

1. Introduction and Study Approach

As the City of Toronto continues to grow, opportunities to develop and redevelop lands are reviewed. Development opportunities must be carefully considered by the City from both a land use planning and transportation planning perspective to minimize potential negative impacts as well as support the vitality of the existing and future community. One area that is of interest for its potential development opportunities is the Highland Creek Village (HCV) area in the former City of Scarborough. Redevelopment within HCV is governed by the HCV Secondary Plan as part of the City of Toronto Official Plan.

Recognizing the potential for redevelopment and reinvestment in the Highland Creek Village (or “the Village”), in 2012 the City of Toronto Planning Division completed the Highland Creek Village Area Study to guide growth and development activities in the area. Through significant community consultation with residents and businesses, the Area Study developed a Land Use Planning Vision for the Village which allows for mixed use and higher residential density in the area. This vision is discussed further in **Section 1.2**. The Area Study also identified conceptual road network changes to enhance the pedestrian realm, improve traffic flow in and around the Village, and create additional developable parcels of land along surplus highway / interchange lands in the vicinity of Highway 2A. Changes to the Village’s infrastructure (i.e., roads, sidewalks, and water service) are required to support future development.

In November 2012, Toronto City Council directed staff to undertake a Transportation Master Plan (TMP) for the purpose of determining the feasibility of transportation network changes to the Highland Creek Village Area, including:

- reconfiguration of the Old Kingston Road and Kingston Road intersection;
- elimination of access to Highway 2A from Kingston Road and Morrish Road;
- addition of a westbound access to Highway 2A from Lawson Road;
- provision of a new road connection linking Meadowvale Road with Highway 2A;
- installation of a ‘T’ intersection at Highway 2A and Military Trail; and
- implementation of an enhanced pedestrian realm, allowance for more on-street parking opportunities and improved safety and traffic flow in and around the Village obtained through recommended road network modifications.

This TMP study identifies and evaluates a series of transportation solutions to address problems and opportunities in the area, including the transportation changes recommended in the Area Study. The study area is generally bounded on the south and north by Highway 2A and

Kingston Road / Old Kingston Road, and between Military Trail in the west and Meadowvale Road in the east. The TMP considers the mobility needs of local residents, employees, businesses, and all road users (pedestrians, cyclists, transit users, and motorists).

The purpose of this TMP is to develop a transportation network solution that:

- Accounts for planned growth in the HCV area (as defined in the Area Study);
- Supports the land use planning vision outlined in the Area Study;
- Opens up existing highway/interchange lands for new development;
- Supports the efficient movement of traffic demands;
- Accommodates the planned influx of people and jobs; and
- Enhances the Village's multimodal network of roads, transit, pedestrian and cycling infrastructure.

The TMP is a planning document that provides a comprehensive assessment of the long-range transportation network infrastructure and policy needs of the area and recommends a series of transportation projects, initiatives and policies which support re-development of Highland Creek Village over the next 10 to 20+ years as a vibrant, mixed-use, community-focused, and pedestrian-friendly destination. The TMP provides a co-ordinated and integrated implementation strategy for the transportation system to guide decision-making processes within the HCV area. The recommended infrastructure modifications include changes to the road network, parking area, transit system, and cycling and pedestrian facilities. Long-term water-related servicing needs are also assessed as part of this study. The TMP meets the Phases 1 and 2 requirements of the Municipal Class Environmental Assessment process.

1.1 Municipal Class Environmental Assessment Process

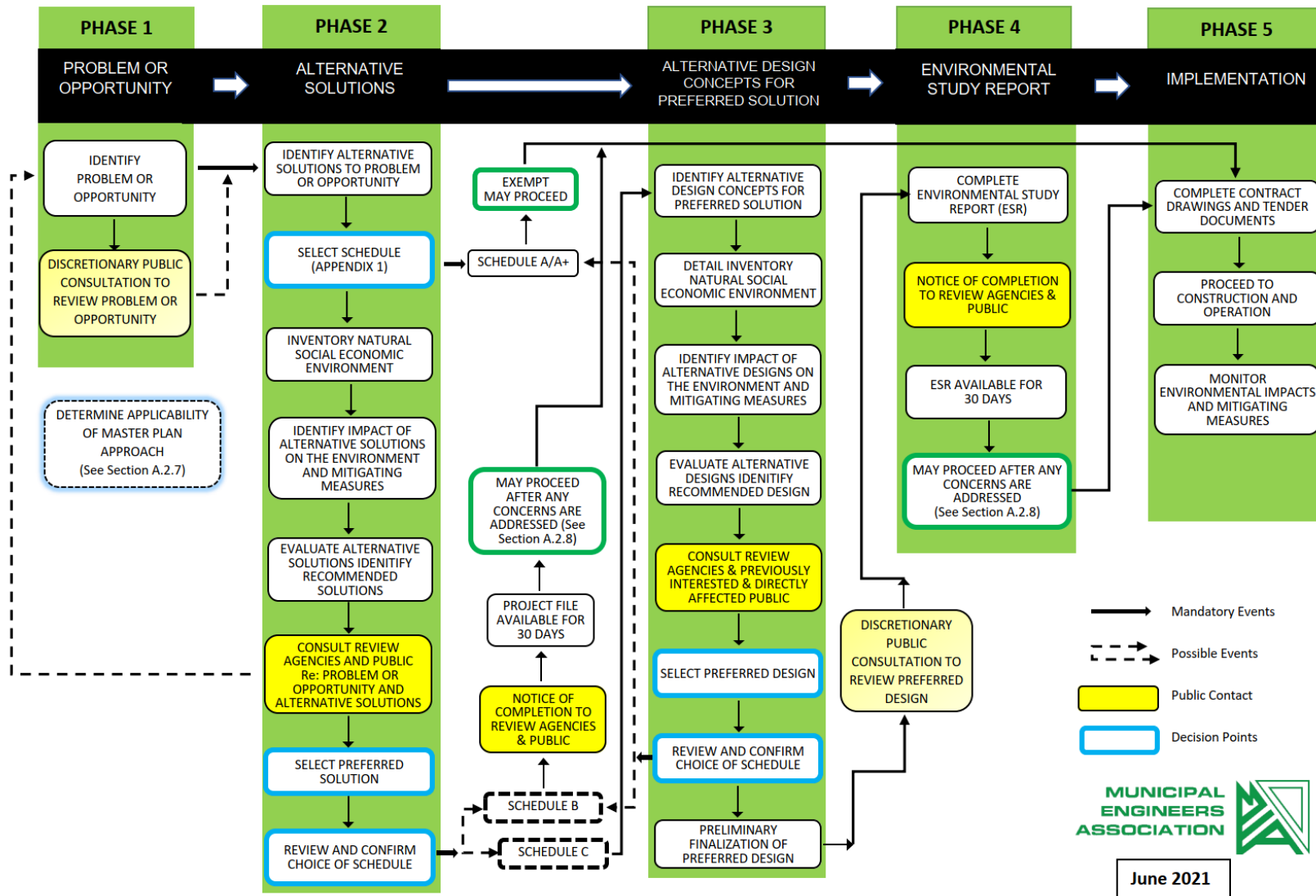
The Municipal Engineers Association Municipal Class Environmental Assessment (EA) document, dated October 2000 (as amended in 2007, 2011, and 2015), is an approved planning and design process under the Ontario *Environmental Assessment Act*⁴, and provides the framework for EA planning of municipal infrastructure projects to fulfill the requirements of the *Environmental Assessment Act* (please refer to the Municipal Class EA Planning and Design process flowchart in **Exhibit 1-1**). A Class Environmental Assessment (commonly known as a

4. For more information on Government of Ontario Environmental Assessments visit: Class Environmental Assessments : Approved Class EA Information | ontario.ca

Exhibit 1-1: Municipal Class EA Planning and Design Process

MUNICIPAL CLASS EA PLANNING AND DESIGN PROCESS

NOTE: This flow chart is to be read in conjunction with Part A of the Municipal Class EA



Class EA) is a study required by the Ministry of the Environment, Conservation and Parks (MECP) to assess the potential positive or negative effects of an individual project on the environment (i.e., social, cultural, natural, technical, and economic environment).

Municipalities are required to follow the Municipal Class EA (MCEA) Planning and Design Process while planning most sewer, water, and road projects. The MCEA Planning and Design Process recognizes that it is sometimes advisable to plan municipal infrastructure as part of an overall system rather than as a specific project, such as a roadway improvement project. The planning provisions of the MCEA report describe the scope of a master plan as being broad and comprehensive, usually including analyses of an entire system such as a municipal transportation system, to develop a framework for future works and development.

Key components of a Class EA include:

- Consultation with government agencies, Indigenous peoples, and the public;
- Consideration and evaluation of alternatives; and
- Management of potential environmental effects.

TMPs are required to satisfy Phases 1 and 2 of the MCEA process. As part of the HCV TMP, transportation problems and opportunities in the study area are identified as part of Phase 1, and alternative solutions are developed and evaluated as part of Phase 2 to address the identified problems and opportunities.

Through the TMP planning study, recommended projects are then classified into four main categories according to their environmental impacts. These categories are called Schedules in the Class EA document. These Schedules include:

- **Schedule A** projects are limited in scale, have minimal adverse environmental effects, and include a number of municipal maintenance and operational activities. These projects are pre-approved and may proceed to implementation without following the full Class EA planning process.
- **Schedule A +** was introduced as part of the 2007 MCEA amendments. Schedule A+ projects are pre-approved; however, the public is to be advised prior to project implementation. The purpose of Schedule A+ is to ensure some type of public notification for certain projects that are pre-approved under the Municipal Class EA, it is appropriate to inform public of municipal infrastructure project(s) being constructed or implemented in their area. If the public has any comments, they should be directed to the municipality where they can be appropriately addressed.

- **Schedule B** projects have the potential for some adverse environmental effects. The municipality is required to undertake a screening process involving mandatory contact with directly affected public and relevant review agencies to ensure that they are aware of the project and that their concerns are addressed. If there are no outstanding concerns, then the municipality may proceed to implementation. Schedule B projects include improvements and minor expansions to existing facilities.
- **Schedule C** projects have the potential for significant environmental effects and must proceed under the full planning and documentation procedures specified in the MCEA document, and completion of Phases 3 and 4 of the MCEA process. Schedule 'C' projects require that an Environmental Study Report (ESR) be prepared and submitted for review by the public and review agencies. Class EAs place emphasis on project assessment and public and agency involvement, rather than on reviews and approvals. If there are no outstanding concerns, then the municipality may proceed to implementation.

The HCV TMP broadly establishes the needs and opportunities that are associated with the area's transportation system over the next 10 to 20+ years and recommends a preferred transportation planning solution to address the identified needs and opportunities. The TMP will provide the context for the implementation of recommended projects, classified by Schedule according to the magnitude of potential impacts.

The HCV TMP will proceed through a series of steps following the completion of Phases 1 and 2 of the MCEA Process. A Notice of Study Completion is issued to all stakeholders and the project mailing list and a copy of the Transportation Master Plan document is made available on the City's website and in select local libraries for a 30-day review period. During the 30-day review period, a person can contact the City to resolve any outstanding concerns regarding the project.

The MCEA process was updated in 2020. The updated process removes the Part II Order request provision with the exception of issues related to Indigenous matters. The new process is referred to as a Section 16 (S.16) order. If there is an issue or outstanding concerns regarding potential adverse impacts to constitutionally protected Indigenous and treaty rights which remain unresolved, you may request the MECP issue an order through Section 16 of the EAA requiring the City to comply with Part II before proceeding with the project. Requests on other grounds will not be considered by the Province.

Requests must be submitted in writing to the MECP within the 30-day review period. A copy of the request must be forwarded to the MECP Environmental Assessment Branch Director.

In addition, the MECP Minister may issue an order on his/her own initiative within a specified period of 30 days after the conclusion of the comment period on the Notice of Completion. At this time, the Director may request additional information from the proponent.

If no S.16 orders are received, the City may proceed with the recommended works as presented in the study report. Information will be collected in accordance with the Municipal Freedom of Information and Protection of Privacy Act. All comments, with the exception of personal information, will become part of the public record.

The City will remain available to meet with interested parties and agencies to review the details of the proposed projects within the TMP. Any party wishing to provide additional comments on or requiring additional information regarding the projects is encouraged to contact the City of Toronto, addressing the following City staff.

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Any Schedule C projects that are recommended by the TMP will have to fulfill Phases 3 and 4 of the Class EA process as part of separate studies prior to filing an ESR for public review. Phases 3 and 4 of the MCEA process examine design alternatives for the recommended project and include additional public consultation to allow for input on the design alternatives, and development of the preferred design along with measures to address or mitigate impacts associated with specific projects.

1.2 Vision

The vision for redevelopment in the HCV was developed through the Area Study, completed in 2012. Changes to the transportation network were identified through the Area Study to support development in the area by opening up new development land and supporting the needs of additional people and jobs in the area.

Enhancement to the existing multimodal network of roads, transit, pedestrian, and cyclist amenities are required to meet the mobility needs of existing and future residents, businesses, and employees of the area. The City of Toronto has an opportunity to plan and implement transportation network solutions that support development while maintaining the character of the area, as well as supporting all modes of transport.

1.3 Study Approach

The four-step process used for this study was designed to comply with the requirements of the Municipal Class EA process, guide development of the Highland Creek Village TMP and address key study objectives, as described herein.

Step 1: Existing Conditions Assessment

Review of data to understand existing transportation system issues, policies, and opportunities; culminates in the development of a Problem and Opportunity Statement guiding the identification and evaluation of transportation network alternatives.

Step 2: Identification and Evaluation of Alternative Solutions

Four alternative long-term transportation network options are identified and evaluated across a range of criteria to compare their respective benefits and impacts, including transportation, social-cultural, natural environment, and economic. Long-term water servicing options to support growth are also assessed in this phase. A preferred solution is identified based on its ability to address the existing and future needs of the HCV area.

Step 3: Conceptual and Functional Design of Preferred Solution

The preferred solution is furthered to a Conceptual or Functional Design level. For Schedule A+ and B projects, functional design drawings are prepared to a 10% design level to support the development of project cost estimates, establishment of design criteria, identification of utility relocation requirements, and the need for property acquisition.

Step 4: Implementation Plan and TMP

A phasing plan, cost estimate, and future activities are identified to support the implementation of the preferred solution. The overall project process, analysis, and overall recommendations are summarized in the final TMP document, concluding the study.

As discussed in more detail in the following section, public consultation is at the heart of the study and public input and feedback were solicited at key decision points in the study.