

Proposed Crosswalk Marking Policy and All-Way Stop Sign Control Justification Policy

Date: September 2, 2025

To: Scarborough Community Council

From: Director, Planning, Design and Management, Transportation Services

Wards: All

SUMMARY

The purpose of this report is to present proposed updates to the following two policies in support of the Vision Zero Road Safety Plan, for the purposes of obtaining feedback from Scarborough Community Council:

- Crosswalk Marking Policy; and
- All-Way Stop Sign Control Justification Policy.

As recommended by Infrastructure and Environment Committee, City Council directed the General Manager, Transportation Services to present to the four Community Councils on the Crosswalk Marking Policy and the All-Way Stop Sign Control Justification Policy, and directed the General Manager, Transportation Services to report back to the Infrastructure and Environment Committee on any updates to the policies as a result of those consultations with Community Councils.

Transportation Services will report back to the Infrastructure and Environment Committee in the fourth quarter of 2025 on the proposed policies and any updates as a result of consultation with Community Councils.

RECOMMENDATIONS

The Director, Planning, Design and Management, Transportation Services recommends that:

1. Scarborough Community Council receive this report for information.

FINANCIAL IMPACT

There are no financial implications for this budget year resulting from the recommendations included in this report.

DECISION HISTORY

On June 25 and 26, 2025, City Council considered Item IE22.4 - Updates on Vision Zero Road Safety Initiatives: Improving Crossings for Pedestrians, Updated Road Classification Criteria and Other Matters, which recommended four policies for City Council adoption to improve pedestrian safety. City Council adopted the Pedestrian Crossing Protection Device Justification Policy and the Traffic Control Signal Justification policy detailed in Attachment 2 to the report (May 29, 2025) from the General Manager, Transportation Services. As recommended by Infrastructure and Environment Committee, City Council directed the General Manager, Transportation Services to present to the four Community Councils on the Crosswalk Marking Policy and the All-Way Stop Sign Control Justification Policy, and directed the General Manager, Transportation Services to report back to the Infrastructure and Environment Committee on any updates to the policies as a result of those consultations with Community Councils.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.IE22.4>

At its meeting on November 8 and 9, 2023, City Council considered 2023.IE7.4 Updates on Vision Zero Road Safety Initiatives - New Traffic Calming Policy, Community Safety Zone Criteria, Zebra Marking Policy, Approach to Area-Based Speed Limit Reductions and Related Council Requests. City Council amended the Zebra Crosswalk Policy to include zebra crosswalks at mid-block school crossing guard locations with active guards. <https://secure.toronto.ca/council/agenda-item.do?item=2023.IE7.4>

At its meeting on July 19, 20, 21 and 22, 2022, City Council considered 2022.MM47.45 Continuing Progress on the Road to Vision Zero, and requested the General Manager, Transportation Services report to City Council on a plan to update the warrants/considerations used to evaluate the need for All-Way Stop Control, Pedestrian Crossovers and Traffic Control Signals to include a required number of potentially preventable collisions that is no greater than one.

<https://secure.toronto.ca/council/agenda-item.do?item=2022.MM47.45>

At its meeting on July 16, 17 and 18, 2019, City Council considered 2019.IE6.8 Vision Zero 2.0 - Road Safety Plan Update and approved the Vision Zero 2.0 - Road Safety Plan Update. City Council also adopted the recommendation that a pedestrian factor of '2' be applied to all pedestrians for the purpose of evaluating All-Way Stop Control and amended the Zebra Crosswalk Policy to include stop-controlled intersections located within Pedestrian Safety Corridors, School Safety Zones, and Senior Safety Zones, as well as locations where safety is, in the opinion of the General Manager, Transportation Services, an issue. <https://secure.toronto.ca/council/agenda-item.do?item=2019.IE6.8>

City Council, at its regular meeting held on April 23, 24, 25, 26, 27 and its special meeting held on April 30, May 1 and 2, 2001 adopted Clause 6 embodied in Report No. 5 of the Works Committee, which recommended proposed harmonized warrants for

installation of All-Way Stop Sign Control from the March 6, 2001 report from the Commissioner of Works and Emergency Services.
<https://www.toronto.ca/legdocs/2002/agendas/council/cc020730/wks9rpt/cl010.pdf>

COMMENTS

The goal of the City's Vision Zero Road Safety Plan is to eliminate all fatalities and serious injuries on City streets. The Vision Zero commitment, which originated in Sweden in the 1990s and has since been adopted by hundreds of cities across the world, is based on the core principle that use of the transportation system should not result in death or serious injury. The foundational concept in Vision Zero is the Safe System Approach, which is a process to improve the safety of the transportation system in ways that are human-centred and consider the impacts of the system itself on human behaviour. While people are expected to abide by all laws and are ultimately responsible for their own choices, there is a shared responsibility amongst those who design, build, and manage the transportation system to minimize the risk presented to road users while traveling on City streets. Through adoption of the Vision Zero approach, City Council has committed to reviewing and updating policies, guidelines, and standards for safety improvements, in alignment with the Safe System Approach.

In June 2025 ([2025.IE22.4](#)), Transportation Services recommended four new and updated policies for City Council adoption:

- Pedestrian Crossing Protection Device Justification Policy;
- Traffic Control Signal Justification Policy;
- All-Way Stop Sign Control Justification Policy; and
- Crosswalk Marking Policy.

As outlined in the report (May 29, 2025) from the General Manager, Transportation Services titled "Updates on Vision Zero Road Safety Initiatives: Improving Crossings for Pedestrians, Updated Road Classification Criteria and Other Matters", these policies are intended to provide the foundation of Pedestrian Crossing Protection Guidelines currently under development by Transportation Services. In advance of the report to City Council, staff notified Councillors of recommendations for new traffic control signals in their Ward and held three optional briefings for Councillors to outline the details of the four policies recommended for City Council adoption, as well as the other report recommendations.

At its meeting on June 11, 2025, the Infrastructure and Environment Committee recommended to City Council that Transportation Services present the Crosswalk Marking Policy and All-Way Stop Sign Control Justification Policy to the four Community Councils for feedback. As such, Transportation Services has brought forward a report to present these two policies to each of the four Community Councils for feedback. Transportation Services will report back to the Infrastructure and Environment Committee in the fourth quarter of 2025 on the proposed policies and any updates as a result of consultation with Community Councils.

The recommended updates to the Crosswalk Marking Policy and All-Way Stop Sign Control Justification Policy are outlined below and detailed in Attachment 1 and Attachment 2. The updates to these policies are recommended by Transportation Services to be consistent with current standards and best practices. Subject to these policies being adopted by City Council, Transportation Services will publish standalone policy documents with additional details for practitioners and staff to consider when applying each of the policies.

Crosswalk Marking Policy

The purpose of the Crosswalk Marking Policy is to compile a singular, standalone document that outlines the City's policies regarding the installation of crosswalk markings, including zebra markings. The following section outlines the existing and updated practices for marking crosswalks, as detailed in Attachment 1.

Installation of Crosswalk Markings

Crosswalks are an essential tool for helping pedestrians move safely, conveniently, and predictably across roadways. Marked crosswalks alert vehicle operators to expect crossing pedestrians and emphasize the pedestrian's presence and right-of-way. In locations with multiple potential crossing points, marked crossings direct pedestrians to the desirable, preferred crossing location. Marked crosswalks can also provide additional guidance to pedestrians with low vision, such as assisting with critical wayfinding tasks of finding the crosswalk, aligning to cross the roadway in the desired direction, and maintaining proper alignment during crossing to reach the sidewalk ramp on the opposite side of the roadway.

According to the Highway Traffic Act, the absence of crosswalk markings does not necessarily indicate whether a crosswalk is legally present, and crosswalk markings are not required to establish the pedestrian right-of-way at a controlled intersection. Crosswalks legally exist at all intersections – whether marked or unmarked – if sidewalks are present on the connecting roadways. Crosswalks can also be designated at intersection or midblock locations by the presence of signs or pavement markings, irrespective of the presence of sidewalks

It is standard Transportation Services practice to install crosswalk markings at all new controlled crossing locations – those where pedestrians have the right-of-way and vehicle movements are dictated by a stop or yield sign, PXO, traffic signal, or a School Crossing Guard where no other form of traffic control is provided when the School Crossing Guard is not present. At existing controlled crossings without crosswalk markings, crosswalks are added during roadway state-of-good-repair, or where identified by Transportation Services to improve pedestrian safety or provide guidance to pedestrians.

Crosswalks are typically marked across all legs when an intersection is controlled by stop signs on all approaches or by a full signal. Additionally, while it is preferred that all controlled crossings are marked, it can be acceptable to not mark a crossing across a low-speed, low-volume roadway, where no significant safety concerns are present.

Uncontrolled crosswalks are not marked, with the exception of those with a School Crossing Guard and no other form of traffic control.

Types of Crosswalk Markings

The standard treatment for marked crosswalks consists of two white lines that delineate the sides of the pedestrian crossing area. The lines are placed perpendicular (or transverse) to the direction of vehicle travel and parallel to the direction of pedestrian travel.

The installation of longitudinal stripes, in addition to the standard transverse crosswalk markings – a zebra crosswalk marking – significantly increases the visibility of a crosswalk during both day- and night-time conditions, improving pedestrian safety. In September 2006, City Council adopted the first Zebra Crosswalk Policy, which was updated in July 2019 and November 2023 to include the following locations:

- Signalized crossings;
- Pedestrian crossovers;
- Stop-controlled intersections within Pedestrian Safety Corridors, School Safety Zones, and Senior Safety Zones;
- Supervised school crossing locations (marked crosswalks controlled by a School Crossing Guard during school hours but uncontrolled at other times); and
- Locations where Transportation Services has identified a safety concern.

No changes to the requirements for zebra crosswalk markings are proposed by Transportation Services, but the Policy presented in this report proposes that the previously-adopted Zebra Crosswalk Marking Policy be incorporated into the Crosswalk Marking Policy.

Installation of Crosswalks in Locations without Sidewalks

Crosswalks typically provide connections along pedestrian path of travel on sidewalks and other pathways. On collector and arterial roads, sidewalks are commonly present on both sides of the street. Local roads see the widest range of scenarios: sidewalks can be present on both sides of the street, on one side only, or not at all. In current practice, crosswalk markings are only installed across the legs of an intersection where sidewalks are present on both sides of intersection, as extension of sidewalks.

However, application of the above rationale to streets without sidewalks on either side has resulted in intersections where no crosswalk lines are present, even though pedestrians may be crossing and have the right-of-way over vehicle operators. Furthermore, various challenges with implementation of sidewalks on such roads has left pedestrians without delineated crosswalks for several years, including in some School Safety Zones and other locations where they have been requested. Transportation Services conducted a recent review of this practice, considering various factors such as the safety and visibility of road users, especially vulnerable road users, and relevant legislation, standards, and guidelines.

In accordance with the Highway Traffic Act, in the absence of sidewalks on a street, pedestrians are required to walk on the left side of the roadway, as close to the edge as possible, facing oncoming vehicular traffic. It can therefore be expected that pedestrians will be travelling on both sides of the street, depending on their direction of travel, including crossing intersecting roadways along their routes.

In addition to delineating the path for pedestrians as they cross a roadway, crosswalks also provide people driving with an additional visual cue to look out for pedestrians and, in addition to the stop markings and signs, demarcate the setback at which they must stop their vehicles for pedestrians, thereby minimizing conflicts.

Considering these safety benefits, Transportation Services is revising its practice and including marked crosswalks on streets without sidewalks, where appropriate. Crosswalks would not be marked at all controlled crossings where sidewalks are not present; the application would vary depending on the nature of the intersection.

Accordingly, Transportation Services is also revising its practice regarding the installation of crosswalks at crossings without existing sidewalk ramps. Under existing practice, crosswalk lines are not installed at new and existing stop-controlled crosswalks until the necessary sidewalk ramp can be constructed. However, there can often be a delay between the addition of a stop sign and the construction of sidewalk ramps due to the nature of the work.

While it is preferable to install stop signs, crosswalk lines, and sidewalk ramps all at the same time, the addition of crosswalk lines, which are an important pedestrian safety device, can be considered at the time of stop sign installation. In the event that crosswalk lines are added before sidewalk ramps can be constructed, staff will attempt to minimize the time between crosswalk line and sidewalk ramp installation. Additionally, while it is preferred that sidewalk ramps be added to provide a designated space for pedestrians to wait before crossing on streets without sidewalks, the construction of sidewalk ramps will not be required before installing crosswalk lines.

Crosswalks Leading to Low-Volume Driveways

When designing and installing crosswalks in constrained locations, there may be instances where the alignment of a crosswalk is in conflict with the location of a low-volume driveway. This is most common in residential neighbourhoods across local and collector roadways but can also include other T- or offset intersections on arterial roadways. In practice, staff make best efforts to avoid leading a crosswalk into a driveway by slightly realigning the crosswalk, with consideration for the expected path of pedestrian travel.

However, for instances where avoiding a driveway would result in a crosswalk alignment that significantly diverts pedestrians from the most direct and expected path of travel, Transportation Services updated its practice in 2021 such that it can be acceptable to lead a crosswalk into a low-volume driveway. In these instances, a portion of the driveway is designed to provide the additional function of a sidewalk ramp (and maintained as such); the crosswalk leading to the driveway, as well as the parallel crosswalk on the opposite side of the intersection, are marked with zebra crosswalk markings.

Minor Updates to All-Way Stop Sign Control Justifications

The purpose of the All-Way Stop Sign Control Justification Policy outlined in Attachment 2 is to provide guidance to practitioners on the technical justification to support a recommendation for installation of All-Way Stop Control (AWSC) at intersections within the City of Toronto.

The current All-Way Stop Sign Control Policy was adopted by City Council in March 2001. The 2001 Policy outlined two primary considerations for AWSC based on collision experience and traffic volumes. Two additional considerations are provided where AWSC can be installed as an interim measure where traffic signals are technically justified but cannot be implemented immediately and as a means of providing a transition period to accustom drivers to a change in intersection right-of-way control from one direction to another.

In June 2019, the All-Way Stop Sign Control Policy was amended to apply a factor of '2' to all pedestrians.

The All-Way Stop Sign Control Justification Policy presented in this report proposes that an additional consideration be added based on visibility to bring the City's Policy in-line with the latest version of the Ontario Traffic Manual Book 5 – Regulatory Signs. The name of the policy is also proposed to be updated to be consistent with the other justification policies that apply to Pedestrian Crossing Protection Devices and Traffic Control Signals, as adopted by City Council in June 2025.

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SIGNATURE

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ATTACHMENTS

Attachment 1: Crosswalk Marking Policy
Attachment 2: All-Way Stop Sign Control Justification Policy

Attachment 1: Crosswalk Marking Policy

The purpose of the Crosswalk Marking Policy is to provide guidance to practitioners on the installation of crosswalk markings. The Policy covers when crosswalk markings should be installed, requirements for zebra crosswalk markings, and additional considerations for locations without sidewalks and those where a crosswalk leads to a driveway.

Installation of Crosswalk Markings

Marked crosswalk are installed:

- At all new controlled crossing locations;
- Across all legs of an existing or new intersection with all-way stop control or a full traffic signal, unless not feasible as determined by Transportation Services; and
- At existing unmarked controlled crossing locations at the time of roadway state of good repair work or when identified by Transportation Services to improve pedestrian safety or provide guidance to pedestrians.

Marked crosswalks are not installed at uncontrolled crossing locations, with the exception of those with a School Crossing Guard and no other form of traffic control.

Zebra Crosswalk Markings

Zebra crosswalk markings are required at the following locations:

- Signalized intersections, including across channelized right turn lanes at signalized intersections whether the channel is signalized or not;
- Pedestrian crossovers;
- Stop controlled intersections with crosswalks that are:
 - On Pedestrian Safety Corridors;
 - In School Safety Zones (generally defined as within 150 metres of a school);
 - In Senior Safety Zones;
 - Raised crosswalks or raised intersections; and/or
 - Leading to a driveway; and
- Mid-block crosswalk locations with an active School Crossing Guard.

Zebra crosswalk markings can also be installed at additional locations where safety is an issue, as determined by Transportation Services.

At locations where zebra crosswalk markings are not required, crosswalks typically consist of two white lines that delineate the sides of the pedestrian crossing area. This also includes roundabouts, where standard transverse crosswalk markings are preferred over zebra crosswalk markings.

Additional Considerations

At locations where a stop sign is present or added and there are existing sidewalks, it is preferable to install stop signs, crosswalk markings, and sidewalk ramps at the same time. However, crosswalk markings may be installed in advance of sidewalk ramp construction, as determined by Transportation Services.

The installation of crosswalk markings is not limited to only locations where sidewalks are provided on one or more intersecting roadways – crosswalk markings can be installed at locations without sidewalks, as determined by Transportation Services. In these instances, it is preferable that sidewalk ramps be constructed at the same time as crosswalk markings are installed, but crosswalk markings can be installed in advance of sidewalk ramp construction or without sidewalk ramps, if not feasible to construct as determined by Transportation Services.

When installing crosswalk markings in constrained locations, there may be instances where the alignment of a crosswalk is in conflict with the location of a low-volume driveway. If the alignment of the crosswalk cannot be adjusted to avoid a driveway without significantly diverting pedestrians from the most direct route, as determined by Transportation Services, a portion of the driveway is designed to provide the additional function of a sidewalk ramp.

Attachment 2: All-Way Stop Sign Control Justification Policy

The purpose of the All-Way Stop Sign Control Justification Policy is to provide guidance to practitioners on the technical justification to support a recommendation for installation of all-way stop control (AWSC) at intersections. The Policy outlines two potential justifications for determining whether or not a new AWSC is technically justified at an intersection:

- Justification 1 – Collision Experience
- Justification 2 – Traffic Volumes

For AWSC to be technically justified, at least one of the outlined justifications must be fulfilled. However, while the justifications outlined are used to support the recommendation for AWSC, the satisfaction of one or more justifications does not itself require the installation of AWSC. Practitioners are required to use the justifications in combination with the additional considerations outlined, traffic engineering experience, and professional judgement to support the recommendation to install AWSC.

Justification 1 – Collision Experience

The need for AWSC should be considered if all of the following criteria are met:

- Adequate trial of alternatives with satisfactory observance and enforcement has failed to reduce the collision frequency; and
- The average number of reported collisions of the type susceptible to correction by the use of AWSC equals or exceeds the values shown in Table 1.

Table 1 – Collision Experience Justification

Major Roadway Classification	Average Yearly Preventable Collisions Per Year Over Three (3) Years
Minor Arterial	4
Collector (AADT > 6,000)	4
Collector (AADT ≤ 6,000)	3
Local	2

Justification 2 – Traffic Volumes

The need for AWSC should be considered if both of the following criteria are met:

- Either the total vehicle volume meets Condition 1a or the combined minor road crossing meets Condition 1b, as shown in Table 2; and
- The volume split does not exceed 70/30 (70% on the major road/30% on the minor road), based on same counts used to satisfy the first criteria.

Table 2 – Traffic Volumes Justification

Major Roadway Classification	Hours for Warrant Analysis	Condition 1a	Condition 1b
		Total Vehicle Volume (veh/hr)	Combined Minor Road Crossings (units/hr)
Minor Arterial	8	500	200
Collector (AADT > 6,000)	8	500	200
Collector (AADT ≤ 6,000)	4	375	150
Local	4	250	100

The combined minor road crossings is equal to the number of vehicles, cyclists, and pedestrians on the minor roadway. For the purpose of this justification, a factor of '2' is applied to all pedestrians.

Additional Considerations

There are additional considerations for when AWSC should be considered, even though the numerical justifications are not met.

The need for AWSC should be considered if all of the following criteria are met:

- Sufficient sight distance is not available for traffic exiting the stop-controlled approach(es) of a minor road stop intersection, based on geometric design requirements, as determined by Transportation Services; and
- All efforts to improve the sight distance to comply with Transportation Services guidelines have been exhausted.

The need for AWSC should be considered under the following situations:

- As an interim measure where traffic control signals are technically warranted but cannot be implemented immediately; or
- As a means of providing a transition period to accustom drivers to a change in intersection right-of-way control from one direction to another.