



## CITY OF CORNER BROOK

Index	Parking and Traffic		Section	Streets		
Title	Crosswalk Policy		Policy Number	05-02-02	Authority	Council
Approval Date	Nov 16, 1994	Effective Date	Nov 16, 1994	Revision Date	May 12, 2025	

### PURPOSE

This policy shall provide the City of Corner Brook with a standard process to manage public requests for Crosswalks to ensure that a transparent approach and objective criteria are used to evaluate Crosswalk needs throughout the City. The policy outlines the process for the initiation, assessment, development and implementation of Crosswalk installation on city streets.

### POLICY STATEMENT

Crosswalk requests will be managed through the five-stage pedestrian crossing control assessment process outlined in the *City of Corner Brook Transportation Study Process for Installing Crosswalks*.

### REFERENCES

City of Corner Brook Transportation Study Process for Installing Crosswalks (2024)

### DETAILED ACTION REQUIRED

The *Process for Installing Crosswalks* was developed to manage requests for marked crossings in a transparent and consistent manner, where the need for a crosswalk is established based on objective criteria. Available literature, guidelines and best practices were reviewed to guide the development of this process.

The process used to evaluate requests for pedestrian crossing control is organized in five stages and guides the entire project timeframe from initiation to post-implementation. Each stage is briefly described below and detailed steps are provided in the *Process for Installing Crosswalks*.

- 1. Initiation and Screening:** Requests are received and undergo a screening process to determine eligibility.
- 2. Assessment and Treatment Selection:** If a request passes the initial screening process, an assessment will be conducted to determine if a location is a candidate for pedestrian crossing

control. The preliminary assessment is based on a review of pedestrian and traffic volumes and pedestrian desire lines. If a location is a candidate for pedestrian crossing control, the appropriate treatment will be selected based on roadway characteristics and traffic volume.

3. **Ranking and Approval:** Requests that pass the assessment are ranked to ensure the higher risk locations are addressed first. Funding allocation is required to proceed to the implementation stage.
4. **Implementation:** The purpose of the project implementation stage is to complete the detailed design and construction of the pedestrian crossing.
5. **Monitoring and Evaluation:** The purpose of the evaluation stage is to monitor the effectiveness of the pedestrian crossing and refine the installation as required.

## REFERENCE

Minute:

IN WITNESS WHEREOF, this policy is sealed with the Common Seal of the City of Corner Brook.

[Redacted Signature]

MAYOR

[Redacted Signature]

CITY CLERK

[Redacted Signature]





## **ATTACHMENT J – PROCESS FOR INSTALLING CROSSWALKS**

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# TRANSPORTATION STUDY

Process for Installing Crosswalks

Final Report

13 December 2024

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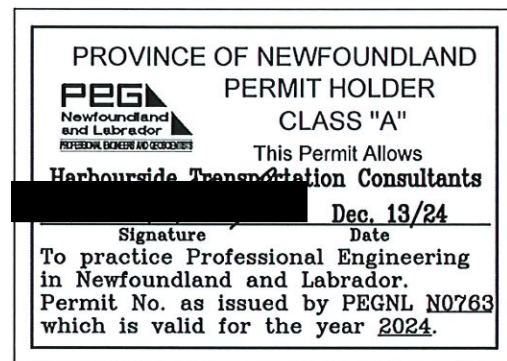


Project No.: 242002

Project Name: Corner Brook Transportation Study

**Prepared for:**

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Revision	Submission Date	Notes
0	18 October 2024	Draft Report
1	05 December 2024	Revised Draft Report addressing City's comments received 25 October 2024
2	13 December 2024	Final Report

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## 1. INTRODUCTION

The City of Corner Brook (the “City”) regularly receives requests to install marked crosswalks from residents, business and institutions. However, the installation of crosswalks markings alone does not necessarily establish a safe pedestrian crossing. There are a number of factors that need to be considered in establishing the need for a crossing, selecting the location of a crossing and the type of crossing.

As part of the *Transportation Study* the City is developing the tools and policies required to better manage its transportation network. This includes the development of a *Crosswalk Policy* to provide procedures for the investigation and implementation of pedestrian crossing control on streets in the City of Corner Brook.

The intent of this document, the *Process for Installing Crosswalks*, is to supplement the *Crosswalk Policy* and establish a process to evaluate locations to ensure that pedestrian crossing control is established in a consistent manner. This process will ensure that locations for pedestrian crossing are evaluated in a consistent manner and using objective criteria, and that appropriate crossing control treatments are selected based on traffic volumes, speed and the physical characteristics of the crossing.

### 1.1. Definitions

For this document, unless otherwise stated, the following definitions apply:

- **City:** The City of Corner Brook.
- **Council:** City Council for the City of Corner Brook.
- **Crosswalk:** Any part of a roadway specifically intended for pedestrian crossing which may be so indicated by signs, lines, markings or other devices.
- **Operating Speed/85<sup>th</sup> Percentile Speed:** The speed at, or below which 85 percent of vehicle on a street are travelling. Considered the operating speed of a street.
- **Posted Speed Limit:** The maximum speed prescribed for motor vehicles on a street by Municipal regulations or the *Highway Traffic Act* and signed accordingly.
- **TAC:** Transportation Association of Canada

## 2. EXISTING CROSSWALK POLICY

The existing Crosswalk Policy<sup>1</sup> adopted in November 1994 (Policy No. 05-02-02) states that:

1. All existing and future crosswalks to meet minimum design standards for road markings and signage.
2. All future crosswalks to be the “zebra block” type and all existing crosswalks to be changed accordingly. Appropriate signs for school zones and heavy traffic areas be erected.
3. No mid-block crosswalks to be approved in future without an overhead light.
4. Remove, or make safe, all existing mid-block crosswalks.

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<sup>1</sup> City of Corner Brook. Crosswalk Policy, 05-02-02. November 1994.

### 3. CROSSWALKS FUNDAMENTALS

The Newfoundland and Labrador Highway Traffic Act<sup>2</sup>, defines a crosswalk as:

- a part of a roadway at an intersection or elsewhere distinctly indicated for pedestrian crossing by signs or by lines or other markings on the surface, or
- the part of a roadway at an intersection that is included within the connection of the lateral lines of the sidewalks on the opposite sides of a highway, measured from the curbs or, in the absence of curbs, from the edges of the roadway.

Crosswalks are defined by three characteristics:

- Marked or unmarked;
- Controlled or uncontrolled; and
- Intersection or mid-block.

**Marked crosswalks:** marked crosswalk have signs and pavement markings that extend from the corner of one sidewalk, to the corner of the opposite sidewalk. Marked crosswalks may be located at intersections or located at mid-blocks (between intersections).

**Unmarked crosswalks:** unmarked crosswalks have no signs or pavement markings. Unmarked crosswalks exist at every intersection.

**Controlled crosswalk:** a crosswalk located on an approach where vehicle traffic is controlled by a stop sign or traffic control signal.

**Uncontrolled crosswalk:** a crosswalk located on an approach where vehicle traffic is not controlled.

**Intersection crossing:** Most pedestrian crossings are located at intersections. By law, crosswalks exist at intersections, whether marked or unmarked.

**Mid-block crossings:** are located between intersections, they are typically used to provide connectivity in the pedestrian network where:

- the spacing between intersection exceeds a reasonable distance (typically 100 to 200 metres);
- where there are significant pedestrian generators (i.e. schools, shopping centres, parks) on both sides of the street; and/or
- locations with heavy pedestrian traffic (i.e. near mid-block transit stops).

Mid-block crosswalks must be marked with pavement markings and signage at minimum to legally establish pedestrian right-of-way.

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<sup>2</sup> Highway Traffic Act, RSNL1990, c. H-3, as amended.  
<https://www.assembly.nl.ca/legislation/sr/statutes/h03.htm>



## 4. PEDESTRIAN CROSSING CONTROL DEVICES

Pedestrian crossing control devices are traffic control devices including signs, pavement markings, pedestrian-activated assemblies and traffic signals that can be used to convey information and traffic regulations at pedestrian crossings.

All traffic control devices are to conform to the Transportation Association of Canada (TAC) *Manual of Uniform Traffic Control Devices for Canada*<sup>3</sup>.

### 4.1. Signs

**Pedestrian Crosswalk Sign (RA-4):** used to indicate the location of a pedestrian crosswalk. The sign must be installed on both sides of the road with the appropriate right or left version used so that the pedestrian symbol appears to be walking towards the centre of the road. Crosswalk signs must not be installed on approaches controlled by traffic signals or stop signs.



**School Crosswalk Sign (R4-3):** used to indicate the location of a pedestrian crosswalk. The sign must be installed on both sides of the road with the appropriate right or left version used so that the pedestrian symbol appears to be walking towards the centre of the road.



**Special Crosswalk Overhead Sign (RA-5):** used to indicate the location of a special crosswalk. The sign must be installed over the road with the appropriate right or left version used so that the pedestrian symbol appears to be walking towards the centre of the road. The sign must only be installed as part of the Special Crosswalk Sign assembly (Refer to Section 4.3 for further information).



**Pedestrian Crosswalk Ahead Sign (WC-2):** used in advance of a designated crosswalk with either ground-mounted or overhead signs where visibility is limited.



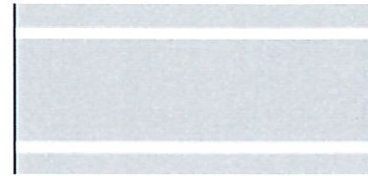
**School Crosswalk Ahead Sign (WC-16):** used in advance of a designated school crosswalk with either ground-mounted or overhead signs where visibility is limited.



<sup>3</sup> Transportation Association of Canada. *Manual of Uniform Traffic Control Devices for Canada*, Sixth Edition. June 2021.

## 4.2. Pavement Markings

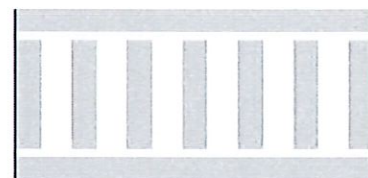
**Twin Parallel Line Crosswalk Markings:** two parallel white lines spaced no less than 2.5 metres apart. The lines delineate the pedestrian travel path. Parallel line markings are the standard crosswalk type and are typically used at crosswalk locations that are controlled by a stop sign or traffic signals.



**Zebra Crosswalk Markings:** wide, white lines aligned parallel to the vehicle travel lines. Zebra crosswalks enhance the visibility of the crosswalk. Zebra markings must be used at school crosswalk locations, Special Crosswalks and RRFB installations.



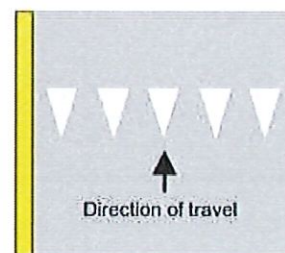
**Ladder Crosswalk Markings:** a combination of Twin Parallel and Zebra Crosswalks. Ladder markings are typically used where local regulations require parallel lines but the heightened visibility of the zebra markings is desired.



**Elephant's Feet Bicycle Markings:** broken lines used to define crossing areas reserved for bicycles. They are used at bicycle lane crossings and crossrides. Crossrides are used instead of crosswalks at shared use pathways. In many jurisdictions, cyclists are required to dismount at crosswalks and cross as pedestrians by walking their bicycle. With a crossride cyclists are permitted to ride within the crossing.



**Advanced Yield to Pedestrians Line Markings:** line of solid white isosceles triangles pointing in the upstream direction used to indicate the point at which vehicles approaching the crossing must stop when yielding to pedestrians in the crosswalk. They are used in advance of marked and signed crosswalks on multi-lane approaches to discourage vehicles from stopping too close to the crosswalk. Advanced yield to pedestrians line markings should not be used at crosswalk locations that are controlled by a stop sign or traffic signals or at crosswalks on roundabout entries and exits.





### 4.3. Flashing Warning Indications and Traffic Control Signals

**Rectangular Rapid Flashing Beacon (RRFB):** a pedestrian activated crosswalk treatment system which consist of two rapidly and alternately flashing rectangular amber beacons mounted above the side mounted pedestrian crossing signs.

**Overhead Flashing Beacon (also known as Special Crosswalk or RA-5 Crosswalk):** a pedestrian activated crosswalk treatment system which consist of overhead and side mounted alternately flashing amber beacons. The overhead RA-5 signs are internally illuminated and provide additional down lighting on the crosswalk area.

**Pedestrian Signal (also known as Half Signal):** a pedestrian crossing equipped with traffic control signals for vehicles the major street and "walk" and "don't walk" pedestrian indicators. If the half signal is located at an intersection, vehicles on the side street are controlled by stop signs. The traffic signals are pedestrian activated; vehicle indications remain green until a pedestrian activates the crossing, at which time the vehicle indications switch to amber and then red to allow the pedestrian "walk" and flashing "don't walk" pedestrian indications.

## 5. DEVELOP AN INVENTORY OF EXISTING FACILITIES

The City should develop an inventory of marked crosswalks throughout the City to understand current conditions and identify issues that need to be addressed. The inventory could document specific crosswalk details including:

- Pedestrian volume (as required to reevaluate);
- Pedestrian demographics (children, older pedestrians);
- Intersection or mid-block;
- Control type (stop, yield, traffic control signals, no control);
- Crosswalk pavement markings (marking style, material, condition, advance lines);
- Crosswalk signs (type, advance warning signs, condition);
- Crosswalk beacons (type, position);
- Pedestrian activation feature (pushbutton, automated detection);
- Vehicle lane configuration;
- Vehicle volume (as required to reevaluate);
- Vehicle speed (posted and operating);
- Conflicting vehicle movements (intersections, driveways);
- Traffic signal phasing (protected/permitted left turn across crosswalk);
- Intersection geometry (crossing distance, corner radii, median);
- Sight distance (stopping sight distance, no parking signs and markings, horizontal or vertical curve obstructions);
- Accessibility (curb ramps, tactile plates); and
- Lighting.

The inventory should be maintained in a Geographic Information System (GIS) database and updated as crosswalks are modified, removed or added through this policy. Developing an inventory of existing crosswalks will allow the City to adopt a proactive approach to reviewing locations by identifying existing issues and gaps in the pedestrian network.



## 6. PEDESTRIAN CROSSING CONTROL ASSESSMENT

The *Process for Installing Crosswalks* was developed to manage requests for marked crossings in a transparent and consistent manner, where the need for a crosswalk is established based on objective criteria. Available literature, guidelines and best practices were reviewed to guide the development of this process.

Candidate sites for pedestrian crossing control will be evaluated in accordance with the *TAC Pedestrian Crossing Control Guide*<sup>4</sup>. The guide promotes uniformity in the approach to providing pedestrian crossing control. Pedestrian crossing assessment can be initiated for a new marked crosswalk or the review of the crossing control treatment at an existing crosswalk.

The process used to evaluate requests for pedestrian crossing control is organized in five stages and guides the entire project timeframe from initiation to post-implementation. Each stage is briefly described below and detailed steps are provided in the following sections.

**Stage 1 Initiation and Screening:** Requests are received and undergo a screening process to determine eligibility.

**Stage 2 Assessment and Treatment Selection:** If a request passes the initial screening process, an assessment will be conducted to determine if a location is a candidate for pedestrian crossing control. The preliminary assessment is based on a review of pedestrian and traffic volumes and pedestrian desire lines. If a location is a candidate for pedestrian crossing control, the appropriate treatment will be selected based on roadway characteristics and traffic volume.

**Stage 3 Ranking and Approval:** Requests that pass the assessment are ranked to ensure the higher risk locations are addressed first. Funding allocation is required to proceed to the implementation stage.

**Stage 4 Implementation:** The purpose of the project implementation stage is to complete the detailed design and construction of the pedestrian crossing.

**Stage 5 Monitoring and Evaluation:** The purpose of the evaluation stage is to monitor the effectiveness of the pedestrian crossing and refine the installation as required.

### 6.1. Initiation and Screening

#### 6.1.1. Initiation

A pedestrian crossing assessment can be initiated by:

- Requests from residents, elected officials and stakeholders; and
- City staff where safety concerns or deficiencies are identified by the inventory and/or collision data, desire lines are identified or the need for reassessment is identified through the monitoring program.

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<sup>4</sup> Transportation Association of Canada. *Pedestrian Crossing Control Guide*, 3<sup>rd</sup> edition. June 2018.

Pedestrian crossing assessment should also be initiated proactively through traffic impact studies for new developments as part of the development application process.

For residents and stakeholders to initiate the pedestrian crossing process, the applicant must submit a standard application form to the City. The form requires the applicant to provide the following information: name, contact information, date of application, location/area of concern, traffic concern, time of day, day of week, season the concern occurs.

The "Pedestrian Crossing Request Form" contained in **Appendix A** will be made available on the City website and in hard copy at City Hall.

#### **6.1.2. Screening**

Upon receiving a request, a screening process will be conducted to determine if the requested location is eligible for the consideration of pedestrian crossing control.

A location may not be considered for a pedestrian crossing control assessment in the event that:

- A request has been investigated within the last 5 years and did not qualify for pedestrian crossing control; or
- A pedestrian crossing control treatment was previously installed and removed within the last 10 years.

If a location is not eligible for pedestrian crossing control based on the conditions above or a similar request is already under review the process is completed and the applicant will be notified of the result.

A database of all pedestrian crossing control requests, documenting their approval/rejection throughout the entire process will be maintained by City staff to facilitate the review of subsequent requests for the locations.

### **6.2. Assessment and Treatment Selection**

If a request passes the initial screening process, an assessment will be conducted to determine if a location is a candidate for pedestrian crossing control. The need for pedestrian crossing control and which type of crossing treatment is appropriate for a specific location will be determined based on the TAC *Pedestrian Crossing Control Guide Decision Support Tool (DST)*.

The DST consists of:

1. Preliminary assessment to identify whether a location is a candidate for pedestrian crossing control, and
2. Treatment selection.



### 6.2.1. Preliminary Assessment

The assessment considers many factors, including vehicle volumes, pedestrian volumes, pedestrian demographics, proximity to the nearest traffic control device (traffic signal, stop sign or another pedestrian crossing), pedestrian desire lines and system connectivity.

The four steps outlined in the DST must be followed with the following considerations:

1. Check traffic signal warrant: The traffic signal warrant is to be checked using the methodology of the TAC *Traffic Signal and Pedestrian Signal Head Warrant Handbook*<sup>5</sup>.
2. Evaluate pedestrian and vehicle volumes: Pedestrian volume is an important consideration in whether a location is a candidate for pedestrian crossing control. The DST includes a minimum pedestrian volume threshold of 100 Equivalent Adult Units (EAUs) over a 7-hour count period within a single day, this is equivalent to an hourly average of 15 EAUs.

It is rare for crosswalks in Newfoundland and Labrador that are not located in major urban areas where pedestrian volumes are generally higher overall (e.g., directly adjacent to schools, or within busy office/business districts) to meet the pedestrian volumes threshold of 100 EAU over a 7-hour period. The guide recognizes this and notes that *"In many cases, potential crossing locations in smaller and/or rural communities may not meet the minimum pedestrian thresholds described in this Guide. Despite the low level of pedestrian volumes, installation of a pedestrian crossing control treatment may still encourage the overall continuity and connectivity of the pedestrian network or serve latent pedestrian crossing demand"*.

Engineering judgement is to be used to determine if the location is on a pedestrian desire line which is not served by the existing pedestrian network and needed to provide system connectivity.

The DST's minimum vehicle volume of 1,500 vehicles per day is to be used.

3. Identify the proximity to the nearest traffic control device: A distance 'd' of 150 metres is to be used.

For requests that do not pass the preliminary assessment process, the process is completed, and the applicant will be notified of the result. Requests to reassess a location that did not pass the assessment will not be considered until:

- A minimum of 5 years from the date that the determination was made; or
- City staff determines there have been significant changes to the location's characteristics.

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<sup>5</sup> Transportation Association of Canada. Traffic Signal and Pedestrian Signal Head Warrant Handbook. June 2014.



### 6.2.2. Treatment Selection

Once a site has passed the assessment, the treatment will be selected using the DST's Treatment Selection Matrix. The matrix indicates the type of treatment to use at a site based on average daily traffic, the speed limit, the number of lanes per direction and the presence of a raised pedestrian refuge island or median.

The matrix will recommend one of the following treatments:

- Marked crosswalk with side-mounted signs;
- Marked crosswalk with side-mounted signs and additional enhancements;
- Marked crosswalk with rectangular rapid flashing beacons;
- Marked crosswalk with overhead flashing beacons; or
- Marked crosswalk with pedestrian half signal at an intersection or mid-block.

Where traffic speed data is available near the crossing location and the operating speed is significantly higher than the posted speed limit, City staff may require that the operating speed be considered in the treatment selection process or that appropriate traffic calming measures be considered in the crosswalk design.

## 6.3. Ranking and Approval

### 6.3.1. Ranking

If a request passes the assessment and qualifies for the implementation of crossing control, the request will be ranked using a weighted point system. The point system considers various criteria including roadway characteristics, vehicle volume, pedestrian volume, collisions, vulnerable pedestrian generators and transit access to prioritize crosswalk locations. The point system is outlined in Table 1.

The ranking process prioritizes the requests based on risks and needs to ensure higher risk locations with higher usage are addressed first when limited funding amounts are allocated for the implementation of crossing control. The ranking considers a total score out of 100 points for each qualified request; a higher score indicates a higher priority.

All qualified locations will be included on a prioritized list, based on their ranking scores, for implementation as part of the annual Public Works Maintenance Budget. The priority list for crossing control provides City staff and Council with an up-to-date priority listing of locations that require attention to guide approval and funding allocation. The priority list is constantly updated as new requests are added and as requests are removed when they receive approval for funding.

**Table 1: Ranking Criteria and Point Allocation for Crossing Control Requests**

Criteria	Measure	Point Allocation	Maximum Points
Roadway Characteristics	Speed limit	10 points for a speed limit > 50 km/h 5 points for a speed limit of 50 km/h 0 points for a speed limit < 50 km/h	10
	Number of lanes	0 points for ≤2 lanes 5 points for 3 or 4 lanes 10 points for ≥5 lanes	10
Vehicle Volume	Daily traffic volume	1 point for every 500 veh/day	25
Pedestrian Volume	Average hourly EAU	1 point per 1 EAU	20
Collisions	Number of Collisions	5 points per collision involving pedestrians or cyclists in the last 3 years	15
Vulnerable Pedestrian Generators	Nearby facilities	5 points for each school, park or playground within 500m of the crossing location	15
		1 point for each generator within 500m of the crossing location (community centre, seniors' facility, licensed child care centre, etc.)	
Transit Access	Transit stops	5 points for the presence of a transit stop within 150m of the crossing location	5
Total Points			100

### 6.3.2. Funding Allocation

In order for a crossing control request to proceed to the design and implementation stage, it must be allocated funding. Funding should be allocated based on the prioritized list, with the following exceptions:

- Where there is an integration opportunity with a scheduled street or intersection upgrading project, that location will take priority, regardless of its position on the prioritized list; or
- Where there is an integration opportunity with the construction of a new development.

Scheduled street or intersection upgrading projects will be evaluated in accordance with the *Process for Installing Crosswalk* screening and assessment process. If they pass the assessment, crossing control should be installed during the upgrading project.

## 6.4. Implementation

Once funding has been allocated to a request, the project will proceed to the detailed design, tender and construction phases.

### 6.4.1. Design

The design of the crossing will be developed based on the selected treatment. The design of the crossing will consider:



- Adequate stopping sight distance, as per the TAC *Geometric Design Guide for Canadian Roads*<sup>6</sup>, at the crossing location or advanced warning devices where the crosswalk location can not provide adequate stopping sight distance;
- Geometric improvements to reduce traffic speeds, increase pedestrian visibility and/or shorten crossing distance (curb radius reduction, curb extension, raised crosswalk);
- Accessibility (curb cuts, ramps and tactile plates); and
- Lighting.

#### 6.4.2. Installation

Once the design has been approved by Council, the project will proceed to the tender and construction phases. Throughout this stage, documentation supporting the implementation of the crossing control should be issued to any identified stakeholders and/or the public at large.

#### 6.5. Monitoring and Evaluation

Once the crossing control treatment has been installed, City staff should monitor and evaluate its performance. Performance indicators such as collisions per year, changes in pedestrian and traffic volumes, user satisfaction and vehicle and pedestrian delay should be monitored and evaluated periodically. Monitoring of these indicators can identify the need to initiate the reassessment of the pedestrian crossing control. Monitoring should take place at least once every 5-year period.

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<sup>6</sup> Transportation Association of Canada. *Geometric Design Guide for Canadian Roads*. June 2017.



## APPENDIX A – REQUEST FORM

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# PEDESTRIAN CROSSING REQUEST



To initiate a pedestrian crossing assessment, please complete this form and return it to the City of Corner Brook.

Applicant Name: \_\_\_\_\_

Mailing Address: \_\_\_\_\_

E-mail Address: \_\_\_\_\_

Please select the type of request:

- ☐ New crosswalk location
- ☐ Upgrade to an existing crosswalk

Please identify the crosswalk location to be reviewed.

For a general area to be reviewed indicate a road segment (i.e. O'Connell Drive between Boones Road and Walbournes Road).

For a specific mid-block location, specify a nearby Civic address or business (i.e. Caribou Road at Colemans).

For a specific intersection location, specify both street names (i.e. Mt Bernard Avenue at Randolph Street).

Please select any of the following concerns occurring at this location:

- ☐ High vehicle speeds
- ☐ High volume of vehicle traffic
- ☐ Presence of vulnerable pedestrians (i.e. young children, seniors)
- ☐ Collisions involving pedestrians or cyclists
- ☐ Other: \_\_\_\_\_

Please provide any additional information relating to your concerns/request:

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Signing below indicates your understanding that the City of Corner Brook will assess your pedestrian crossing request in accordance with the *Crosswalk Policy*.

Applicant Signature: \_\_\_\_\_

Date: \_\_\_\_\_