

Improved Safety for Cyclists and Pedestrians - Dufferin Street

Date: May 3, 2021
To: Toronto and East York Community Council
From: Acting Director, Traffic Management, Transportation Services
Wards: Ward 9 - Davenport

SUMMARY

At its meeting on December 16, 17 and 18, 2020, City Council directed Transportation Services to conduct a review of various safety and operational concerns for cyclists and pedestrians on Dufferin Street (Ward 9 - Davenport). This report provides an overview of the assessments and improvements proposed by Transportation Services, with the exception of the requests for additional traffic control signals.

The evaluation of additional traffic control signals on Dufferin Street requires further review by Transportation Services and will be addressed in a subsequent report to the June 24, 2021 meeting of Toronto and East York Community Council (TEYCC).

All other actions identified within this report will be implemented in 2021 and a summary report will be provided.

RECOMMENDATIONS

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

1. Toronto and East York Community Council receive this report for information.

FINANCIAL IMPACT

All costs associated with the safety and operational improvements are included in the Transportation Services 2021 Operating Budget.

DECISION HISTORY

On December 16, 17 and 18, 2020, City Council adopted Item MM27.4 (Improved Safety for Cyclists and Pedestrians - Dufferin Street) and directed Transportation Services to study measures to enhance cyclist and pedestrian safety and operations on Dufferin Street (Ward 9 - Davenport) and report back on the findings by the second quarter of 2021. The City Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.MM27.4>

On March 12, 2020, Toronto and East York Community Council adopted Item TE14.64 (Hallam Street Improvements) and directed Transportation Services to conduct a safety and operational review of Hallam Street to identify and install temporary safety improvements for pedestrians, cyclists and motorists and identify a longer term vision and measures to be implemented when Hallam Street is reconstructed. The Toronto and East York Community Council decision can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.TE14.64>

COMMENTS

In response to the direction from City Council's adoption of Item MM27.4, Transportation Services has studied measures to enhance cyclist and pedestrian safety and operations on Dufferin Street (Ward 9 - Davenport). A summary of the existing conditions on this street is provided in Attachment 1.

The member's motion stated that cyclist and pedestrian safety is a paramount concern on Dufferin Street, and it requires further expedited attention. It notes that improving safety and public transit movement on Dufferin Street is critical and should be coordinated in view of the pressing safety issues involved.

In December 2020, a fatal collision involving a person cycling occurred at the intersection of Dufferin Street and Sylvan Avenue. This tragic event has further focussed the community's attention on protecting vulnerable road users and the City's Vision Zero Road Safety Plan.

A summary of the direction adopted by City Council in MM27.4 and Transportation Services' assessment and proposed improvements are described in detail as follows:

COUNCIL DIRECTION: *In consultation with the Toronto Transit Commission (TTC) and any relevant City Divisions, Transportation Services will coordinate and expedite all studies and traffic reviews along Dufferin Street, including but not limited to the bus priority transit route being considered for implementation by the TTC and that these ensure ongoing and future safety considerations for cyclists and pedestrians, including the feasibility of protected bicycle lanes. As part of this review, to further consider potential expedited phasing of areas where early implementation could occur and that*

an update report be provided to the Toronto and East York Community Council by the second quarter of 2021.

In 2018, as part of the City's continuing efforts to mitigate traffic congestion and improve operations on major surface transit routes, Transportation Services, in partnership with the TTC, brought forward a report to TEYCC (TE33.72), which was subsequently approved by Council, to extend peak-period parking regulations on Dufferin Street between Bloor Street West and Dundas Street West. The changes implemented were aimed at improving general traffic flow and improving travel time and reliability of transit service on Dufferin Street.

In 2019, the TTC launched the Five-Year Service Plan / Ten-Year Outlook - a blueprint that identifies service-related improvement to public transit in the City of Toronto over the next five years and beyond. To support its vision of moving people safely and reliably across Toronto, the TTC identified five opportunities, one of which focuses on providing transit priority to buses and streetcars. Preliminary studies and stakeholder consultations were completed, and a group of corridors were prioritized for implementation: Eglinton Avenue East, Jane Street, Dufferin Street, Steeles Avenue West, and Finch Avenue East. A sixth corridor, Lawrence Avenue East, was added in response to the TTC Board direction. Eglinton Avenue East bus lanes were delivered in 2020 under the RapidTO program – a collaborative effort by the City of Toronto and TTC staff.

In November 2020, Council approved the Surface Transit Network Plan (STNP), a roadmap to guide the planning, implementation, operation, maintenance, and monitoring of Toronto's transit priority measures. The STNP will include the RapidTO program and expand the implementation of surface transit priority to twenty corridors over the next ten years.

In April 2021, City Council adopted, as amended, Item EX22.3 (Surface Transit Network Plan – Consultation Plan), which outlined three phases of consultation designed to solicit City-wide feedback and community participation shaping the surface transit program for Toronto. There will be multiple opportunities in 2021 to review the plans and provide comments via an online survey, a one-window email contact, Community District-based Virtual Public Meetings, and optional ward-based Councillor-hosted meetings. Residents can participate in the district and ward-based meetings to learn more about Surface Transit Network Plan considerations in their ward and provide input.

With Council approval of the Surface Transit Network Plan, City staff will undertake corridor-specific studies to determine the feasibility, benefits and impacts of various transit priority measures, informed by community consultation. For Dufferin Street and other RapidTO corridors, engineering studies could begin as early as spring 2022 to support project delivery by 2024. The City will ensure that any recommendations to improve surface transit will prioritize the safety of vulnerable road users.

Based on further consultation with local Councillors and residents, the City may consider targeted and temporary measures to improve surface transit along Dufferin Street while engineering studies are underway.

COUNCIL DIRECTION: *As part of the traffic reviews above, Transportation Services will include an assessment of the current connectivity of the existing cycling infrastructure across Dufferin Street, such as Lappin Avenue/Hallam Avenue and Lindsey Avenue.*

Hallam Street and Lappin Avenue are two east-west collector streets located just south of Dupont Street, stretching from Shaw Street to Lansdowne Avenue. Together, Hallam Street and Lappin Avenue form a key link in Toronto's cycling network. However, Hallam Street and Lappin Avenue are discontinuous at Dufferin Street, where the two streets are separated by approximately 65 metres. While the intersection of Dufferin Street and Hallam Street is signalized, the intersection of Dufferin Street and Lappin Avenue is not. Consequently, people cycling east-west must bridge this gap by walking their bikes on the sidewalk or riding in mixed traffic on Dufferin Street. Since 2016, there have been two people cycling involved in collisions on this stretch of Dufferin Street, both resulting in minor injuries.

Transportation Services' staff, in response to TE14.64 (Hallam Street Improvements), are currently conducting a safety and operational review of Hallam Street to identify short-term, as well as a long-term improvements on Hallam Street. The intersection of Dufferin Street and Hallam Street/Lappin Avenue will be assessed as part of that on-going work. The assessment of Lindsey Avenue would be considered in conjunction with the potential traffic control signals discussed under the following item.

COUNCIL DIRECTION: *Transportation Services will include coordination and implementation on an expedited basis, including consideration of warrant standards that have been updated under the City's Vision Zero program, the following actions being proposed, that have been reviewed, or that are already approved and are underway:*

- *Traffic control signals at Lindsey Avenue/Sylvan Avenue and Dufferin Street*
- *Traffic control signals at Geary Avenue (expedited installation)*
- *Traffic control signals at Goodwood Avenue and Cloverlawn Avenue*

Transportation Services' review of additional traffic control signals on Dufferin Street requires further assessment. Historical traffic counts and studies at the subject intersections disclosed the numerical warrants for traffic control signals were not met. Therefore, further review is required to assess other factors, including adjacent traffic controls, area land use, multi-modal connections, and other contextual considerations. Accordingly, a follow-up report on traffic control signals at these three locations will be submitted to the June 24, 2021 meeting of Toronto and East York Community Council for further consideration.

- *Proposed guard rail on the east side of Dufferin Street at Davenport Road*
Guard rails are typically installed where physical separation is required as a result of roadside hazards for motorists, such as steep grades or open water. A section of guard rail is designed to absorb the force of a collision when struck at an angle/perpendicular. However, the ends of guard rails are not designed to be struck without additional crash attenuation. Unless a proper crash attenuation

treatment is used on the ends, the potential guard rails can present a hazard to motorists if struck.

Furthermore, the amount of space required for a guard rail treatment will diminish the limited sidewalk space for pedestrians. The existing sidewalk width on this section of Dufferin Street is approximately 2.0 metres. A potential guard rail would be offset from road by a minimum of 0.5 metres and is typically at least 0.4 metres wide. The resultant clearway would be maximum of 1.1 metres. This would reduce the pedestrian clearway to below the minimum required by Accessibility for Ontarians with Disabilities Act (AODA) and make it impossible for two people, moving in different directions, to pass each other. Accordingly, Transportation Services does not support the installation of guard rails on Dufferin Street at Davenport Road.

- *Proposed or recommended Red Light Cameras along Dufferin Street for expedited review and implementation*

Staff are currently investigating the feasibility of installing a Red Light Camera (RLC) at the intersection of College Street and Dufferin Street. The current pole infrastructure at this intersection would require modifications in order to support a RLC and it is yet to be determined if the modifications are feasible.

- *Proposed or recommended Automated Speed Enforcement cameras along Dufferin Street for expedited review and implementation*

The installation of Automated Speed Enforcement (ASE) is limited to areas that have been designated as Community Safety Zones (CSZ's). As noted, there are currently five CSZ's designated on the subject section of Dufferin Street, with the most recent being approved by City Council on April 7, 2021 between Bloor Street West and College Street as per Item IE20.15 (Changes to Community Council Delegations, Authorization of Designated Speed Limit Areas - 30 Kilometres Per Hour on Public Lanes and Local Roads, and Designation of Reserved Lane and Speed Limits on Reserved Lane for Eglinton Avenue Light Rail Transit Segregated Right of Way).

Designating this section of Dufferin Street as a Community Safety Zone will help reduce aggressive driving and speeding on this key school route by allowing for the doubling of fines associated with speeding and, through the applicable sections of the Safer School Zones Act, 2017, allow for the use of ASE.

- *Street light assessment (Toronto Hydro)*

Staff are working with Toronto Hydro to expedite street lighting improvements on Dufferin Street, between Dupont Street and Dundas Street West. Improvements in the field are tentatively scheduled to be completed by the end of 2021. This work will include installing over 20 new street light poles & 180 fixtures in this section of Dufferin Street. These measures will illuminate the sidewalk and road, improving safety for all road users, especially vulnerable road users.

The Ward Councillor is aware of the recommendations of this staff report.

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SIGNATURE

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ATTACHMENTS

Attachment 1: Existing Conditions - Dufferin Street (Ward 9 - Davenport)

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- It is a four-lane, north-south, major arterial roadway
- It operates two-way traffic on a pavement width of approximately 12.5 metres
- Between Eglinton Avenue West and Queen Street West, the daily two-way traffic volume range is approximately 20,000 to 29,000 vehicles
- The posted speed limit is 40 km/h
- Heavy trucks are permitted at all times
- Community Safety Zones (CSZ's) have been by-lawed in the following sections of Dufferin Street (listed north to south):
 - Eglinton Avenue West to Keywest Avenue
 - Hope Street to St. Clair Avenue West
 - Regal Road to Brandon Avenue
 - Bloor Street West to College Street
 - Dundas Street West to Queen Street West
- School Safety Zones have been installed on Dufferin Street for the following schools (listed north to south):
 - Fairbank Middle School
 - Alexander Muir/Gladstone Avenue Junior and Senior Public School and The Grove Community School
- A Pedestrian Safety Corridor has been installed between Eglinton Avenue West and Geary Avenue
- There are sidewalks located on both sides of Dufferin Street, adjacent to the curb lanes
- Cycling routes/lanes cross/access Dufferin Street at the following intersections (listed north to south):
 - Rogers Road
 - Davenport Road
 - Lappin Avenue/Hallam Street
 - Lindsey Avenue
 - Florence Street/Waterloo Avenue
- There is TTC service provided by the 29 Dufferin and 929 Dufferin Express bus routes
- The land use on Dufferin Street is mainly comprised of a mix of low-rise residential, but includes commercial uses at major intersections, as well as numerous schools, parks, community centres and the Dufferin Mall