

Attachment 1 – Crosswalk Pavement Marking Policy and All-Way Stop Sign Control Justification Policy

This attachment provides a summary of each policy, which were presented to the four Community Councils for consultation, as directed by City Council in June 2025 ([2025.IE22.4](#)).

The following policies are recommended for City Council adoption:

- A. Crosswalk Pavement Marking Policy (pages 4-5)
- B. All-Way Stop Sign Control Justification Policy (pages 5-6)

Following Council adoption of this attachment to the report (November 20, 2025) from the General Manager, Transportation Services titled “Updates on Vision Zero Road Safety Initiatives: Follow-Up from June and October 2025 City Council Directives”, Transportation Services will publish standalone policy documents with additional details for practitioners and staff to consider when applying each of the policies.

Overview and Background

Crosswalk Pavement Marking Policy

The purpose of the Crosswalk Pavement Marking Policy is to compile a singular, standalone document that outlines the City’s policies regarding the installation of crosswalk markings, including zebra crosswalk markings. The Crosswalk Pavement Marking Policy presented to Community Councils for consultation, and proposed to Infrastructure and Environment Committee for consideration, codifies existing and updated Transportation Services practices for the installation of crosswalk pavement markings and incorporates the existing Council-adopted Zebra Crosswalk Marking Policy.

Current Transportation Services practices for the installation of crosswalk markings is documented in internal and external resources, such as standard drawings for pavement markings provided on the City's website¹. The purpose of compiling these items in a singular policy recommended for City Council adoption is to strengthen their authority and reinforce the City’s commitment to pedestrian safety.

In practice, the Crosswalk Pavement Marking Policy will specify where crosswalk pavement markings should (and should not) be installed, and when zebra crosswalk markings are required to improve visibility of the crossing location. When evaluating a request for new crosswalk pavement markings - where pedestrians do not currently have the right-of-way to cross at an existing mid-block location - staff will typically refer to the Pedestrian Crossing Protection Device Justification Policy adopted by City Council in June 2025 ([2025.IE22.4](#)), which outlines the justifications for installation of Pedestrian Crossovers (PXOs) and Mid-Block or Intersection Pedestrian Signals (MPS/IPS). The Pedestrian Crossing Protection Guidelines currently under development by

¹ [Construction Specifications and Drawings for Road Works – City of Toronto](#)

Transportation Services will provide additional guidance to staff, Councillors, and members of the public on how to interpret and apply each of these policies and other City of Toronto guidelines.

Current Transportation Service Practices for Installation of Crosswalk Markings

It is current 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, crosswalk pavement markings are typically added during roadway state-of-good-repair. Installation of crosswalk markings at existing controlled crossings are also recommended by Transportation Services to improve pedestrian safety or provide guidance to pedestrians through various programs, such as the installation of School Safety Zones.

Crosswalk pavement markings are typically marked across all legs when an intersection is controlled by stop signs on all approaches or by a full signal where all approaches are controlled by the traffic 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.

Crosswalk pavement markings may be applied to lead into a low-volume driveway, when otherwise avoiding a driveway would result in a crosswalk alignment that significantly diverts pedestrians from the most direct and expected path of travel. 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 markings leading to the driveway, as well as the parallel crosswalk on the opposite side of the intersection, are marked with zebra crosswalk markings.

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

Updated Transportation Service Practices for Installation of Crosswalk Markings

Transportation Services recently reviewed its previous practice of not installing crosswalk markings in locations without sidewalks, where pedestrians are crossing with the right-of-way at existing stop-controlled locations. At these locations, no crosswalk marking delineates the path for pedestrians as they cross a roadway, and people operating a vehicle lack the additional visual cue provided by the crosswalk lines or zebra markings to look out for pedestrians.

As such, Transportation Services is revising its practice and including marked crosswalks on streets without sidewalks, where appropriate, such as in School Safety Zones. Crosswalks would not be marked at all controlled crossings where sidewalks are not present; the application will vary depending on the nature of the intersection and the surrounding land uses.

Accordingly, Transportation Services is also revising its practice regarding the installation of crosswalk markings 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 implementation of sidewalk ramps due to the nature of the work, which requires more steps such as survey, design, and capital construction.

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.

Types of Crosswalk Pavement 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.

The existing Council-adopted Zebra Crosswalk Marking Policy has been incorporated into the proposed Crosswalk Pavement Marking Policy.

Minor Updates to All-Way Stop Sign Control Justifications

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 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 to Community Councils for consultation proposed that an additional consideration be added based on the ability of vehicle operators to adequately see conflicting cross-traffic, which brings 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 ([2025.IE22.4](#)).

Policies Recommended for City Council Adoption

Crosswalk Pavement Marking Policy

The purpose of the Crosswalk Pavement Marking Policy is to provide guidance to practitioners on the installation of crosswalk markings. The Policy covers when crosswalk pavement 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 recommended 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.

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:

- 1) Adequate trial of alternatives with satisfactory observance and enforcement has failed to reduce the collision frequency; and
- 2) 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:

- 1) Either the total vehicle volume meets Condition 1a or the combined minor road crossing meets Condition 1b, as shown in Table 2; and
- 2) 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.