppard corridor, and the need for Line 4 access to Conlins Yard. As such, the impact to the EELRT's Sheppard and Malvern segments remain unclear, and Conlins Yard remains unavailable for the EELRT MSF use. Attachment 3 – Figure 6 shows the potential overlap.

City staff will continue to work with Metrolinx on its IBC, which is anticipated to be completed in Q1 2025. An update on the status of the IBC is provided in Attachment 4. Through EX10.17, City Council authorized staff to modify the EELRT alignment should the Line 4 Extension overlap persist.

Alternative MSF Site Study

The EELRT 10% functional design and TRPAP has been completed assuming a preferred MSF site at Conlins Yard (8300 Sheppard Avenue East). Metrolinx suspended the property transaction for Conlins Yard in February 2023 in light of their direction to proceed with the Line 4 Extension IBC. City Council directed staff to identify an alternative site for the EELRT MSF while continuing to work with Metrolinx on acquiring permanent access to the Metrolinx owned Conlins Yard. Staff completed an alternative MSF study which identified three potential alternative sites. Findings are outlined in Confidential Attachment 1 as the details are commercially sensitive and associated with potential property acquisitions. Further study is required to confirm the viability of the potential MSF sites, and the preferred alternative. Subject to Council approval of this report, staff will continue exploring the three alternate MSF sites and report back to Council in Q1 2026 with an update on a recommended MSF location.

4. Durham Scarborough Bus Rapid Transit (DSBRT) Interface

The Preliminary Design Business Case (PDBC) for the 36-kilometre DSBRT line was published by Metrolinx in October 2024³. While scenarios for investment options were considered in the PDBC, Metrolinx does not have any further plans currently to fund or advance the design of the DSBRT within the City of Toronto limits.

The DSBRT and EELRT will overlap for approximately 500 metres along Ellesmere Road between New Military Trail and Morningside Avenue, bisecting the UTSC campus. Staff have coordinated with Metrolinx on the interface between the two projects through the EELRT 10% design. The result of this coordination is that the EELRT will operate in the centre median dedicated guideway while DSBRT buses would operate in curbside lanes. However, further analysis and design coordination will be required at the next phase of EELRT design to advance and refine the operating concept to ensure the best possible transit operations and connections between the two services.

5. Morningside Avenue

Bridge & 401 Ramp Reconfiguration

The EELRT 10% functional design includes the reconfiguration of the Highway 401 ramps at the north and south ends of the MTO Morningside Bridge to enable safe pedestrian and cycling movements across these ramps. MTO identified the need for a separate City-led Environmental Assessment (EA) process to implement the reconfiguration. The EA will analyze design options, detail traffic impacts, and secure provincial approvals.

Morningside Park Stop Assessment

A technical feasibility study for a stop at Morningside Park found the following:

- Steep slopes on Morningside Avenue limit a potential stop to about 100 metres north of the park entrance;
- Necessary regrading for the stop will require additional widening and regrading of the road which will also increase environmental impacts to the Highland Creek Valley;
- The stop would be further from the park entrance than the existing TTC 116 bus stop located immediately adjacent to the entrance;
- Based on the low ridership of the existing TTC 116 bus at this location, the ridership of a potential LRT stop at the entrance would also be low;
- The stop would add at least \$5M in construction costs for more extensive roadworks; and
- The stop would add approximately 40 seconds to LRT travel time due to the vehicle having to stop at that location.

³ https://assets.metrolinx.com/image/upload/v1728414332/Documents/Metrolinx/DSBRT_PDBC.pdf

Through public consultation, some community members expressed support for the idea of a stop at Morningside Park. However, given the findings of technical assessment noted above, staff are not recommending a stop be added at Morningside Park. The TTC has indicated that a local bus overlay service could continue to serve the bus stop at Morningside Park when the EELRT is operating.

6. New Military Trail (NMT) Right-of-Way (ROW) Design

The completed EELRT 10% functional design and TRPAP includes two stops at UTSC's campus along the proposed NMT. NMT was designed with a 36-metre right-of-way (ROW) width to accommodate the LRT median guideway, one vehicular lane in each direction with left turning lanes, cycling infrastructure, sidewalks, and landscape/street light pole zone. The design is grounded in many City policies and strategies, including the Official Plan, the Road to Health, Vision Zero Road Safety Plan, TransformTO Climate Action Strategy, and Complete Streets.

In their February 2024 letter to the City, UTSC reiterated their preference for a 30 metre ROW width for NMT to meet their pedestrian focused public realm objectives for the new street. In June 2024, through IE14.3, Council directed staff to review alternate plans for the cycling network in the UTSC area. After internal review, the City responded to UTSC on October 4, 2024, and shared rationale for a proposed design that establishes direct, all-ages-and-abilities cycling connections from each development block to the broader network in the area and ensures that the NMT design prioritizes safety for all users travelling to, from, and within the campus area.

City staff have expressed willingness to UTSC to consider the design of ROW elements on NMT to address UTSC's concerns over the public realm design. City staff, led by Transportation Services, met with UTSC on November 21, 2024, and January 6, 2025, to discuss ROW design options that meet both UTSC's public realm objectives and the City's policy objective for a public ROW serving all road users. Additional discussions with UTSC and City staff are ongoing to confirm the ROW design elements. While the EELRT alignment through UTSC is approved through the completed TRPAP, MECP identified the need for new road alignment on NMT to undergo a separate approval process under the *Environment Assessment Act*.

7. Intergovernmental Funding

The City of Toronto has, to date, approved \$18.5M to fund the costs associated with advancing the EELRT design.

In July 2024, the Government of Canada launched the Canada Public Transit Fund (CPTF), which will provide \$3B per year nationally for public transit and active transportation infrastructure, beginning in 2026-27. Funding for major transit expansion projects will be delivered under the Metro-Region Agreements (MRA) stream. The MRA

will provide extensive funding to support partnerships between provinces and large urban areas with the largest public transit systems.

Through EX10.17, Council directed City staff to request the Province and the Government of Canada to provide their share of funding towards the capital costs of the EELRT. In June 2024, Infrastructure Canada responded to the City's request, encouraging the City to apply for the CPTF. As such, this report seeks Council endorsement to work with the Provincial Government to confirm the EELRT project as a priority project for federal funding under the MRA stream. Of note, the Province has agreed as part of the Subway Program Agreement in Principle⁴ to consider supporting the City's request for funding the capital costs of City Council approved transit expansion projects, including the EELRT and Waterfront Transit Network, subject to the City submitting the necessary information requested by the Province, and further subject to provincial approvals.

8. Next Steps

Subject to City Council's approval of the recommendations in this report, City staff will report back to City Council in Q1 2026 with updates including:

- An update on a preferred MSF site;
- Kennedy Station Alternative Design at the Kennedy Station interface between EELRT, Scarborough Subway Extension, Eglinton Crosstown LRT, and existing Line 2;
- New Military Trail right-of-way design;
- Results of the Constructability Assessment with recommendations for project sequencing and procurement considerations;
- Cost estimate to undertake 30% design (based on the recommended procurement approach);
- Traffic Analyses;
- Update on intergovernmental funding discussions, including the CPTF; and
- Subsurface Utility Engineering.

CONTACT

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⁴ <https://www.toronto.ca/wp-content/uploads/2024/09/9041-Ontario-Toronto-Subway-Program-AIPFINALfor-circulation.pdf>

SIGNATURE

Derrick Toigo
Executive Director, Transit Expansion Division

ATTACHMENTS

Confidential Attachment 1 – Evaluation of Alternative MSF Sites and Kennedy Option 2
Cost Estimates

Attachment 1 – Environmental Project Report Executive Summary

Attachment 2 – Decision History

Attachment 3 – EELRT Images

Attachment 4 – Sheppard Subway Extension (Line 4 Extension) Project Update