

## Hallam Street Transportation Safety Plan

**Date:** February 6, 2023

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

**From:** Director, Planning and Capital Program, Transportation Services

**Wards:** Ward 9, Davenport

### SUMMARY

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In March of 2020, Toronto and East York Community Council directed Transportation Services to conduct a safety and operational review of Hallam Street, between Dufferin Street and Ossington Avenue. Temporary safety improvements for vulnerable road users and a long term vision for the future of Hallam Street were requested.

Staff have examined traffic volumes, speeds, collision history, stop compliance and cycling facility suitability on the identified segment of Hallam Street and further work to develop a suitable design for cycling facilities is recommended.

### RECOMMENDATIONS

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The Director Planning and Capital Program, Transportation Services recommends that:

1. Toronto and East York Community Council endorse, in principle, the modification of Hallam Street between Dufferin Street and the recently implemented Bartlett Street Cycling Connection to accommodate dedicated cycling facilities.

### FINANCIAL IMPACT

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Installation of dedicated cycling facilities as part of planned work is subject to availability and competing priorities within Transportation Services Interim 2023 Capital Budget.

### DECISION HISTORY

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#### Hallam Street Transportation Safety Plan

On March 12th 2020 Toronto and East York Community Council requested that the General Manager, Transportation Services conduct a safety and operational review of Hallam Street, between Dufferin Street and Ossington Avenue to identify, then 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 here:  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.TE14.64>

## COMMENTS

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### **Community History**

For several years residents of Dovercourt Village have expressed concerns with traffic operations on Hallam Street and a desire to consider alternative designs for the road width that strike a different balance between vehicle lanes, bike lanes, parking, pedestrian clearway, and boulevard features. Residents believe that the traffic has changed due to on-going and planned future development, with much of the traffic perceived to be drivers avoiding use of the adjacent arterial roads. Residents are specifically interested in implementing complete street features, such as widened sidewalks, street trees, and cycling facilities. Hallam Street is not scheduled to be reconstructed or resurfaced within the 10-year horizon of the City's Roads Capital Plan forecast. For these reasons, the request for study focused on interim measures on Hallam Street, between Dufferin Street and Ossington Avenue.

### **Street Characteristics**

Hallam Street is a 13 metre wide collector road with on street parking on both sides, running east-west within the Dovercourt Village neighbourhood between Dufferin Street and Shaw Street. The area of study is shown in **Attachment 1**. The segment between Ossington Avenue and Shaw Street was recently resurfaced as part of state of good repair work. Between Dufferin Street and Ossington Avenue, Hallam Street intersects with six local roads and one minor arterial road, Dovercourt Road. There are also accesses to laneways in three locations. The street is lined primarily with low-density residential uses and includes homes, Dovercourt Public School, and local-scale businesses. Toronto Transit Commission (TTC) service is provided along the north-south arterial roads of Dufferin Street, Dovercourt Road, and Ossington Avenue. The speed limit is 30 km/h on Hallam Street from Dufferin Street to Dovercourt Road and 40 km/h from Dovercourt Road to Shaw Street. All intersecting arterial roads have speed limits of 40 km/h.

### **Traffic Study and Data Analysis**

Local traffic data, based on best available traffic data and select new counts, was analyzed to assess motor vehicle traffic trends in the neighbourhood.

#### *Motor Vehicle Volume Data*

Data collected in October 2021 indicates that the average daily two way traffic flow on Hallam Street was around 3600 vehicles per day, well within the expected volumes for a collector road of around 8000 vehicles per day. At the intersection of Dufferin Street and Hallam Street in the AM peak (08:15-09:15), there were 89 vehicles turning onto Hallam Street from Dufferin Street and 130 vehicles turning from Hallam Street onto Dufferin Street. In the PM peak (17:00-18:00), there were 190 vehicles turning onto Hallam Street and 220 vehicles turning onto Dufferin Street.

### *Speed Data*

Speed data was collected on Hallam Street at the end of September in 2021. The 85th percentile speed (the speed at which 85% of vehicular traffic is travelling at or below) between Dufferin Street and Dovercourt Road where the posted speed limit is 30km/h was observed to be 32 km/h for westbound traffic and 33.5 km/h for eastbound traffic. On Hallam Street between Dovercourt Road and Ossington Street where the posted speed limit is 40 km/h the 85th percentile speed was observed to be 39.6 km/h for westbound traffic and 38.3 km/h for eastbound traffic. Speed data was also collected on Millicent Street in June 2018; the 85th percentile speed was observed to be 38.5km/h for eastbound traffic. The posted speed limit on Millicent Street at the time of observation was 30km/h.

### *Collision Data*

In the last 10 years there has been 1 collision resulting in a serious injury. In 2018, a driver travelling westbound along Hallam Street attempted to turn left to travel northbound along Ossington Avenue. The driver struck a person walking westbound across the crosswalk and was subsequently charged with careless driving.

### *Stop Compliance Analysis*

A stop sign compliance study was conducted by video on October 14, 2021 at the intersection of Hallam Street and Delaware Avenue. The recording spans 7 hours and includes 5:45 am to 10:00 am, noon to 1:00 pm, and 4:00 pm to 6:00 pm. 1540 vehicles traveled through the intersection during these time periods.

Vehicles travelling through the intersection were categorized into one of three groups; no stop (over 5km/h), rolling stop, and complete stop including both voluntarily and non-voluntarily. The video showed 9% of motorists travel through the intersection faster than 5 km/h without stopping, 56% of motorists did slow down but without making a complete stop at the intersection and that 34% of the motorists obeyed the stop sign and made a complete stop at the intersection, either voluntarily or non-voluntarily. This number is higher during the am peak and pm peak periods, potentially due to heavier vehicle and pedestrian activity that could force drivers to make a complete stop. During the observation period, 14 close-call incidents were recorded including failing to yield to people walking, people cycling, or other vehicles at the intersection.

### *Cycling Facility Suitability Analysis*

The potential for dedicated cycling infrastructure was requested to be explored. All streets in Toronto are routinely evaluated as candidates for dedicated cycling infrastructure through the Cycling Network Plan program. The analysis below will serve as supplemental information to the regular evaluation of candidate streets.

Hallam Street between Dufferin Street and Ossington Avenue was assessed against City and Provincial guidelines and divided into two segments for this analysis: 1) from Dufferin Street to Dovercourt Road and 2) from Dovercourt Road to Ossington Avenue. Currently on Hallam Street people cycling share a general travel lane with drivers. For the majority of both segments, parking is permitted on both sides. The assessment confirmed that only shared road facilities can be provided if parking is maintained on both sides. Implementing a separated or protected bike lane would require the removal of parking on one side of Hallam Street.

For the segment of Hallam Street, between Dufferin Street and Dovercourt Road, City guidance and provincial guidance differed on the minimum recommended facility type, based on current vehicle volume and speed. City guidance indicated that a separate or buffered bike lanes would be most suitable, while provincial guidance recommends a protected facility. The primary difference between a separated or buffered bike lane and a protected bike lane is the presence of a physical barrier between the vehicular lane and bike lane for a protected bike lane, as opposed to paint alone. For the segment of Hallam Street, between Dovercourt Road and Ossington Ave, both the City guidance and the provincial guidance recommended a protected cycling facility, based on current vehicle volume and speed.

### **Completed Safety Improvements**

Several traffic safety features have been implemented within the neighbourhood surrounding Hallam Street.

In 2019, the speed limit on Dufferin Street was reduced to 40 km/h. In 2020, at the intersection of Hallam Street and Dovercourt Road and at the intersection of Hallam Street and Ossington Avenue, signal timing plans were updated to include a Leading Pedestrian Interval (LPI). LPI provides an advanced walk signal so that pedestrians begin to cross the street before vehicles get a green signal. The purpose of LPI is to increase the visibility of pedestrians in the intersection and reinforce their right-of-way over turning vehicles. The intersection of Dufferin Street and Hallam Street also received a signal update with LPI in 2021. Lastly in 2021, the area around Dovercourt Public School was designated a School Safety Zone; alongside this designation a variety of measures were implemented to improve the safety of vulnerable road users (school children, people cycling, people walking and motorcyclists) including school zone safety signs with flashing beacons, school zone pavement stencils, and zebra markings at school crosswalks.

### **Potential Next Steps**

City staff expect that the recent LPI installations and School Safety Zone features will address the primary issues observed and documented in this report. Staff will further investigate available countermeasures to address the stop compliance issues at the Hallam Street and Delaware Avenue intersection via the Transportation Safety Local Improvement Project (TSLIP) program, a program that acts as a delivery mechanism for constructing geometric safety improvements to respond to local community needs.

This review has also contributed to the consideration of Hallam Street as a candidate route for cycling infrastructure upgrades, and contributed to parallel efforts to review safety along Dufferin Street. Staff have concluded that design improvements to the offset intersection of Dufferin Street and Hallam Street and Millicent Street can be considered as part of upcoming resurfacing and safety improvement work on Dufferin Street between Bloor Street West and Geary Avenue, currently targeting 2024 implementation. The Dufferin Street work may also provide an opportunity to make changes to portions of Hallam Street and Millicent Street that connect to Dufferin Street. For example, implementation of cycling facilities along Hallam Street between Dufferin Street and the recently implemented Bartlett Avenue bike lane is being actively considered.

In order to implement a cycling facility along this segment of Hallam Street approximately 19 on-street parking spaces would need to be removed. Based on a parking occupancy survey conducted in October 2021 staff believe the displaced vehicles that would park in these spaces can be accommodated nearby within the same permit parking zone. Parking occupancy counts indicate that the occupancy rate of the on-street spaces on Hallam Street, between Dufferin Street and Bartlett Street, was approximately 55% averaged across the day. The number of overnight parking permits issued to addresses along the segment is below 50% of capacity; the cross-streets in this segment, Gladstone Avenue and Bartlett Avenue, are in the same parking permit area and have nearly 50% of their overnight permit parking capacity available.

With endorsement in principle from Toronto and East York Community Council, staff will proceed with developing detailed designs for protected bike lanes of the segment of Hallam Street between Dufferin Street and Bartlett Avenue. By-law changes would be brought to Infrastructure and Environment Committee prior to implementation, currently anticipated to occur in 2024.

The Ward Councillor has been advised of the recommendation and proposed next steps in this report and is engaging with the community on the potential for change on Hallam Street.

## **CONTACT**

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## **SIGNATURE**

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Ashley Curtis  
Director, Planning and Capital Program, Transportation Services

## **ATTACHMENTS**

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Attachment 1: Study Area Map

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