

Pedestrian Crossing Protection - Milner Avenue and Executive Court/Mid-Dominion Acres

Date: September 2, 2025

To: Scarborough Community Council

From: Director, Enforcement and Street Management, Transportation Services

Wards: Ward 23, Scarborough North

SUMMARY

As the Toronto Transit Commission (TTC) operates a transit service on Milner Avenue, City Council approval of this report is required.

Transportation Services has reviewed the need for pedestrian crossing protection at the intersection of Milner Avenue and Executive Court/Mid-Dominion Acres. Based on the assessment undertaken, Transportation Services does not recommend the installation of pedestrian crossing protection on Milner Avenue at Executive Court/Mid-Dominion Acres, as the warrant criteria was not met for either a pedestrian crossover (PXO) or traffic control signals.

RECOMMENDATIONS

The Director, Enforcement and Street Management, Transportation Services recommends that:

1. City Council not authorize the installation of traffic control signals at Milner Avenue and Executive Court/Mid-Dominion Acres.
2. City Council not prohibit pedestrian crossings on Milner Avenue, between the east curb line of Executive Court/Mid-Dominion Acres and a point 30.5 metres west of the west curb line of Executive Court/Mid-Dominion Acres, in conjunction with the installation of traffic control signals as set out in Part 1 above.

FINANCIAL IMPACT

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

If Scarborough Community Council amends the recommendations in this report and authorizes the installation of traffic control signals at the intersection of Milner Avenue and Executive Court/Mid-Dominion Acres, the estimated cost for the traffic signals and the associated works, including the relocation of the eastbound TTC bus stop and potential tree removal, is \$250,000.00. Funding would be subject to availability and competing priorities within the Transportation Services 2026 Capital Budget.

DECISION HISTORY

City Council, at its meeting of May 14 and 15, 2019, adopted SC5.14 (Pedestrian Crossing Protection Review - Milner Avenue and Executive Court/Mid-Dominion Acres) regarding an investigation for pedestrian crossing protection. Staff did not recommend installation of pedestrian crossing protection as the warrant criteria was not met. The City Council decision can be found at:

[Agenda Item History - 2019.SC5.14](#)

COMMENTS

In response to pedestrian crossing concerns, Transportation Services was requested by the Ward Councillor, on behalf of a local business, to investigate the feasibility of installing pedestrian crossing protection on Milner Avenue at Executive Court/Mid-Dominion Acres.

Existing Conditions

Milner Avenue is characterized by the following conditions:

- It is a four lane, east-west, minor arterial roadway
- It operates two-way traffic on a pavement width of approximately 13 metres
- The daily two-way traffic volume is approximately 8,800 vehicles
- The speed limit is 50 km/h
- Heavy trucks are permitted at all times
- TTC service is provided by the 132 Milner Avenue bus
- There are sidewalks located on both sides of the street

Executive Court is characterized by the following conditions:

- It is a two-lane, northwest-southeast, local roadway
- It operates two-way traffic on a pavement width of approximately 12 metres

- The daily two-way traffic volume is approximately 1,300 vehicles
- The speed limit is 50 km/h
- Heavy trucks are permitted at all times
- There is no TTC service provided
- There is a sidewalk located on the east and north sides of the street

Mid-Dominion Acres is characterized by the following conditions:

- It is a two-lane, north-south, local roadway
- It operates two-way traffic on a pavement width of approximately 8.5 metres
- The daily two-way traffic volume is approximately 450 vehicles
- The speed limit is 50 km/h
- Heavy trucks are permitted at all times
- There is no TTC service provided
- There are no sidewalks on either side of the street

The intersection of Milner Avenue and Executive Court/Mid-Dominion Acres is a four-leg intersection. Currently, east-west traffic on Milner Avenue is free-flow, while the traffic on Executive Court and Mid-Dominion Acres is stop signs controlled.

The area surrounding the intersection of Milner Avenue at Executive Court/Mid-Dominion Acres mainly consists of commercial and industrial uses. There is a place of worship, Malvern Baptist Church, located at the south-east corner of the intersection, and transit stops located at the northeast and southwest corners of the intersection, which are generators of vulnerable road users.

The closest adjacent traffic controls are located approximately 290 metres to the east at Scunthorpe Road, and approximately 1,300 metres to the west at McCowan Road in the form of traffic controls signals.

A map of the area is included in Attachment 2.

Pedestrian Crossover (PXO)

To determine whether pedestrian crossing protection is warranted at the intersection of Milner Avenue at Executive Court/Mid-Dominion Acres, pedestrian data for the intersections was analysed against the justification criteria as outlined in the Ontario Traffic Manual (OTM) Book 12. The OTM justification criteria includes two main factors: the volume of vehicles and pedestrians; and pedestrian delay to cross traffic. Based on the traffic volume on Milner Avenue, the warrants require a minimum of 330 pedestrian crossings over eight hours. Also, based on the pedestrian crossing volume, at least 75 pedestrians must be delayed more than 10 seconds.

An eight-hour pedestrian volume and delay study was conducted on Milner Avenue at Executive Court/Mid-Dominion Acres on April 16, 2025, which recorded the total volume and delays of pedestrians crossing on Milner Avenue at Executive Court/Mid-Dominion Acres.

Seniors, unassisted children and people with disabilities that are observed crossing are given a higher weighting by a factor of two. The adjusted volume of pedestrians observed crossing was 19; of these, seven experienced a delay greater than 10 seconds. The compliance level of the study results in relation to the warrant criteria is shown in Table 1 below.

Table 1: Pedestrian Crossover Warrant Criteria and Compliance at Milner Avenue at Executive Court/Mid-Dominion Acres

Criteria	Compliance
Pedestrian Volume	6 percent
Pedestrian Delay	9 percent

In order to meet the warrant criteria, 100 percent compliance is required in both categories. Based on the results of the study, a PXO is not technically justified as the compliance levels did not meet the minimum requirements.

In addition to the technical criteria, consideration is given to the surrounding area and the collision history and in some cases engineering judgement may be applied to recommend a PXO even if the number of pedestrians does not meet the threshold of the technical warrants.

The surrounding area provides some contextual considerations that support a controlled crossing:

- Malvern Baptist Church located at the southeast corner of the intersection, and two TTC bus stops located at the northeast and southwest corners of the intersection, which are generators of vulnerable road users.

Staff's review of the collision history and surrounding area did not disclose any other environmental factors that would warrant a PXO at this location. Collision statistics provided by the Toronto Police Service for the three-year period ending May 31, 2025, disclosed no collisions at the area of Milner Avenue at Executive Court/Mid-Dominion Acres that involved crossing pedestrians.

Environmental safety characteristics were also evaluated to determine if a PXO would be appropriate. Details of the evaluation are included in Attachment 1. Based on the evaluation, a PXO may not be a suitable type of pedestrian crossing protection on Milner Avenue for the following reasons:

- Moderate volumes of turning traffic from and on to Milner Avenue

- TTC stops are present on both sides of Milner Avenue
- The presence of driveways on Milner Avenue nearby the subject intersection

Although there is some contextual considerations that support a crossing at this location, existing pedestrian crossings are considerably below requirements and environmental safety concerns are present.

Based on the above results, the installation of a PXO is not justified on Milner Avenue at Executive Court/Mid-Dominion Acres is not recommended due to insufficient pedestrian volume and delays.

Traffic Control Signals

To determine the need for traffic control signals at the intersection of Milner Avenue at Executive Court/Mid-Dominion Acres, staff rely on the justification criteria as outlined in the 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, vehicle operating speeds, adjacent land uses, pedestrian desire lines and demographics, presence of a transit stop, sight lines, and distance between existing crossing opportunities.

Staff conducted vehicle and pedestrian counts at the subject intersection on August 6, 2025. Collision history provided by the Toronto Police Service for the three-year period ending May 31, 2025, disclosed one collision at the subject intersection that were potentially preventable by the installation of traffic control signals. The results of the counts and collision hazard are summarized in Table 2. The "Collision hazard" criterion is based on the number of collisions potentially preventable by the installation of traffic control signals.

Table 2: Warrant Compliance - Milner Avenue at Executive Court/Mid-Dominion Acres

Justification	Compliance level
Minimum vehicle volume	30%
Delay to cross traffic (pedestrians and vehicles)	27%
Collision hazard	7%

To meet the technical 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 results in Table 2, the installation of traffic control signals is not justified.

In regard 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.

Based on the above, Transportation Services does not recommend the installation of a PXO or traffic control signals at Milner Avenue at Executive Court/Mid-Dominion Acres as they are not justified based on the criteria that was evaluated.

Other Considerations

If, despite the findings above, Scarborough Community Council decides to proceed with installing traffic control signals, the following impacts should be noted:

- The eastbound TTC bus stop would need to be relocated to the far side of the intersection, east of Executive Court, as it would place bus riders closer to the crosswalk, providing an optimal location. The relocation of the bus stop will require removal of one tree. The TTC has been consulted.
- There will be a loss of approximately eight on-street parking spaces on Milner Avenue associated with the installation of the traffic control signals and the bus stop relocation.
- There is potential for increase in delays to transit service on Milner Avenue.

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

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1: Environmental Safety Audit - PXO - Milner Avenue at Executive Court/Mid-Dominion Acres

Attachment 2: Map - Traffic Control Signals - Milner Avenue and Executive Court/Mid-Dominion Acres

Attachment 1: Environmental Safety Audit - PXO - Milner Avenue at Executive Court/Mid-Dominion Acres

Standard	Comments	Standard Met/Not Met
Vehicle operating speed less than 60 km/h	The current speed limit on Milner Avenue is 50 km/h	Met
Not more than four lanes wide on a two-way street or more than three lanes wide on a one-way street	Milner Avenue operates with two lanes in each direction	Met
Traffic volume not more than 35,000 vehicles per day	Milner Avenue carries approximately 8,800 vehicles per day.	Met
No significant volume of turning movements	Moderate volumes of turning traffic of and onto Milner Avenue (Approx 18% of the movements are turning)	Not met
No visibility problems exist for either pedestrians or motorists	There are no visibility concerns at this intersection.	Met
No loading zones (including TTC) in the immediate area	There are TTC stop at the northeast and southwest corners of the intersection	Not Met
No driveways or entrances nearby	There are nearby driveways	Not met
Spacing is not less than 200 metres to another pedestrian crossover or traffic control signal	There are no pedestrian crossovers or traffic control signals within 200 metres of the intersection. The closest adjacent traffic control is located at Scunthorpe Road (traffic control signals) - 290 metres east	Met

Attachment 2: Map - Traffic Control Signals - Milner Avenue and Executive Court/Mid-Dominion Acres

