

## **Traffic Control Signals - Shuter Street at Sackville Street and Shuter Street at Sumach Street**

**Date:** June 13, 2022

**To:** Toronto and East York Community Council

**From:** Director, Traffic Management, Transportation Services

**Wards:** Ward 13, Toronto Centre

### **SUMMARY**

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This staff report is about a matter that Community Council has delegated authority from City Council to make a final decision.

Transportation Services has reviewed the need for traffic control signals to replace the existing pedestrian crossings (PXO's) at the following intersections:

- Shuter Street at Sackville Street
- Shuter Street at Sumach Street

Based on the assessment undertaken, Transportation Services does not recommend the installation of traffic control signals at these intersections as the warrant criteria were not met. The existing pedestrian crossings (PXO's) at the above noted intersections were also reviewed by Transportation Services and determined to be an appropriate control.

Transportation Services also reviewed the operational concerns at a number of locations on Shuter Street as a result of the 2020 protected cycle installation, and do not recommend any changes at this time.

### **RECOMMENDATIONS**

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The Director, Traffic Management, Transportation Services recommends that:

1. Toronto and East York Community Council not authorize the installation of traffic control signals at the intersection of Shuter Street and Sackville Street.
2. Toronto and East York Community Council not authorize the installation of traffic control signals at the intersection of Shuter Street and Sumach Street.

3. Toronto and East York Community Council not authorize the removal of the existing pedestrian crossover on Shuter Street, immediately west of Sackville Street/Sackville Green in conjunction with the installation of traffic control signals at Shuter Street and Sackville Street.

4. Toronto and East York Community Council not authorize the removal of the existing pedestrian crossover on Shuter Street, immediately west of Sumach Street/Blevins Place in conjunction with the installation of traffic control signals at Shuter Street and Sumach Street.

## **FINANCIAL IMPACT**

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There is no financial impact resulting from the adoption of the recommendation in the report.

If Toronto and East York Community Council amends the recommendations in this report and authorizes the installation of traffic control signals on Shuter Street at Sackville Street and at Sumach Street, the estimated cost is \$200,000 for each intersection. These installations would be considered in 2023 subject to availability of Capital funding and competing priorities.

## **DECISION HISTORY**

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At its meeting on November 24, 2021, Toronto and East York Community Council adopted Items TE29.62 (Adding a Traffic Control Signal at the Shuter Street and Sackville Street Intersection) and TE29.63 (Adding a Traffic Control Signal at the Shuter Street and Sumach Street Intersection), and directing Transportation Services to investigate the feasibility of installing traffic control signals on Shuter Street at Sackville Street and Shuter Street at Sumach Street by upgrading the existing pedestrian crossovers. The Toronto and East York Community Council decisions can be found at:

[Agenda Item History - 2021.TE29.62 \(toronto.ca\)](#)

[Agenda Item History - 2021.TE29.63 \(toronto.ca\)](#)

At its meeting on November 24, 2021, Toronto and East York Community Council adopted item TE29.78 (Improving Pedestrian and Cyclist Road Safety on Shuter Street) and directing Transportation Services staff to review and to report back during the second quarter of 2022 on conditions and recommended improvements for sightlines with motor vehicles entering and exiting Shuter Street from Tracy Street, Sackville Street, Sumach Street; two public laneways: Anna Hilliard Lane, Paterson Place; and two private laneways (425 Shuter Street and 447 Shuter Street). The Toronto and East York Community Council decision can be found at:

[Agenda Item History - 2021.TE29.78 \(toronto.ca\)](#)

At its meeting on April 30, 2020 City Council adopted items IE12.8 (Cycling Network Plan: 2020 Cycling Infrastructure Installation - First Quarter Update) and directed Transportation Services to install cycle tracks on Shuter Street from River Street to Bond Street. The City Council decisions can be found at:

[Agenda Item History - 2020.IE12.8 \(toronto.ca\)](#)

## COMMENTS

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### Existing Conditions

Shuter Street is characterized by the following conditions:

- It is a two-lane, east-west, minor arterial roadway
- There is a bike lane provided in each direction
- It operates two-way traffic on a pavement width of approximately 13.8 metres
- The daily two-way traffic volume is approximately 7,000 vehicles
- The speed limit is 30 km/h
- Heavy trucks are prohibited from 7:00 p.m. of one day to 7:00 a.m. of the next following day
- There is no TTC service provided on the street
- There are sidewalks located on both sides of the street

Sackville Street is characterized by the following conditions:

- It is a two-lane, north-south roadway
- It is a local roadway south of Shuter Street, and unassumed public roadway north of Shuter Street
- It operates one-way northbound traffic on a pavement width of approximately 7.1 metres, south of Shuter Street, and approximately 8.1 metres, north of Shuter Street
- The daily one-way traffic volume is approximately 2,300 vehicles
- The speed limit is 30 km/h
- Heavy trucks are prohibited at all times south of Shuter Street
- There is no TTC service provided on the street
- There are sidewalks located on both sides of the street

Sumach Street is characterized by the following conditions:

- It is a two-lane, north-south roadway
- It is a local roadway south of Shuter Street, and unassumed public roadway north of Shuter Street
- It operates one-way southbound traffic on a pavement width of approximately 7.3 metres, south of Shuter Street, and two-way traffic on a pavement width of approximately 8.5 metres, north of Shuter Street
- There is a contra-flow bike lane on the east side of the street, south of Shuter Street
- The daily one-way traffic volume is approximately 2,200 vehicles
- The speed limit is 30 km/h
- Heavy trucks are prohibited at all times south of Shuter Street

- There is no TTC service provided on the street
- There are sidewalks located on both sides of the street

There are two pedestrian crossovers on Shuter Street, one is located at Sackville Street, and the other is located at Sumach Street. Regent Park Community Centre and Nelson Mandela Park Public School are located on the north side of Shuter Street, between Sackville Street and Sumach Street. Regent Park running track is located at the northeast corner of Shuter Street at Sumach Street.

The distance is approximately 210 metres between the two pedestrian crossovers (PXO) on Shuter Street at Sackville Street and Sumach Street. The closest adjacent traffic controls are located approximately 240 metres to the west at Parliament Street in the form of traffic control signals and approximately 210 metres to the east at River Street in the form of traffic control signals.

A map of the area is included in Attachment 1.

### **Traffic Control Signals**

To determine the need for traffic control signals at the intersections of Shuter Street at Sackville Street, and Shuter Street at Sumach Street, staff rely on the justification criteria as outlined in the Ontario Traffic Manual (OTM) Book 12. The OTM justification criteria includes factors such as volume of vehicles and pedestrians, delay to cross traffic, and collision history. In addition to these technical justifications, staff consider an environmental checklist which includes: consideration of road width, posted speed limit, operating speeds, adjacent land uses, pedestrian desire lines and demographics, presence of a transit stop, sight lines, and distance between existing crossing opportunities.

As part of the investigation, staff conducted vehicle and pedestrian counts on March 29, 2022 at the subject intersections. The results of the counts and collision hazard are summarized in Table 1 and Table 2. The "Collision hazard" criterion is based on the number of collisions potentially preventable by the installation of traffic control signals. Collision history provided by the Toronto Police Service for the three-year period ending March 31, 2022 disclosed one collision at Shuter Street and Sackville Street that was potentially preventable by the installation of traffic control signals, and no collisions involved a pedestrian or a cyclist. There were two collisions at Shuter Street and Sumach Street that were potentially preventable by the installation of traffic control signals, no collisions involved a pedestrian and one collision involved a cyclist.

Table 1: Warrant Compliance - Shuter Street at Sackville Street

<b>Justification</b>	<b>Compliance level</b>
Minimum vehicular volume	61%
Delay to cross traffic (pedestrians and vehicles)	47%
Collision hazard	7%

Table 2: Warrant Compliance - Shuter Street at Sumach Street

<b>Justification</b>	<b>Compliance level</b>
Minimum vehicular volume	57%
Delay to cross traffic (pedestrians and vehicles)	50%
Collision hazard	13%

To meet the justification criteria for the installation of traffic control signals, one of the justifications must be 100 percent satisfied or both the minimum vehicular volume and delay to cross traffic justifications must be at least 80 percent satisfied. Based on the technical warrant criteria, the installation of traffic control signals is not justified at the above mentioned intersections.

In regards to the environmental checklist, staff completed an assessment and determined that there are no other environmental or external factors that would justify the need for traffic control signals at this time.

Transportation Services does not recommend the installation of traffic control signals as they are not justified based on the technical and environmental criteria that was evaluated.

## **Pedestrian Crossover Operations**

Traffic studies were also undertaken to review the operating characteristics at the pedestrian crossovers (PXO) on March 29, 2022. During the busiest eight-hour period of a typical weekday, 87 and 263 pedestrians were recorded crossing Shuter Street within the painted crosswalks at Sackville Street and Sumach Street, respectively. The pedestrians were classified as follows:

Shuter Street at Sackville Street:

- 55 youths and adults (63 percent)
- 24 unassisted children (28 percent)
- 8 assisted children (9 percent)
- 0 senior citizens (0 percent)
- 0 persons with disabilities (0 percent)

Shuter Street at Sumach Street:

- 221 youths and adults (84 percent)
- 22 senior citizens (8 percent)
- 10 unassisted children (4 percent)
- 10 assisted children (4 percent)
- 0 persons with disabilities (0 percent)

In 63 percent of the crossings at Sackville Street and 88 percent of the crossings at Sumach Street on Shuter Street, pedestrians used the overhead flashing lights. The study observed no instances at Sackville Street and four instances at Sumach Street in which vehicles failed to stop for pedestrians.

Furthermore, in evaluating the safe operation of the pedestrian crossover the following environmental criteria were reviewed to assess their overall effectiveness:

- No visibility problems exist for either pedestrian or motorists due to horizontal or vertical road alignment.
- Pedestrian-actuated amber flashing beacons are functional, and provide warning notice to motorists of a pedestrian using the crossover.
- Traffic signage and pavement markings are in good repair and provide advance warning notice of the approaching crossover for both eastbound and westbound motorists.

The results of our review indicates that the existing pedestrian crossovers are operating under satisfactory conditions, providing the optimum environment and minimum delays for pedestrians.

## Sightlines at Intersections and Public Laneways

In 2002, unprotected bicycle lanes were installed on Shuter Street, between Yonge Street and River Street. At the time, bike lanes with curb-side adjacent parking was the state of best practice in cycling design in the City of Toronto. Since then, Toronto and other leading cities in North America have installed parking protected cycle tracks with improved safety and comfort results.

In April 2020, City Council authorized the installation of parking protected cycle tracks on Shuter Street between Bond Street and River Street bundled with planned road reconstruction. In October 2020, the roadwork was complete including the installation of the new parking protected cycle tracks.

After the installation, there has been community concern about vehicular sightlines for exiting vehicles from Tracy Street, Sackville Street, Sumach Street, two public laneways and two private laneways.

Before the installation in 2020, motorists could park adjacent to all the streets and laneways mentioned without any setbacks. As part of the cycle track and road reconstruction, sightline setbacks have been reinforced by utilizing pre-cast parking islands and pavement markings. The pre-cast concrete islands and pavement markings follow Transportation Services and Ontario's standards to ensure proper sightlines for motorists in motor vehicles exiting side streets and laneways.



Figure 1: On the left is a photo of the before condition at Tracy Street and on the right is a photo the after condition at Tracy Street

Transportation Services has also completed several site visits along the corridor to observe major obstructions of sightlines. No major obstructions were found on site. Transportation Services also reviewed the 2021 collision data and did not find a trend of collisions at driveways or side streets.

Transportation Services does not recommend any changes at this time on Shuter Street at Tracy Street, Sackville Street, Sumach Street or at the two public laneways and two private driveways. Staff will continue to monitor Shuter Street for changes to improve safety and sightlines. If issues arise, staff could pursue enhanced markings and signage and potentially reduction in parking to further improve sightlines.

## Conclusions

Transportation Services does not support the replacement of the pedestrian crossovers with traffic control signals at the intersections of Shuter Street at Sackville Street and Shuter Street at Sumach Street based on the above noted information. If, despite the findings above, Toronto and East York Community Council decides to proceed with installing traffic control signals, the following impacts should be noted:

- There will be a loss of approximately six on-street parking spaces on Sackville Street associated with the installation of traffic control signals at the intersection of Shuter Street and Sackville Street. Three of these parking spaces are within a permit parking area and three are within a daycare pick-up and drop-off area for the school.
- There will be a loss of approximately nine on-street parking spaces associated with the installation of traffic control signals at the intersection of Shuter Street and Sumach Street. Of these parking spaces, three are within a permit parking area on Shuter Street and two are within a permit parking area on Sumach Street.
- There may be an increase in delays to pedestrians, who will be required to wait for a "Walk" signal, rather than crossing upon pressing the pedestrian push button.
- There will be an increase in delays to motorists on Shuter Street as a result of the traffic control signal installations.

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

## CONTACT

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## SIGNATURE

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for  
Roger Browne, M.A.Sc., P. Eng.  
Director, Traffic Management, Transportation Services

## ATTACHMENTS

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Attachment 1: Map - Traffic Control Signals - Shuter Street at Sackville Street and Shuter Street at Sumach Street



Attachment 1: Map - Traffic Control Signals - Shuter Street at Sackville Street and Shuter Street at Sumach Street

