



STAFF REPORT ACTION REQUIRED

Pilot Project – Extending the Richmond Street and Adelaide Street Cycle Tracks to Parliament Street

Date:	May 29, 2015
To:	Public Works and Infrastructure Committee
From:	General Manager, Transportation Services
Wards:	20 Trinity-Spadina, 28 Toronto Centre-Rosedale
Reference Number:	P:\2015\ClusterB\TRA\TIM\pw15006tim.docx

SUMMARY

Transportation Services is undertaking the Richmond-Adelaide Bikeway Municipal Class Environmental Assessment (EA) Study to evaluate the feasibility of implementing separated bicycle lanes in the Richmond Street - Adelaide Street corridor, between Bathurst Street and Sherbourne Street. The study is also evaluating the feasibility of bikeways on Wellington Street, Peter Street and Simcoe Street.

In 2014, Transportation Services installed portions of the preliminarily preferred alignments as part of the EA Study, in the form of a pilot project as approved by Council at its meeting of June 10, 11, 12 and 13, 2014. The pilot project installations are being evaluated and a summary of the preliminary evaluations are presented in this report. As demonstrated in the technical evaluation and public consultation that has been undertaken, the pilot project has been largely successful to date. This report recommends continued operation of the existing pilot project as well as a number of minor adjustments to the existing cycle tracks to address operational improvements for safety, accessibility and loading.

As a continuation of the pilot project and EA Study, Transportation Services is proposing to extend the bikeway facilities eastward on Richmond Street and Adelaide Street, from their current easterly termini, to Parliament Street. Subject to Council approval, Transportation Services proposes to install the extension of the pilot project in summer 2015, following the Pan Am and Parapan Am Games.

The proposed extension and continued observation of the pilot project would provide an opportunity to evaluate and adjust, if necessary, the preliminary alignments as a continuous network of cycling facilities. The results of the pilot project will inform the final recommendations of the Municipal Class EA Study. Transportation Services proposes to maintain the operation of the pilot project until a City Council decision is made on the recommendations of the EA which will be submitted to Council in the third quarter of 2016.

RECOMMENDATIONS

The General Manager, Transportation Services recommends that:

1. City Council approve the implementation of a westbound cycle track on the north side of Richmond Street West, from Parliament Street to York Street, as a pilot project until the completion of the Municipal Class Environmental Assessment Study with associated parking, standing, stopping regulations, as described in Appendices 3 and 7;
2. City Council approve the implementation of a eastbound cycle track south side of Adelaide Street West, from Simcoe Street to Parliament Street, as a pilot project until the completion of the Municipal Class Environmental Assessment Study with associated parking, standing, stopping regulations, as described in Appendices 4 and 7;
3. City Council approve the implementation of a "Designated On-street Loading Zone for Permit Holders" regulation on the east side of Simcoe Street, between a point 60 metres north of Wellington Street and a point 20 metres further north, as described in Appendices 5 and 7;
4. City Council approve the implementation of a "Passenger Loading Zone" regulation on the west side of Simcoe Street, between a point 31 metres north of Wellington Street West and a point 40.5 metres further north, as described in Appendices 5 and 7;
5. City Council approve the implementation of a "Commercial Loading Zone" regulation on the west side of Simcoe Street, between a point 71.5 metres north of Wellington Street West and a point 33 metres further north, as described in Appendices 5 and 7;
6. City Council approve the implementation of a "Bus Loading Zone" on the east side of York Street, from a point 18 metres north of Richmond Street to a point 30.5 metres south of Queen Street, as described in Appendices 6 and 7;
7. City Council approve the implementation of a "No Standing Anytime" regulation on east side of Morrison Street, from Adelaide Street West and a point 15 metres further south, as described in Appendix 7;
8. City Council grant authority to the General Manager, Transportation Services to modify the pilot project installations as appropriate during the pilot project to address safety and operational issues that may arise; and
9. City Council request that the General Manager, Transportation Services report back to the Public Works and Infrastructure Committee in the third quarter of 2016 on the findings of the Richmond – Adelaide Cycle Track pilot project evaluation.

Financial Impact

The estimated cost to implement the bicycle lanes and cycle tracks recommended in this report is \$390,000. Funds to implement the changes described in this report are available in the 2015 Approved Capital Budget and 2015-2023 Approved Capital Plan for Transportation Services in the Cycling Infrastructure Account CTP815-05.

As a result of the proposed changes to on-street pay-and-display parking (overall reduction of 45 parking spaces) along Richmond Street, Adelaide Street, Simcoe Street, and Morrison Street described in this report, it is estimated that Toronto Parking Authority Revenue would reduce by \$427,939 annually.

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

DECISION HISTORY

At its meeting of June 10, 11, 12 and 13, 2014, Toronto City Council adopted a staff report PW31.7 "Richmond – Adelaide Cycle Track Planning and Design Study – Pilot Project", authorizing the installation of a pilot project to test a portion of the preliminarily preferred alignments as part of the Municipal Class Environmental Assessment Study being undertaken. Several permanent bikeways were also approved for installation to complement the pilot project.

The following bikeways were installed last summer and fall, a map illustrating these is provided in **Appendix 1**:

Pilot Project Installations:

- Westbound cycle track on the north side of Richmond Street, from York Street to Bathurst Street;
- Eastbound cycle track on the south side of Adelaide Street, from Bathurst Street to Simcoe Street; and
- Northbound and southbound cycle tracks on Simcoe Street, from Queen Street to Front Street.

Permanent Installations:

- Westbound contra-flow bicycle lane on the north side of Richmond Street, from Bathurst Street to Niagara Street;
- Westbound contra-flow bicycle lane on the north side of Phoebe Street, from Beverley Street to Soho Street;
- Westbound contra-flow bicycle lane on the north side of Stephanie Street, from John Street to Beverley Street; and
- Southbound bicycle lane on the west side of Bathurst Street from Richmond Street to Adelaide Street.

Bicycle lanes were also approved for implementation along Peter Street, between King Street West and Queen Street West. Installation of these bicycle lanes is planned for 2015.

At its meeting of June 10, 11, 12 and 13, 2014, Toronto City Council also requested that the General Manager, Transportation Services, report back on bikeway connections east of Sherbourne Street to connect the Richmond-Adelaide bike lanes to Parliament Street. Further to this request, staff will also review options for enhancing bikeway connections eastward across the Don Valley Parkway. Staff will also review possible upgrades to the bicycle facilities on Lower Simcoe Street south of Front Street West.

ISSUE BACKGROUND

The pilot project has been installed for demonstration, testing and evaluation, before a recommendation is made to Council whether they should be made permanent (with possible upgrades). Preliminary evaluations of the cycle tracks installed have been positive. A preliminary evaluation document is available on-line on the project website at the following link:

www.toronto.ca/cycling/richmond-adelaide

Key findings have been summarized in this report.

Extending the current pilot project installations along Richmond Street and Adelaide Street from their easterly limits to Parliament Street would provide an opportunity to evaluate and adjust, if necessary, the preliminary alignments as a continuous network of cycling facilities, and better inform the final recommendations of the Municipal Class EA Study.

COMMENTS

The preliminary evaluation or the pilot project undertaken to date has focussed on the effects on:

- Cycling environment (cycling volume, intercept survey, cycle track encroachment observations and on-line feedback survey).
- Motoring environment (delays to travel, on-line feedback survey).
- Public consultation including area residents and businesses.

Almost 10,000 survey responses were received to the on-line survey including over 2,000 drivers. A summary of the survey can be found at the following link:

<http://cityoftoronto.fluidsurveys.com/share/fa2e3f81f2930cbc9e4d/>

Ongoing stakeholder consultation would form an integral part of the continued evaluation of the pilot project. Consultation efforts to date have targeted not only cyclists, but also drivers, pedestrians, area residents, local businesses, BIAs, property management representatives, taxi and delivery drivers, the film industry, and others. Communication methods to promote the consultation process have included the project website, listserv, social media, and on-street signs. An online survey was conducted between December 2014 and May 2015, and online commenting mechanisms were also provided. Staff have met, and continue to meet with stakeholders on the project.

Overall, the evaluation undertaken to date suggests that the pilot project installations have been successful:

Richmond Street:

- Cycling volumes on Richmond Street (west of Spadina Avenue) were measured from Saturday May 16 to Sunday May 24, 2015. During that week, the daily (24 hour) cycling volume averaged at 2,144. The average daily eight-hour cycling volumes were documented at 1,296 cyclists. Prior to the installation of the bikeway facility, the average daily eight-hour cycling volume was documented at 504 cyclists (based on counts conducted on Richmond Street west of Peter Street on June 10 and 11, 2014).
- A comparison of motor vehicle travel times along the street pre- and post- cycle track installation indicates that motor vehicle travel times along Richmond Street do not appear to have been negatively impacted by the installation of the cycle track.
- The cycle tracks have been very positively received by cyclists, on a scale of 1 to 10 the comfort level of cyclists using Richmond Street had increased from 4.6/10 to 8.7/10 (after the installation of the cycle tracks).
- In an on-line feedback survey 87.7 percent of respondents indicated that the Richmond Street cycle track should be made permanent, and there was 91.4 percent support from respondents to extending the cycle track east to Sherbourne Street.

Adelaide Street:

- Cycling volumes on Adelaide Street (east of Spadina Avenue) were measured from Saturday May 16 to Sunday May 24, 2015. During that week, the daily (24 hour) cycling volume averaged at 2,301. The average daily eight-hour cycling volumes were documented at 1,573 cyclists. Prior to the installation of the bikeway facility, the average daily eight-hour cycling volume was documented at 554 cyclists (based on counts conducted on Adelaide Street west of Peter Street on June 10 and 11, 2014).
- A comparison of motor vehicle travel times along the street pre- and post- cycle track installation indicates that motor vehicle travel times along Adelaide Street generally do not appear to have been negatively impacted by the installation of the cycle track.
- In an on-line feedback survey 87.9 percent of respondents indicated that the Adelaide Street cycle track should be made permanent, and there was 91.4 percent support from respondents to extending the cycle track east to Sherbourne Street.

Simcoe Street:

- Cycling volumes on Simcoe Street have grown after the installation of the cycle tracks. Cycling volumes measured last summer after the installation of the cycle tracks (from July 11 to July 24, 2014) documented an average daily (24 hour) cycling volume of 1,177 cyclists (610 northbound, 567 southbound). The average daily eight-hour cycling volumes were documented at 727 (365 northbound, 362 southbound). Bicycle volume counts conducted in 2014 (before the installation of the cycle track, north of Adelaide Street) documented an average of 357 (32 northbound, 325 southbound) cyclists on the street in an eight hour time period. Additional bicycle volume counts are in the process of being conducted.
- In an on-line feedback survey 76.3 percent of respondents indicated that the Simcoe Street cycle tracks should be made permanent.

Richmond Street

In 2014 a westbound cycle track was introduced to Richmond Street between York Street and Bathurst Street, and is being evaluated as a pilot project. As part of the second phase of the pilot project, Transportation Services proposes to extend the westbound existing cycle track eastward from its current easterly terminus, to Parliament Street. A location plan illustrating the Richmond Street and Adelaide Street proposed pilot project extensions is provided in **Appendix 3**.

It is proposed that the north curb lane of the street be converted into the cycling facility by introducing a painted buffer and flexi-post bollards, similar to the existing cycle track west of York Street. However, it is proposed that the General Manager, Transportation Services be given the authority to monitor and modify the pilot project installation as needed to address safety and operational issues that may arise.

No stopping regulations are proposed adjacent to the cycle track. The curbside regulations on the south side of Richmond Street are proposed to be adjusted as described in **Appendix 7**, in order to mitigate the impact of no-stopping regulations proposed for the north side of the street. An overview of the curbside regulation changes proposed is provided in the following table, these include some changes along the first phase of the Richmond Street pilot project installation.

It is proposed that pay-and-display parking along Richmond Street East would be relocated from the north to the south side of the street. This would result in an additional 22 spaces being provided on the corridor. As a result of this change pay-and-display revenue would increase by \$36,470 annually.

Table 1 – Overview of Proposed Richmond Street Curbside Regulation Changes

Regulation	Location	Comment
A westbound Cycle track to be designated	North side, from Parliament St. west to York St.	
No Stopping to be added	North side, from Parliament St. west to York St.	
Overnight Bus Parking to be relocated	From the north side to the south side, between Yonge St. and York St.	To retain bus parking supply. Bus pick-up and drop-off would be accommodated from York Street
Off peak Toronto Parking Authority pay-and-display parking to be relocated	From the north side to the south side, between Jarvis St. and Victoria St.	Gain of 22 spaces
Off peak Toronto Parking Authority pay-and-display parking to be relocated	From the north side to the south side, between Parliament St. and George St.	
No Stopping to be relocated	From the north side to the south side, between Peter St. and Spadina Ave.	To better accommodate commercial loading and deliveries adjacent to the existing cycle track
Off-peak Standing to be relocated	From the south side to the north side, between Peter St. and Spadina Ave.	

Adelaide Street

In 2014 an eastbound cycle track was introduced to Adelaide Street between Bathurst Street and Simcoe Street, and is being evaluated as a pilot project. As part of the second phase of the pilot project, Transportation Services proposes to extend the existing cycle track from its current easterly terminus, to Parliament Street.

It is proposed that the south curb lane of the street be converted into the cycling facility, by introducing a painted buffer and flexi-post bollards, similar to the existing cycle track west of Simcoe Street. However, it is proposed that the General Manager, Transportation Services be given the authority to monitor and modify the pilot project installation as needed to address safety and operational issues that may arise.

However, the proposed cycling facility on the south side of Adelaide Street would not be continuous. Further to consultation with the Financial District Business Improvement Area, two curbside "courier delivery zones", one at Scotia Plaza and another at First Canadian Place, are proposed to be maintained adjacent to the curb in order to accommodate the large volumes of trucks needed to service those properties, and to mitigate potentially unsafe interactions between cyclists and these loading vehicles entering and exiting the loading facilities. An average of 150 to 160 vehicles use the Scotia Plaza truck elevators daily, while an average of 200 to 250 vehicles use the First Canadian Place truck elevators on a daily basis. Pavement marking enhancements are proposed to guide cyclists around these "courier delivery zones". In addition, asphalt will be used to fill in the inactive streetcar tracks adjacent to the courier delivery zones.

No stopping regulations are proposed adjacent to the cycle track. The curbside regulations on the north side of Adelaide Street are proposed to be adjusted as described in **Appendix 4**, in order to mitigate the impact of no-stopping regulations proposed for the south side of the street.

As a result of the "no stopping" regulations, it is proposed that 62 pay-and-display parking spaces currently available on the south side of Adelaide Street, between Victoria Street and Berkley Street would be removed for the duration of the pilot project. A summary of the Adelaide Street regulation changes is provided in **Appendix 7**, and an overview is provided in the following table.

Table 2 – Overview of Adelaide Street Curbside Regulation Changes

Regulation	Location	Comment
An eastbound Cycle track to be designated	South side, from Simcoe St. east to Parliament St.	
No Stopping to be added	South side, from Simcoe St. east to Parliament St.	Except for 'courier delivery zones' being maintained at Scotia Plaza and First Canadian Place, and bus loading zone east of Bay Street.
Commercial Loading Zone	South side, between Bay and Grand Opera Lane	To provide additional capacity for deliveries and occasional bus loading.
Toronto Parking Authority pay-and-display parking to be removed	South side, from Victoria Street to Parliament Street	Loss of 62 spaces

It is estimated that the removal of 62 pay-and-display parking spaces on Adelaide Street would reduce Toronto Parking Authority revenue by \$396,515 annually. The impact of this parking change will be evaluated as part of the EA.

Simcoe Street

In 2014, northbound and southbound cycle tracks were introduced to Simcoe Street, between Queen Street and Front Street, as part of the pilot project. A southbound cycle track is provided on the east side of the street (except for the block north of Richmond, and the block between King and Wellington Street). The northbound cycle track is continuous, and operates in a contra-flow direction.

No changes to the Simcoe Street cycle tracks are proposed. However, further to consultation with Roy Thompson Hall, and properties on the east side of Simcoe Street (opposite Roy Thompson Hall), several parking regulation changes are proposed. Specifically, to provide a "designated loading zone for permit holders" on the east side of Simcoe Street (adjacent to the cycle track) for properties at 71, 73 and 75 Simcoe Street, to better serve TTC Wheeltrans operations, and persons with disabled permits.

Further, Transportation Services proposes to designate a "Passenger Loading Zone" and "Commercial Loading Zone" on the west side of Simcoe Street, to serve Roy Thompson Hall. Further to consultation with the Shangri-La Hotel, a designated "Commercial Loading Zone" on the west side of Simcoe Street is proposed immediately north of Nelson Street. The existing stand for taxicabs at that location is proposed to be relocated south of Nelson Street. The three Toronto Parking Authority's pay-and-display parking spaces located between Adelaide Street and Nelson Street are proposed to be removed to accommodate the taxicab stand. The commercial loading zone and taxi stand would be provided adjacent to the cycle track.

Details of these changes are provided in **Appendices 5 and 7**.

It is estimated that the removal of three pay-and-display parking spaces on Simcoe Street would reduce Toronto Parking Authority revenue by \$50,846 annually. The impact of this parking change will be evaluated as part of the EA.

York Street

Further to consultation with the Sheraton Centre a bus loading zone is proposed on the east side of York Street north of Richmond Street, to address the concerns raised by the Sheraton Hotel and internal restaurants regarding accommodation for motor coach pick-up and drop-off activities. Details of these changes are provided in **Appendices 6 and 7**.

Morrison Street

Morrison is a local street that intersects Adelaide Street, between Bathurst Street and Spadina Avenue. Following the installation of the pilot project last year, a number of businesses have expressed a concern regarding accommodation for deliveries and loading to their stores. Further to consultation with these businesses, a "Commercial Loading Zone" regulation is proposed on the east side of Morrison Street, between a point 15 metres south of Adelaide Street West to a point 11 metres further south. Details are provided in **Appendix 7**.

It is proposed that two on-street pay-and-display parking spaces would be removed on the east side of Morrison Street. The removal of this parking would reduce Toronto Parking Authority revenue by \$17,048 annually.

Cycle Track Separation

The cycle tracks currently installed along Richmond Street, Adelaide Street and Simcoe Street are separated by a painted buffer, and flexi-post bollards. Bollards are generally spaced six metres apart. Through the public consultation undertaken to date on this study, various stakeholders have expressed an interest in testing alternative separation treatments.

On that basis, Transportation Services is reviewing the possibility of using planters as a way to improve the aesthetics of the cycle track installations. Working with stakeholders, Transportation Services is planning to test the use of planters along some pilot project cycle track sections on Simcoe Street and Richmond Street this summer, with partnership maintenance arrangements.

Pilot Project Evaluation

Transportation Services proposes to continue to monitor and evaluate the existing and proposed pilot project installations into 2016. Staff will continue to make observations with regards to traffic operations along the study area corridors. Consultation with local stakeholders and Councillors will also continue.

As has been demonstrated with the pilot projects installed to date, it is anticipated that there may be a need to make minor adjustments to the pilot after installation, on the basis of observed operational constraints and stakeholder feedback. On that basis, the General Manager, Transportation Services seeks Council authority to modify the pilot project installations as appropriate during the pilot project to address safety and operational issues that may arise, including modifying the cycling facility and amending associated curbside regulations for the duration of the pilot project.

The proposed extension and continued observation of the pilot project would provide an opportunity to evaluate and adjust, if necessary, the preliminary alignments as a continuous network of cycling facilities. The results of the pilot project will inform the final recommendations of the Municipal Class EA Study. Transportation Services proposes to maintain the operation of the pilot project until a City Council decision is made on the recommendations of the EA which will be submitted to Council in the third quarter of 2016.

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ATTACHMENTS

Appendix 1 – Richmond Adelaide Cycle Track Study - 2014 Pilot Project Installations
Appendix 2 – Richmond Adelaide Cycle Track Study – 2015 Proposed Pilot Project Installations
Appendix 3 – Proposed Richmond Street Cycle Track – Parliament Street to York Street
Appendix 4 – Proposed Adelaide Street Cycle Track – Simcoe Street to Parliament Street
Appendix 5 – Proposed Commercial and Passenger Loading on Simcoe Street
Appendix 6 – York Street Location of Proposed Bus Loading Zone
Appendix 7 – List of Proposed By-Law Amendments