

Traffic Control Signals - Sheppard Avenue East, at a point 130 metres east of Allanford Road

Date: September 2, 2025

To: Scarborough Community Council

From: Director, Enforcement and Street Management, Transportation Services

Wards: Ward 22, Scarborough-Agincourt

SUMMARY

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

Transportation Services staff are recommending the removal of the pedestrian refuge island (PRI) on Sheppard Avenue East, approximately 130 metres east of Allanford Road, and replacing it with traffic control signals at the same location.

There are several factors for the proposed recommendations:

- PRI's do not provide right-of-way for pedestrians and are not considered an enhanced form of pedestrian crossing protection.
- The heavy traffic on the five-lane cross-section of Sheppard Avenue East poses potential safety concerns for pedestrians crossing at the PRI between Agincourt Mall on the north side of Sheppard Avenue East and the seniors' residence located on the south side of Sheppard Avenue East.
- Due to the immediate proximity to the senior residence at 3825 Sheppard Avenue East, the subject PRI is used predominantly by seniors who often require extra time to cross the road.
- The potential concerns involving pedestrians crossing the subject area suggests that additional crossing protection should be considered at this location.

The replacement of PRI with traffic control signals will provide enhanced safety for all road users and is justified based on the assessment undertaken.

RECOMMENDATIONS

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

1. City Council authorize the installation of traffic control signals at Sheppard Avenue East, at a point 130 metres east of Allanford Road.
2. City Council authorize the removal of the pedestrian refuge island on Sheppard Avenue East, at a point 130 metres east of Allanford Road, in conjunction with the installation of traffic control signals at Sheppard Avenue East, at a point 130 metres east of Allanford Road, as set out in Recommendation 1 above.

FINANCIAL IMPACT

The estimated cost for the removal of the PRI located on Sheppard Avenue East, approximately 130 metres east of Allanford Road, for traffic control signals installation at the same location, and all associated work is \$250,000.00. Funding would be subject to availability and competing priorities within the Transportation Services 2026 Capital Budget.

DECISION HISTORY

This report addresses a new initiative.

COMMENTS

Transportation Services conducted internal review on the feasibility of removing the pedestrian refuge island and installing traffic control signals on Sheppard Avenue East, at a point 130 metres east of Allanford Road.

The primary function of the subject PRI is to provide a crossing protection for pedestrians crossing Sheppard Avenue East. During the course of investigation, it was noted that the seniors residing at 3825 Sheppard Avenue East and visiting Agincourt Mall, located on the opposite side of Sheppard Avenue East, are actively using the subject PRI. With the heavier traffic on Sheppard Avenue East and the width of the road, extra time and caution may be required to safely cross Sheppard Avenue East even with the presence of pedestrian refuge island.

There are traffic control protected pedestrian crossings 130 metres to the west and 100 metres to the east of the subject PRI. However, many pedestrians still prefer to cross at the PRI as it provides the most direct route between the seniors' residence at 3825 Sheppard Avenue East and the Agincourt Mall. Removing the PRI alone and not providing signalized protected crossing could potentially become a safety hazard as the local residents habituated crossing at this location and may still continue to cross mid-block even without any crossing protection.

Replacement of the PRI with a higher form of control would provide enhanced safety for pedestrians crossing at this location.

Existing Conditions

The subject section of Sheppard Avenue East is characterized by the following conditions:

- It is a five-lane, east-west, major arterial roadway
- It operates two-way traffic on a pavement width of approximately 18 metres
- The daily two-way traffic volume is approximately 28,700 vehicles
- The speed limit is 50 km/h
- Heavy trucks are permitted at all times
- There is TTC service provided by the 85, 385, 904 and 985 bus routes
- There are sidewalks located on both sides of the street

The land use in the surrounding area is comprised of Agincourt Mall, other shopping plazas and residential buildings, including a seniors' residence at 3825 Sheppard Avenue East. The subject section of Sheppard Avenue East is not within a Community Safety Zone but falls under Senior Safety Zone.

The closest adjacent traffic controls are located approximately 130 metres to the west at Allanford Road in the form of a traffic control signals, and approximately 100 metres to the east at private accesses (Agincourt Mall/apartment driveway) in the form of traffic controls signals.

A map of the area is included in Attachment 2.

Pedestrian Crossover (PXO)

As the existing PRI is located at a mid-block location on Sheppard Avenue East with no intersecting streets, Transportation Services first considered the installation of a PXO.

To determine the need for a PXO at Sheppard Avenue East, at a point 130 metres east of Allanford Road, staff rely on 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 Sheppard Avenue East, the warrants require a minimum of 204 pedestrians crossing 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 March 19, 2025, which recorded the total volume and delays of pedestrians crossing at 3825 Sheppard Avenue East. 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 382; of these, 128 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 3825 Sheppard Avenue East

Justification	Compliance
Pedestrian Volume	100%
Pedestrian Delay	100%

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 technically justified as both the pedestrian volume and delays have met the minimum requirements.

Staff also reviewed the collision history at this location. Collision statistics provided by the Toronto Police Service for the three-year period ending June 30, 2025, disclosed one collision at the area of PRI on Sheppard Avenue East that involved a crossing pedestrian. This collision is described in more detail below:

- On Saturday November 16, 2024, a senior pedestrian was crossing northbound Sheppard Avenue East in the area of 3850 Sheppard Avenue East. After crossing the eastbound lanes to the PRI, they continued into the westbound lanes when they were struck by a vehicle and sustained fatal injuries.

An environmental safety audit was completed to determine if the installation of a PXO would be appropriate at this location. Details of the evaluation are included in Attachment 1. Based on the evaluation, a PXO would not be a suitable type of pedestrian crossing protection at this location because of the following reasons:

- Sheppard Avenue East is five lanes wide
- There are driveways within immediate area
- The spacing is less than 200 metres to another traffic control signal in both directions

Therefore, mid-block traffic control signals are recommended at this location rather than a PXO.

Consultation with TTC

The TTC has been consulted and concurs with these findings. However, the TTC expressed their concerns with potential operational challenges due to the close location of the proposed signals to the existing traffic control signals.

Other Considerations

It should be noted that the installation of traffic control signals will potentially result in an increase in delays to transit service on Sheppard Avenue East. Additionally, the close spacing of traffic control signals in this corridor may result in queuing concerns on Sheppard Avenue East. After installation, the operation can be monitored and adjusted as required.

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 - 3825 Sheppard Avenue East
Attachment 2: Map - Traffic Control Signals and Removal of the Existing Pedestrian
Refuge Island - 3825 Sheppard Avenue East

Attachment 1: Environmental Safety Audit - PXO - 3825 Sheppard Avenue East

Standard	Comments	Standard Met/Not Met
Vehicle operating speed less than 60 km/h	The posted speed limit on Sheppard Avenue East 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	Sheppard Avenue East operates with two lanes in each direction and one centre lane for left turns storage.	Not Met
Traffic volume not more than 35,000 vehicles per day	Sheppard Avenue East carries approximately 28,700 vehicles per day.	Met
No significant volume of turning movements	The volume of traffic turning to/from Sheppard Avenue East and adjacent driveways is low (approx. 60 vehicles over busiest eight hours).	Met
No visibility problems exist for either pedestrians or motorists	No vertical or horizontal curves.	Met
No loading zones (including TTC) in the immediate area	There is no TTC bus service or loading zones in the immediate area.	Met
No driveways or entrances nearby	There are two main driveway entrances to 3825 Sheppard Avenue East.	Not Met
Spacing is not less than 200 metres to another pedestrian crossover or traffic control signal	There are traffic control signals at Allanford Road - 130 metres west There are traffic control signals at Private Access - 100 metres east	Not Met

Attachment 2: Map - Traffic Control Signals and Removal of the Existing Pedestrian Refuge Island - 3825 Sheppard Avenue East

