

The Regional Municipality of York

Committee of the Whole
Transportation Services
April 8, 2021

Report of the Commissioner of Transportation Services

Pedestrian Crossover Policy Regional Roads

1. Recommendations

1. Council approve the Pedestrian Crossover Policy (Attachment 1) for use on Regional roads.
2. Council authorize the enactment of a bylaw to apply pedestrian crossovers on Regional roads at those locations listed in Table 1.
3. In response to the Town of East Gwillimbury Council resolution, a pedestrian crossover be installed on Yonge Street at Holland Landing Community Centre as it satisfies the proposed policy.
4. In response to the Town of East Gwillimbury Council resolution, a pedestrian crossover not be installed on Mount Albert Road near Countryman Road as it does not satisfy the proposed policy.
5. Council delegate authority to the Commissioner of Transportation Services to implement pedestrian crossovers under the Region's jurisdiction that satisfy the proposed policy and the Regional Clerk be authorized to amend the pedestrian crossover bylaw schedule accordingly.
6. The Regional Solicitor prepare the necessary bylaws.
7. The Regional Clerk circulate this report to the Clerks of the local municipalities, York Regional Police, York Region Public Health and York Region school boards.

2. Summary

This report seeks Council approval of a new Pedestrian Crossover Policy (Policy) for use on Regional roads (Attachment 1) and responds to the Town of East Gwillimbury Council resolution to install pedestrian crossovers on Yonge Street at the Holland Landing Community Centre and on Mount Albert Road near Countryman Road.

Key Points:

- The Province defined new Level 2 pedestrian crossings to enhance pedestrian connectivity (per Ontario Regulation 402/15)
- A pedestrian crossover provides protected crossing opportunities and safety benefits for citizens
- Staff is proposing a new pedestrian crossover policy to provide a consistent method for determining appropriate locations and types of pedestrian crossings to be used on the Regional road network
- Staff has identified three locations for the installation of pedestrian crossings that currently satisfy the proposed Policy criteria
- In response to the Town of East Gwillimbury Council resolution, Yonge Street at Holland Landing Community Centre satisfies the proposed Policy and Mount Albert Road near Countryman Road does not satisfy the proposed Policy
- Multiple communications strategies will be used to educate travellers' understanding of pedestrian crossings

3. Background

Pedestrian signals are currently the only controlled devices used to facilitate protected pedestrian crossing on Regional roads

There are no pedestrian crossings currently installed on Regional roads. The Region has been exclusively installing pedestrian signals to facilitate protected pedestrian mid-block crossing on Regional roads. In 2015, Council adopted the Region's [Traffic and Pedestrian Signal Policy](#), which directly references the Provincial guideline to evaluate the need for pedestrian signals based on pedestrian volume and crossing delay to satisfy installation of a traffic signal. Figure 1 shows a typical pedestrian signal installed on Regional roads.

Figure 1
Pedestrian Signal



Mulock Drive in front of Newmarket High School, Town of Newmarket

The Province enacted Ontario Regulation 402/15 defining new Level 2 pedestrian crossovers to enhance pedestrian connectivity

On January 1, 2016, Bill 31, *Transportation Statute Law Amendment Act (Making Ontario's Roads Safer)* was proclaimed by the Province and came into effect. [Ontario Regulation 402/15](#) was also enacted under the *Highway Traffic Act*.

The Ministry of Transportation of Ontario provides criteria for implementing pedestrian crossovers

The Ministry of Transportation of Ontario provides criteria for implementing pedestrian crossovers in [Ontario Traffic Manual Book 15 – Pedestrian Crossing Treatments](#). The criteria provide a technically sound and consistent method of determining appropriate locations for the installation of pedestrian crossovers.

The Town of East Gwillimbury is requesting two pedestrian crossovers to facilitate safe pedestrian passage

On November 17, 2020, Council of the Town of East Gwillimbury passed a resolution (Attachment 2) requesting the Region approve installation of two pedestrian crossovers to facilitate safe pedestrian passage at the following locations:

- On Yonge Street in Holland Landing to facilitate pedestrians crossing on Yonge Street to access the Holland Landing Community Centre
- On Mount Albert Road near Countryman Road for trail connectivity and for residents to access the sidewalk and park amenities

Pedestrian crossovers have been identified as a tool to improve pedestrian safety

The [Pedestrian and Cyclist Safety Study](#) completed in 2019 identifies pedestrian crossovers as a tool to improve pedestrian safety at mid-block locations. Pedestrian crossovers clearly assign the right-of-way between pedestrians and motorists at otherwise uncontrolled crossings, providing pedestrians with protected crossing opportunities by requiring motorists to stop when pedestrians are present in the crosswalk. Industry studies show expected safety benefits of approximately 30% reduction in overall collisions and 70% in pedestrian collisions.

The *Municipal Act, 2001* permits delegation of certain powers and duties of Council, subject to conditions

Section 23.1 of the *Municipal Act, 2001* permits municipalities to delegate their powers and duties subject to certain restrictions, depending on the nature and scope of the delegation. A delegation may be made to members of Council, committees, individuals appointed by Council or staff and may be subject to conditions that Council considers appropriate. In 2018, under this provision, Council delegated authority to the Commissioner of Transportation Services to implement All-Way Stop Control at intersections under the Region's jurisdiction

where warranted or where required to improve traffic operations and traveller safety, thereby eliminating the need for Council approval in each case. Council has since delegated authority to the Commissioner to implement and remove right turn on red restrictions and U-turn restrictions, as appropriate. In each case, the Regional Clerk was authorized to amend the schedule to the respective bylaws to maintain an official record of the Commissioner's decisions.

4. Analysis

Level 2 pedestrian crossovers include enhanced features to provide protected crossing opportunities and safety benefits for citizens

Traditional pedestrian signals are the best option on high speed, high traffic volume roads. Pedestrian crossovers are ideal for locations where some pedestrian demand exists but is not high enough to warrant traditional pedestrian signal installations. Pedestrian crossovers provide protected crossing opportunities and safety benefits and cost significantly less to install and maintain. All drivers and cyclists are legally required to stop to allow pedestrians to completely cross at a pedestrian crossover like a pedestrian signal. However, they are intended for use on low traffic volume, low speed, single- or multi-lane roadways (maximum four lanes). Attachment 3 lists the Provincial pedestrian crossover criteria and other considerations. Attachment 4 compares the pedestrian crossover criteria to a pedestrian signal.

The original Level 1 pedestrian crossover introduced by the Province is still applicable and currently in operation in some municipalities. Many municipalities are retrofitting or installing Level 2 pedestrian crossovers because of the new enhanced features that include pedestrian crossover signs, roadway pavement markings and may include rectangular rapid flashing beacons activated by pedestrian push buttons. These features will help increase awareness and compliance.

There are four types of pedestrian crossovers widely used across the province and in local municipalities within the Region

The *Highway Traffic Act* Regulation 402/15 includes four types of pedestrian crossovers with a range of requirements for signs, pavement markings and may include overhead signs and rectangular rapid flashing beacons. All four types of pedestrian crossovers are widely used across the province and in local area municipalities:

- Level 1, Type A (Attachment 5), also known as the first edition pedestrian crossover, consists of an old-style overhead 'X' sign with flashing amber beacons and 'X' pavement markings. Motorists sometimes perceive it to be a warning device.
- Level 2, Type B (Attachment 6), consists of rectangular extremely bright rapid flashing beacons, overhead and side-mounted new regulatory signs depicting a person walking, advance warning signs and enhanced pavement markings. Level 2, Type B pedestrian crossovers provide the highest level of awareness and are typically installed on low volume arterial or high-volume collector roads with speed limits up to 60 km/h and maximum of four lanes.
- Level 2, Type C (Attachment 7), consists of rectangular extremely bright rapid flashing beacons and side-mounted new regulatory signs depicting a person walking, advance warning signs and enhanced pavement markings but no overhead sign. Level 2, Type C pedestrian crossovers provide a medium level of motorist warning and are typically installed on lower volume collector roads or lower volume multi-lane roundabouts.
- Level 2, Type D (Attachment 8), consists of side-mounted new regulatory signs depicting a person walking, enhanced pavement markings and an advance pedestrian crossing warning sign. Level 2, Type D pedestrian crossovers provide a low level of motorist warning and are typically installed on local roads, single lane roundabouts or channelized right turn lanes.

Based on Regional road characteristics and traffic volume levels, Level 2, Type B pedestrian crossovers are the preferred type for most applications on Regional roads. This type of pedestrian crossover consists of overhead signs, enhanced pedestrian pavement markings, regulatory signs, and actuated double-sided rectangular rapid flashing beacons with pedestrian push buttons.

Staff has undertaken a peer review, research and analysis to determine pedestrian crossover applicability on Regional roads

Staff has conducted surveys and research among peer municipalities across the Province and consulted with local municipal partners on their pedestrian crossover use. Many responses indicate pedestrian crossovers are valued in their community as they provide pedestrian safety benefits at otherwise uncontrolled crossing locations. All peer and local municipalities who have installed pedestrian crossovers are using provincial criteria when determining eligible locations.

The proposed Policy mirrors provincial criteria and will provide staff a consistent method of determining appropriate locations and types of pedestrian crossovers for installation within the Regional road network. Staff has undertaken a comprehensive network screening of all Regional roads to determine applicability of pedestrian crossovers using the proposed Policy criteria, which considers pedestrian and traffic volumes, crossing distance (maximum four lanes) and a speed limit of 60 km/hr or less.

Three locations currently satisfy the proposed Policy for installation of a pedestrian crossover

Based on the proposed Policy and the assessment results outlined in Attachment 9, staff has determined three locations (Table 1) that currently satisfy criteria for installation of a pedestrian crossover.

Table 1
Proposed Pedestrian Crossover Locations

Location	Municipality	Installation Year
Yonge Street at Holland Landing Community Centre	Town of East Gwillimbury	2021
Ninth Line at Elm Street	Town of Whitchurch-Stouffville	2022
Baseline Road, approximately 640 metres west of Dalton Road	Town of Georgina	2022

A Town of East Gwillimbury Council resolution requests installation of pedestrian crossovers on Mount Albert Road near Countryman Road and Yonge Street at Holland Landing Community Centre

Based on staff's comprehensive review of all Regional roads, Yonge Street at Holland Landing Community Centre satisfies the proposed Policy. Staff proposes to install the Region's first pedestrian crossover at this location, illustrated in Figure 2.

Figure 2
**Yonge Street adjacent to Holland Landing Community Centre
in the Town of East Gwillimbury**



Pedestrian volumes on Mount Albert Road near Countryman Road are not sufficient to currently satisfy proposed Policy criteria as the community is still being developed. Should Council decide to advance installation of this unwarranted pedestrian crossover, no significant impact to commuter traffic is expected. Traffic is not required to stop unless a pedestrian is present.

Various communication strategies will be used to educate travellers about pedestrian crossovers

A range of communication tactics will be used to educate and inform travellers about the installation of pedestrian crossovers, including:

- On-street signs
- Newsletter
- Media alerts
- Social media
- Website (york.ca) content

Recognizing travellers may not be familiar with pedestrian crossovers, communication strategies will emphasize increasing public awareness of pedestrian crossovers, providing safety tips for pedestrians on how to navigate through a pedestrian crossover safely and educating drivers on the rules and legislative requirements of pedestrian crossovers and associated penalties for endangering pedestrians.

5. Financial

Pedestrian crossover installation costs are funded through the Transportation Services Capital Budget. A pedestrian crossover costs between \$30,000 to \$65,000 to install.

6. Local Impact

Staff continues to collaborate with municipal partners to determine opportunities for pedestrian crossovers on Regional roads. Municipal partners using pedestrian crossovers report they are well-liked within the community and that education is important to increase pedestrian protection.

Local municipal staff has been consulted on the proposed Policy and have indicated their support. Local municipal staff support the recommended pedestrian crossovers in Table 1.

7. Conclusion

Staff recommends Council approve the proposed Pedestrian Crossover Policy to assist staff in determining appropriate locations to install pedestrian crossovers. Pedestrian crossovers provide protected crossing opportunities and numerous safety benefits. Pedestrian crossovers are intended for locations where some pedestrian demand exists, but the demand does not justify installation of traditional traffic and pedestrian signals.

Town of East Gwillimbury Council has requested the Region approve installation of a pedestrian crossover on Yonge Street at the Holland Landing Community Centre and on Mount Albert Road near Countryman Road to facilitate safe pedestrian passage. In response, staff has applied the proposed Policy to all Regional roads and determined three locations across the Regional road network satisfy the criteria for installation of a pedestrian crossover, including Yonge Street adjacent to Holland Landing Community Centre. Mount Albert Road near Countryman Road does not currently satisfy the criteria for installation of a pedestrian crossover.

For more information on this report, please contact Joseph Petrungaro, Director Roads and Traffic Operations, at 1-877-464-9675 ext. 75220. Accessible formats or communication supports are available upon request.

Recommended by:



Paul Jankowski

Commissioner of Transportation Services

Approved for Submission:



Bruce Macgregor

Chief Administrative Officer

March 19, 2021

Attachments (9)

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