

Construction Staging Area – Quayside Infrastructure and Public Realm Project

Date: April 28, 2025

To: Toronto and East York Community Council

From: Director, Traffic Management, Transportation Services

Wards: Ward 10, Spadina-Fort York

SUMMARY

As the Toronto Transit Commission (TTC) operates a transit service on Queens Quay East, City Council approval of this report is required.

Waterfront Toronto is delivering development enabling infrastructure and public space in the Quayside precinct bounded by Lake Shore Boulevard to the north, Bonnycastle Street to the west, Lake Ontario to the south and the Victory Soya Mills Silos to the east under the Quayside Infrastructure and Public Realm (QIPR) project. The QIPR project will realign Parliament Street, extend Queens Quay east to the Silos, normalize the Parliament Street and Queens Quay East intersection, deliver necessary servicing connections, and improve Bonnycastle Street and Small Street. The QIPR implementation will unlock development parcels that include commitments for affordable housing and deliver much needed public realm improvements to the area. As a result, there will be a realignment and lane reconfiguration of Queens Quay East from Lower Sherbourne Street to Parliament Street.

Capital coordination and traffic mitigation measures for the broader area around the Quayside precinct has been and continues to be led by Transportation Services. Recognizing the cumulative effects of multiple construction project area, Transportation services is regularly coordinating with City Divisions and third parties to provide input on the sequencing of projects and traffic mitigation measures. An integral part of the coordination work also includes planning for continuous public communication on potential disruptions and how they are being managed.

Transportation Services is requesting authorization to close the following:

- Temporary closure of the north sidewalk and a portion of the westbound curb lane on Queens Quay East, between Small Street and Bonnycastle Street; and

- Temporary closure of Small Street to all road users, between Lake Shore Boulevard East and Queens Quay East, for a period of 16 months, from June 2, 2025, to October 4, 2026.

With the construction staging area in place, pedestrians will be redirected from the north side to the south side of Queens Quay East between Lower Sherbourne Street and Parliament Street. The existing Martin Goodman Trail and sidewalk on the south side of Queens Quay will not be impacted throughout the construction.

RECOMMENDATIONS

The Director, Traffic Management, Transportation Services, recommends that:

1. City Council authorize the closure of the north sidewalk and an 8 metre wide portion of the westbound curb lane on Queens Quay East, between Bonnycastle Street and Small Street, from June 2, 2025 to October 4, 2026, inclusive.
2. City Council authorize the temporary full closure of Small Street to all road users, where access and egress to existing local properties shall be maintained, between Queens Quay East and Lake Shore Boulevard East, from June 2, 2025 to October 4, 2026, inclusive.
3. City Council rescind the existing parking machine regulation on both sides of Small Street, between Lake Shore Boulevard East and Queens Quay East, from 8:00 a.m. to 9:00 p.m., Monday to Saturday; and 1:00 p.m. to 9:00 p.m. Sunday, at a rate of \$5.50 per hour and for a maximum period of three hours.
4. City Council direct the applicant to pressure wash or sweep (weather permitting) the construction site and adjacent sidewalks and roadways daily, or more frequently as needed to be cleared of any construction debris and made safe.
5. City Council direct the applicant to clearly consult and communicate all construction, parking and road occupancy impacts with local business improvement areas and resident associations in advance of any physical road modifications.
6. City Council direct the applicant to provide sufficient number of traffic control persons as determined by the Work Zone Coordinator and Toronto Police Construction Liaison Officer, on a daily basis to control construction vehicle access and egress to and from the site and maintain a safe environment for the public.
7. City Council direct the applicant to provide a sufficient number of pay-duty Police Officers as determined by the Work Zone Coordinator and Toronto Police Construction Liaison Officer, during large scale concrete pours and large-scale material deliveries to control vehicle access and egress to and from the site and maintain a safe environment for the public.

8. City Council direct the applicant to post a 24-hour monitored construction hotline number on the hoarding board, which must be prominently placed and legible from 20 metres and on all elevations from the construction site.
9. City Council direct the applicant to provide and install public art, including mural artwork, onto every elevation of the hoarding board with adequate spotlighting for night-time illumination, at their sole cost, to the satisfaction of the Ward Councillor.
10. City Council direct the applicant to cooperate with and provide all necessary assistance to the City Engineers, staff and representatives carrying out operation, maintenance, and construction activities to municipal infrastructure with the vicinity of the construction staging area, and at no cost to the City to remove any staging to accommodate the necessary municipal infrastructure work.
11. City Council direct that Queens Quay East, Parliament Street, and Small Street be returned to its pre-construction traffic and parking regulations (except with parking rates and hours of operation being consistent to the rates and hours of operation at the time of completion) when the project is complete.
12. City Council direct the applicant, in consultation with Transportation Services, to maintain any bicycle lanes, and install appropriate signage to inform drivers and cyclists of any changes to the bicycle lanes.
13. City Council direct the applicant to provide monthly community meetings, to discuss any concerns raised by the community.
14. City Council direct the applicant to suspend truck movements including deliveries to the site between 8:00 a.m. and 9:00 a.m. and between 4:00 p.m. and 7:00 p.m. weekdays.

FINANCIAL IMPACT

There is no financial impact to the City. Waterfront Toronto is responsible for all costs including lost revenue from the parking machines. City Council endorsed the QIPR projects outlined in the Quayside Business and Implementation Plan in July 2022 as well as the priorities set out in the Next Phase of Waterfront Revitalization - Update December 2024. Waterfront Toronto's work is funded through tri-government investment that is subject to satisfactory cost-sharing between the City, the Government of Ontario and the Government of Canada.

DECISION HISTORY

City Council, at its meeting on December 17 and 18, 2024 adopted Item EX19.2 entitled "Next Phase of Waterfront Revitalization - Update".

[Agenda Item History - 2024.EX19.2](#)

City Council, at its meeting on July 24 and 25, 2024 adopted without amendments Item TE15.5 entitled "257-259 and 291 Lake Shore Boulevard East, 2 Small Street and 200 Queens Quay East (Quayside Blocks 1 and 2) - Zoning By-law Amendment Application - Decision Report - Approval". This item was considered by Toronto and East York Community Council on July 10, 2024, and adopted without amendment.

[Agenda Item History - 2024.TE15.5](#)

City Council, at its meeting on July 19, 20, 21 and 22, 2022 adopted without amendments Item EX34.11 entitled "Quayside Business and Implementation Plan". This item was considered by the Executive Committee on July 12, 2022, and adopted without amendment.

[Agenda Item History - 2022.EX34.11](#)

Executive Committee, at its meeting on December 10, 2020, adopted without amendment Item EX19.4 entitled "Update on Waterfront Toronto's Quayside Project".

[Agenda Item History - 2020.EX19.4](#)

COMMENTS

Project Background

Quayside will be a master-planned mixed-use complete community that builds on development in the adjacent Bayside and Dockside lands, and the emerging Keating Channel West Precinct. Quayside is a 4.9-hectare area on Toronto's waterfront, located at Queens Quay East and Parliament Street.

Waterfront Toronto, in collaboration with the City of Toronto, is leading the design and construction of streets, servicing and public spaces to support Quayside revitalization. This includes improvements to Parliament Street (between Lake Shore Boulevard East and Queens Quay East), Bonnycastle Street, Small Street and Queens Quay East from Bonnycastle Street to just east of Parliament Street. This also includes new parks and public spaces at the foot of Parliament Street and along either side of Parliament Street, south of Lake Shore Boulevard. With the new and improved infrastructure, roads and public realm, five new development blocks will be created.

Queens Quay East is the future corridor for the Waterfront East Light Rail Transit (LRT). Construction timelines for the full LRT project are undetermined and pending funding. Based on this, Waterfront Toronto, in consultation with City Staff have identified opportunities to build a portion of Queens Quay East between Bonnycastle Street and the Victory Soya Mills Silos to improve the corridor while future funding for full Waterfront East LRT is secured.

Under this construction staging, the QIPR project will deliver an interim condition along Queens Quay East. The interim condition will serve as the enabling infrastructure for the future WELRT project as well as municipal infrastructure upgrades and public realm improvements to support the Quayside developments, which includes affordable

housing. The delivery of the project components is complimentary to the adjacent Plan of Subdivision application submitted with respect to these lands.

The major construction activities and associated timeline for QIPR are described below:

Small Street

- Underground infrastructure and utility construction – June 2025 to December 2025
- Public realm including road reconstruction, new sidewalks, curb realignments) – December 2025 to September 2026

Queens Quay East between Bonnycastle Street and Small Street

- Underground infrastructure and utility construction - June 2025 to November 2025
- Public realm including road reconstruction, new sidewalks, curb realignments) - February 2026 to April 2026

Existing Conditions

Queens Quay East is characterized by the following conditions:

- It is a four-lane, east-west, minor arterial roadway.
- It operates two-way traffic on a pavement width of approximately 18 metres.
- The speed limit is 30 km/h.
- TTC service is provided by the 114 Queens Quay East bus.
- There are sidewalks located on both sides of the street.
- No stopping anytime on the north and south side

Proposed Construction Staging Areas

The purpose of the construction staging area is to enable continuous access for the construction of the new boulevard on Queens Quay East and full reconstruction of Small Street, which involves:

- Full excavation of the area;
- Environmental soil remediation;
- Installation of upgraded and relocated underground services for the Quayside development blocks;
- Road, sidewalk and curb realignments of Queens Quay East for the future extension of Queens Quay East and normalization of the Queens Quay/Parliament Street intersection; and
- Installation of public realm improvements as part of the QIPR approved design.

In order to complete these works, original plans included the occupancy of two traffic lanes on Queens Quay East but through further revisions, Waterfront Toronto was able to minimize the construction staging area to only occupy one westbound traffic lane

Subject to approval, construction staging operations will take place within the existing boulevard allowance and the westbound curb lane on the north side of Queens Quay East. The north sidewalk and the westbound curb lane on Queens Quay East, between Bonnycastle Street and Small Street will be closed to accommodate construction

staging operations for the project. Pedestrian movements on the north side of Queens Quay East will be redirected from the north side to the south side of the roadway. Four existing parking machine spaces on the west side of Small Street and four parking machine spaces on the east side of Small Street will be temporarily rescinded.

With the proposed closure in place, Queens Quay East, between Lower Sherbourne Street and Parliament Street, will operate as two westbound lanes and one eastbound lane due to the limited ROW width. It should be noted that TTC is planning to implement a Bus Rapid Transit (BRT) Lane on Queens Quay, between Bay Street and Lower Sherbourne Street in both the eastbound and westbound directions. The original limits of the BRT Lane extended to Parliament Street, which would have resulted in one westbound lane for mixed vehicle traffic and one westbound BRT lane. The remaining single eastbound lane is allocated for mixed vehicle traffic with no option to install an eastbound BRT between Lower Sherbourne St. and Parliament St. To mitigate the traffic impacts around the proposed construction staging area, the limit of the BRT lanes was shortened to Lower Sherbourne Street.

Intersection Capacity Analysis

To determine the impacts of the proposed construction staging area, a traffic impact study was conducted with existing and future conditions using the lane configuration and projected volumes. Traffic operations were analyzed during the morning and afternoon peak hours at three intersections namely Lake Shore Boulevard East and Parliament Street, Queens Quay East and Lower Sherbourne Street, and Queens Quay East and Lower Jarvis Street. The results of the analysis for east and westbound traffic movements are tabulated below:

Table 1 Lake Shore Boulevard East and Parliament Street

Lane Group	Existing Conditions				Future Conditions (During Construction)			
	Average Delay (seconds)		95th Percentile Queue (metres)		Average Delay (seconds)		95th Percentile Queue (metres)	
	AM	PM	AM	PM	AM	PM	AM	PM
EBLT	43	78	91	84	41	73	78	75
EBT	39	68	89	86	36	70	79	75
EBTR	27	60	71	91	10	61	62	77
WBTL	245	47	372	141	185	47	330	136
WBT	125	17	377	116	110	14	331	117
WBTR	112	40	368	67	99	63	324	57

Table 2 Queens Quay East and Lower Sherbourne Street

Lane Group	Existing Conditions				Future Conditions (During Construction)			
	Average Delay (seconds)		95th Percentile Queue (metres)		Average Delay (seconds)		95th Percentile Queue (metres)	
	AM	PM	AM	PM	AM	PM	AM	PM
EBTR	14	7	45	84	11	27	54	113
EBT	-	-	-	-	11	27	54	113
EBR	-	-	-	-	6	11	14	46
WBTL	20	2	75	42	24	23	95	78

Table 3 Queens Quay East and Lower Jarvis Street

Lane Group	Existing Conditions				Future Conditions (During Construction)			
	Average Delay (seconds)		95th Percentile Queue (metres)		Average Delay (seconds)		95th Percentile Queue (metres)	
	AM	PM	AM	PM	AM	PM	AM	PM
EBTL	23	28	50	65	33	65	46	171
WBTR	5	14	41	38	15	13	104	98
WBT	-	-	-	-	18	15	104	98
WBR	-	-	-	-	9	5	44	30

In summary, under the existing conditions, all the signalized intersections operate acceptably during the weekday morning and afternoon peak hours with all movements functioning within residual capacity and acceptable delays.

Under future (under construction) conditions, the average delay and queue length for the effected eastbound and westbound movements are expected to increase. Extended queues are expected at the intersection of Parliament Street and Lake Shore Boulevard East for the northbound through-left movement. Queueing for the Northbound through-right is an existing condition which is expected to persist during the Construction. It is however noted that the proposed lane transition from two to one lane on Queens Quay East eastbound lanes results in modest increases to the queuing for this movement due to spillover from the reduced northbound through lane. Traffic mitigation measures have

been assessed to improve operations of this movement along with other critical movements throughout the affected work zone area.

The traffic mitigation measures include the following:

- Installation of “Do Not Block Intersection” signage at the intersections of Queens Quay East and Bonnycastle Street and Queens Quay East and Merchants’ Wharf;
- Reconfiguring the existing northbound through-right to an exclusive northbound right turn at the intersection of Parliament Street and Lake Shore Boulevard East to improve the traffic operations
- Utilizing traffic control persons to direct the north and southbound vehicle flow at the intersections of Queens Quay East and Merchants’ Wharf and Queens Quay East and Bonnycastle Street
- Suspending truck movements including deliveries in and out of the construction staging area between 8:00 a.m. and 9:00 a.m. and between 4:00 p.m. and 7:00 p.m. weekdays

Based on traffic operations analysis, the proposed construction staging area on Queens Quay East are expected to have an acceptable impact on road network operations in the surrounding area. It is anticipated that the proposed closures will not negatively impact TTC services on Queens Quay East. Once the construction staging area is in place, Transportation Services will monitor the critical intersections for any traffic congestion, specifically in the westbound direction and if necessary, make the necessary adjustments to the signal timings.

Overall Coordination and Traffic Mitigation in the neighbourhood

A review of the City's Major Capital Works Program indicates there are no capital works projects planned in the immediate vicinity of the site. Therefore, the construction staging area on Queens Quay East is not expected to conflict with the City's capital works projects. New major capital projects in the broader network have been sequenced to avoid potential simultaneous impactful lane closures during this period. For example the Gardiner Realignment (Section 5) project lane closures are scheduled to start in 2028 to minimize potential conflicting closures with other projects.

Within the broader network surrounding the Quayside site, there are various types of existing projects and future projects impacting the ROW, which include:

1. 31 Parliament (current - March 2027)
occupies segment of northbound curb lane on Parliament Street
2. 33 Parliament (current - December 2025)
occupies segment of northbound curb lane on Parliament Street
3. Lake Shore Boulevard East Bridge Expansion (current - October 2025)
occupies 3 lanes on Lake Shore Boulevard East between Old Cherry Street and Don Roadway
required the permanent removal of the Gardiner Logan on/off ramp (2021)

4. Go Expansion Union Station Enhancement Project (current - fall 2025) intermittent occupations on Lower Jarvis and Lower Sherbourne Streets at Lake Shore Boulevard East

The QIPR staging in the neighbourhood impacts the eastbound and westbound movements on Queens Quay between Jarvis Street and Parliament St. The timing of the project is restricted by the requirement to deliver the Quayside development parcels by December 2027. With this constraint, Waterfront Toronto made steps to accelerate the construction work to help reduce potential conflicts with the launch of the Gardiner Realignment work and coordinate with the City on proposed future temporary detour routing in the area.

On top of the site-specific traffic mitigation measures already identified, the following further measures are currently in place or planned to mitigate congestion in the overall network:

1. After the removal of the Gardiner access ramps at Logan Avenue in 2021, several signal timings along the Lake Shore Boulevard corridor between Lower Jarvis Street and Don Roadway were adjusted, in particular to address the increased queueing at the intersection of Lower Jarvis Street and Lake Shore Boulevard East.
2. Toronto Police Services and Traffic Agents have been deployed to the intersections of Jarvis Street and Lake Shore Boulevard East and York Street and Lake Shore Boulevard East to help alleviate congestion during the afternoon peak period since 2022.
3. The parking amendments on the west side of Parliament Street, between Lake Shore Boulevard East and Mill Street were amended to prohibit stopping at all times to improve traffic flow during all times of the day.
4. Signal timing changes are being revisited at the intersection of Mill Street and Parliament Street to help alleviate the reduced northbound capacity.
5. A new investigation of the signal timings along the Lake Shore Boulevard East between Jarvis and Don Roadway has been initiated to find further opportunities to improve eastbound and westbound movements.
6. Short term closure requests on Queens Quay, Lake Shore Boulevard, Yonge Street and Bay Street are generally restricted to overnight closures to avoid impacting morning and afternoon peak periods.

Transit Priority on Queens Quay East - Interim Priority Bus Lanes

At its March 26, 2025, meeting, City Council approved recommendations to implement interim priority bus lane implementation along Queens Quay East between Bay Street and Parliament Street, in advance of the Waterfront East Light Rail Transit (WELRT) project. Recommendations were sought to align with the existing road network in the

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area but recognized the reconfiguration and realignments with the forthcoming QIPR work. Given this, the proposed interim priority bus lanes will not be implemented east of Sherbourne Street in 2025. The City, TTC and Waterfront Toronto will continue to explore opportunities for transit priority east of Sherbourne Street in coordination with other construction in the vicinity, and potential timing of the full WELRT, subject to funding.

FIFA Coordination and Traffic Mitigation

With the City's hosting of FIFA summer of 2026, increased traffic congestion is expected in the Quayside area along with higher demand for public transit along the Queens Quay corridor. Impacts from the Quayside construction staging area were evaluated and the following mitigation measures are planned for the time period between May 2026 to August 2026:

1. Staging on the Queens Quay side of the overall staging area will be pulled back and a temporary ROW is being planned on the north side of Queens Quay between Parliament and Bonnycastle Streets.
2. Transportation Services is coordinating to explore options for the following measures:
 - a. Deployment of traffic agents and/or traffic control persons at key intersections
 - b. Signal timing adjustments to mitigate congestion along the Queens Quay east/west corridor

A drawing of the proposed construction staging area is shown in Attachment 1.

The Ward Councillor has been advised of the recommendations in this report.

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1: Proposed Construction Staging Area - Quayside Infrastructure and Public Realm Project

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