

TO:	CHAIR AND MEMBERS CIVIC WORKS COMMITTEE MEETING ON JANUARY 10, 2017
FROM:	KELLY SCHERR, P.ENG., MBA, FEC MANAGING DIRECTOR ENVIRONMENTAL & ENGINEERING SERVICES AND CITY ENGINEER
SUBJECT:	QUEENS AVENUE AND COLBORNE STREET CYCLETRACKS

RECOMMENDATION

That, on the recommendation of the Managing Director, Environmental & Engineering Services and City Engineer, the following actions **BE TAKEN** with respect to the Queens Avenue and Colborne Street Cycletracks:

- a) the implementation of cycletracks on Queens Avenue from Ridout Street to Colborne Street and on Colborne Street from Dufferin Avenue to Horton Street **BE ENDORSED** for implementation; it being noted that additional public consultation will be undertaken during the project design;
- b) the implementation of a cycletrack on Queens Avenue east of Colborne Street to Quebec Street **BE ADDED** for consideration in a future year of the cycling facility capital program;
- c) MMM Group Limited **BE APPOINTED** Consulting Engineers to complete the project design and provide construction administration services for the 2017 project in the amount of \$466,153 (excluding HST) in accordance with Section 15.2 (g) of the Procurement of Goods and Services Policy; it being noted that this is an extension of an administrative directly awarded assignment that is necessary to accelerate the project which has been included in the application to the Public Transit Infrastructure Fund such that the project could be completed and funds claimed within the funding program eligible cost window;
- d) the financing for this project **BE APPROVED** as set out in the Sources of Financing Report attached hereto as Appendix A;
- e) the Civic Administration **BE AUTHORIZED** to undertake all the administrative acts that are necessary in connection with this project;
- f) the approvals given herein **BE CONDITIONAL** upon the Corporation entering into a formal contract with the consultant for the work; and,
- g) the Mayor and City Clerk **BE AUTHORIZED** to execute any contract or other documents including rail agreements if required, to give effect to these recommendations.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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- Civic Works Committee – January 6, 2015 – London Cycling Master Plan Study Appointment of Consulting Engineer

- Civic Works Committee – June 2, 2015 – London ON Bikes Cycling Master Plan Status Report
- Strategic Priorities and Policy Committee – January 28, 2016 – Downtown Infrastructure Planning and Coordination
- Civic Works Committee – February 2, 2016 – London ON Bikes Cycling Master Plan Status Report
- Civic Works Committee – June 8, 2016 – London ON Bikes Draft Cycling Master Plan
- Civic Works Committee – September 7, 2016 – London ON Bikes Cycling Master Plan
- Civic Works Committee – October 4, 2016 – Infrastructure Canada Phase One Investments Public Transit Infrastructure Fund

COUNCIL'S 2015-19 STRATEGIC PLAN

This report supports the objectives identified in the Strategic Plan. The downtown cycletracks contribute to Building a Sustainable City – Convenient and Connected Mobility Choices, by implementing and enhancing safe mobility choices for cyclists.

BACKGROUND

Purpose

This report provides Committee and Council with a preliminary description of the downtown cycletrack project that was identified in the recently completed London ON Bikes Cycling Master Plan. The report requests endorsement to implement the 2017 phase that was recently identified in the applications for Infrastructure Canada funding as an active transportation improvement under the Public Transit Infrastructure Fund (PTIF).

The report also responds to a September 13, 2016 Council Resolution stating *the Civic Administration BE DIRECTED to report back to the Civic Works Committee on a potential extension of the planned cycle track on Queens Avenue, from Colborne Street to Quebec Street.* This is identified on the Civic Works Committee Deferred Matters List File No. 70.

The implementation of the 2017 phase under the PTIF funding deadline requires aggressive project scheduling and an extension of a directly awarded consultant assignment to design and administer the project.

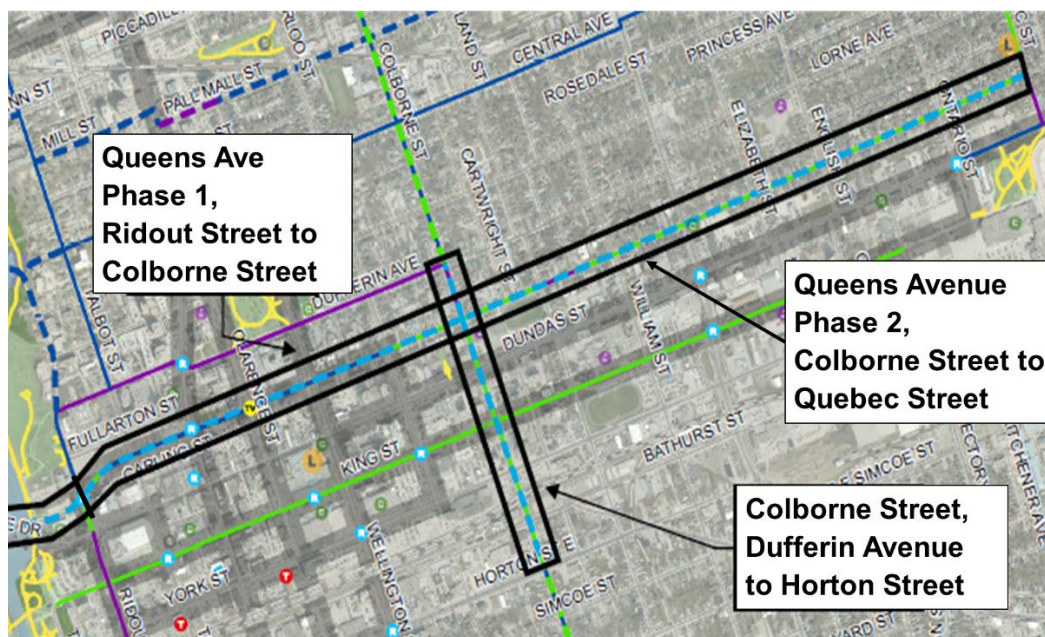
DISCUSSION

Project Description

The London ON Bikes process to create a new cycling master plan undertook extensive public consultation throughout 2015 and 2016. Many Londoners expressed a desire for on-road cycling facilities that provide more protection from motor vehicles on high traffic volume routes. The new Ontario Traffic Manual (OTM) Book 18, Cycling Facilities provides options in response to this desire. OTM Book 18 identifies cycletracks as a method to achieve safer, more comfortable cycling facilities on roads. Cycletracks typically include a physical barrier between cyclists and motor vehicles and can be

designed as one- or two-directional facilities. Cycletracks have been implemented in many Canadian cities including Toronto, Hamilton, Ottawa, Calgary, Vancouver and Montreal.

The implementation of cycletracks on Queens Avenue and Colborne Street in Downtown London is a premier feature of the new master plan that was approved by Council in September 2016. The cycletracks will provide improved active transportation connectivity into and across the downtown as illustrated in the figure below.

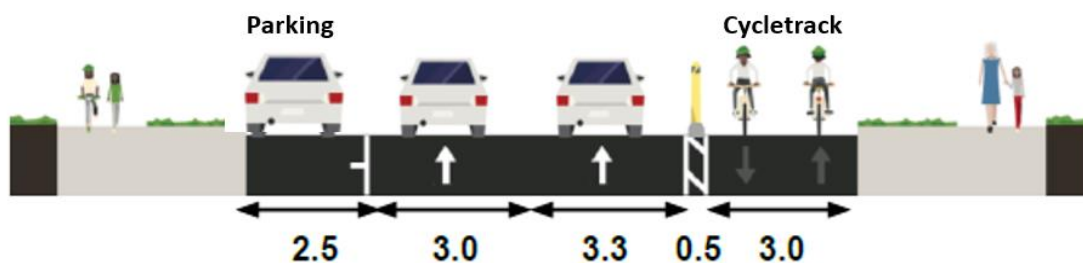


Proposed Downtown Cycletracks

A preliminary study by MMM Group Ltd. is underway to scope the project. The initial design parameters are described below and are subject to further refinement as the scoping study is completed and the detailed design phase is commenced. The report recommendation to extend the current consultant assignment will enable this further development of the design in the most expeditious manner possible to implement the Queens Avenue Phase 1 and Colborne Street cycletracks in 2017.

Queens Avenue Phase 1, Ridout Street to Colborne Street

Queens Avenue Phase 1, proposed for implementation in 2017, is planned between Ridout Street and Colborne Street. An assessment of different road cross-sections identified a preferred alternative of a two-directional facility on the north side of Queens Avenue as illustrated in the conceptual cross section below. The two way cycletrack on a one-way street provides benefits related to reduced space requirements, fewer on-street parking conflicts, improved winter operations and reduced operating costs.



Proposed Queens Avenue Typical Cross Section

The cycletrack will be separated with a buffer area occupied by pre-cast concrete curb barriers with flexible bollards mounted on top. A similar cycletrack arrangement to that proposed is shown in the photo below, noting that the cycletrack is on the opposite side of the street in the photo example and wider buffer areas will be achieved where possible. Future incorporation of planter boxes in the buffer area is possible if improved aesthetics are desired in key locations.



Example of Cycletrack Separation

The cycletrack fits on the existing Queens Avenue road platform with the exception of a minor widening of 1.5 to 2 m required on the south side in the block between Waterloo Street and Colborne Street. The minor south side widening east of Waterloo Street will create some tree root impacts and potentially require the replacement of 6 to 8 trees. Further design is necessary to confirm the extent of necessary removals and replantings. Consultation with Urban Forestry staff will continue with regard to tree impacts in all phases. Tree replacements in greater quantities will be considered where space allows.

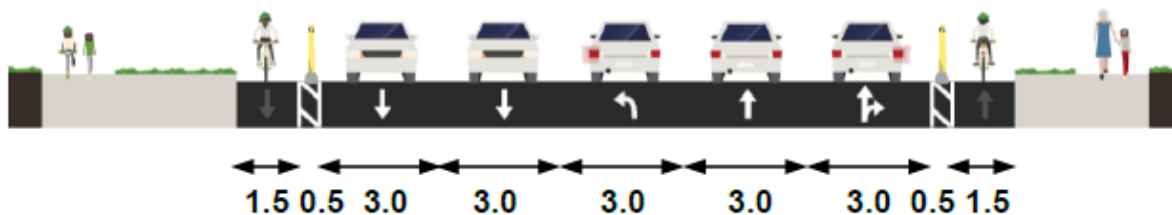
Traffic signal work will be required to install new eastbound traffic signal heads for the contraflow cyclists. Modifications to the Queens Avenue/Colborne Street signals are also triggered as a result of the minor widening. Reconstruction of many of the traffic signals along the Queens Avenue corridor were previously planned for lifecycle renewal work. Additionally, the pavement between the Thames River bridge and Richmond Street was scheduled for rehabilitation. This project provides an opportunity to combine work to achieve cost efficiencies.

It is necessary to displace north side on-street parking with the exception of the Clarence Street to Wellington Street block where it is likely possible to maintain most of the current parking between the cycletrack and driving lanes. The approximate number of displaced parking stalls necessary is 60 to 67. The weekday peak hour parking indicated in a 2014 study ranges from very low to high usage depending on location.

Motor vehicle operations should be mostly unaffected by this improvement to cycling. However, some additional delay to Queens Avenue traffic may be experienced in the peak hour due to the elimination of right-turn lanes at Talbot Street, Clarence Street and Waterloo Street. It should be noted that the right-turn lane at Clarence Street becomes redundant under the Shift Rapid Transit plan that currently envisions modified directional operations on Clarence Street.

Colborne Street

The Cycling Master Plan also identifies a cycletrack on Colborne Street between Dufferin Street and Horton Street. Given the conventional two-way operations on Colborne Street, the configuration will be uni-directional lanes on both sides of the street as shown on the figure below. Protection on Colborne Street will also be provided by a buffer area although the pre-cast concrete curb barriers and flexible bollards will be more sporadic than on Queens Avenue to facilitate winter operations.



Proposed Colborne Street Typical Cross Section

The cycletrack fits on the existing Colborne Street road platform with the exception of a minor widening required north of York Street and south of Dufferin Avenue. It is necessary to remove the 22 west side on-street parking stalls that exist between Queens Avenue and King Street. The weekday peak period utilization of this parking ranges from moderately low to moderately high. Motor vehicle operations are predicted to be unaffected since the general purpose lanes will not be significantly modified. Approximately three trees will require replacement, depending on the final design.

Similar to Queens Avenue, the pavement on Colborne Street was scheduled for rehabilitation that will now be coordinated into one contract. The placement of underground ducts for future signal lifecycle renewal work will also occur.

Queens Avenue Phase 2, Colborne Street to Quebec Street

As directed by Council, an extension of the Queens Avenue cycletrack from Colborne Street to Quebec Street was assessed in the preliminary scoping assignment. This extension, identified as Phase 2 in the above map, would provide good connectivity to the Old East Village, but will require more minor road widenings to implement than the section to the west. This results in higher capital costs and additional tree impacts. Additional on-street parking removal is also necessary.

The Queens Avenue cross section alternative assessment identifying the bi-directional facility on the north side as the preferred alternative considered the entire corridor and applies to this section also. The implementation is more challenging from Colborne Street to Elizabeth Street because the cycletrack does not fit on the existing road platform and requires a minor widening in the order of 1.5 to 2 m on the south side. This incurs impacts in the order of 26 to 32 tree removals. Tree replacements would occur where space is available. The widening also triggers modifications to three signalized intersections and relocation and widening of the south sidewalk between Adelaide Street and Elizabeth Street.

An assessment of traffic operations considered whether it is feasible to reduce the general purpose lanes on Queens Avenue from two to one in this area to avoid the minor widening. However, the traffic modelling predicted significant delays under this scenario at the Adelaide and Colborne intersections with peak hour queues of 260 to 290 m approaching the Adelaide Street intersection.

East of Elizabeth Street, the cycletrack would displace the north side on-street parking and no road widening would be required. The on-street parking in this predominantly residential area was implemented in 2008 and is generally lightly used. The number of displaced parking opportunities in this area is 54.

Financial Considerations

The PTIF program provides an opportunity to implement active transportation infrastructure with federal funding of 50% of the project costs. Construction is required prior to March 2018 for costs to be eligible for reimbursement. A project value of \$2.15 M was identified in the PTIF application for the Queens Avenue Phase 1 (Ridout Street to Colborne Street) and Colborne Street cycletracks. The current project scoping indicates that the two sections proposed for 2017 implementation will fit within the identified project cost. The implementation of both projects in 2017 is possible with an accelerated project delivery schedule. Detailed cost estimates will be developed further as the project design progresses.

Previously planned lifecycle renewal activities within the work zone will also be coordinated into the same contract for cost efficiencies and to minimize social disruption. Pavement rehabilitation on portions of Queens Avenue and Colborne Street was previously planned through the lifecycle renewal programs and will be implemented in coordination with the cycletrack project. Reconstruction of complete traffic signals at select intersections in addition to the signal modifications required for the cycletrack is also planned to be coordinated with the work. The total project value including incorporation of lifecycle renewal works is anticipated to be in the order of \$4 M. The appropriate capital accounts will be sourced accordingly.

Ongoing operations of the cycletracks require dedicated snow clearing, sweeping operations and minor traffic signal maintenance. The ongoing annual operating costs associated with the 2017 cycletracks are anticipated to be \$50,000.

The PTIF project application did not include costs to implement Phase 2 of the Queens Avenue cycletrack from Colborne Street to Quebec Street. This project will be programmed for a future year subject to Council direction. Future senior government funding for active transportation improvements may assist with the implementation of the Phase 2.

Consultation

This project was reviewed with the Cycling Advisory Committee in December. A public meeting will be scheduled during the design phase to review the project with the broader public. Consultation will also target the cycling community for input on the functionality of the system, property owners along the corridor and stakeholder groups such as Downtown London, the Old East Village BIA and community groups.

Public outreach and education for both cyclists and motor vehicle drivers will be implemented around the time of implementation to raise awareness of the new traffic conflict points introduced by the Queens Avenue cycletrack. It will be important for right-turning motor vehicle drivers to be cognizant of the need to look for cyclists travelling in both directions.

The west end of the Queens Avenue Cycletrack will be further coordinated with the Shift Rapid Transit Environmental Assessment. Improved cycling connections to the Thames Valley Parkway are envisioned in coordination with rapid transit related modifications to Queens Avenue across the Thames River and southerly on Ridout Street.

On-Street Parking

The implementation of cycling infrastructure displaces some on-street parking as detailed in the previous sections. The mobility, transit and parking effects of this and other downtown projects such as Dundas Place and Shift Rapid Transit were considered holistically in the January 28, 2016 Downtown Infrastructure Planning and Coordination Report to the Strategic Priorities and Policy Committee. The associated parking impacts are being incorporated into the Downtown Parking Strategy solutions that are currently in development and will be reported to Civic Works Committee in the future.

The project design has considered the data in the 2014 Parking Utilization Study and minimized impacts where possible. Analysis underway indicates that the impacts of the cycletrack project can be accommodated with the current on- and off-street parking supply in the affected areas of downtown considering typical parking vacancy buffers.

Consultant Selection

MMM Group Limited was recently administratively awarded a direct assignment to scope the cycletracks for future design in accordance with Section 15.2 (c) of the Procurement of Goods and Services Policy. MMM Group was an ideal candidate for this work having identified the project in the recent master plan work. The value of the current assignment is \$83,019 excluding HST.

This project fits well into the active transportation objectives of the PTIF program. The identification of the project in the PTIF application requires an acceleration of the project schedule due to the limited time until the closing of the PTIF eligible cost window in March 2018.

The recommended consultant assignment does not follow the preferred process for assignments over \$100,000. Assignments of this value typically receive proposals from a minimum of three (3) qualified firms. A process for multiple proposal requests was previously planned upon the completion of the project scoping, however, it is now necessary to accelerate the project schedule to be able to design and construct the project prior to the March 2018 eligible cost deadline.

Therefore, it is recommended that the MMM Group be awarded an extension of the current assignment in accordance with Section 15.2 (g) of the Procurement of Goods and Services Policy. The assignment extension will undertake the detail design and construction administration services for project construction in 2017. This will increase the value of the assignment to a cumulative total of \$549,172.

The direct award of this assignment is to the financial advantage of the City due to the fact that very limited time is available to design and construct this project under the potential PTIF federal funding. A typical competitive procurement process previously planned after completion of the scoping study is not possible under the PTIF timelines. Additionally, MMM Group has specific knowledge of the project due to its work on the Cycling Master Plan and the initial scoping study. Some duplication of efforts would be required if another firm were to be introduced.

CONCLUSION

The implementation of cycletracks in downtown London are a key feature of the recently completed London ON Bikes Cycling Master Plan. The project has been identified in the application for PTIF funding as an active transportation improvement. PTIF potentially provides an opportunity for cost-effective implementation of these cycling facilities that are becoming more common in cities across Canada.

The downtown cycletracks identified in the master plan predominantly fit in the existing road platform. It is necessary to displace on-street parking on one side of 3 ½ blocks of Queens Avenue and two blocks of Colborne Street. This impact is being considered in the Downtown Parking Strategy currently under development and can be absorbed by the current parking supply. Tree impacts are anticipated only locally where minor widenings are required. Tree replacements will be implemented where space allows in all phases of the project.

An assessment of a Phase 2 extension of the Queens Avenue Cycletrack easterly from Colborne Street to Quebec Street was undertaken as directed by Council. The assessment concludes that the cycletrack implementation is feasible. The Cycletrack can be implemented west of Elizabeth Street with a minor south side widening of 1.5 to 2 m. The widening creates the necessity to remove 26 to 32 trees within, or close to, the construction zone. East of Elizabeth Street where the existing road operates as one-lane, the displacement of north side on-street parking is recommended to avoid road widening.

The recommended consultant assignment will implement the detail design and construction administration of the cycletracks plus the lifecycle reconstruction of pavements and traffic signal systems previously planned in the same work area.

PREPARED BY:	REVIEWED AND CONCURRED BY:
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RECOMMENDED BY:	
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Attach: Appendix A – Sources of Financing
 c: Gary McDonald
 Cycling Advisory Committee
 Dave McLaughlin, MMM Group Limited