

January 30, 2003

To: The Board of Governors of Exhibition Place

From: Dianne Young
General Manager & CEO

Subject: Front Street Extension

Recommendation(s):

It is recommended that the Board receive this report for its information and forward it to the appropriate City staff/Committee for their consideration.

Background:

At its October 25th, 2002 meeting, the Board requested that staff submit a report on matters related to this Front Street Extension proposed by the City Transportation of Works & Emergency Services.

Discussion:

On September 27th, 2002, Ms. Helen Noehammer, Senior City Engineer of the City Transportation Services along with Mr. John Sutherns of McCormick Rankin Corporation gave a presentation to the Board on the proposed Front Street Extension. The presentation gave the brief historic background and the development of the proposed project to that date. This project was identified to be one of the four (4) Waterfront Priority Projects estimated at \$170.0 million.

This City initiative was first proposed in 1985 and was approved by the former Metro Council in 1988; received Ontario Environmental Assessment Act approval in 1989; and approval of an addendum report by the former Metro Council in May, 1996. However, the Project did not proceed in 1996 because of issues relating to funding and realignment of the railway tracks. The Project was revived in 2000 with the Waterfront Plan and funding for this project and since April 2001, the City has been updating the Environmental Assessment and has issued an Addendum Report in December 2002, proposing a particular alignment. The Addendum Report is being considered by City Council at its meeting of February, 2003. Attached for the information of the Board is a copy of the Executive Summary of the December Addendum Report.

Beginning in the summer, 2002, staff of the City Transportation and Exhibition Place had a total of four meetings to consult with Exhibition Place on impacts of this project on the grounds. Generally, the proposed alignment of the Extension primarily impacts the west side the grounds between the Food Building and Dufferin Street on the north side of Manitoba Drive immediately

south of the Gardiner Expressway. Its eastbound off ramp will cut into the Storage Building in Parking Lot 'L' and enter into a tunnel northeast of the Food Building. The proposed alignment necessitates the relocation of the storage building; the cleaning compound under the Gardiner north of the Food Building; and the loading facility for the Food Building from centre-north entrance to the north-west corner. It will also necessitate the relocation of the Molson Indy track.

Accordingly, the Exhibition Place staff team made the following recommendations to the City Project Team, which are now formed as part of the commitments to future work in the December 2002 Addendum Report:

1. Relocation/rebuilding of the Storage Building;
2. Relocation of Cleaning Services compound;
3. Relocation of Food Building loading facilitate to better facilitate loading into the Food Building;
4. Commencing construction on the grounds only after the completion of the 2003 CNE with possible consideration of delay for construction on grounds until after 2004 Molson Indy and CNE; and
5. Installation of iron fencing along the east side of Dufferin Street to Horticulture Building to form an "eastern gateway" to the grounds and additionally, temporary chain link fence to connect this eastern gateway south to the property line north of Lakeshore Blvd.

The City has indicated its commitment to fund the above five requests above to ameliorate the impacts that the Front Street Extension project will have on the lands and operations.

Conclusion:

This report outlines the proposed alignment for the Front Street Extension as set out in the Addendum released on December, 2002, and the staff recommendations on actions that need to be taken at Exhibition Place by the City in order to ameliorate the impacts this project will have on the grounds.

Contact:

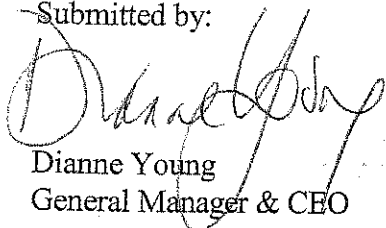
Danny Chui, Manager, Capital Works

Tel: 416-263-3670

Fax: 416-263-3686

Email: dchui@explace.on.ca

Submitted by:



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General Manager & CEO

E. EXECUTIVE SUMMARY

This Addendum to the September 1988 *Environmental Study Report (ESR) for the Front Street-Gardiner Expressway Interchange Environmental and Feasibility Study* modifies the previously approved ESR as a result of changing circumstances in the study area. This Addendum also builds on the earlier *Addendum Report* published in December 1996. These documents are available through the City of Toronto.

E.1 Purpose of the Front Street Extension

The Front Street Extension is seen to be a priority project and has been since the mid-1980's. The reasons that support this project extend from the earlier planning and now include the following:

- The Front Street Extension integrates with the current City direction of City Building as it is identified in the Central Official Plan and in the Central Waterfront Secondary Plan - documents that are current as compared to the earlier planning for the Front Street Extension;
- It provides the opportunity to reduce road congestion through the Waterfront area of Toronto, including the Gardiner Expressway, Lake Shore Boulevard and the north-south roads that join these roads to the downtown bounded generally by Spadina Avenue and Jarvis Street;
- It supports development along the Waterfront and in the railways lands in the area of the Front Street Extension, including the King – Liberty Village development which is being constructed on the former Inglis lands, west of Strachan Avenue;
- It enhances the image, integration and role of the corridor as a vibrant and vital component of the City centre through appropriate streetscape design, architectural design of roadway structures and new frontage development;
- It improves accessibility and appreciation of Fort York as the founding European settlement of Toronto; and
- It introduces a balance of pedestrians, cyclists, transit and vehicular traffic to the system of transportation networks in the area.

Neither the current purpose nor that of the original 1988 Environmental Study Report referred to improving road capacity beyond the immediate vicinity of Downtown Toronto. That is to say, no additional capacity will be provided to vehicles entering downtown from beyond the Humber River.

The project purpose as described above has expanded on the project purpose as described in the original 1988 ESR. As detailed in the original ESR, the purpose was originally to address capacity deficiencies in Toronto's Lake Shore Corridor.

That earlier planning document indicated that by connecting Front Street and the Gardiner Expressway, a significant improvement in east-west capacity would be achieved specifically in the downtown core (i.e. Spadina Avenue to Jarvis Street). The connection would also have the effect of relieving certain north-south streets, such as York Street, Spadina Avenue, Bathurst Street as well as Strachan Avenue and Dufferin Street.

It is suggested that although the intents of the original environmental planning for the Front Street Extension have not changed significantly, there are several additional reasons that together, position this project well in the context of Toronto's overall planning.

E.2 Background

In 1985, Metro Council commenced an environmental assessment and feasibility study for the extension of Front Street from Bathurst Street to a new interchange with the F.G. Gardiner Expressway. The report was completed and subsequently approved by Council on September 30, 1988. Subsequently, the project received approval from the Province of Ontario under the Environmental Assessment Act on April 11, 1989.

In 1995, in response to changes, new constraints and the City Council position regarding rail relocation, Metro Transportation undertook a review that examined planning and engineering feasibility issues with respect to the Front Street Extension. As a result of this review two feasible alignments for the Front Street Extension were identified: one that allowed for rail relocation and one that did not. In May 1996, Metro Council authorized preparation of an Addendum to the approved Environmental Study Report based on the two identified feasible alignments.

In 2000, the City of Toronto approved the Liberty Village development application. This approval precluded the rail relocation option. In response to this decision the Front Street Extension Review Committee was created to consult with stakeholders and review alternatives. The solution developed was a 4-lane underpass of the North West rail corridor as opposed to the overpass included in the EA approved alignment.

Also in 2000, the Waterfront Plan identified a further extension of Front Street to Dufferin Street and beyond to connect to Lake Shore Boulevard. This extension was intended to meet existing needs in the area and allow for future development.

In 2001, the City of Toronto carried out a review of the Waterfront Plan and proposed a number of refinements including not extending Front Street west of Dufferin Street.

E.3 Purpose of the Addendum

In order to comply with the requirements of the Municipal Class Environmental Assessment, the Addendum outlines:

- a. the proposed modifications to the project and overall property requirements;
- b. the rationale for the modifications;
- c. the effects of the modification on the natural, social and economic environment;
- d. the process that was used to develop the modifications to the proposal; and
- e. the public consultation carried out as part of the process.

E.4 General Description of the Project

The Front Street Extension alignment, approved in 1989, provided for an elevated roadway from Bathurst Street to connect to the Gardiner Expressway just east of Strachan Avenue. The earlier Addendum (1996) proposed that Front Street Extension connect the existing terminus of Front Street with the Gardiner Expressway west of Exhibition Place GO Station on one of two possible alignments.

The Front Street Extension Recommended Plan that results from the current study consists of two integrated transportation links:

- A local two-lane / two-way street along the north side of the rail corridor between Strachan Avenue and Jefferson Avenue with connection to the community throughout; and
- A street between Bathurst Street and the Gardiner Expressway near Dufferin Street that is four through lanes, two in each direction, that transitions to a single lane in each direction at the Gardiner Expressway.

The local street features opportunities for urban enhancement and designated space for pedestrians and cyclists that will integrate with the Front Street Extension east of Strachan Avenue. It is to be designed to retain the urban elements of the surrounding community that will attract urban revitalization. The recently completed Fort York Boulevard is an example of the features and streetscaping that may be incorporated.

The connecting roadway between Bathurst Street and the Gardiner Expressway is characterized as a "City Street" between Bathurst Street and the link to Strachan Avenue. It will have many of the same attributes as the local street described above, including a posted speed limit of 50 km/h. West of this intersection, the road will have a posted speed limit of 60 km/h. Since this section will not link with pedestrian or cyclist destinations at the west end, provision has only been made for vehicular traffic.

An exhibit that depicts the Recommended Plan follows (Exhibit E-1) and the Plan is presented at a larger scale in Exhibits 6-1.

E.5 General Scope of the Study Environmental Assessment Requirements

In order to comply with the requirements of the Municipal Class Environmental Assessment, the Addendum to the original Study Report specifically addresses the objectives outlined earlier under Purpose of the Addendum.

In order to consult effectively with stakeholders, additional public consultation was also carried out with the stakeholders. These included:

- a. abutting property owners,
- b. neighbouring business owners/operations;
- c. interest groups;
- d. the rail companies (i.e. CN, GO Transit);
- e. the utilities companies; and
- f. government agencies with an interest in the project.

E.6 External Agency Involvement

In April 2001 the Ministry of the Environment (MOE) provided a response back to the City regarding their earlier request concerning the EA process to be followed for the EA Addendum. MOE recommended that a new ESR be completed due to the elapsed time since the earlier Addendum report completion in 1996, the flexibility that existed with the location of the roadworks, the changes that had occurred in the Municipal Class EA process and changes in legislation, policies, practices and procedures. This approach would also be less confusing to the potentially affected stakeholders.

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- *Ministry of Culture*
- *Ministry of Agriculture, Food & Rural Affairs*
- *Ministry of Municipal affairs & Housing*
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With regard to specific project issues, the following Ministries provided direction and input during the study:

- *Ministry of the Environment - regarding the soil contamination, noise assessment, air quality and vibration assessment*
- *Ministry of Culture - regarding the Stage I archaeological assessment, built heritage features and cultural landscapes*
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Refer to Appendix A for relevant correspondence.

E.7 Public and Stakeholder Involvement

During the study process, a Notice of Study Commencement was advertised to the general public, government agencies and known interest groups. Subsequently a series of three public meeting and open house sessions were organized and advertised through those same means. The meetings were on:

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Input from the public, agencies and interest groups was compiled and summarized for review and consideration during the study. These summaries are provided in Appendices B and C.

E.8 Involvement of Local Interest Groups and Businesses

The major groups and businesses that participated through meeting with Project staff during the study (in 2002) are:

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E.9 Involvement of Railway Companies

There is one rail company and one transit authority with jurisdiction in the rail corridors that are affected by this project. These are:

- CN Rail
- GO Transit.

In addition, CP Rail operates on tracks within the corridor.

Meetings were held with the above affected companies on the following dates (2002) to discuss the impacts and determine how these could be mitigated:

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As a result of Public Meeting input on December 3, 2002, and discussions with Fort York representatives, CN/GO Transit were requested to identify additional right-of-way that CN/GO Transit would require between the re-aligned CN mainline (Lake Shore Rail Corridor) and the north frontage to Fort York, providing flexibility to address CN/GO Transit infrastructure needs. It is noted that Fort York is owned and operated by the City of Toronto and discussions were held with Culture Division staff, members of the Friends of Fort York and Garrison Common and the Fort York Board.

Relevant correspondence with the railways is included in Appendix A.

E.10 Changes to Existing Conditions

E.10.1 Toronto Waterfront Revitalization

The City of Toronto, the Province of Ontario and the Government of Canada have announced their intentions to revitalize Toronto's Waterfront through the TWRC. In May 2001, City Council approved a governance structure that formed the Toronto Waterfront Revitalization Corporation. This corporation is steering the waterfront renewal initiative on behalf of the three levels of government.

The first four projects in the implementation of the revitalization have been identified as:

- the naturalization of the mouth of the Don River,
- the Union Station TTC platform addition,
- the Front Street Extension, and
- the remediation of the Portlands and the West Don lands.

E.10.2 King-Liberty Village Development

The most significant change to land use in the study area since the 1996 EA Addendum process relates to the approval of the King-Liberty Village Development. This development, on the former Inglis lands, incorporates a mix of urban land uses. Residential units for up to 10,000 people and 58,000 m² of commercial space is planned. The development is bounded by Front Street Extension to the south, Hanna Avenue to the west, Strachan Avenue to the East and the North West Rail Corridor to the North.

E.10.3 Fort York and Garrison Common

A second proposed change to land use in the study area is the identification of a pedestrian link between Fort York and the Garrison Creek Park System. This link was identified as part of the Fort York and Garrison Common Parks and Open Space Design and Implementation Plan (May 2001). The link has been identified as a north-south 'land bridge' located between Bathurst Street and Strachan Avenue over the rail corridors and Front Street Extension to provide a continuous pedestrian link to the Garrison Creek Park System.

A commitment to initiate an environmental assessment process for this 'land bridge' has been made by TWRC.

E.11 Cost Estimates

The overall cost estimate for the Recommended Plan is summarized below:

COMPONENT	ESTIMATED COST
Roadway Construction	\$ 103.5 Million
Property	\$ 53.5 Million
Soil Remediation	\$ 30 Million
Rail	\$ 48 Million
TOTAL	\$235 Million

E.12 Commitments to Future Work

During the course of the Addendum process, several important issues were identified that, will need to be addressed during implementation.

To address these issues the City of Toronto and TWRC have made commitments to several agencies as to future work, as summarized below

▪ Exhibition Place

- Mitigation of impacts that result from the Front Street Extension will be provided, to include replacement of a storage building, relocation of the cleaning department compound, relocation of the Food Building loading docks and drive through turn around for the Horse Palace, relocation of tractor trailer storage under the Gardiner Expressway
- Providing a fence along the east side of Dufferin Street, similar to that around the Exhibition Place TTC loop (P)
- Constraints on construction timing on the Exhibition Place grounds will be imposed (end of September – end of May is acceptable) including no construction in 2003 (the 125th Anniversary of the Canadian Exhibition)

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▪ Toronto Transit Commission

- Exhibition Place streetcar loop to remain in operation during and following construction of the eastbound roadway under the Gardiner Expressway

▪ Toronto Police Services - 35 and 45 Strachan Avenue

- Relocation of Facilities

▪ Fort York

- Construction of Lookouts at Bathurst / Strachan
- Stairs from Strachan to Cemetery
- Access road to maintenance / storage area west of Strachan
- Relocation of rail corridor to be minimized to avoid impacts to historic earthworks and archaeology
- Archaeological investigation will precede project excavation for road construction and rail relocation in the Garrison Creek valley and impacts mitigated
- "Land Bridge" will not be precluded as a result of the project.

▪ CN/GO Transit

- Access to the Bathurst North Yard be maintained
- Safe pedestrian access to the Exhibition Place Station platforms be maintained during and following construction from both sides of the transportation corridor
- Provision will be made at Strachan Avenue structure for an ultimate 6 tracks
- Retaining walls to be designed to accommodate corridor drainage and railway loadings
- Maintenance access to rail corridors to be protected/incorporated
- Sightlines to signals not to be diminished

- Ministry of the Environment, Central Region
 - Comprehensive soil management strategy will be provided during excavation for the project
 - Air quality monitoring will be provided during decommissioning of contaminated soils

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- the remediation of the Portlands and the West Don lands.

E.10.2 King-Liberty Village Development

The most significant change to land use in the study area since the 1996 EA Addendum process relates to the approval of the King-Liberty Village Development. This development, on the former Inglis lands, incorporates a mix of urban land uses. Residential units for up to 10,000 people and 58,000 m² of commercial space is planned. The development is bounded by Front Street Extension to the south, Hanna Avenue to the west, Strachan Avenue to the East and the North West Rail Corridor to the North.

E.10.3 Fort York and Garrison Common

A second proposed change to land use in the study area is the identification of a pedestrian link between Fort York and the Garrison Creek Park System. This link was identified as part of the Fort York and Garrison Common Parks and Open Space Design and Implementation Plan (May 2001). The link has been identified as a north-south 'land bridge' located between Bathurst Street and Strachan Avenue over the rail corridors and Front Street Extension to provide a continuous pedestrian link to the Garrison Creek Park System.

A commitment to initiate an environmental assessment process for this 'land bridge' has been made by TWRC.

E.11 Cost Estimates

The overall cost estimate for the Recommended Plan is summarized below:

COMPONENT	ESTIMATED COST
Roadway Construction	\$ 103.5 Million
Property	\$ 53.5 Million
Soil Remediation	\$ 30 Million
Rail	\$ 48 Million
TOTAL	\$235 Million

E.12 Commitments to Future Work

During the course of the Addendum process, several important issues were identified that, will need to be addressed during implementation.

To address these issues the City of Toronto and TWRC have made commitments to several agencies as to future work, as summarized below

- Exhibition Place
 - Mitigation of impacts that result from the Front Street Extension will be provided, to include replacement of a storage building, relocation of the cleaning department compound, relocation of the Food Building loading docks and drive through turn around for the Horse Palace, relocation of tractor trailer storage under the Gardiner Expressway
 - Providing a fence along the east side of Dufferin Street, similar to that around the Exhibition Place TTC loop (P)
 - Constraints on construction timing on the Exhibition Place grounds will be imposed (end of September – end of May is acceptable) including no construction in 2003 (the 125th Anniversary of the Canadian Exhibition)
- Toronto Transit Commission
 - Exhibition Place streetcar loop to remain in operation during and following construction of the eastbound roadway under the Gardiner Expressway
- Toronto Police Services - 35 and 45 Strachan Avenue
 - Relocation of Facilities
- Fort York
 - Construction of Lookouts at Bathurst / Strachan
 - Stairs from Strachan to Cemetery
 - Access road to maintenance / storage area west of Strachan
 - Relocation of rail corridor to be minimized to avoid impacts to historic earthworks and archaeology
 - Archaeological investigation will precede project excavation for road construction and rail relocation in the Garrison Creek valley and impacts mitigated
 - "Land Bridge" will not be precluded as a result of the project.
- CN/GO Transit
 - Access to the Bathurst North Yard be maintained
 - Safe pedestrian access to the Exhibition Place Station platforms be maintained during and following construction from both sides of the transportation corridor
 - Provision will be made at Strachan Avenue structure for an ultimate 6 tracks
 - Retaining walls to be designed to accommodate corridor drainage and railway loadings
 - Maintenance access to rail corridors to be protected/incorporated
 - Sightlines to signals not to be diminished

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- Ministry of the Environment, Central Region
 - Comprehensive soil management strategy will be provided during excavation for the project
 - Air quality monitoring will be provided during decommissioning of contaminated soils

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Front Street Extension

Exhibition Place - Board of Governors

January 31, 2003





Front Street Extension

Background and History

1983 to 1996	Studies identified need for Front Street Extension
1989	Original EA Study approved
1997	EA Addendum approved
2000	Front Street Extension identified in Waterfront Plans
2001	One of Four Waterfront Priority Projects
2002	Proposed Central Waterfront Secondary Plan



Front Street Extension

Need for Front Street Extension

- City Building Initiative
- Supports Waterfront Revitalization
- Reduces N-S and E-W congestion in downtown through traffic redistribution
- Supports development - Liberty Village, Railway Lands, Waterfront



Front Street Extension

Study Process

- Ontario EA Act
 - Municipal Class EA Process
 - Addendum to Approved ESR
- Canadian EA Act (CEAA)
 - Environmental Screening Report
- Public Consultation
 - 3 Public meetings - over 350 attendees
 - Over 30 stakeholder meetings



Front Street Extension

Community Issues

Issue	Concern	Response
1	<ul style="list-style-type: none">• Need for Front Street	<ul style="list-style-type: none">• City Building• Reduce Congestion• Support Development
2	<ul style="list-style-type: none">• 6 Lane cross section (8 Lanes at Bathurst St)	<ul style="list-style-type: none">• 4 Lane cross section (5 Lanes at Bathurst St)
3	<ul style="list-style-type: none">• Traffic infiltration to Parkdale west of Dufferin St	<ul style="list-style-type: none">• Front St ends at Jefferson Ave
4	<ul style="list-style-type: none">• Overpass at N.W. Rail	<ul style="list-style-type: none">• Underpass at N.W. Rail
5	<ul style="list-style-type: none">• City Street vs. Expressway	<ul style="list-style-type: none">• City Street



Front Street Extension

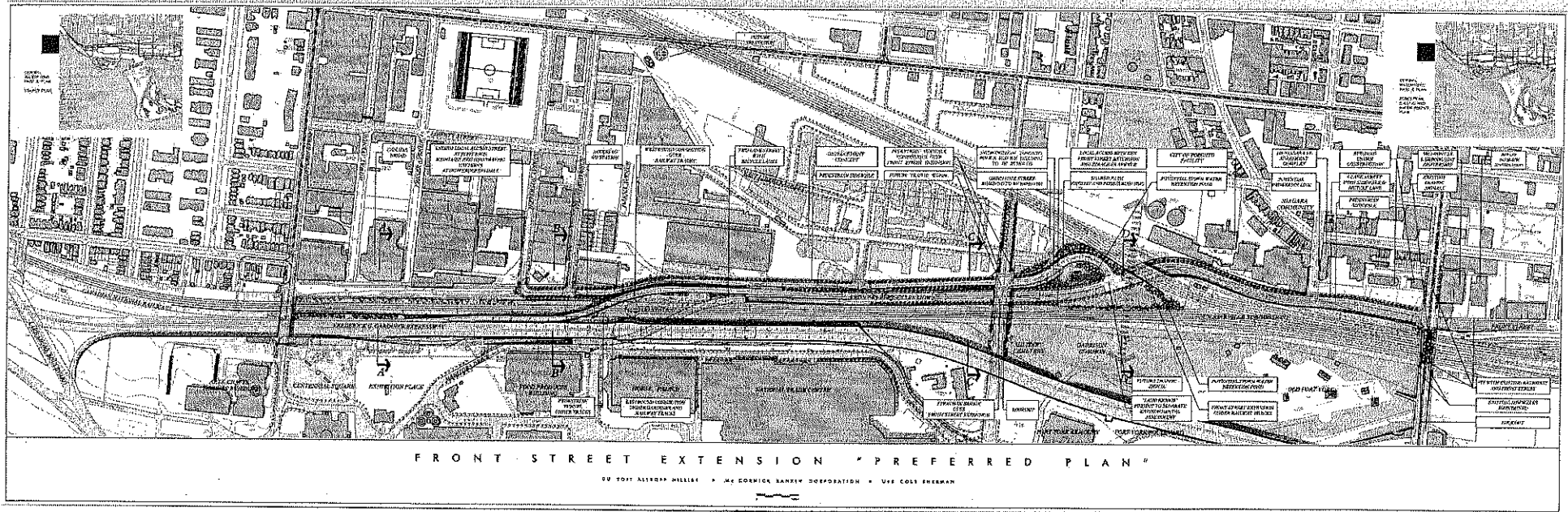
Community Issues

Issue	Concern	Response
6	• Noise & Air Quality	• Minor changes
7	• Desire for "land bridge"	• TWRC Committed to EA • Accommodated by Front St
8	• Accommodation of Cyclists and Pedestrians	• Sidewalks and Bicycle lanes integrated into design and providing future connections
9	• Need to include transit	• Transit plan in place • Can accommodate future local transit services
10	• Ongoing community involvement	• Commitment by City and TWRC



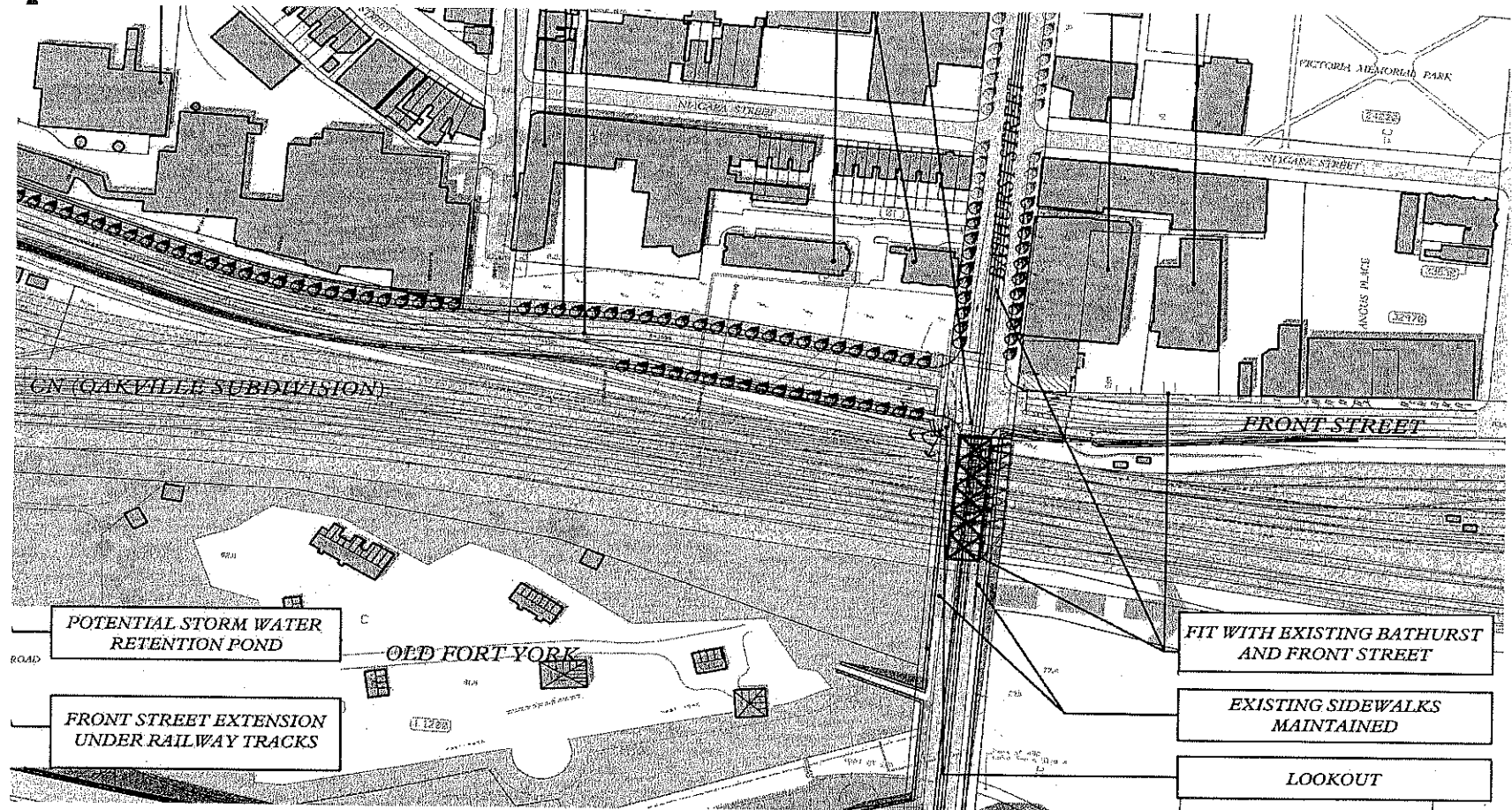
Front Street Extension

Recommended Plan



- Street / network linkages
- Neighbourhood frontage
- Gateway to downtown
- Bicycle/Ped. facilities
- 4 lane cross section
- Underpass at N.W. Rail
- Elegant Urban Design
- Estimated cost - \$235 M

January 31, 2003

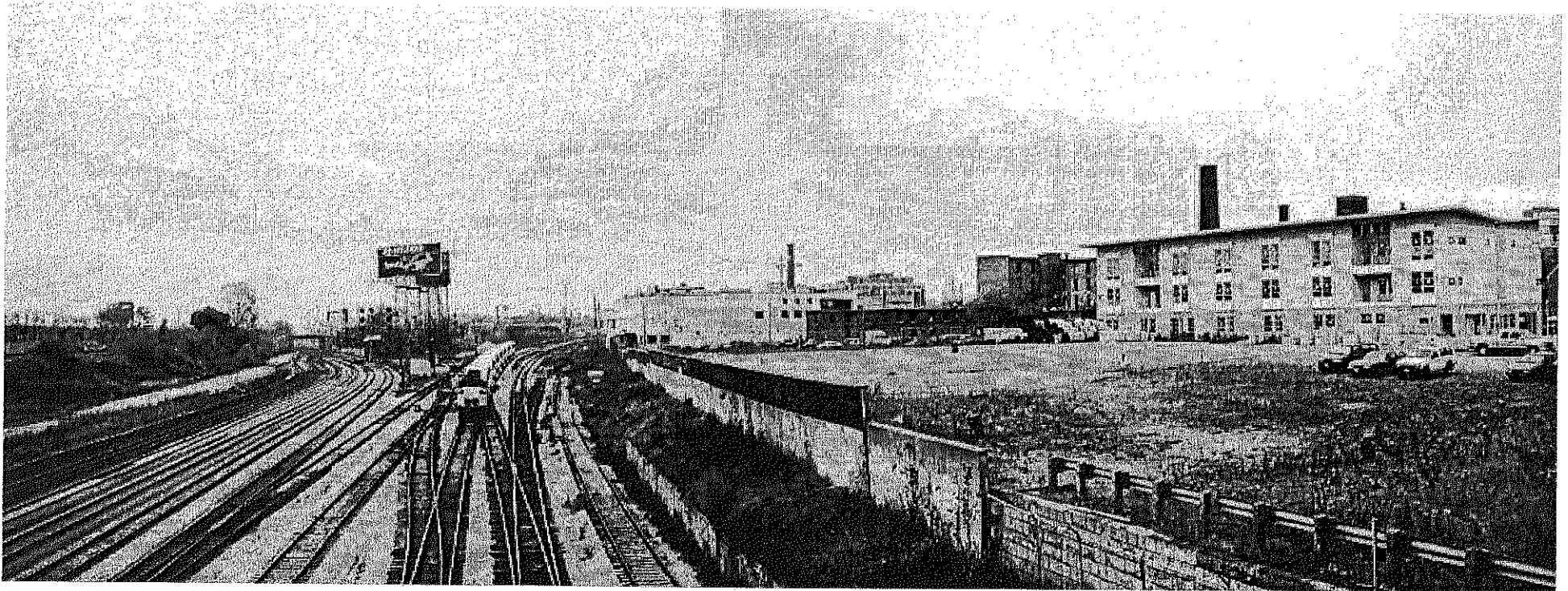


- Niagara Neighbourhood frontage
- E/W pedestrian/cycling link
- Railway and Fort York scenic lookout



Front Street Extension

Existing view west of Bathurst

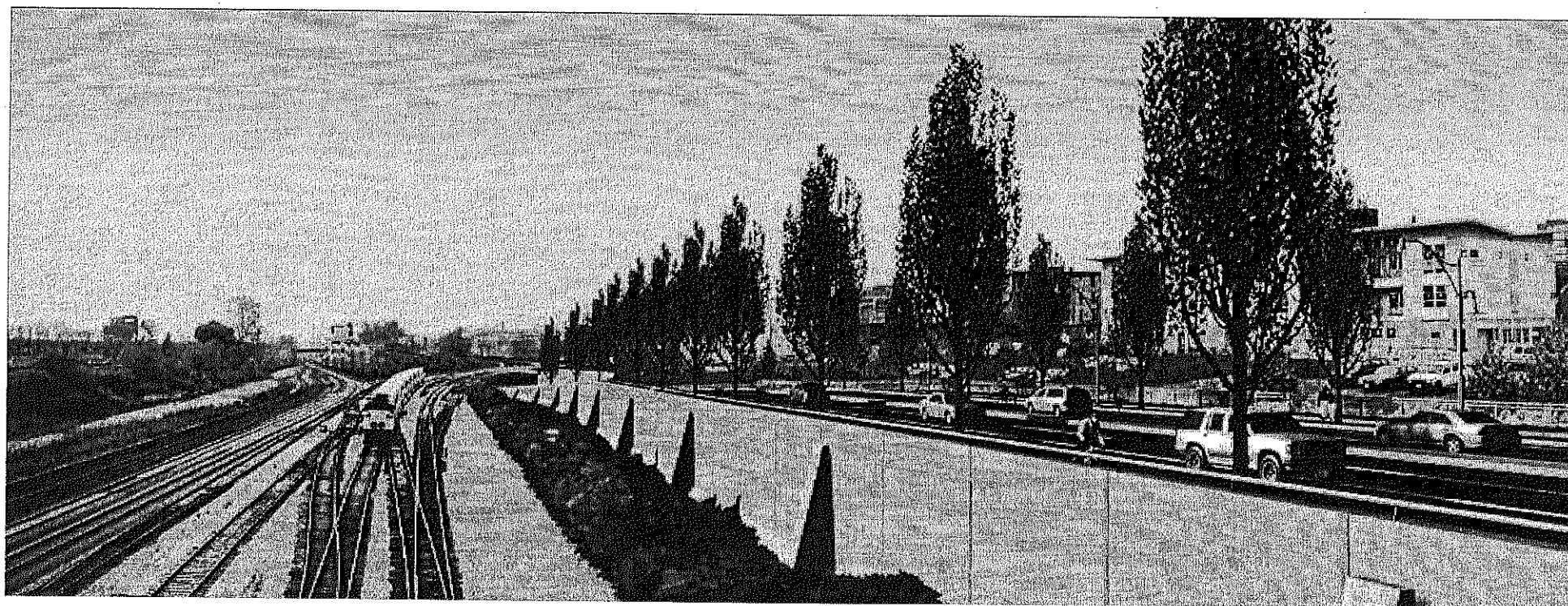


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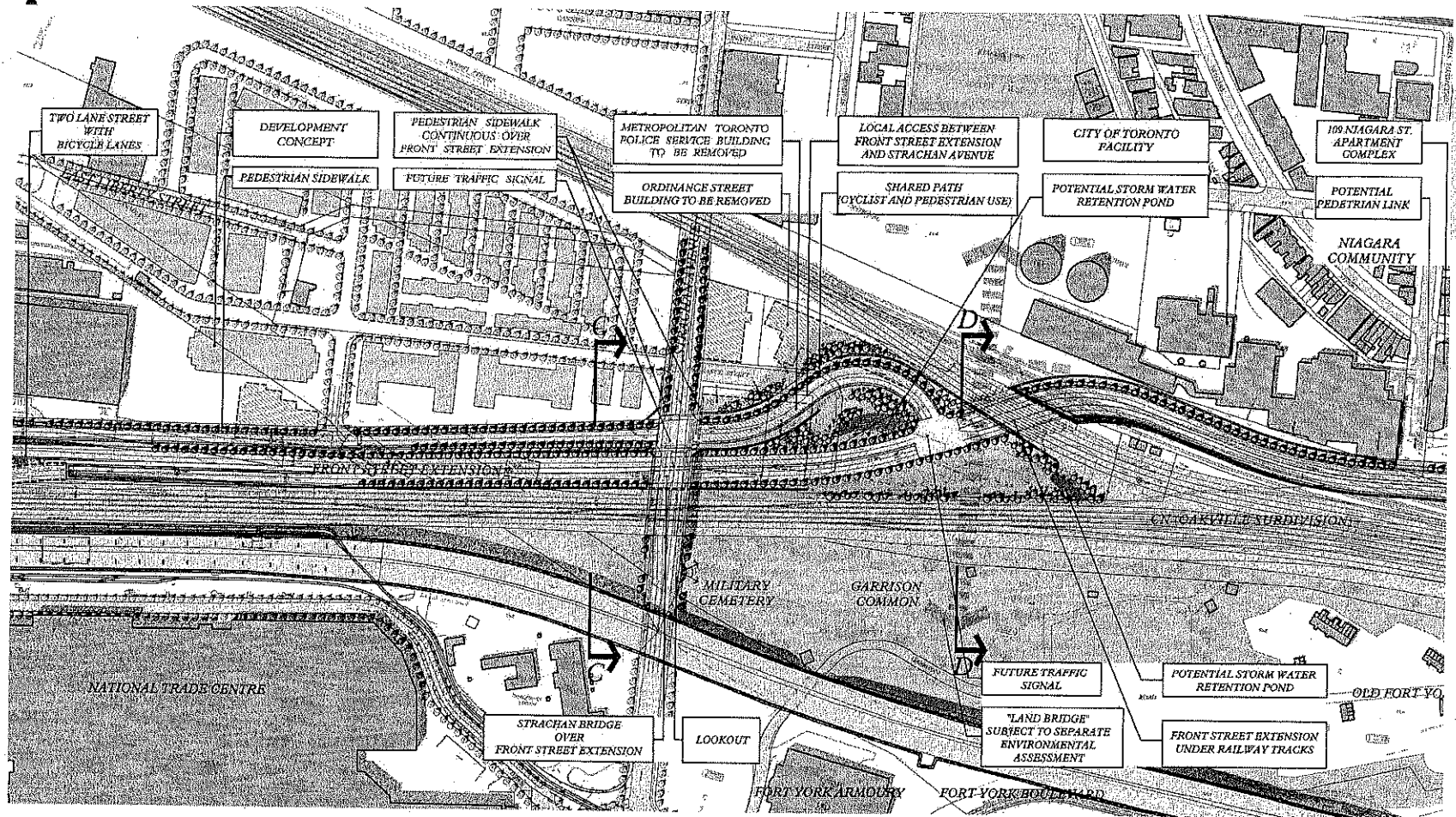


Front Street Extension

Recommended Plan from Bathurst



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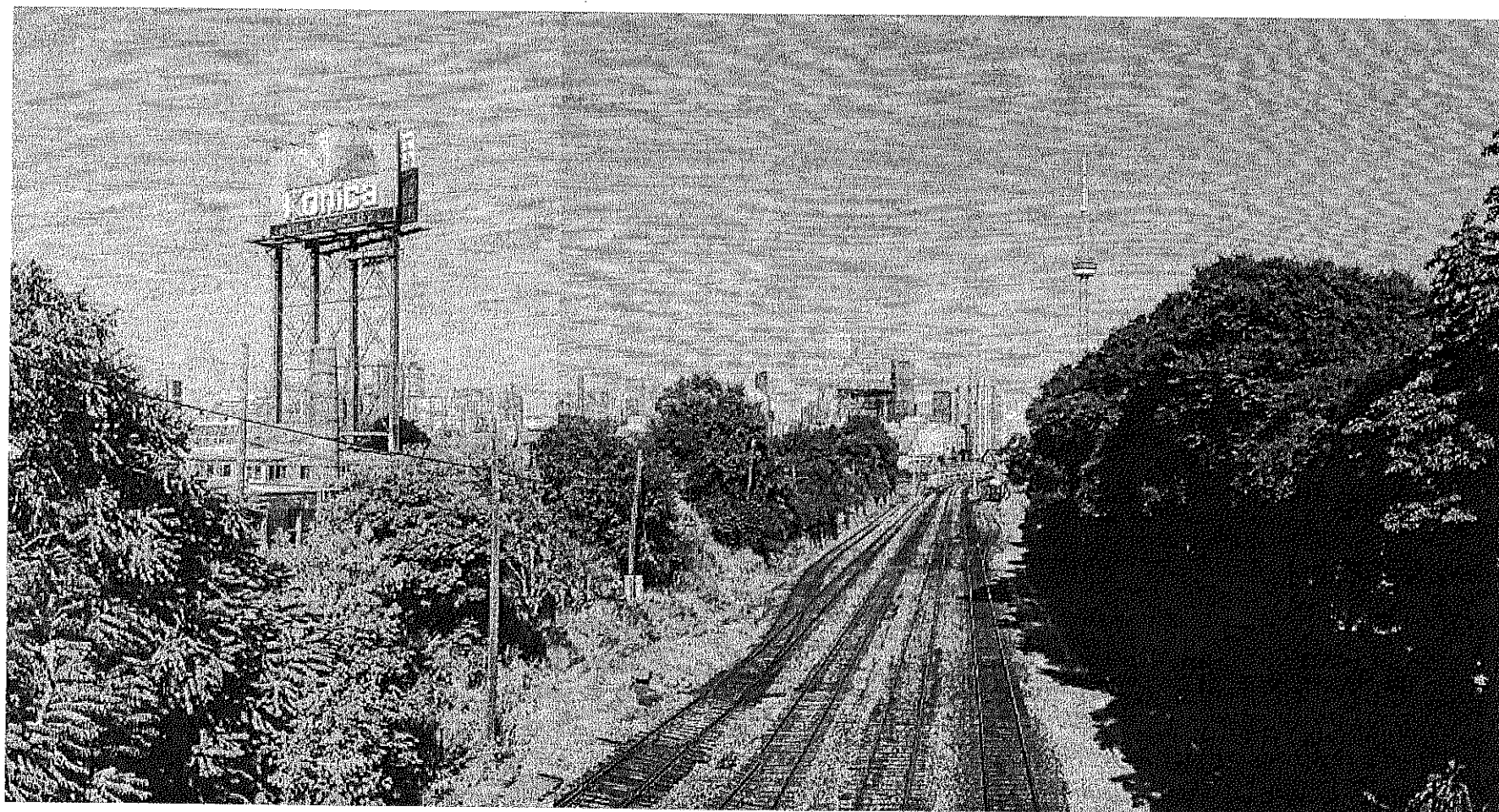


- Rail Underpass / future “Land Bridge” opportunity
- Strachan Underpass / link to Waterfront
- King / Liberty Neighbourhood Frontage
- Gateway to Downtown



Front Street Extension

Existing view east from Strachan

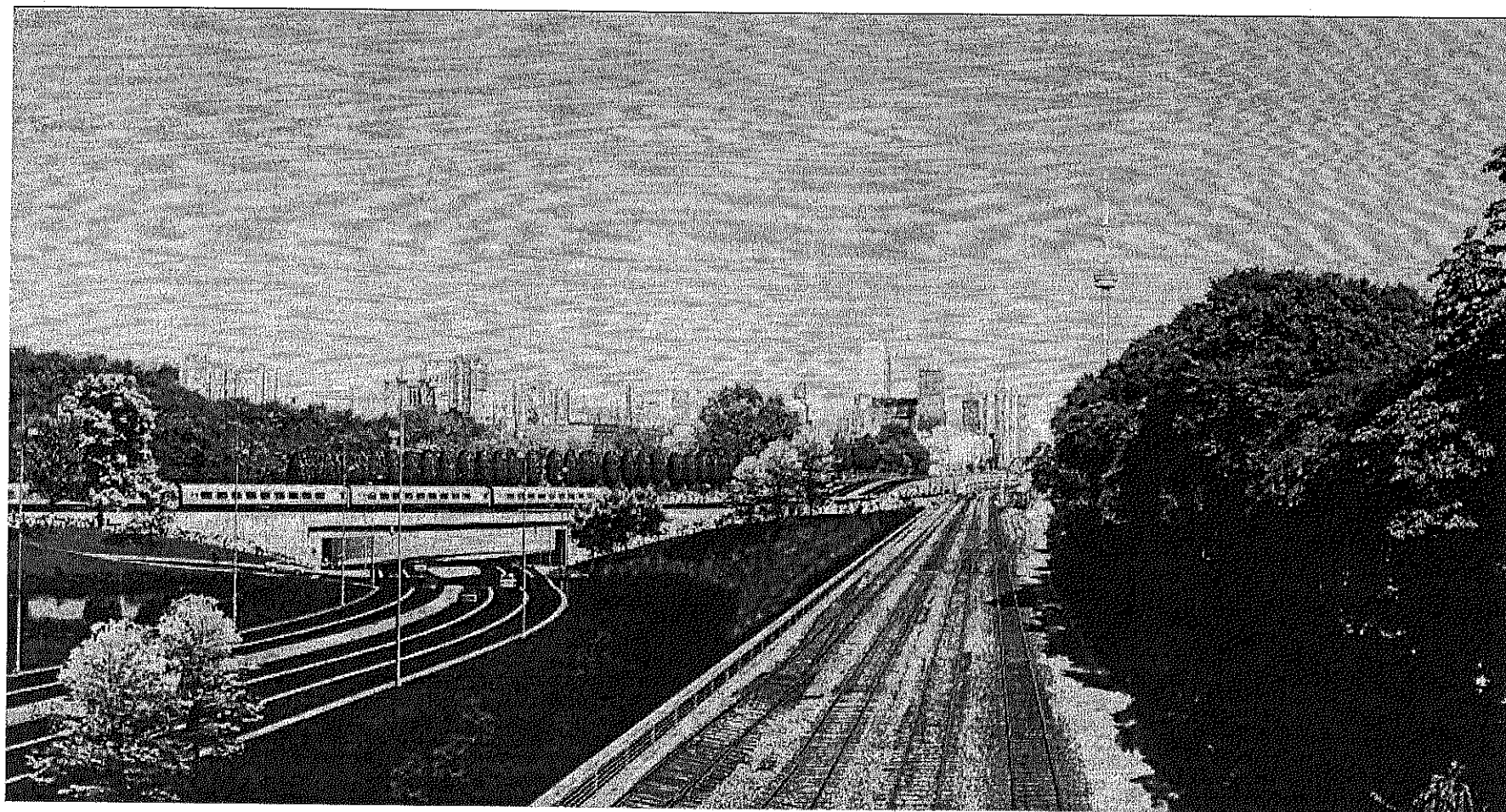


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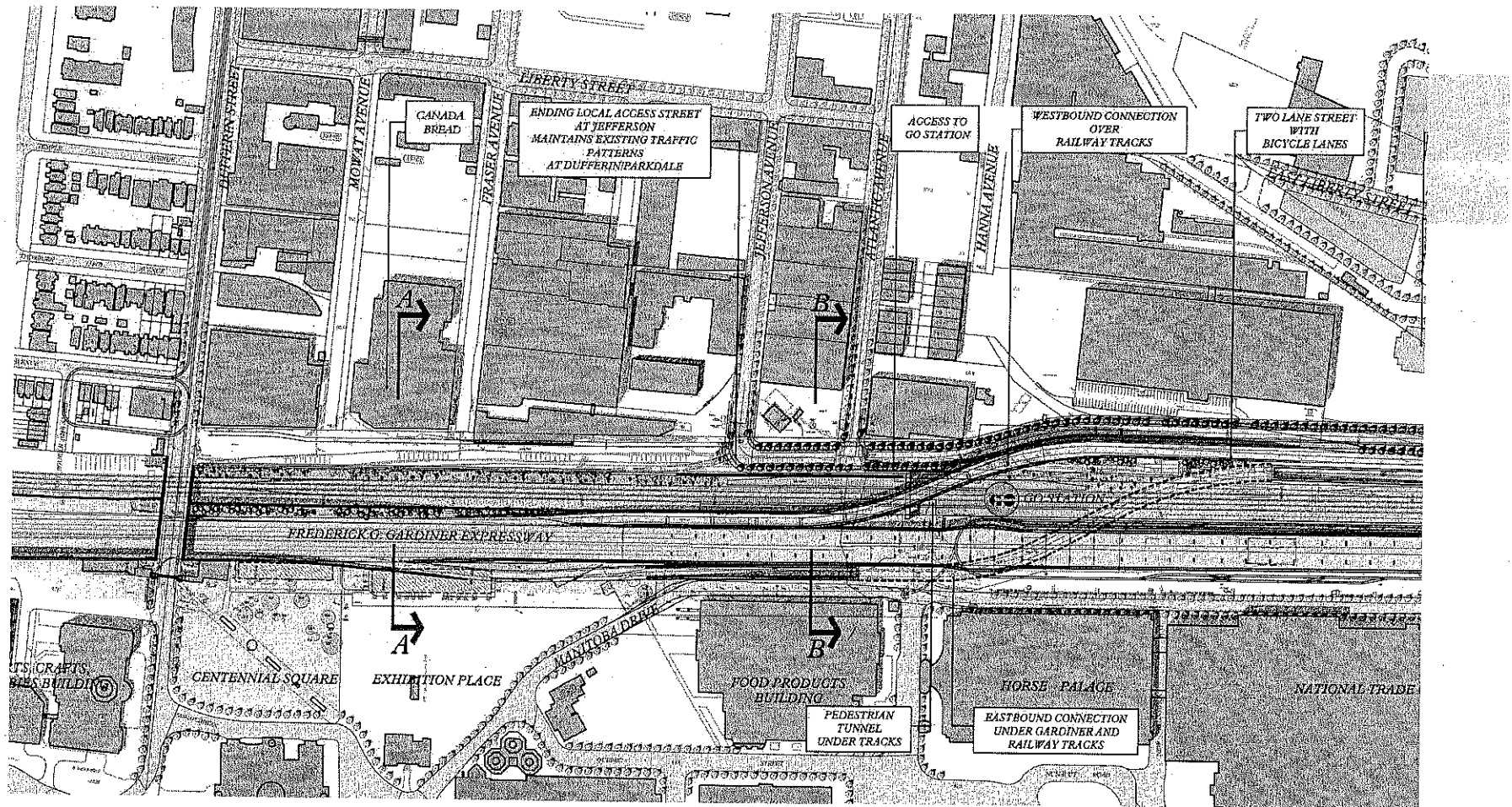


Front Street Extension

Recommended Plan from Strachan



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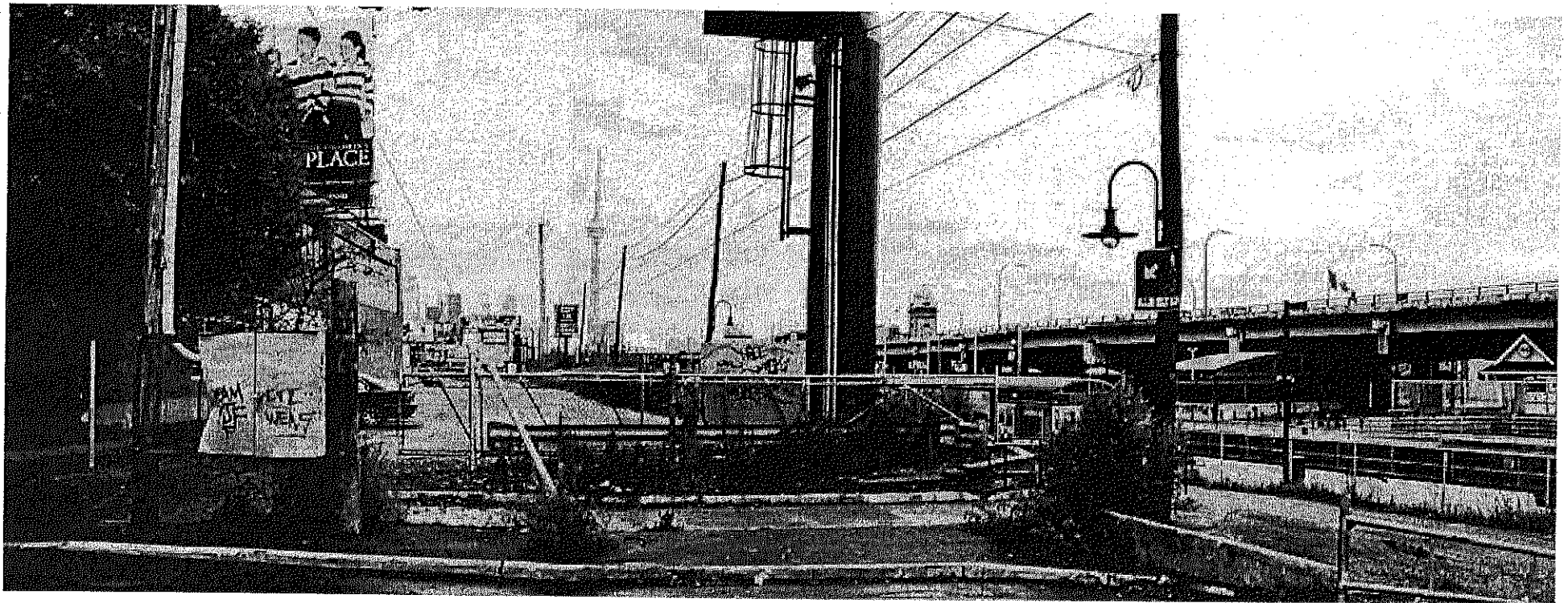


- Liberty Village access and frontage
- Opportunity for local transit
- GO Transit and TTC linkage
- Civic Design opportunities



Front Street Extension

Existing view east from Atlantic



January 31, 2003



Front Street Extension

Recommended Plan from Atlantic



January 31, 2003



Front Street Extension

Commitments to Exhibition Place

- Mitigation of impacts
- provision of a fence along the east side of Dufferin Street
- no construction on Exhibition Place grounds during 2003 CNE
- construction allowed between September and May



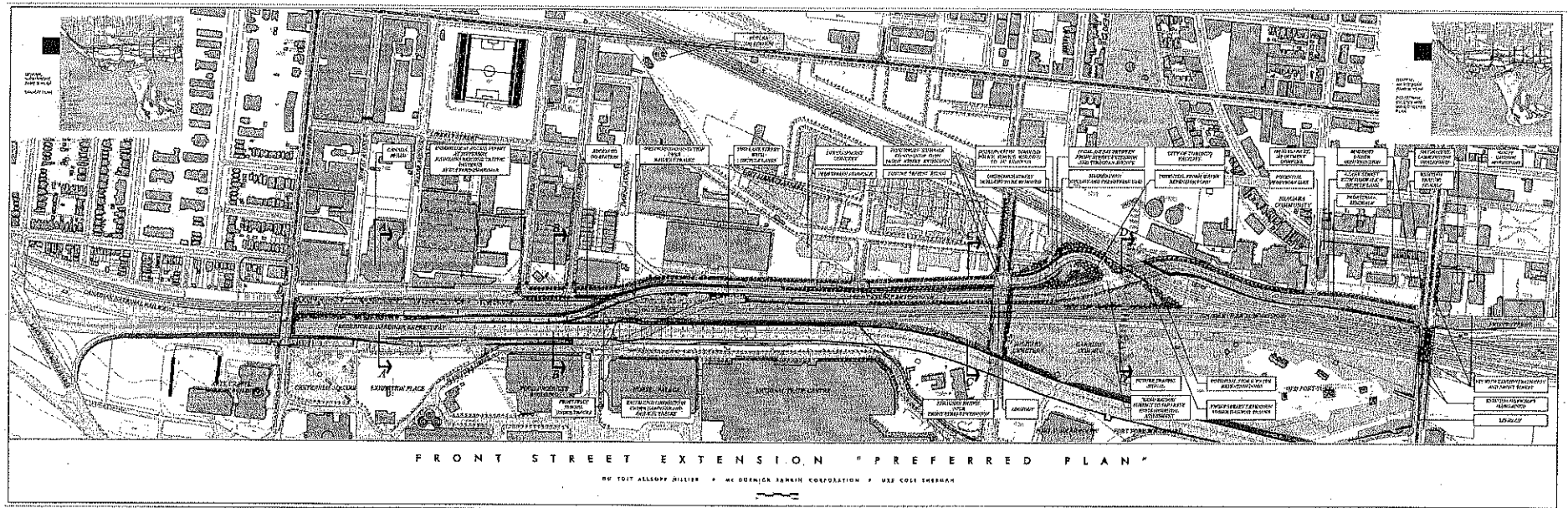
Front Street Extension

Next Steps

- Council – February 4th
- 30 day Review Period – Mid February to Mid March
- Submission to TWRC for budget approval - March 31st
- Ongoing community consultation through design & construction



Front Street Extension Recommended Plan



January 31, 2003