

York Street Pedestrian Promenade Plan, Front Street West to Queens Quay West

Date:	November 13, 2007
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District Director, Transportation Services, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina and Ward 28 – Toronto Centre-Rosedale
Reference Number:	07 261818 CPS 00 TM

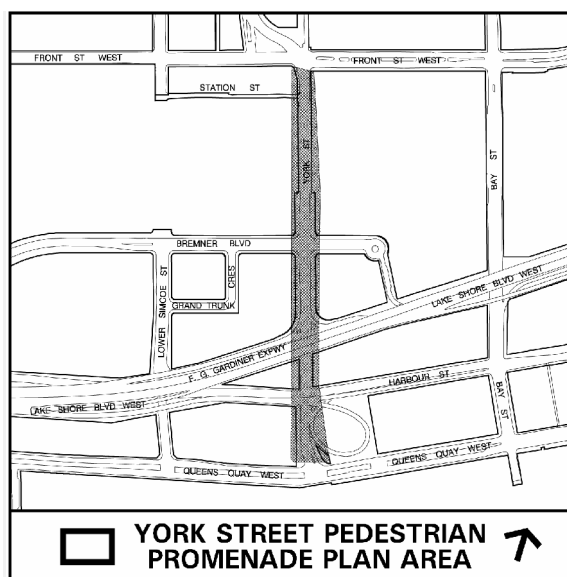
SUMMARY

This staff report is about a matter which Community Council has been delegated authority from City Council to make a final decision. Toronto and East York Community Council's endorsement is sought for the proposed pedestrian improvements on York Street from Front Street West to Queens Quay West, to substantially enhance the pedestrian environment and safety in this rapidly urbanizing corridor linking the downtown and waterfront.

RECOMMENDATIONS

The City Planning Division and Transportation Services Division recommend that Toronto and East York Community Council:

1. endorse the York Street Pedestrian Promenade Plan, including Attachment 6: Action Items for Plan Implementation, with potential further changes to the York Street off ramp and right turn channel subject to a report in 2008 from Transportation Services on the options for improving the pedestrian environment at the southeast corner



- of York Street and Harbour Street, including modifications to, or removal of, the ramp from the F. G. Gardiner Expressway eastbound to Harbour Street;
2. approve the alteration of the intersection of York Street and Lake Shore Boulevard West, generally as shown in the print of Drawing No. 421F-9016, dated July 2007, in Attachment 5, and described as follows:
 - (a) removing the westbound right-turn channel on the northeast corner of the intersection;
 - (b) removing the southbound right-turn channel on the northwest corner of the intersection; and
 - (c) modifying the west side median.
 3. direct Transportation Services staff to paint a new zebra striped 4 metre wide crosswalk and provide 4 metre sidewalk curb cuts on the south leg of Harbour Street at York Street;
 4. direct Transportation Services staff to design and install a pedestrian crossing, as either a concrete sidewalk or marked crosswalk, on the east side of York Street at the Union Station driveway and pedestrian warning features in 2008 subject to necessary funds being approved; and
 5. direct City Planning staff to conduct a safety audit of the York Street Off Ramp Park with staff from Parks, Forestry and Recreation, and Transportation Services, the Queens Quay Harbourfront BIA and Harbourfront.

FINANCIAL IMPACT

Most of the improvements presented in this report can be implemented from funding within the Transportation Services 2007 Capital Budget and the proposed 2008 Capital Budget. Some of the improvements need to be further developed and assessed in terms of their potential financial impact and funding requirements. These financial impacts, including the identification of any potential funding partnerships with other levels of government, will be addressed in any future reports required for the approval of these specific improvements.

The installation of bird caging and river rock under the F. G. Gardiner Expressway, as set out in this report, can be funded with the Transportation Services budget for capital work under the Gardiner Expressway (Transportation Capital Account CTP122-1-49). The work will be started by the end of 2007 and completed in 2008. The estimated cost is \$150,000.

The introduction of a crosswalk on the south leg of Harbour Street at York Street, and the removal of the right turn channels at the northwest and northeast corners of York Street

and Lake Shore Boulevard can be completed with the funds obtained from Marathon Realty Company Limited (now Fairmont Developments Ltd.) to widen York Street and to eliminate the barrier effect of Lake Shore Boulevard for pedestrians. The payment in the amount of \$666,908.10 for the York Street widening cash contribution has been received by the City and deposited in Customer Account No. 52990079.

The introduction of a pedestrian crossing on the east side of York Street at the Union Station driveway would be funded from the Transportation Services 2008 Capital Budget.

Many of the streetscape improvements will be completed through the Union Station Revitalization Project and requirements of Site Plan Approval applications for residential, mixed use and office buildings along York Street.

DECISION HISTORY

City Council, at its meeting of July 25, 26 and 27, 2006, in adopting, as amended, Clause No. 5 in Report No. 6 of the Toronto and East York Community Council, titled “Final Report – Official Plan Amendment and Rezoning Application – 15 York Street (Block 5, Railway Lands East, Maple Leaf Square) (Ward 28 – Toronto Centre-Rosedale)”, among other things, directed the Chief Planner and Executive Director, City Planning to consult with the York Quay Ratepayers Association, Harbourfront, Union Station Working Group and Toronto Waterfront Revitalization Corporation and develop a Pedestrian Promenade Plan for York Street between Front Street and Queens Quay West, and report the results to City Council in 2007.

City Council, at its meeting of September 25, 26 and 27, 2006, in adopting Clause No. 106 in Report No. 7 of the Toronto and East York Community Council, titled “Interim Status Report – Feasibility of Streetscape Improvements and Other Measures to Enhance Pedestrian Environment and Cycling Infrastructure in the Waterfront in Connection with 15 York Street (Ward 20 – Trinity-Spadina and Ward 28 – Toronto Centre-Rosedale)”, recommended the following relating to York Street:

- (1) that four metre wide zebra crosswalks be installed in lieu of concrete sidewalks at the intersection of Harbour Street and York Street and Lake Shore Boulevard West and York Street and that this work be implemented in connection with the Clean and Beautiful City project work currently scheduled to be completed in 2006; and
- (2) the removal of the southbound to westbound and westbound to northbound channelized right-turn lanes at the intersection of York Street and Lake Shore Boulevard West, as recommended in Clause No. 5 in Report No. 6 of the Toronto and East York Community Council, be deferred at this time, subject to a report on alternative solutions to be submitted by Transportation Services to Community Council early in 2007.

ISSUE BACKGROUND

At community consultation meetings for development applications in the vicinity of York Street between Front Street and Queens Quay West, residents expressed concerns over the poor pedestrian environment on York Street. While the F. G. Gardiner Expressway poses a barrier between the Financial District and Central Waterfront, residents have stressed that the non-pedestrian friendly environment in the railway underpasses and Lake Shore Boulevard/Harbour Street crossings are a bigger barrier to pedestrian movement.

The Official Plan and Making Waves, (the Central Waterfront Secondary Plan) have policies which require improving connections between the Financial District and waterfront. These include removing the barrier effect of the Lake Shore Boulevard and improving conditions for cyclists.

The Railway Lands East precinct agreements require pedestrian improvements to York Street between the railway and Lake Shore Boulevard. In particular, improvements to remove the barrier effect of Lake Shore Boulevard/Harbour Street were required by Marathon Realty and funds were secured to improve pedestrian conditions.

COMMENTS

1. Documents applying to York Street

Official Plan designation	Major Arterial Road, right-of-way of 20 metres (south of Front Street West)
Railway Lands East Secondary Plan designation	“Improved at-grade Pedestrian Routes and Rail Corridor Underpasses”, Front Street West/Station Street to Lake Shore Boulevard
Central Waterfront Secondary Plan	“Major Road”, Lake Shore Boulevard to Queens Quay
Union Station District Plan Conservation District	“North South Connection”, Front Street West to Harbour Street “Cultural Corridor”, Front Street West to Harbour Street
Queens Quay Harbourfront B.I.A.	A plan for area in the BIA between Harbour Street to Queens Quay is under development
Revised Precinct B Precinct Agreement, dated November 29, 1996, as amended by Amending Agreement No. 1 registered on February 14, 2002 and further Amending Agreement No. 2, dated June 28, 2002	These agreements, among other things, secured funds to undertake work on York Street to reduce the barrier effect of the F. G. Gardiner and to improve pedestrian flows, including provisions for improvements to the pedestrian crossings at Lake Shore Boulevard and York Street

2. Existing conditions

There are primarily two northbound lanes and two southbound lanes on York Street, with left turn lanes at Bremner Boulevard and Queens Quay. Between Station Street and Front Street West there are three northbound lanes. Between Queens Quay and the York Street off ramp there is one northbound lane. The pavement width varies from 13.72 metres in the railway underpass to 15.24 metres in sections north and south of the railway underpass.

Streetscape Amenities	Number	Comments
Benches	None	
Mailboxes	None	
Newspaper boxes	None	
Pedestrian crosswalk lights	Yes, all	Countdown pedestrian signals have been installed at all existing crosswalks
Teamways	1	York West Teamway
TTC stops	None	No TTC route on this section of York Street
Wayfinding signage	Yes	Discovery Walk – Front Street West to Bremner Boulevard Martin Goodman Trail sign at the southwest corner of York Street and Harbour Street Waterfront trail map on west sidewalk in the railway underpass (exterior wall of the York West Teamway)
PATH connections	4	Southeast and southwest corners of Front Street West, one route under York Street on the south side of Front Street West, southwest corner of Station Street (Skywalk), Union Station entrance of Skywalk, and Skywalk over York Street at north limit of the railway
PATH signage	Yes, 1 location	Southeast corner of Front Street West (PATH logo, ceiling compass and map)
Heritage signage	Yes	North end of the inside of the York West Teamway, display board on the history of the Teamway “Teamway” engraved on exterior entrance of the north and south ends of the York West Teamway
Cultural corridor	Yes	Front Street West to Queens Quay
Abutting heritage buildings	3	71 Front Street West (Union Station), 20 York Street (Canadian National Express Building and York Teamway), and 90 Harbour Street (OPP Building)

Discovery route signage	Yes	“Downtown Toronto”, the route is Front Street West to Bremner Boulevard, signs are at the southwest corner of Front Street West and York Street, and west side of York Street between the railway and Bremner Boulevard
Bike post and rings	None	
Pedestrian scale lighting	Yes	Railway to Queens Quay, globe lights
Street trees	None	Front Street West to south façade of railway
	Yes	Temporary planting railway to Harbour Street on the west side only, permanent planting Harbour Street to Queens Quay

The area is generally devoid of pedestrian amenities due to the narrow sidewalks and current hoarding around construction sites. The ratio of pedestrians to drivers is 3:1 in the vicinity of Union Station on Front Street West. There are approximately 14 million visitors to Harbourfront per year, the majority of which use York Street.

3. Future Conditions

York Street is evolving to be a focal point for the Financial District South and residential neighbourhoods of Central Bayfront, Railway Lands East and east section of Harbourfront. The buildout population of Railway Lands East (Front Street, Lower Simcoe Street, Yonge Street and F. G. Gardiner Expressway) is anticipated to be approximately 6,500 people. The buildout population of the Central Bayfront (F. G. Gardiner Expressway, York Street, Lake Ontario, and Freeland Street) is anticipated to be approximately 11,000 people. The buildout population of the east section of Harbourfront (Rees Street, F. G. Gardiner Expressway, York Street and Lake Ontario) is anticipated to be approximately 4,100 people. In total, approximately 21,600 people are anticipated to live within 0.5 kilometre of York Street south of Front Street West.

4. Improvement Area Initiatives

Planting at northwest corner of University Avenue/Front Street West	Fall 2007
Union Station South Entrance and Union Plaza (north side of Bremner Boulevard east of York Street)	2009
Simcoe Tunnel	2009
Bike lanes on Simcoe Street, Bremner Boulevard and Bay Street	2008
PATH bridge over York Street at south side of railway	2010
PATH bridge over Bremner Boulevard between the expanded Air Canada Centre and 15 York Street (Maple Leaf Square)	2009
PATH tunnel under York Street between 15 York Street (Maple Leaf Square) and 16 York Street (future mixed use development)	2010
PATH tunnel under Bremner Boulevard west of York Street between 18 York Street and 16 York Street	2010
West 8 Queens Quay streetscape improvements	2008

Beautification of the area under the F. G. Gardiner Expressway between York Street and Spadina Avenue	2007
South Linear Park (Concord Adex) and walkway between Spadina Avenue and Yonge Street, on the north side of the F. G. Gardiner Expressway	2007

Other Planned Improvements

York East Teamway	Construction date unknown
Weather protecting the Union Station moat	Construction date unknown
The GTTA has an approved direction from their Board to undertake a six month due diligence on the possibility of the 90 Harbour Street site, which is owned by the Province, being used for an intercity bus terminal. The GTTA is in the process of developing a work plan and retaining a consultant to undertake this review.	

5. Development Applications

149/151 Front Street West/20 York Street/7 Station Street	36-storey office building
25 York Street	30-storey office building
15 York Street	Mixed use with hotel and 54- and 50-storey residential condominiums
18 York Street	26-storey office building
40 Bay Street	Air Canada Centre expansion on the west side of the existing building

City Planning staff have had pre-application meetings with the owner of 16 York Street (southwest corner of Bremner Boulevard and York Street). An Official Plan Amendment and rezoning application for this property is anticipated by the end of 2007.

6. Design Objectives and Plan

The design objectives are listed in Attachment 1. The recommended design improvements are shown on a plan in Attachments 2, 3 and 5. Attachment 4 shows streetscape sections. North of the south façade of the railway bridge over York Street few improvements are recommended. Improvements in this area are subject to the redevelopment plans for Union Station and EA work for Front Street and the northwest PATH connection.

The model for streetscape improvements on York Street is the existing streetscaping on the west side of Yonge Street between the railway and Harbour Street. A wide clear sidewalk area is provided with raised granite clad planter boxes that are lushly landscaped and a full range of pedestrian amenities.

7. Recommended Improvements

a. Wayfinding Signage and Special Attraction Signs

Most of the wayfinding signage is provided for drivers and not pedestrians. For example, there are 13 signs directing motorists to parking and nine highway directional signs. There are eight roadway special attraction signs including:

- “Convention Centre South” High level pole sign on the west side of York Street between the railway and Bremner Boulevard
- “Air Canada Centre”, “Toronto City Hall” and “H” (for hospital) at the north end of the York Street off ramp
- “H” at the northeast corner of Lake Shore Boulevard West and York Street
- “Hockey Hall of Fame” at the southeast corner of Front Street West and York Street
- “Convention Centre North” at the northwest corner of University Avenue and Front Street West
- “Toronto City Hall” and “H” north of the Union Station driveway

There are six pedestrian scale wayfinding signs.

There is a waterfront trail map on the west sidewalk in the railway underpass (exterior wall of the York West Teamway). Most pedestrians in this area use the York West Teamway and would not notice this map. It is recommended that Parks, Forestry and Recreation Division staff relocate the map to the inside of the York West Teamway. An additional waterfront trail map is recommended closer to the waterfront. A recommended location is the sidewalk on the west side of York Street abutting the Toronto Parking Authority lot between Harbour Street and Lake Shore Boulevard.

Although it is shown on the City of Toronto PATH map, there is no PATH signage in the York West Teamway. The concept of the teamway is not known by most tourists and it is not clear that it is public space. Staff recommend that a PATH logo sign be placed in the vicinity of the north and south facades of the York West Teamway by Economic Development staff. A PATH ceiling compass and PATH map is recommended at the north and south interior space of the Teamway. PATH signage could also be added near the exterior door of the York West Teamway midway through the railway underpass.

As GO Transit expands service and stairways, staff anticipate additional GO signage in the York West Teamway.

Downtown Discovery Walk signage exists between Front Street West and Bremner Boulevard. Staff recommend that Parks, Forestry and Recreation staff place a Discovery Walk map in the York West Teamway.

There is a remnant Martin Goodman Trail sign at the southwest corner of York Street and Harbour Street. The trail no longer exists in this location. Staff recommend that Parks, Forestry and Recreation staff remove the sign from this location and relocate it to an area south of Queens Quay and satisfactory to Waterfrontoronto.

b. Public Art

Existing public art includes:

Stainless steel sculpture "Triad", Ted Bieler, 1984	Citigroup Office Building, southwest corner of York Street and Front Street West,
Inlaid elements in pavement Robert Houle, 1990s	York West Teamway
Inlaid bronze fish in pavement	South sidewalk on Queens Quay at York Street
Corten steel "Search Light, Star Light, Spot Light", John McEwen, 1998	Air Canada Centre

Planned public art includes the York Street PATH bridge (south side of railway), and public art at 15 York Street (Maple Leaf Square) and 25 York Street (Telus office building). Public art that is visible from York Street is encouraged.

c. Sidewalks

All sidewalks are concrete with the exception of the west side of York Street between Front Street West and Station Street which is granite and concrete. The only section that does not have a curbside sidewalk is the east side of York Street between Harbour Street to Queens Quay. This is due to the York Street off-ramp. A north-south sidewalk is located nearby in the York Street Off Ramp Park.

A continuous concrete sidewalk does not exist on the east side of York Street at the Union Station driveway. Sightlines, between pedestrians and motorists using this driveway, are restricted and motorists may not always be aware of the potential for crossing pedestrians. Staff recommend that a pedestrian crossing be provided, either by installing a concrete sidewalk or a marked pedestrian crosswalk.

d. Crosswalks at Intersections

Existing crosswalks include the following:

Location	Type	Comments
Front Street -all approaches	Concrete, 3.6 metres	Subject to Front Street EA and design process
Station Street (private)	Concrete and Brick	To be reconstructed with the development at 149 Front Street West/7 Station Street/20 York Street

Bremner Boulevard -all approaches	Concrete, 5 metres	
Lake Shore Boulevard -all approaches	Painted, 3 metres	
Harbour Street -north, east, west side only	Painted, 3 metres	
Queens Quay -all approaches	Concrete, 3.6 metres	

Staff recommend that all crosswalks be four metres wide and that all curb cuts for crosswalks be four metres wide. Transportation Services staff will examine each crosswalk and widen to four metres where feasible. Zebra striping will also be added to emphasize the crosswalks at the Lake Shore Boulevard and Harbour Street intersections.

There is currently no crosswalk provided on the south side of Harbour Street at York Street. Staff recommend that a zebra striped crosswalk with a minimum width of four metres be painted. This will require the addition of pedestrian signals, pavement markings, and modifications to the pedestrian ramps and sidewalks on the southeast and southwest corners. The cost of this work can be covered from the funds obtained to remove the barrier effect of the F. G. Gardiner Expressway and Lake Shore Boulevard.

e. Bird Caging

Bird caging exists on the west side of York Street under the F. G. Gardiner Expressway and York Street/Bay Street ramp over the crosswalks and sidewalk. Bird caging has not been installed on the east side of York Street in these locations. Bird guano is a health hazard to pedestrians and cyclists and can damage utility boxes and traffic control lights. Technical Services staff have advised that funding is available to complete this work and that it is scheduled to be completed in 2008.

f. Graffiti

Graffiti is generally not a serious problem in the area. Graffiti exists under the Skywalk on the exterior wall of the York West Teamway. Staff recommend that City Planning staff work with the owner of 151 Front Street West and the Skywalk to remove the graffiti.

g. Street Furniture

In 2007, City Council approved a new coordinated street furniture program. Most of the blocks of land between the Front Street and Harbour Street are proposed for redevelopment. Staff recommend that Transportation Services staff give consideration to designating this section of York Street as a priority for the roll out of coordinated street furniture in 2008.

f. Weather Protection

Goals in the Official Plan, Central Waterfront Secondary Plan and Railway Lands East Secondary Plan include providing connections between the Financial District and waterfront. The zoning by-law for the Railway Lands east requires continuous weather protection in the form of three metre or deeper canopies or colonnades along York Street, Bay Street, Yonge Street, Lower Simcoe Street, Lake Shore Boulevard and Bremner Boulevard. All of the developments approved or proposed reflect the zoning by-law requirement. Many such as Maple Leaf Square provide deeper weather protection (five metres). Existing and proposed weather protection abutting York Street is shown on the sections in Attachment 4.

g. Bicycle Post and Lock Up Rings

No bicycle post and lock up rings exist. The sidewalks are too narrow for these between Front Street West and the south façade of the railway bridge. Staff recommend that Pedestrian and Cycling Infrastructure staff review the following locations:

- west side between the railway underpass and Queens Quay (excluding the Lake Shore Boulevard West traffic islands)
- east side between the railway and Harbour Street
- centre of the York Street Off Ramp Park

Bicycle post and lock up rings will be installed where feasible. This will be coordinated with the streetscape plans for new developments and the coordinated street furniture program.

h. River Rock

Different sized river rock to form patterns has been used in the Clean and Beautiful City project by Transportation Services for the area under the F. G. Gardiner Expressway between Yonge Street and Rees Street. On the south side of Lake Shore Boulevard West, west of York Street there is a decorative paved surface treatment up to the second F. G. Gardiner Expressway pillar. The area to the west is not paved and dead ends at the police towing compound (130 Harbour Street West). Pedestrians should not be encouraged to be in this area as there is no pedestrian access to the Toronto Parking Authority lot in this area. Staff recommend that river rock be installed in this area to discourage pedestrian traffic.

i. Guiderails

Guiderails exist in the following locations:

- Northeast corner of York Street and Lake Shore Boulevard West
- Island between Lake Shore Boulevard West lanes at York Street
- South side of Lake Shore Boulevard West, west of York Street

- Southeast corner of York Street and Harbour Street
- Lining the lower level of the York Street exit ramp

Guiderails are used both to guide pedestrians away from unsafe areas and to protect some of the pillars of the F. G. Gardiner Expressway. The beautification project for the underside of the F. G. Gardiner Expressway between Yonge Street and York Street resulted in most of the guiderails being removed and replaced with decorative splash guards and river rock set in concrete. Staff recommend that where feasible guiderails continue to be removed within 20 metres of York Street and that river rock, splash guards or other suitable amenity be used to direct pedestrian movement.

It is not common to have guiderails in a City park. The York Street Off Ramp Park has guiderails and from an urban design perspective they detract from appearance of the park. Staff recommend that all at-grade guardrails in the park be removed.

j. Speed Signs

There are posted speed signs on York Street between Front Street West and Queens Quay. City Council approved a motion in 2006 to lower the speed limit on University Avenue and the central section of Lake Shore Boulevard from 60 km/h to 50 km/h. In non rush hours, residents have observed speeding in this area. Increased traffic speed enforcement has been requested by City staff.

k. Improvements to the Intersection of York Street and Lake Shore Boulevard

The Railway Lands East agreements require the removal of the right turn channels at York Street and Lake Shore Boulevard in order to address the barrier effect of Lake Shore Boulevard. As part of the Lower Yonge Street Pedestrian Promenade Plan, in 2006 the right turn channel from southbound Yonge Street to westbound Lake Shore Boulevard was removed.

Transportation Services staff has reviewed the intersection of York Street and Lake Shore Boulevard West and the F. G. Gardiner Expressway westbound on-ramp to determine what changes could be made to improve the environment for pedestrians.

East Side of York Street

Presently, pedestrians on the east side of York Street must cross the westbound to northbound right-turn channel to a traffic island. They can then proceed on the appropriate signal indication to cross York Street or the westbound lanes of Lake Shore Boulevard West. This crossing is problematic for pedestrians because it is unprotected. At times, when motorists concentrate on finding a gap in northbound traffic to continue on York Street, they are unaware of pedestrians intending to cross the channel.

Removal of the westbound to northbound right-turn channel would eliminate this uncontrolled pedestrian crossing. Although there will now be conflicts between

pedestrians crossing York Street on the north side of the intersection and westbound motorists turning right on a green signal, the overall environment should improve for pedestrians. There will be an increase in delays and queuing for motorists turning right from Lake Shore Boulevard West to York Street.

No changes are recommended to the east side median on Lake Shore Boulevard West. There is sufficient area for pedestrians and the turning radius is appropriate.

West Side of York Street

Presently, pedestrians on the west side of York Street cross the southbound to westbound right turn channel, on a pedestrian signal, to a traffic island. They can then either continue across York Street or wait for the signal to proceed southbound across the westbound lanes to the F. G. Gardiner Expressway on-ramp and the westbound lanes of Lake Shore Boulevard West. The existing traffic island is small and cannot accommodate significant volumes of pedestrians. Although southbound right-turning traffic to the F. G. Gardiner Expressway ramp is stopped for pedestrians to cross, these pedestrians must negotiate potential conflicts with southbound motorists that turn right around the traffic island, and with northbound motorists turning left from York Street to both the F. G. Gardiner Expressway ramp and to Lake Shore Boulevard West.

Removal of the southbound to westbound right-turn channel will provide pedestrians with more sidewalk space and will improve the environment so that motorists are more likely to expect pedestrians to be present. However, there will continue to be potential conflicts between pedestrians proceeding southbound and motorists turning to both the F. G. Gardiner Expressway on-ramp and Lake Shore Boulevard West. Southbound motorists turning right to the on-ramp will now be required to yield to crossing pedestrians on their green signal. There will be an increase in the already long delays and queuing for southbound traffic on York Street approaching this intersection.

Modification to the west side median on Lake Shore Boulevard West will increase the area provided to pedestrians between the westbound lanes to the F. G. Gardiner Expressway on-ramp and the westbound lanes to Lake Shore Boulevard West. There will be no impact to traffic operations.

Attachments 3 (York Street Pedestrian Promenade Plan, south section) and 5 (Drawing No. 421F-9016, dated July 2007) show the removal of the right turn channels and modification to the west side median, at Lake Shore Boulevard West and York Street.

A walkway on the north side of Lake Shore Boulevard between Spadina Avenue and Yonge Street has recently been constructed. The removal of the right turn channels will also assist with improving east-west connections along the walkway.

The York Quay Neighbourhood Ratepayers Association requested that the north-south crosswalks on York Street at Lake Shore Boulevard and Harbour Street be reduced in length by narrowing the roadways. The minimum recommended lane width is 3.3 metres

and four metres for a curb lane. Most of the lane widths are greater than four metres. Due to the high volume of trucks and buses in the area this would not be advisable at this time. With tight turning radii it would be difficult for large vehicles to manoeuvre safely with narrowed lanes. As well, such measures would require extensive construction and substantial capital costs.

1. F. G. Gardiner Expressway York Street Off Ramp

The ramp from F. G. Gardiner Expressway eastbound to York Street and Bay Street widens out near the bottom and becomes a northbound through lane on York Street approaching Harbour Street, and an exclusive right-turn channel to Harbour Street eastbound. The ramp is six metres wide and is painted as a single lane. Drivers often queue doubled up on the ramp.

Presently, pedestrians on the east side of York Street can cross the eastbound lanes of Harbour Street with traffic control signals. However, they must wait for a gap in traffic to cross this right turn channel. Motorists coming from the F. G. Gardiner Expressway accelerate out of the spiral ramp towards the yield control at Harbour Street, and are not always aware of pedestrians intending to cross the channel.

Removal of the right-turn channel would eliminate this uncontrolled pedestrian crossing. However, motorists heading to Bay Street would be required to turn right at the intersection of York Street and Harbour Street. This would either be done by sharing the existing northbound through lane from the ramp or building a right-turn lane. Transportation Services staff have done a preliminary review of this proposal and note the following conflicts:

1. There would continue to be conflicts between pedestrians crossing Harbour Street on the east side of the intersection and northbound motorists turning right on a green signal.
2. The pier supporting the expressway ramp is located very close to the southeast corner of the York Street and Harbour Street intersection. This could impact the visibility of pedestrians to motorists making a northbound right turn. It may also affect the feasibility of providing a right-turn lane.
3. There will be an increase in queuing and delays for motorists exiting the F. G. Gardiner Expressway and proceeding to York Street or Bay Street. These queues would be expected to extend right back onto the expressway itself.

Residents in the area have recommended that the York Street off ramp be closed. Although this would provide the opportunity to improve the park and provide a sidewalk on the east side of York Street between Harbour Street and Queens Quay, this ramp is one of the major access points to the downtown core from the west and is highly congested at present. Further assessment to address the conflicts noted above is necessary. The proposed closure would be subject to an Environmental Assessment

process and to City Council's decision on the F. G. Gardiner Expressway. The closure of the ramp is subject to reporting to City Council on the F. G. Gardiner Expressway which is not scheduled.

Residents have requested that the vicinity of the end of the York off ramp be painted as four metres wide. From an urban design and public realm perspective the modification of the right turn channel of the ramp to Harbour Street would be desirable.

Prior to any modifications, further review of the impacts of the proposed removal of the right-turn channel at York Street and Harbour Street is necessary. Transportation Services staff will also explore other alternatives to improve the pedestrian environment at York Street and Harbour Street. Staff recommend that this item be addressed in a further report to be presented to Toronto and East York Community Council in 2008.

m. Dead Street Trees

There are three dead street trees on York Street between Lake Shore Boulevard and Harbour Street. The trees are placed in large trenches. Staff recommend that Urban Forestry replace the street trees.

n. Security Cameras

The only section of the promenade area that has security cameras is the York West Teamway. Staff will consult with the Toronto Police Service to determine the appropriateness and feasibility of providing additional security cameras may be provided in the York East Teamway and new buildings abutting York Street.

o. Railway Underpass Lighting

There are 26 streetlights out in the west side of the railway underpass and 31 lights out on the east side of the railway underpass. Pedestrian, cyclist and motorist safety is compromised by a large amount of lighting that is out. Staff recommend that Toronto Hydro repair all of the railway underpass lighting.

There are eight lights out on the underside of the Skywalk over York Street. Staff recommend that City Planning staff work with Toronto Hydro to repair these lights.

p. York West Teamway Lighting

There are eight lights out in the York West Teamway and one light out at the exit stair/exterior of the Teamway midway under the tracks. The City is responsible for the York West Teamway which is managed by the TTR as part of their management agreement with the City. Staff recommend that this lighting be repaired.

q. Homeless Population in Railway Underpass and Use of the Area for Bicycle Parking and Maintenance Facility

There is an excavated area under the railway west of the York West Teamway that has a large homeless encampment. There is also a large rat population in this area. The fencing has been cut. From a Crime Prevention Through Environmental Design Perspective, this area is not lit and is a potential area of entrapment. Facilities and Real Estate staff have a plan to create a bicycle parking and maintenance facility in this area. The ownership of this space is the City (northern part) and CNR (southern part). Facilities and Real Estate Services staff have already been given direction by City Council to create a bicycle facility in this area. The Pedestrian and Cycling Infrastructure Section has a budget to create this facility.

r. Billboards

There are two billboards at 120 Harbour Street which is owned by the Toronto Parking Authority. The property is used for a commercial parking lot. Two billboards exist over the north end of the train shed on the east side York Street. These billboards are on GO Transit's property and the Toronto Terminal Railway has the air rights. The revenue is received by Toronto Terminal Railways. Staff will encourage the Toronto Parking Authority and GO Transit to remove the billboards.

s. Landscaping Opportunities

Attachment 4 shows sections for the streetscape. Raised granite clad planter boxes with seat walls are recommended similar to the existing ones on the west side of Yonge Street south of the railway. The planter boxes would be constructed in conjunction with abutting buildings. They would be maintained by the owner of the abutting property.

At the northeast corner of Queens Quay and York Street is the York Street Off Ramp Park. This area is maintained by Parks, Forestry and Recreation staff. The park is within the boundary of the Queens Quay Harbourfront BIA and Queens Quay EA study area. Staff recommend that a Clean and Beautiful City planting gateway and mural be created at the northeast corner of Queens Quay.

t. Litter/Recycling Receptacles

EcoMedia garbage bins are located in the following locations:

Southwest corner of York Street and Queens Quay
Two at the northwest corner of York Street and Queens Quay
Southwest corner of York Street and Harbour Street
Southeast and southwest corners of York Street and Front Street West

Additional bins are recommended at all four corners of Bremner Boulevard and York Street. This request has been forwarded for consideration under the coordinated street furniture implementation in 2008.

u. Double Poles

Like many neighbourhoods with streetcar routes in downtown Toronto, there are redundant (double) poles on York Street. Staff recommend that the redundant (double) poles at the northwest and northeast corners of York Street and Queens Quay be removed by TTC and Toronto Hydro staff. This will provide design consistency with the single poles that exist on other sections of York Street and Queens Quay.

v. PATH

The PATH system will be expanded to include indoor routes between Union Station and the northwest corner of Bremner Boulevard and Lower Simcoe Street, and northeast corner of Lake Shore Boulevard and York Street. Recent PATH improvements include the opening of the Bay East Teamway. The Union Station plans include a new south public entrance on Bremner Boulevard. This entrance will be open in 2009. GO has plans to fully weather protect the York East Teamway and Bay West Teamway.

w. East-West Connections to York Street

A Clean and Beautiful City initiative has been the beautification of the area under the F. G. Gardiner Expressway between Yonge Street and Spadina Avenue. The portion between York Street and Yonge Street has been completed. A South Linear Park and walkway route has been created between Spadina Avenue and Yonge Street along the north side of the F. G. Gardiner Expressway and opened in September 2007. Eventually, much of this route will be weather protected through abutting buildings.

x. Land Use

The Toronto Parking Authority owns 120 Harbour Street and the lot to the west at 130 Harbour Street is owned by the City. Toronto Parking Authority has a parking lot on the property at 120 Harbour Street and a police towing compound is located at 130 Harbour Street. The compound has one driveway access and that is through 120 Harbour Street.

Redevelopment of these properties is encouraged in order to help to animate the York Street streetscape.

8. Public Consultation

City Council directed that City Planning staff consult with the York Quay Ratepayers Association, Harbourfront, Union Station Working Group and Toronto Waterfront Revitalization Corporation. Staff consulted with these groups and the Pedestrian

Committee and Queens Quay Harbourfront BIA. The York Quay Ratepayers Association indicated general support of the plan. In addition they request the following:

- enforcement of the 50 km/h speed limit on York Street, Lake Shore Boulevard and Harbour Street
- the prominent posting of speed limit signs
- radar monitoring of traffic
- widening the north-south crosswalks up to eight metres
- 10 metres of corrugated road surface at all approaches to the intersections
- new or additional pedestrian signals at the north-east corner of York Street and Lake Shore Boulevard to increase their visibility.

The speed limit on York Street south of Front Street West is 50 km/h. The speed limit on Lake Shore Boulevard between the vicinity of Spadina Avenue to Jarvis Street, and University Avenue south of College Street was reduced from 60 km/h to 50 km/h in 2006 in accordance with direction from City Council. Signs are now posted on both streets. Additional traffic enforcement is supported.

Staff recommend crosswalks with a width of four metres. This standard has been applied to lower Yonge Street and Bay Street and is sufficient to handle existing and anticipated pedestrian volumes. Wider crosswalks are not feasible due to the pillars of the F. G. Gardiner Expressway. The pillars are shown in Attachment 3. Staff does not support the use of corrugated road surface on arterial roads. The pedestrian signal at the north-east corner will be relocated with visibility in mind as part of the reconstruction of the intersection.

With respect to the York Street Off Ramp Park, the Association requests increased enforcement to relocate the homeless and improving the security lighting in the park was requested. The sides of the ramp facing Queens Quay and York Street are viewed to be unattractive. The Association requests river rock along York Street to discourage pedestrian crossing in this area. The Association requests planting more groundcover landscaping at the southeast corner of York Street and Harbour Street instead of river rock. The Association supports the eventual removal of the York ramp and understands that this requires an Environmental Assessment.

Staff recommend that a safety audit of this park be conducted with staff from City Planning, Parks, Forestry and Recreation, and Transportation Services. Representatives from the Queens Quay Harbourfront BIA, Waterfrontoronto, and Harbourfront should also attend.

The Association suggests street lighting improvements including: installing more streetlights with both roadway and pedestrian scale sidewalk lighting, and strong white floodlights hung under the F. G. Gardiner Expressway.

With the construction of new buildings staff will insure that more streetlights be installed. Attaching lights to the underside of the F. G. Gardiner Expressway may not be feasible.

Furthermore, Toronto Hydro may not assume responsibility for pedestrian scale lighting. As redevelopment occurs on the abutting blocks of land, staff will seek improvements to lighting under the F. G. Gardiner Expressway.

Regarding signage, the Association identified the need for signage at the north and south end of the York Street Teamway so that people know that it is public. Large traffic and pedestrian signs along Front Street were requested. A large bus parking sign was requested for the parking lot at the southwest corner of York Street and Bremner Boulevard. This lot serves the bus parking requirement for the Air Canada Centre.

Staff recommend adding PATH signage at both ends of the Teamway. Signage on Front Street is subject to the Union Station District Plan and the Association's request will be taken into consideration. Staff recommend that City Planning staff work with the owner of the 16 York Street bus parking lot to increase bus parking signage in the area.

The Queens Quay Harbourfront BIA expressed general concerns over the potential for traffic to queue from northbound York Street onto Queens Quay if the York ramp was modified. Staff will take this into account when reporting on the modification of the York off ramp.

9. Plan Implementation

The plan will be implemented through the reconstruction of streetscape abutting new buildings and redevelopment of Union Station. The removal of the right turn channels at York Street and Lake Shore Boulevard will be implemented through a capital works project in 2008. Funding for this improvement is available from a required contribution made by Marathon Realty Company Limited (now Fairmont Developments Ltd.). The modification of the York Street off ramp requires further reporting. If modifications are supportable, the project could also be funded through the contribution made by Marathon Realty Company Limited (now Fairmont Developments Ltd.).

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SIGNATURES

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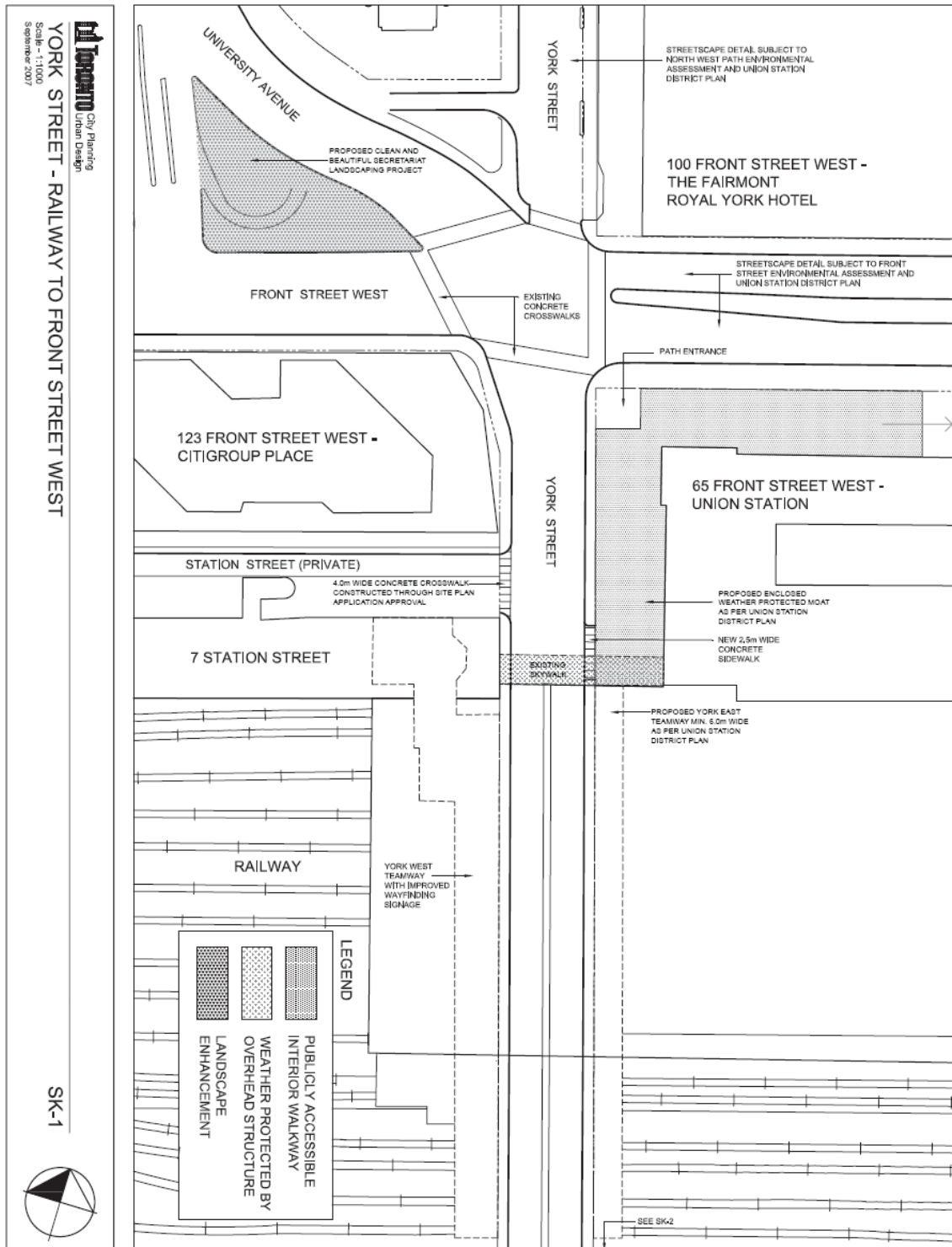
ATTACHMENTS

- Attachment 1: Urban Design Objectives for the York Street Pedestrian Promenade Plan
(Front Street West to Queens Quay)
- Attachment 2: York Street Pedestrian Promenade Plan (north section)
- Attachment 3: York Street Pedestrian Promenade Plan (south section)
- Attachment 4: York Street Pedestrian Promenade Plan - Sections
- Attachment 5: Intersection of York Street and Lake Shore Boulevard West – Proposed
Curb Modifications, (Drawing No. 421F-9016, dated July 2007)
- Attachment 6: Action Items for Plan Implementation

Attachment 1:
Urban Design Objectives for the York Street Pedestrian Promenade Plan (Front Street West to Queens Quay)

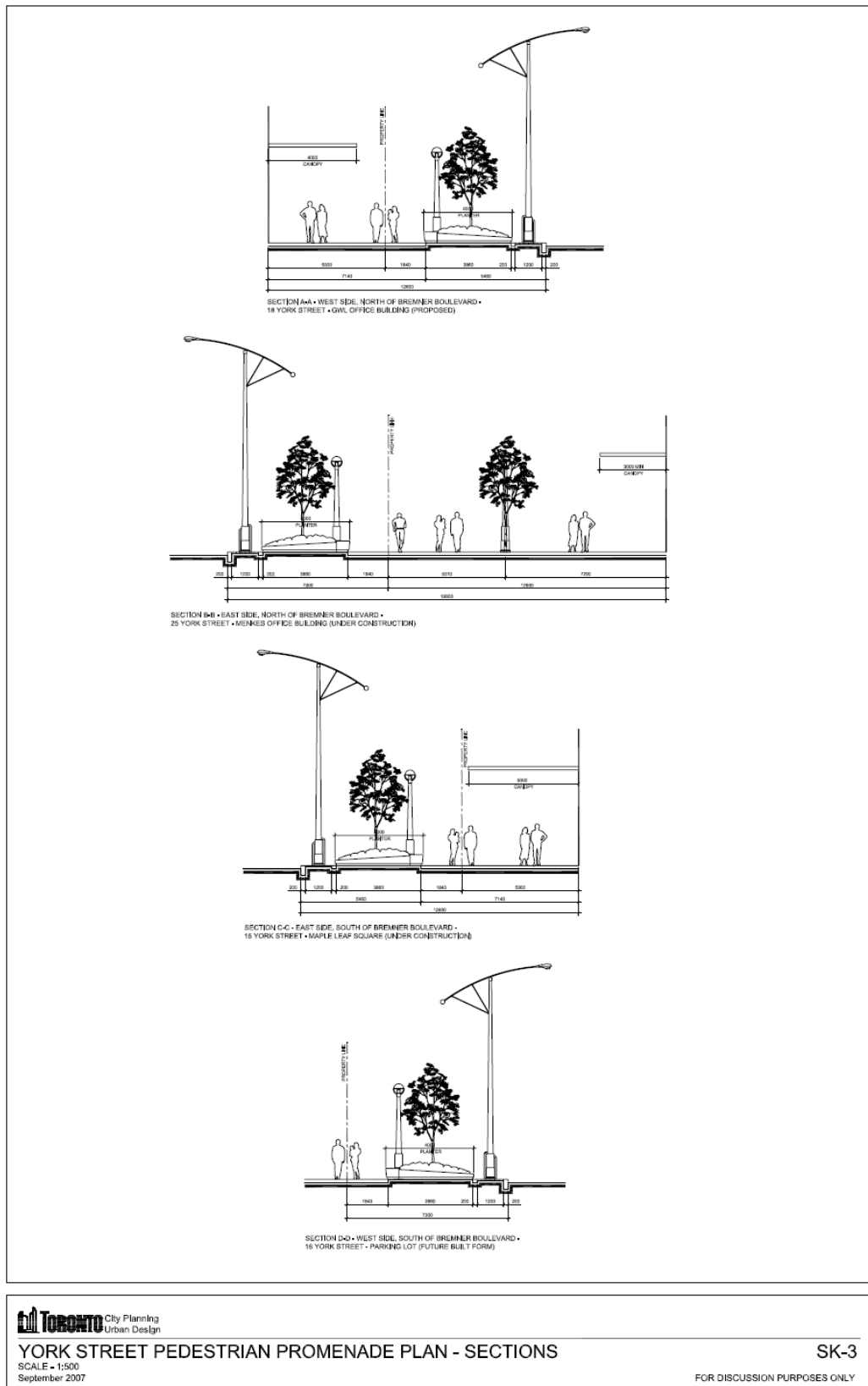
1. Provide a concrete sidewalk with a minimum clear width of four metres between the railway and Queens Quay.
2. Provide concrete or zebra stripped crosswalks with a width of four metres, where feasible, at all intersections, and at the driveway crossing of the private Station Street.
3. Provide curb cuts with a width of four metres, where feasible, for crosswalks.
4. Remove the right channels at the northwest and northeast corners of York Street and Lake Shore Boulevard.
5. Remove the right channel at the southeast corner of York Street and Harbour Street.
6. Narrow the York Street off ramp of the F. G. Gardiner Expressway where it meets York Street from six metres by painting the lane width.
7. Add a crosswalk at the south leg of Harbour Street at York Street.
8. Provide a 10 metre curb radius or less at intersections.
9. Provide continuous weather protection from the railway to Queens Quay abutting new buildings with a minimum depth of three metres.
10. Remove guardrails within 20 metres of York Street, where feasible.
11. Maximize landscape planting opportunities in raised granite clad planter boxes with seating wall, with such structures and landscaping maintained by the owners of abutting buildings.
12. Maximize pedestrian wayfinding opportunities in the form of PATH, Discovery Walk, Waterfront Trail and special attraction signage.

Attachment 2: York Street Pedestrian Promenade Plan (north section)



Attachment 3: York Street Pedestrian Promenade Plan (south section) [see attached 11 X 17 inch folded plan]

Attachment 4: York Street Pedestrian Promenade Plan – Sections



LEGEND

PROPOSED CURB MODIFICATION

15

16

16A

YORK ST

EXISTING CURB

EXISTING ISLAND TO BE REMOVED

28.5m

8.3mR

26.2m

EXISTING CURB

RAMP UP TO GARDINER

EXISTING CURB TO BE MODIFIED

7.0mR

7.7m

EXISTING CURB

22.7m

EXISTING CURB

8.3mR

EXISTING ISLAND TO BE REMOVED

EXISTING CURB

18.8m

ALL CROSSWALKS ARE 4.0m WIDE

SHORE BLVD

LAKE

NOTE:

INFORMATION ON THIS PLAN IS BASED ON OFFICE RECORDS AND IS SUBJECT TO FIELD VERIFICATION.

ALL DIMENSIONS ARE APPROXIMATE.

EXISTING PAVEMENT MARKING IS SHOWN IN GREY.

PROPOSED PAVEMENT MARKING IS SHOWN IN BLACK.

F.G., GARDINER EXPRESSWAY IS NOT SHOWN FOR CLARITY OF DRAWING.

**INTERSECTION OF
YORK STREET AND LAKE SHORE BOULEVARD WEST
PROPOSED CURB MODIFICATIONS**

SCALE
1 : 500

S.J.L.
DWG. NO. 421F-9016
JULY, 2007
TRANSPORTATION SERVICES
TORONTO & EAST YORK DISTRICT

Attachment 6: Action Items for Plan Implementation

Action Items

Parks, Forestry and Recreation

1. Parks, Forestry and Recreation staff to relocate the existing waterfront trail map from the outside of York West Teamway to the inside of the Teamway. An additional map is to be located in the right-of-way in front of 120 York Street (Toronto Parking Authority lot) or another suitable location determined by Waterfrontoronto.
2. Parks, Forestry and Recreation staff to place a discovery walk map in the York West Teamway.
3. Parks, Forestry and Recreation staff to remove the Martin Goodman Trail sign at the south-west corner of York Street and Harbour Street and relocate it to the area south of Queen's Quay and satisfactory to Waterfrontoronto.

Technical Services

4. Technical Services staff to install bird caging under the F. G. Gardiner Expressway, Yonge Street ramp, and York Street/Bay Street ramp over the crosswalk and sidewalk on the east side of York Street.

Transportation Services

5. Transportation Services staff, utilizing existing Clean & Beautiful City funding, to install river rock on the south side of Lake Shore Boulevard west of the York Street sidewalk (west of the second F. G. Gardiner Expressway pillar) so as to discourage pedestrians from walking in this area.
6. Transportation Services staff to remove, where feasible guiderails within 20 metres of York Street and at-grade guiderails in the York Street Off Ramp Park utilizing Clean & Beautiful City funding.

Solid Waste Management Services

7. Solid Waste Management Services staff to locate litter/recycling receptacles at the four corners of York Street and Bremner Boulevard, in consultation with staff responsible for implementing the coordinated street furniture program.

City Planning

8. City Planning staff is to request the owners of 151 Front Street West and the Skywalk to remove graffiti under the Skywalk on the exterior wall of the York West Teamway,
9. City Planning staff is to request Toronto Hydro to repair the lights on the underside of the Skywalk over York Street.
10. City Planning is to work with the owner of 16 York Street to increase bus parking signage in the vicinity of the bus parking lot.
11. City Planning staff to require continuous weather protection with a minimum depth of three metres for all building walls abutting York Street.
12. City Planning staff to require that all buildings with PATH connections have a PATH logo on the York Street façade, and a PATH map and ceiling compass inside the York Street doors.

Urban Forestry

13. Urban Forestry staff to remove and replace all dead street trees on York Street.

Economic Development

14. Economic Development staff to place a PATH logo on the north and south facades of the York West Teamway, place a PATH map and ceiling compass inside the Teamway at the north and south ends, and add PATH signage near the exterior door of the York West Teamway mid-way through the railway underpass.

Facilities and Real Estate

15. Facilities and Real Estate staff to ensure that burnt out lights within the York West Teamway and are replaced on a regular basis.