



**STAFF REPORT  
ACTION REQUIRED**

**Toronto 2015 Pan Am/Parapan Am Games –  
Temporary Traffic By-law Amendments for High  
Occupancy Vehicle Lanes (Supplementary Report)**

<b>Date:</b>	March 25, 2015
<b>To:</b>	City Council
<b>From:</b>	General Manager, Transportation Services
<b>Wards:</b>	All
<b>Reference Number:</b>	P:\2015\ClusterB\TRA\TIM\cc15001tim.docx

**SUMMARY**

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The Public Works and Infrastructure Committee, at its meeting on February 23, 2015, adopted the report dated February 11, 2015 from the General Manager, Transportation Services titled "Toronto 2015 Pan Am/Parapan Am Games - Temporary Traffic By-law Amendments" (PW2.3). In so doing, the Committee requested *"the General Manager, Transportation Services to report directly to City Council on reserved lanes for High Occupancy Vehicles and any other designated classes of vehicles during the Pan American and Parapan American Games and on any associated required amendments to implement the reserved lanes."*

This report responds to the request from the Public Works and Infrastructure Committee and recommends reserved lanes for designated classes of vehicles, including Pan Am and Parapan Am "Games Clients" (e.g. athletes, officials, international federations, accredited media, etc.) and High Occupancy Vehicles (HOV's), on the Don Valley Parkway and on sections of the Gardiner Expressway and Lake Shore Boulevard which serve as key corridors to and from the Athletes' Village and the competition and non-competition sites.

Specifically, it is recommended that these reserved lanes be activated on June 29, 2015 for vehicles with 3 or more occupants ("HOV3+") for the Pan Am Games, and then on July 28, 2015 be converted to reserved lanes for vehicles with 2 or more occupants ("HOV2+") for the Parapan Am Games. These regulations and dates were based on extensive analysis, considerations and a collaborative decision by the Pan/Parapan Am Transportation Team, which includes senior staff representatives from the Ministry of Transportation, City of Toronto (City Manager's Office, Transportation Services, TTC and Toronto Police Services), TO2015, the Integrated Security Unit and municipal

partners. Critically, these recommendations reflect the need to address the requirements of Games athletes and officials, while recognizing the impact on businesses, residents and commuters and the importance of keeping the Region and City moving.

## **RECOMMENDATIONS**

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The General Manager, Transportation Services recommends that:

1. City Council amend *City of Toronto Municipal Code Chapter 950, Traffic and Parking*, to include a definition of "Games Client Vehicles" as meaning those motor vehicles which display a Vehicle Accreditation and Parking Permit that has been issued by the Toronto Organizing Committee for the 2015 Pan American and Parapan American Games.
2. City Council designate reserved lanes for High Occupancy Vehicles containing a minimum of 3 persons, and for buses, taxis, motorcycles and "Games Client Vehicles", as defined in Recommendation No. 1, required to support the Pan American Games from June 29, 2015 to July 27, 2015 at the locations and for the times and/or days identified in Appendix 2 attached to the report dated March 25, 2015 from the General Manager, Transportation Services.
3. City Council designate reserved lanes for High Occupancy Vehicles containing a minimum of 2 persons, and for buses, taxis, motorcycles and "Games Client Vehicles", as defined in Recommendation No. 1, required to support the Parapan American Games from July 28, 2015 to August 18, 2015 at the locations and for the times and/or days identified in Appendix 3 attached to the report dated March 25, 2015 from the General Manager, Transportation Services.
4. City Council authorize the General Manager, Transportation Services to report directly to City Council on July 7 and 8, 2015, if deemed necessary by the General Manager, Transportation Services, on any additional required temporary reserved lanes and/or changes to any temporary reserved lanes approved by City Council in connection with the report dated March 25, 2015 from the General Manager, Transportation Services.
5. City Council authorize the appropriate City officials to submit directly to Council at the appropriate time any necessary bills to amend the appropriate City of Toronto Municipal Code Chapters, and any Schedules thereto, to reinstate the traffic regulations to what they were immediately prior to the by-law amendments for the temporary reserved lanes made in connection with the report dated March 25, 2015 from the General Manager, Transportation Services.
6. City Council authorize and direct the appropriate City officials to take the necessary action to give effect to Council's decision, including the introduction in Council of any and all bills that may be required.

## **Financial Impact**

The implementation of the temporary reserved lanes represents an incremental transportation service (i.e. beyond "normal" levels) which Ontario and TO2015 have requested the municipalities to provide. As such, these facilities will be identified in the Municipal Services Agreement ("MSA") which includes, among other things, the terms of the compensation payment to be made to local authorities to cover the cost of this incremental service.

Specifically, while negotiation of the MSA with respect to Transportation Services is not yet complete, the 2015 Transportation Services Operating Budget included the provision for MSA cost recoverable expenditures up to \$152,000 gross / \$0 net for the required pavement markings and signs.

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

## **DECISION HISTORY**

The Public Works and Infrastructure Committee, at its meeting on February 23, 2015, adopted the report dated February 11, 2015 from the General Manager, Transportation Services titled "Toronto 2015 Pan Am/Parapan Am Games - Temporary Traffic By-law Amendments" (PW2.3). In that report, it was noted that the City was actively engaged in discussions with the Province regarding the regulations and dates associated with the designation and implementation of Temporary High Occupancy Vehicle ("HOV") lanes on key components of the Games Route Network ("GRN"). Given these ongoing discussions, the Committee requested *"the General Manager, Transportation Services to report directly to City Council on reserved lanes for High Occupancy Vehicles and any other designated classes of vehicles during the Pan American and Parapan American Games and on any associated required amendments to implement the reserved lanes."*

These discussions with the Province, and the associated supporting analysis and considerations, have now been completed and the results and recommendations are the subject of this staff report.

## **ISSUE BACKGROUND**

With the arrival of thousands of athletes and officials, and over a million expected spectators and visitors, the Pan Am and Parapan Am Games will have an impact on transportation in the host city and region.

As has been the case for other multi-sport events, a comprehensive transportation plan has been developed to manage the additional demand, deliver Games commitments and mitigate impacts to residents, businesses and commuters. Early on in this process, to guide transportation planning for the Games, the Pan Am/Parapan Am Transportation Team ("PATT") established three overarching objectives for the plan:

- Keep the city and region moving;
- Create a safe, accessible and positive experience for spectators and volunteers;
- Get athletes, officials and media to events safely and on time.

To address these three overarching objectives, a Games Route Network ("GRN") was developed. The GRN is a system of roads connecting the Pan Am/Parapan Am competition venues to the Athletes' Village and other venues (see Appendix 1). Games Clients, which includes athletes, team officials, international federations and dignitaries, technical officials, media, and sponsorship partners, will rely on the GRN for reliable, timely and safe travel to and from these sites. Initially, consideration was given to designating lanes on the GRN for the exclusive use of Games athletes and officials, similar to what was done for previous Olympic and Pan Am Games. This approach would have had a significant impact on the operations of these roads and on residents, businesses and commuters currently using these facilities. Instead, the transportation plan for these Games includes the designation of Temporary High Occupancy Vehicle ("HOV") lanes on key components of the GRN. These are lanes that not only will be used by Games Clients but will also be available for any HOV's used by the general public, as well as for buses, taxis and motorcycles which are currently permitted to use the existing HOV lanes in the city. Access to these HOV lanes by the general public will mitigate the impacts to residents, businesses and commuters while, at the same time, encouraging car pooling in order to take advantage of these facilities.

With respect to Games Clients, only those vehicles which display a Vehicle Accreditation and Parking Permit that has been issued by TO2015 will be allowed access to these HOV lanes.

## COMMENTS

At a November 24, 2014 media event hosted by the Province, it was announced that an HOV3+ network will be established throughout the full seven week Games period. However, following technical refinements (based on traffic modelling, analysis and field investigations), expert advice and partner input, it is now proposed that the HOV3+ be in effect through the Pan Am Games, after which time it will switch over to HOV2+ network for the remainder of the Games period. The designation of the HOV2+ for the Parapan Am Games reflects the smaller event size, smaller footprint of the venues and the expectation of lower demands for these HOV facilities by Games Clients' vehicles. In view of these factors, the level of transportation service for the Parapan Am Games Clients with HOV2+ Lanes is expected to be similar to what will be provided for the Pan Am Games Clients with the HOV3+ Lanes.

The recommended GRN and HOV schedule and regulations, the details of which are identified in Appendices 2 and 3, are summarized below:

- |                                            |               |
|--------------------------------------------|---------------|
| • Activation of the GRN and HOV3+ Lanes    | June 29, 2015 |
| • Conversion of HOV3+ Lanes to HOV2+ Lanes | July 28, 2015 |

- De-activation of the GRN and HOV2+ Lanes

August 18, 2015

The hours of operation of the Temporary HOV lanes will be daily from 5:00 a.m. to 11:00 p.m. in order to capture the majority of Games Client movements which will occur in advance of morning competitions, throughout the day and following evening competitions.

As noted above, the activation date of the GRN and Temporary HOV Lanes is June 29, 2015 even though the Opening Ceremonies for Pan Am will take place on July 10, 2015. The June 29 activation date was selected collaboratively with PATT members for many reasons as outlined in the following sections.

### **Safety and Education**

- Sufficient time is required for drivers to be able to adjust to the reconfiguration of over 230 km of the city's and province's highway networks. Experience suggests that lane reconfigurations, such as those associated with construction projects, require a period of adjustment as drivers become familiar with new road conditions and rules. This period of adjustment can last up to two weeks.
- To help manage the impact of change, substantial education is required, accompanied by policing activities that can gradually ramp-up public awareness and enforcement.
- At the outset of planning, representatives of the Integrated Security Unit ("ISU"), which includes staff of Toronto Police Services, recommended an earlier date in mid-June as best suited to support a change of this scale.
- Given the need to also be mindful of the impact on the general travelling public associated with the length of time the lanes would be in place, it was determined that the date could be deferred to June 29, as long as very robust education precedes the activation.

### **Games Activity**

- The Athlete's Village opens on June 29, followed by the ongoing arrival of athletes and officials to the city and region. Training commences on July 2.
- Games officials will be expecting the transportation network to be functional as of their arrival, consistent with the commitments made in the bid.
- Competition in some events will begin as early as July 7.
- Accredited foreign media, who are part of the Games contingent eligible to use the HOV lanes, will also begin arrivals in advance of the opening ceremonies and typically focus reporting on planning in this time period.

- In addition, the timing of arrival of media coincides with the opening of the Main Media Centre ("MMC") on June 29. The MMC will be the home base work facility for approximately 3,000 accredited media at Games time with some arriving prior to June 29.

### **Technical Performance**

- Sufficient time for implementation is critical to ensure full effectiveness of the HOV lanes is achieved by the time Games activity reaches full demand the week of July 7.
- The week of June 29 includes Canada Day on July 1, leaving only four commuting days that week for introduction of the lanes. Further, there is already an expectation of some reduced demand associated with vacation activity that week.
- Ontario's and Toronto's HOV lanes will have added complexity requiring time for adjustment as this will be the first time such lanes will also operate as HOV lanes for the general public. Previous Games largely provided lanes for exclusive use of Games vehicles.
- June 29 provides the best opportunity for ensuring drivers do have the opportunity to experience and benefit from the new lane configurations and for traffic managers to make operational adjustments to the network based on observed driver behaviour.

### **Other Considerations**

- June 29 follows the end of the school year and beginning of summer vacation period when traffic volumes normally decrease and will better reflect Pan Am and Parapan Am conditions.
- The June 29 activation date allows for HOV lane installation to take place over the weekend of June 27 and 28, rather than during weekdays and/or the July 1 holiday that would be necessary to support activation later in the week.
- The implementation period can be leveraged to support and reinforce broad transportation demand management efforts to reduce traffic during Games by 20% by offering incentives for drivers to carpool.
- This approach is consistent with past practices for early activation at other recent Games.

The signs and pavement markings that will be implemented to distinguish the Temporary HOV Lanes from general purpose lanes have been designed to be consistent across the Games footprint (Ministry of Transportation, Ontario roads as well as City of Toronto roads) and are similar in design to signs and markings used for existing reserved lanes in these jurisdictions.

The temporary by-laws for the Temporary HOV Lanes are included in Appendices 2 and 3.

## **CONTACT**

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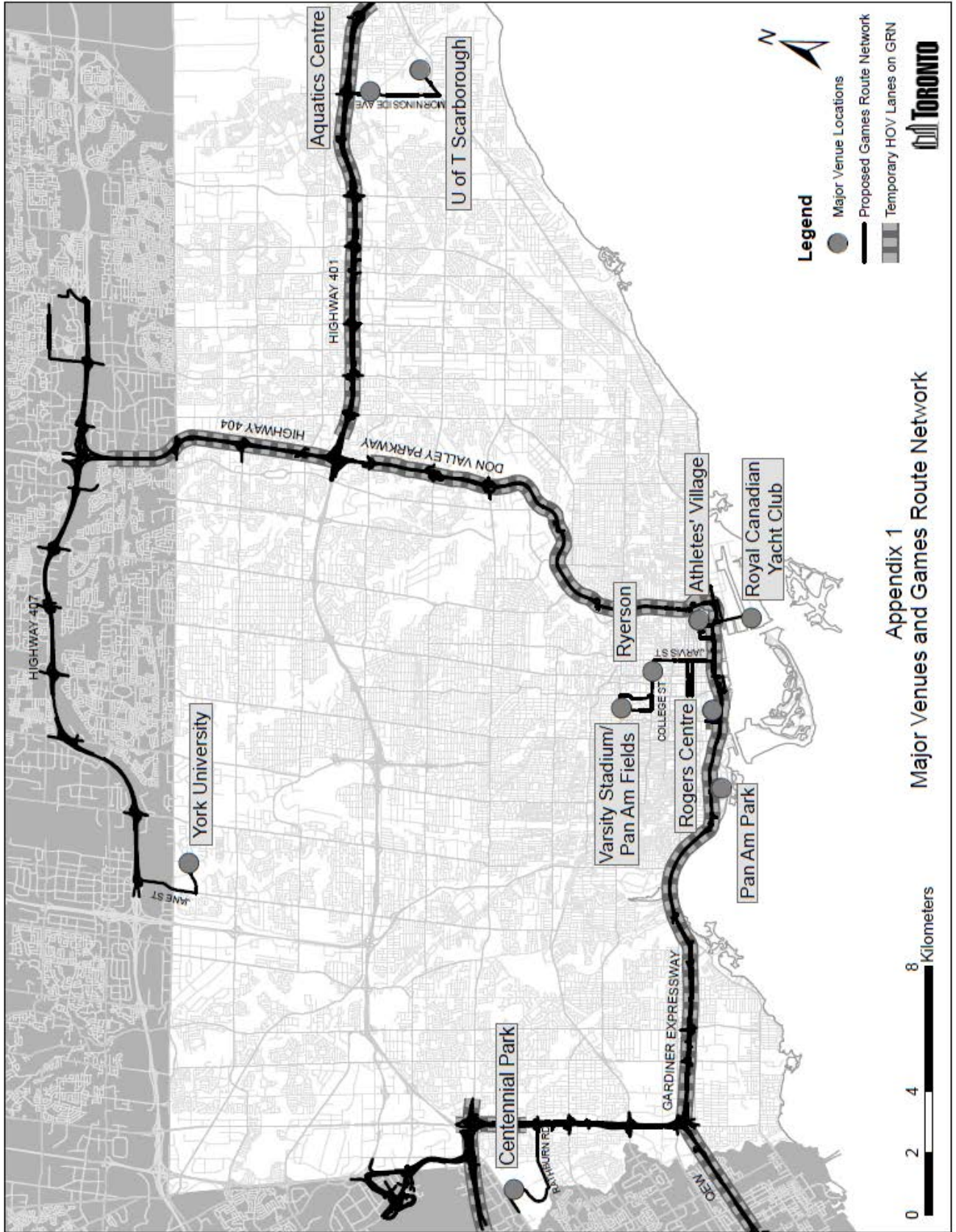
## **SIGNATURE**

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Stephen M. Buckley  
General Manager  
Transportation Services Division

## **ATTACHMENTS**

- Appendix 1: Major Venues and Games Route Network
- Appendix 2: Designation of Temporary Reserved Lanes (HOV3+) for Pan Am Games
- Appendix 3: Designation of Temporary Reserved Lanes (HOV2+) for Parapan Am Games





**Appendix 2**  
**Designation of Temporary Reserved Lanes for Pan American Games**  
**June 29 to July 27, 2015**

**Reserved Lanes for Designated Classes of Vehicles to be Enacted:**

Highway	Between	Lanes	Time and/or Days	Designated Class of Vehicle
Don Valley Parkway	A point 800 metres north of Eastern Avenue W-N ramp bullnose and a point 800 metres south of Highway 404/401 bullnose	Westerly Northbound	5:00 a.m. to 11:00 p.m., from June 29, 2015 to July 27, 2015, inclusive	Games Client Vehicles, HOV, Buses, Taxicabs and Plated Motorcycles
Don Valley Parkway	A point 1200 metres south of Highway 401 W-S ramp bullnose and a point 800 metres north of Richmond Street off-ramp bullnose	Easterly Southbound	5:00 a.m. to 11:00 p.m., from June 29, 2015 to July 27, 2015, inclusive	Games Client Vehicles, HOV, Buses, Taxicabs and Plated Motorcycles
Frederick G. Gardiner Expressway	The west limit of The East Mall and a point 1600 metres west of Jarvis Street off-ramp bullnose	Northerly Eastbound	5:00 a.m. to 11:00 p.m., from June 29, 2015 to July 27, 2015, inclusive	Games Client Vehicles, HOV, Buses, Taxicabs and Plated Motorcycles
Frederick G. Gardiner Expressway	A point 800 metres west of Jarvis Street on-ramp bullnose and the west limit of The East Mall	Southerly Westbound	5:00 a.m. to 11:00 p.m., from June 29, 2015 to July 27, 2015, inclusive	Games Client Vehicles, HOV, Buses, Taxicabs and Plated Motorcycles
Lake Shore Boulevard West	Immediately east of the intersection at Ontario Drive and the eastbound stop bar at Lower Spadina Avenue	Southerly Eastbound	5:00 a.m. to 11:00 p.m., from June 29, 2015 to July 27, 2015, inclusive	Games Client Vehicles, HOV, Buses, Taxicabs and Plated Motorcycles

Lake Shore Boulevard West	A point 75 metres east of the intersection at Lower Jarvis Street and the access to 480 Lake Shore Boulevard East	Northerly Eastbound	5:00 a.m. to 11:00 p.m., from June 29, 2015 to July 27, 2015, inclusive	Games Client Vehicles, HOV, Buses, Taxicabs and Plated Motorcycles
Lake Shore Boulevard West	Immediately west of the intersection at Don Roadway and the westbound stop bar at Lower Sherbourne Street	Northerly Westbound	5:00 a.m. to 11:00 p.m., from June 29, 2015 to July 27, 2015, inclusive	Games Client Vehicles, HOV, Buses, Taxicabs and Plated Motorcycles
Lake Shore Boulevard West	Immediately west of the intersection at Dan Leckie Way and the westbound stop bar at Ontario Drive	Northerly Westbound	5:00 a.m. to 11:00 p.m., from June 29, 2015 to July 27, 2015, inclusive	Games Client Vehicles, HOV, Buses, Taxicabs and Plated Motorcycles

**Appendix 3**  
**Designation of Temporary Reserved Lanes for Parapan American Games**  
**July 28 to August 18, 2015**

**Reserved Lanes for Designated Classes of Vehicles to be Enacted:**

Highway	Between	Lanes	Time and/or Days	Designated Class of Vehicle
Don Valley Parkway	A point 800 metres north of Eastern Avenue W-N ramp bullnose and a point 800 metres south of Highway 404/401 bullnose	Westerly Northbound	5:00 a.m. to 11:00 p.m., from July 28, 2015 to August 18, 2015, inclusive	Games Client Vehicles, HOV2+, Buses, Taxicabs and Plated Motorcycles
Don Valley Parkway	A point 1200 metres south of Highway 401 W-S ramp bullnose and a point 800 metres north of Richmond Street off-ramp bullnose	Easterly Southbound	5:00 a.m. to 11:00 p.m., from July 28, 2015 to August 18, 2015, inclusive	Games Client Vehicles, HOV2+, Buses, Taxicabs and Plated Motorcycles
Frederick G. Gardiner Expressway	The west limit of The East Mall and a point 1600 metres west of Jarvis Street off-ramp bullnose	Northerly Eastbound	5:00 a.m. to 11:00 p.m., from July 28, 2015 to August 18, 2015, inclusive	Games Client Vehicles, HOV2+, Buses, Taxicabs and Plated Motorcycles
Frederick G. Gardiner Expressway	A point 800 metres west of Jarvis Street on-ramp bullnose and the west limit of The East Mall	Southerly Westbound	5:00 a.m. to 11:00 p.m., from July 28, 2015 to August 18, 2015, inclusive	Games Client Vehicles, HOV2+, Buses, Taxicabs and Plated Motorcycles
Lake Shore Boulevard West	A point 75 metres east of the intersection at Lower Jarvis Street and the access to 480 Lake Shore Boulevard East	Northerly Eastbound	5:00 a.m. to 11:00 p.m., from July 28, 2015 to August 18, 2015, inclusive	Games Client Vehicles, HOV2+, Buses, Taxicabs and Plated Motorcycles

Lake Shore Boulevard West	Immediately west of the intersection at Don Roadway and the westbound stop bar at Lower Sherbourne Street	Northerly Westbound	5:00 a.m. to 11:00 p.m., from July 28, 2015 to August 18, 2015, inclusive	Games Client Vehicles, HOV2+, Buses, Taxicabs and Plated Motorcycles
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