

Bike Lane Upgrade to Cycle Track on Shuter Street

Public Consultation Report February 2020

Prepared by:

Stephanie Gris Senior Public Consultation Coordinator Public Consultation Unit, City of Toronto



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Executive Summary

The large majority of individuals who submitted feedback as part of the public consultation were supportive of the proposed bike lane upgrade to cycle tracks on Shuter St. and the proposed design. A very high number of people who commented as part of the public consultation stressed the importance of separated cycling infrastructure to improve the safety of people cycling on Shuter St.

Ninety-two percent of respondents supported the proposed removal of parking spaces. Individuals and stakeholders that did not support the removal of parking spaces cited concerns about the impact on local residents who rely on street parking and the impact on local businesses.

Feedback on the location of the remaining parking spaces was mixed. Fifteen percent of respondents preferred design Option A, while 35 percent preferred Option B; 34 percent of respondents had no preference, and 17 percent indicated that neither A nor B reflected their preferred option. The primary concerns included maximizing safety for people cycling, minimizing the extent to which parking switches sides, and the amount of parking that is retained. While some respondents preferred Option A because it retains the greatest number of parking spaces, other respondents preferred Option B because it removes the greatest number of parking spaces.

A very high number of respondents commented that both the current bike lane configuration and the poor state of the road surface pose risks for cyclists. A large number of respondents commented that they would cycle more often on Shuter St. if protected bike lanes are implemented.

Introduction

Shuter Street, from Sherbourne Street to River Street is scheduled for reconstruction in 2020. The planned road work presents an opportunity to evaluate the configuration of the road and to identify where changes can be made in order to improve the safety of road users, particularly for people walking and cycling. Transportation Services is proposing to upgrade the existing bicycle lanes on Shuter St. to cycle tracks, physically separated from moving traffic. Currently, the Annual Average Daily Trips (AADT) on Shuter Street from River St. to Bond St. is 13,000 vehicles per day, which exceeds the recommended threshold for separated bicycle infrastructure.

To provide the necessary space in the roadway for separated bike lanes, parking spaces would need to be removed from one side of Shuter Street between Bond Street and Sackville Street, and the number of existing parking spaces on the south side of Shuter Street from Sackville Street to River Street would need to be reduced.

The proposed cycle track design would include:

- Bike lanes adjacent to the curb on the north and south sides of the street;
- Concrete curb stones with bollards to physically separate the bike lane and the adjacent motor vehicle lane on one side of the street, and to separate the bike lane and parking spaces on the opposite side of the street;
- Painted 1.0 metre buffer between parking spaces and the adjacent bike lane;

• Pre-cast concrete traffic 'islands' and pavement markings to demarcate the end of parking areas.

The public was invited to provide feedback on the proposed removal of parking spaces and the location of remaining parking spaces, and to share observations and experiences as pedestrians, drivers and cyclists on Shuter Street that should be considered in the design of the cycle track.

Overview of Communication Activities

The public communications for this project included the following:

- 21,000 notices delivered by Canada Post Unaddressed Ad Mail to the area bordered by Yonge Street, the Don River, Queen St. West and Gerrard St.
- 25 notices sent by e-mail to local stakeholders and community groups
- 70 participants signed-in at the Public Drop-In Event held on January 21, 2020
- 190 Feedback Forms received in person and through the online survey platform
- 19 e-mails received with comments about the project
- 3 individual stakeholder meetings with representatives of the Garden District Residents Association, Corktown Residents Association, and Nelson Mandela Park public school; one phone conversation with a representative of the Cabbagetown South Residents Association

The published URL on the notice was: www.toronto.ca/shutercycletrack

A copy of the notice is included in the appendix.





January 21, 2020 Public Drop-In Event

Feedback Summary

Below is a summary of the feedback heard through all communication channels. Participants were self-selecting and not a representative sample of the affected community.

Proposed Reduction of Parking Spaces

Ninety-two percent of people who commented on the project through the Feedback Form and by e-mail supported the proposed reduction of on-street parking to provide separated cycling facilities on Shuter Street. Eight percent of individuals who provided feedback did not support the proposed reduction of on-street parking.



Support for Parking Space Reduction

The most common reasons noted for support included:

- Increased safety for cyclists
- The cycle track will incentivize people to cycle, particularly people who are not confident cyclists
- Cycling should be prioritized as a mode of transportation because it supports climate change objectives and reflects the City's goals and priorities
- Concerns about accommodating increased downtown density and higher traffic volumes
- Shuter Street is an important east-west connector route
- On-street parking is an inefficient use of roads; public roads should not be used to store private vehicles

Additional reasons that were given in support of the proposed removal of parking:

- There are few commercial businesses on Shuter Street
- Reducing vehicles on the street will enhance the public realm for pedestrians
- Cycling is a less expensive transportation option than public transit
- The number of people who will benefit from cycle tracks is greater than the number of people who benefit from on-street parking on Shuter Street.

Some respondents who supported the reduction of on-street parking commented that parking needs should be met privately, not by the City. A few individuals suggested ways to better accommodate parking and build safer cycling infrastructure, including:

- Building stacked underground paid 'Green P' parking lots
- Creating off-street lots for permit parking
- Requiring new building developments to create public parking spaces

Opposition to Parking Reduction

Respondents who expressed opposition to the proposed reduction of on-street parking gave the following reasons:

- Local businesses will be negatively impacted, particularly for customers who need parking for short stops
- There isn't any observed need to change the existing bike lanes
- Cyclists do not use the cycle track in the winter
- There is a high demand for street parking in the area; condo developments have increased the number of people who use on-street parking
- The reduction will result in too little parking for local residents and their visitors
- Many people who use Moss Park and the Moss Park Arena come from outside the area and rely on pay-and-display parking

A number of residents on Shuter Street in the vicinity of Moss Park did not support the proposed reduction of parking spaces, particularly the reduction of pay-and-display spaces on the north side of the park. They commented that, for properties that have no off-street parking, pay-and-display parking is needed for visitors (planned and unplanned) such as delivery people, guests, home health care workers and service people. One resident commented that removing parking spaces near Moss Park could reduce usage of the park for recreation, which, historically, has resulted in use of the park for less acceptable activities and safety concerns.

Impact on permit parking areas

Although the proposed cycle track design does not reduce the number of permit parking spaces on Shuter Street, some individuals and one resident group expressed concerns that the removal of 3-hour and pay-and-display parking spaces could create or intensify challenges faced by residents who rely on permit parking in the area. They raised concerns that the removal of a large number of pay-and-display parking spaces could increase the number of people using temporary parking permits and increase the demand for parking during non-permit hours, reducing the availability of parking for local residents. These stakeholders emphasized the demand for parking in the area created by the Moss Park arena, the John Innes Recreation Centre, and the amenities in Moss Park used by recreation permit holders.

To offset the loss of pay-and-display parking spaces, the possibility of converting the existing 24-hour permit parking spaces on the north side of Shuter Street, between Jarvis St. and Sherbourne St., to daytime pay-and-display parking (retaining overnight permit parking) was proposed during the consultation. Local residents expressed strong opposition to this change.

Preferred Parking Design

Members of the public were invited to comment on two design options for the location of the remaining on-street parking on Shuter Street:

Parking Design Option A	Pay-and-display parking on the north side, Church to Jarvis Permit parking in the same location 3-hour parking on the south side
Parking Design Option B	Pay-and-display parking on the south side, Church to Jarvis Permit parking in the same location 3-hour parking on the north side, Sherbourne to Sackville

Fifteen percent of respondents preferred Option A, while 35 percent preferred Option B; 34 percent of respondents had no preference, and 17 percent indicated that neither A nor B reflected their preferred option.



Parking Design Option A

Respondents who preferred **Option A** provided the following reasons for their selection:

- Retains the most amount of parking
- Provides more street parking on the side with less intersections; given problems with visibility at intersections, this option is better for visibility, will reduce conflicts
- Involves fewer switches of parking north to south side; the infrastructure is more consistent and predictable, for both cyclists and drivers
- Safer for kids to have no parking in front of the school

Parking Design Option B

The most common reasons given by respondents who preferred **Option B** were:

- This option removes the most amount of parking
- Removing more parking means fewer cars and greater safety
- Removing parking creates an incentive for drivers to use other modes
- Providing parking on alternate sides is more convenient for drivers
- Involves fewer switches of parking north to south side; the infrastructure is more consistent and predictable, for both cyclists and drivers

The following comments were received at least once in support of Option B:

- Parking on the north side facilitates traffic coming in off the DVP into the core
- Option B has better sightlines of oncoming bikes when turning in a car at Sackville St. and Shuter St.
- Longer stretches on the same side makes the cycle track easier to understand and use
- Having some parking close to the school will reduce prohibited stopping for drop offs
- North side parking from Parliament St. to Sherbourne Ave. creates better visibility for cycling east during the afternoon rush.
- Has the least amount of parking spaces between Parliament St. and Sherbourne Ave., which is the most dangerous block for jaywalkers and unsafe car turns
- There is already a significant amount of parking located on the south side between Sherbourne Ave. and Parliament St. in the apartment buildings. Parking would be more appropriate on the north side.
- North side parking reflects the location of schools and community facilities and reduces the need for pedestrian crossings.

No parking location preference

Respondents who had **no preference** (34%) provided the following reasons:

- I don't drive
- I don't live in the area
- Safety is the top priority, and both options accomplish this
- Design of the cycle track is more important than the number of parking spaces

Preference not reflected by either option

For individuals who felt that **neither of the options reflected their preference** (17% of respondents) the most common reasons were:

- A desire to see more parking removed than what was proposed (12)
- Opposition to the number of parking spaces proposed for removal (6)

The following comments were received at least once from individuals who supported neither option:

• The project prioritizes cycling over cars but cyclists don't have to pay for parking

- I support changes east of Sherbourne St., but not removal of pay and display Sherbourne St. to Jarvis St.
- The entire length of Shuter St. should be 'Pay & Display' parking during the daytime and permit only from midnight to 7 a.m.
- I want more parking in front of school to reduce stopping for drop-off
- I would like to see a Copenhagen style cycle track
- There should be no parking River St. to Sackville St. because of the volume of children
- I would like to see the bike lanes located together on the north side. This would mean protection is needed for only a single side of the street, and gives cyclists room to pass.

Other recommendations and comments that were received regarding on-street parking:

- Convert some of the 3-hour parking to pay-and-display or permit parking (3)
- No parking Sherbourne St. to Victoria St.
- Increase bike parking

Cycle Track Design

Support for separated bike lanes

A very high number of respondents expressed support for separated bike lanes. The vast majority of respondents who expressed support said that safety and comfort were their priorities. Many respondents commented that they feel unsafe using the existing bike lanes because of the narrow width of the lanes and the risk of 'dooring' from parked cars. Several respondents commented that separated bike lanes are important because they often observe vehicles blocking the bike lanes or, as cyclists, that they have to swerve around vehicles in the bike lane.

A number of respondents emphasized the importance or ensuring that there is enough space between the concrete curbs to allow easy access for cyclists but not enough room for vehicles to pull into the bike lane and stop.

Parking protected bike lanes

A number of respondents expressed their support for parking protected bike lanes. One resident commented that trying to park in a busy cycling thoroughfare is frustrating, and having parking movement crossing cycling infrastructure feels dangerous for cyclists.

Some respondents expressed concerns with the proposed parking protected bike lanes. They felt that the design creates the potential for conflicts between drivers and cyclists at intersections because parked vehicles, particularly tall vehicles like SUVs, interfere with sightlines. A couple of respondents commented that parking protected bike lanes prevent fast cyclists from overtaking slower cyclists. Other respondents felt that parking protected bike lanes are a good compromise between safety and retaining parking for local residents. Several respondents commented that the cycle track design should ensure that parked vehicles cannot overhang the bike lane, and that this is a problem on other parking protected bike lanes in the city.

Other design concerns and suggestions

Raised cycle track

A small number of respondents commented that, given the opportunity presented by the planned road reconstruction, the cycle track on Shuter Street should be constructed as a raised cycle track, because it is safer for cyclists, allows for better drainage, increases visibility of cyclists, and is more durable than a curb-separated cycle track.

Safety and loitering

One residents association expressed concerns that the proposed design could exacerbate existing problems with safety, security, drug use and prostitution, particularly in the area between Sherbourne St. and Parliament St. Specific concerns included the use of the traffic islands as platforms for standing and sitting; the use of planters as places for storing drugs or dangerous objects. A few residents suggested that thorny bushes or decorative fences be installed around the perimeter of planter boxes to keep out people and unwanted objects. Despite these concerns, this residents association did convey overall support for the project, as they believe that increase bike traffic could enhance safety in the area and that the proposed design could make it more challenging for sex workers to operate.

One resident of the area expressed concerns that the proposed changes to the number of parking spaces and the proposed parking design could make it more difficult for sex workers to conduct business on Shuter Street.

School bus loading zone

A small number of respondents expressed concerns about the location of the school bus loading zone in front of Nelson Mandela Park Public School. These individuals suggested it be relocated to Sackville Street or St. David Street to ensure that the cycle track in front of the school is protected. Some individuals pointed out that the school bus loading zone is often used by drivers dropping off children to school or daycare, as well as delivery vehicles.

Selection of Sherbourne Street for cycle tracks

A small number of respondents felt that a separated bike lane is not needed west of Sherbourne Street because there is no North-South cycling infrastructure to connect with. Some of these respondents pointed out that that there are already existing East-West protected cycling facilities connecting the downtown core.

Some respondents felt that Dundas St. East should be the preferred location for protected bike lanes, as it extends across the Don River and continues west of Yonge Street, and because there is greater commercial activity than on Shuter Street.

River Street intersection

A small number of respondents commented on the design of the proposed cycle track at the intersection of River St. and Shuter St. These individuals were opposed to the

crossing of modes for cyclists traveling eastbound on Shuter St. A suggestion was made to implement a right turn restriction for vehicles and advance green light for people cycling.

Additional concerns regarding the proposed cycle track design:

- Increased volume of cyclists will make it difficult, or potentially dangerous, for drivers to enter and exit laneways, particularly drivers of large commercial vehicles that may need to back out; ensure visible signage to make cyclists aware of driveways and alleys where cars may be exiting;
- Snow that is ploughed from the cycle track will be pushed onto the sidewalk and into parked cars, creating challenges for people accessing their vehicles and for pedestrians, particularly in areas of Shuter St. with residential properties;
- Moving the bike lane to the curb and narrowing the parking lane will mean that there is no longer a buffer for drivers who are exiting their cars; drivers will exit into oncoming traffic, which is often traveling at a high speed, and this poses a safety risk. There will be less space for cars to pull over when emergency vehicles need to get through, which his relatively frequent, given the proximity of St. Michael's hospital.

Additional design suggestions included:

- Remove all left turn lanes on Shuter St.
- Add planters or landscaping to the design to beautify the neighbourhood
- Improve pedestrian scale street lighting
- Create a parking layby on the south side of Shuter St. between Sherbourne St. and George St., along the north side of Moss Park.

Other Road Safety Improvements

As part of the public consultation, respondents identified concerns and suggestions related to road safety on Shuter St. that are important to note, but fall outside of the scope of the proposed bike lane upgrade. Some of the recommendations could be considered as part of the planned road reconstruction or future road work.

Traffic calming

- Establish traffic calming measures between River St. and Parliament St.
- Install traffic signals at Shuter St. and Sackville St., or install pedestrian crossing on both sides of the intersection

Sumach-Shuter pedestrian crossing

A significant number of respondents commented on the intersection of Shuter St. and Sumach St., and identified several safety concerns and recommendations:

- Realign the north-south pedestrian crossing on the west side of the intersection so that it aligns with the newly constructed northwest corner and reflects the desire line for pedestrians
- Install corner bump-outs to reduce the crossing distance

- Install a traffic signal with APS
- Create north-south pedestrian crossings on both the east and west sides of the intersection
- Install a Vision Zero 'Watch Your Speed' radar sign
- Update the Community Safety Zone to reflect the new location of the northwest corner and the seniors residence

Additional road safety recommendations

Other comments and recommendations related to road safety on Shuter St. included:

- Improve pedestrian scale lighting, particularly at pedestrian crossings
- Add pedestrian crossings at intersections west of Sherbourne St.
- Implement speed cameras and red light cameras in the school zone around George St.
- Find a way to discourage U-turns, which are common between Berkeley St. and Seaton St.

Feedback Form Respondents

Some respondents who filled out the Feedback Form provided information on their perspective and on their usual modes of travel through the project area. Respondents were able to select more than one category for each question.

183 individuals completed this section of the paper form or online survey.

Respondents' Perspective

I live near the project	120
I work near the project	77
I study near the project	8
I shop/dine near the project	81
I travel through the project area	165
I represent a school near the project	3
I represent a business near the project	8
I am a property owner near the project	55
I represent a faith group near the project	2
I represent a residents' group near the project	3
I represent a non-profit, charity or community organization	6
Other	15

Respondents who selected 'Other' included individuals who use community centre and park facilities in the area, individuals who volunteer in the area, former residents of the area, and residents of a seniors residence in the area.

Modes of Travel through the Project Area

Walk	114
Bike	165

Drive	59
Vehicle passenger	29
TTC	40
Taxi/rideshare	28
School bus	0
Other	4

Next Steps

The project team will review all feedback presented in this report for consideration in light of technical requirements for the project. A Staff Report with the recommended design will be presented to the Infrastructure and Environment Committee of City Council on March 11, 2020.

Appendix A: Notice of Public Drop-In Event

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Public Consultation

December 31, 2019

Bike Lane Upgrade to Cycle Track on Shuter Street

The City of Toronto has planned road reconstruction on Shuter Street in 2020. This work presents an opportunity to evaluate the configuration of the roadway and consider changes that will improve the safety of all road users. Proposed safety improvements include replacing the existing bike lanes on Shuter Street with separated bike lanes (cycle track) from Bond Street to River Street. In addition to the bike lane upgrade, the City is planning pedestrian safety improvements at several intersections. The City invites residents to learn more about the planned road work and proposed bike lane upgrade, and to provide feedback on the proposed road design.

Project Area



Project Details

In the proposed design, the upgraded bike lanes on Shuter St. will be separated from moving motor vehicle traffic. On one side of the road, the bike lane will be separated from traffic by concrete curb stones with bollards (posts). On the opposite side of the road, the bike lane will be separated from traffic by a parking lane and concrete traffic islands.

In addition, the sidewalk at several intersections on Shuter St. will be modified to improve the visibility of people walking, reduce vehicle turning speeds, and shorten crossing distances for people walking.



Why Is This Project Proposed?

As part of the City's Vision Zero Road Safety Plan, changes to the design of the roadway that improve the safety of vulnerable road users are considered as part of road construction projects. Traffic data shows the current motor vehicle volumes and speeds on Shuter Street are higher than the City of Toronto's thresholds for unprotected bike lanes. Separated bike lanes (cycle tracks) reduce collisions between people driving and cycling, address the problem of vehicles stopping in the bike lane, and increase the safety and comfort of all people using the road.

Changes to the Roadway

Under the proposed design, vehicle lanes would be narrower and on-street parking would be retained on only one side of the street, in order to provide the necessary space in the roadway for separated bike lanes. The proposed location of parking spaces is explained in detail on the project website.

Section of Shuter Street	On-Street Parking Impacts
Bond Street to Jarvis Street	Parking to be retained on one side
Jarvis Street to Sherbourne Street	Parking to be retained on one side Minimal reduction of permit parking spaces
Sherbourne Street to Sackville Street	Parking to be retained on one side
Sackville Street to River Street	Minimal reduction of permit parking spaces

Next Steps

The City is holding a Public Drop-In Event to present more detailed information about the project and to provide the public with an opportunity to ask questions and provide feedback. If you are unable to attend the event, you can learn about the project and provide feedback online, by phone, by mail or by e-mail until February 4, 2020.

Questions?



Appendix B: Feedback Form

🕅 Toronto	Feedback Form
	e to Cycle Track on Shuter Street Di Event: January 21, 2020
- Thank you for attending and participating	in this Public Drop-In Event. Public consultation is an plete this feedback form to share your thoughts and opinio
	s today or by mail or e-mail by February 4, 2020. Feedback Form are available at <u>toronto.ca/shutercycletrac</u>
	r observations as a driver, pedestrian or cyclist on nsidered in the final design for this project?
Q2. In the context of <u>this project</u> , do safer cycling infrastructure? Ple	you support a reduction in on-street parking to provid ase explain why or why not.
safer cycling infrastructure? Ple	rase explain why or why not.
safer cycling infrastructure? Ple	refer? Please check one box and explain your selection
safer cycling infrastructure? Ple	rase explain why or why not.
safer cycling infrastructure? Ple Q3. Which parking design do you pr Design Option Design Option A • 108 parking spaces • Permit parking on south side, east of Sherbourne St.; • Pay & Display parking on south side, on south side Bond St. to Church St., on the side Bond St.	refer? Please check one box and explain your selection
safer cycling infrastructure? Ple Q3. Which parking design do you pr Design Option Design Option A • 108 parking spaces • Permit parking in same location; • 3-hour parking on south side, east of Sherbourne St.; • Pay & Display parking on south side Bond St. to Church St, north side Church to Jarvis St. Design Option B • 96 parking spaces • Permit parking in same location; 3-hour parking on north side, east of Sherbourne St.	refer? Please check one box and explain your selection

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Feedback Form

Q4. Do you have any additional comments about the proposed project? About You What are the first three digits of your postal code? Please describe your perspective. (Select all that apply) ___ I am a property owner near the project I live near the project I represent a faith group near the project I work near the project ___ I represent a residents' group in the project area I study near the project I represent a non-profit, charity, or community I shop and/or dine near the project organization near the project I travel through the project area I represent a school near the project I represent a business near the project ____ Other: ____ How do you typically travel through the project area? (Select all that apply) _ TTC: Which routes? _____ Walk ___ Taxi / rideshare Bike Drive ___ School bus __ Other: Car (passenger) About This Event Please help us to improve by letting us know your thoughts about the event. Disagree Neutral Agree The information presented was clear and easy to understand. 1 2 3 Staff were able to answer my questions or offered follow up. 1 2 3 1 2 3 There was an opportunity to share my comments and opinions. Contact Thank you for your comments. Please return this form to the registration desk before you leave, or submit it by mail or e-mail by February 4, 2020. Prepaid postal envelopes are available at the registration desk. Contact: Stephanie Gris Bringas Mail: City of Toronto - Public Consultation Unit 416-392-3643 55 John Street, Metro Hall, 19th Floor Tel.:

The City respects your privacy – your personal information will not be shared without your permission. The personal information on this form is collected under the authority of the City of Toronto Act, 2006, s. 136(c), and the Municipal Freedom of Information and Protection of Privacy Act. R.S.O. 1990, CHAPTER M.56. Your personal information is being collected in order to respond to your inguiry and future consultation opportunities regarding College Dundas Intersection Improvements. Questions about this collection can be directed to the Public Consultation Unit, Metro Hall - 55 John St., Toronto, Ontario, M5V 3C6, or call 416-392-2990.

Toronto, ON M5V 3C6

E-mail: Stephanie.GrisBringas@toronto.ca

toronto.ca/shutercycletrack