

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF FEBRUARY 22, 2023

Item 5, Report No. 7, of the Committee of the Whole, which was adopted without amendment by the Council of the City of Vaughan on February 22, 2023.

5. SCHOOL CROSSING GUARD PROGRAM – EXPOSURE INDEX UPDATE

The Committee of the Whole recommends approval of the recommendation contained in the report of the Deputy City Manager, Public Works, dated February 7, 2023:

Recommendations

1. That Council receive the new School Crossing Guard Program Exposure Index developed for the City of Vaughan in support of the School Crossing Guard Program Policy and warrant method as outlined in Attachment 1;
2. That Council approve the 2020 School Crossing Guard Program Policy and Procedures in full as outlined in Attachment 2;
3. That the Deputy City Manager of Public Works be authorized to fully administer and implement the 2020 School Crossing Guard Program Policy and Procedures based on the established Exposure Index warrant method; and
4. That the City Clerk forward a copy of this report to the Region of York, York Regional Police, York Region Public District School Board, York Region Catholic District School Board and York Region Public Health.

Committee of the Whole (1) Report

DATE: Tuesday, February 7, 2023

WARD(S): ALL

TITLE: SCHOOL CROSSING GUARD PROGRAM – EXPOSURE INDEX UPDATE

FROM:

Zoran Postic, Deputy City Manager, Public Works

ACTION: DECISION

Purpose

To seek approval to fully implement and administer the 2020 School Crossing Guard Program Policy and Procedures applying the newly established Exposure Index warrant method.

Report Highlights

- In 2020, the School Crossing Guard Program underwent both a Program and Policy review to inform the 2011 School Crossing Guard Policy.
- At the Council meeting of November 17th, 2020, the School Crossing Guard Program Policy and Procedures were approved on an interim basis for a two-year period, allowing for the development of the Exposure Index to be completed.
- The 2020 School Crossing Guard Program Policy utilizes the 2017 Ontario Traffic Council School Crossing Guard Guide as a framework for the warrant process, reflecting latest industry best practices and relies on evidence-based data to determine School Crossing Guard locations.
- All existing School Crossing Guard locations will remain in place and have been evaluated based on priority ranking and a risk assessment of site conditions.

Recommendations

1. That Council receive the new School Crossing Guard Program Exposure Index developed for the City of Vaughan in support of the School Crossing Guard Program Policy and warrant method as outlined in Attachment 1;
2. That Council approve the 2020 School Crossing Guard Program Policy and Procedures in full as outlined in Attachment 2;
3. That the Deputy City Manager of Public Works be authorized to fully administer and implement the 2020 School Crossing Guard Program Policy and Procedures based on the established Exposure Index warrant method; and
4. That the City Clerk forward a copy of this report to the Region of York, York Regional Police, York Region Public District School Board, York Region Catholic District School Board and York Region Public Health.

Background

The School Crossing Guard Program was established over 30 years ago to promote active and safer travel for school-aged children.

The School Crossing Guard Program (SCGP) was established by the City over thirty (30) years ago to promote active and safer travel for school-aged children to and from school. The Ontario Highway Traffic Act (HTA) assigns responsibility to the municipal government, or any corporation under contract with the municipal government for establishing and maintaining school crossings. As of today, the City has assigned School Crossing Guards (SCGs) to assist pedestrians and children at one hundred and fifteen (115) locations.

The School Crossing Guard Program is based on industry best practices and evidence-based data.

The interim 2020 SCGP Policy and Procedures included recommendations from the 2017 Ontario Traffic Council (OTC) SCG Guide, which serves to create uniformity in the operation of SCGP across the Province.

Aligning the updated SCGP Policy with the OTC SCG Guide provides a clear framework and evidence-based data to assess potential locations and reassess existing locations. A 2020 benchmarking study found that over sixty percent (60%) of all surveyed municipalities were already using warrants based on the new OTC SCG Guide and several others were looking to adopt the same practice. The Exposure Index (EI) quantifies the level of interaction and potential conflict between vehicular and pedestrian movements at a given crossing, reflecting the level of risk exposure.

Some of the more notable changes to the 2020 interim SCGP Policy and Procedures include:

- Utilization of the EI at each traffic control type and location which measures risk to pedestrians based on conflicting vehicle turning movements.
- Thresholds for crossings of forty (40) assisted and unassisted children (i.e. alone or with a parent/guardian).
- Field assessment component and further warrant criteria to be evaluated when considering removal or reallocation of a SCG (i.e. speed limits, inherent sightlines concerns, road design, collision data, etc.).
- Comprehensive communication plan prior to the potential removal or reallocation of a SCG or any major changes to the SCGP affecting the local community.
- Annual traffic studies of approximately twenty-five (25) locations per year.

The School Crossing Guard Program Policy was administered for a two-year period to evaluate locations and assess staffing and financial impacts of the new Exposure Index warrant.

The EI studies were delayed due to the global impact of Covid-19 and the significant disruption of school closures and in-class learning. Regular pedestrian and vehicle patterns were required to return to pre-pandemic norms to ensure accuracy in developing the EI matrix.

True North Safety Consultants (TNS) were retained by the City of Vaughan to develop the EI for SCGP. Two studies analyzing conflicting vehicular turning movements and pedestrian volumes were conducted in the spring and fall of 2022 at each of the one hundred and fifteen (115) SCG locations. The data was utilized to develop an 85th percentile threshold for each crossing facility type. Once the thresholds were established, the EI method was used to evaluate existing and potential SCG locations.

Staff are reporting back on the outcome of the EI that will complete the requirements under the 2020 SCGP Policy and Procedures.

Previous Reports/Authority

Extract from Council Meeting Minutes of November 17, 2020; Committee of the Whole (Working Session) Report No.53, Item 3:

<https://pub-vaughan.escrimemeetings.com/filestream.ashx?DocumentId=53196>

School Crossing Guard Policy CW(WS) November 4, 2020:

<https://pub-vaughan.escrimemeetings.com/filestream.ashx?DocumentId=52002>

School Crossing Guard Program Review CW(WS) November 4, 2020:

<https://pub-vaughan.escrimemeetings.com/filestream.ashx?DocumentId=53199>

Extract from Council Meeting Minutes of June 28, 2011 – Update to School Crossing Guard Policy and Procedures Report 35, Item 4:

https://meetingarchives.vaughan.ca/extracts_2011/pdf/35ws0621ex-11.pdf

Provincial legislation, HTA Section 176 School Crossing Guards:

[Ontario's Highway Traffic Act](#)

2017 OTC School Crossing Guard Guide:

<https://ontario-traffic-council.s3.amazonaws.com/uploads/2018/07/OTC-School-Crossing-Guard-Guide-2017-Updated-07-18.pdf>

Analysis and Options

The warrant process developed is based on the Ontario Traffic Council School Crossing Guard Program Guide.

The OTC SCG Committee creates standard practices based on industry guidance and applies evidence-based data to promote the warrant application for SCG locations across Ontario. Municipalities use the OTC SCG Guide as a framework, but tailor their policies to ensure local requirements are met.

The EI warrant application requires traffic data collection based on conflicting vehicular turning movement counts and pedestrian volumes. A threshold development of an 85th percentile curve for each type of crossing facility is then used to determine warrant for a SCG. Three categories of locations were studied:

- crossings with an existing SCG;
- approaches of an existing location that does not currently have a designated SCG (meaning the other non-serviced legs); and
- new locations (intersections without a SCG at the request of citizens or school administrations)

The EI thresholds for the City of Vaughan were collected during the spring and fall of 2022. The data was collected by video and counted manually for each SCG location. Site-inspections were also performed for each SCG location during both the spring and fall studies.

The City has developed the Exposure Index warrant with a priority ranking assigned to each location in comparison to the threshold.

Within each priority level, a higher risk level was also given to sites where one of the following criteria was met:

- Posted speed of more than 50 km/h on the subject approach of the intersection.
- 85th percentile speed over the posted speed of the subject intersection.
- Collisions between 2016 and 2021 were recorded at the site.
- Sites with restricted visibility due to obstructions that cannot be addressed with minor upgrades (i.e. trimming of vegetation, installation of signs, etc.).
- Crossing over four lanes of traffic.

The combination of the priority ranking, and risk level provides guidance on the recommended actions for existing sites with School Crossing Guards.

Based on both studies performed in 2022, it is determined that all existing SCGs will remain in place.

- 90% of SCG locations have an EI above the threshold and will remain in place.
- 10% of SCG locations on one or both studies have an EI that is below the threshold, with an identified lower risk level. These locations will be placed on a monitoring plan to reevaluate vehicular and pedestrian travel patterns and volumes in 2023.
- As part of the annual SCG location assessment, locations that continue to remain below the EI threshold with lower risk levels will be identified as potential for removal or reallocation. In the interim, staff will work with identified schools to promote and encourage active and sustainable modes of transportation through programs such as Active School Travel. The aim is to increase sustainable mobility practices at identified locations to meet warrant. Should removal or reallocation of a SCG be considered, a comprehensive communication plan will be developed, and public consultation will take place with the identified community, inclusive of all vested stakeholders.

There have been many benefits realized as a result of the recommendations contained in the 2020 Council approved School Crossing Guard Program Review.

The 2020 SCGP Review included a recommendation for the addition of a SCG Coordinator which has benefited the overall program from both a health and safety and inspection standpoint. There is also greater oversight on recruitment, training, payroll and all administrative processes. For the 2022-23 school year, the SCGP commenced with a less than 2% vacancy rate, and staff engagement scores remain high, with an overall job satisfaction rate of over 90%.

Financial Impact

There is no direct financial impact as a result of this report. The SCGP budget forecasts a growth rate of three new positions annually. The SCGP continues to experience expansion, and further support may be required to effectively administer the program. The need for a second Coordinator as identified in the 2020 SCGP Review will continue to be evaluated and any additional requests will be submitted through the City's annual budget deliberation process.

Broader Regional Impacts/Considerations

The SCGP aligns with the Term of Council Service Excellence Strategic Map to ensure Active, Safe and Diverse Communities, supporting and promoting the City's commitment to the well-being of citizens, enriching their lives, and maintaining safety. The SCGP plays an integral role in road safety initiatives and works with all Regional stakeholders in the promotion and application of road safety and sustainable active travel programs, promoting walking and wheeling for children travelling to school.

Conclusion

The safety of our most vulnerable road users is paramount to the City and is the foundation for the School Crossing Guard Program.

SCGs continue to play a vital role in road safety and the promotion of active and safe travel to school. The new SCG Policy uses evidence-based data to determine warrant. It aligns warrants with the latest standard guidelines in Ontario adopted by many municipalities creating uniformity in the allocation, removal, or reallocation of a SCG. It provides a sound framework, greater clarity in process and a robust communication plan that engages all vested stakeholders and citizens. It is recommended that Council approve the 2020 SCGP Policy and Procedures in full, and that the Deputy City Manager of Public Works be authorized to fully administer and implement the Policy and Procedures based on the newly established EI warrant method.

For more information, please contact Peter Pilateris, Director of Transportation and Fleet Management Services, ext. 6141:

Attachments

1. School Crossing Guard Warrant Exposure Index Executive Summary Report, True North Safety Group (TNS), November 2022.
2. School Crossing Guard Program Policy and Procedures, November 2020.

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Public Works

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SCHOOL CROSSING GUARD WARRANT EXPOSURE INDEX FINAL REPORT

December 2022



SCHOOL CROSSING GUARD WARRANT EXPOSURE INDEX FINAL REPORT

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December, 2022

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Annex I: Spring Vaughan SCG Report

Annex II: Fall Vaughan SCG Report

EXECUTIVE SUMMARY

True North Safety Group (TNS) was retained by the City of Vaughan ('the City') for the development of an Exposure Index (EI) for the City's School Crossing Guard Program. The EI thresholds are used in part to check whether an intersection approach is warranted for the presence of a school crossing guard (SCG). The EI method is a warrant application process requiring traffic data collection and threshold development for each type of crossing facility. A total of 115 locations, including 79 all-way stop-controlled intersections, 11 signalized intersections, 12 minor-street stop-controlled intersections, 5 intersection pedestrian signals, 3 midblock pedestrian signals, 4 uncontrolled midblocks, and 1 roundabout with existing SCGs were identified for the development of EI thresholds.

As part of this project, there were two traffic data collection periods. These periods were the Spring of 2022 (before school closure for the summer) and the Fall of 2022 (after the reopening of school in the new academic year).

The detail findings related to the traffic data collected during the Spring of 2022 and Fall of 2022 are annexed as two separate technical reports to this final report. This report summarizes the overall findings based on the results obtained from the two data collection efforts in the Spring and Fall. Also, this report provides an action/ monitoring plan for each SCG location.

Data Collection

Turning movement counts were collected by video and counted manually at each existing SCG location. Ontario Traffic Incorporated (OTI) was responsible for the traffic data collection. The turning movement counts were provided in 5-minute intervals. For each count, the traffic volumes were classified based on the following categories: cars, trucks, assisted children, unassisted children, and children cycling/on scooters (micro mobility users).

Exposure Index, Priority Levels, Risk Levels, and Actions

The application of the EI method consists of two phases. The initial phase is to develop the thresholds for each crossing facility. The second phase is to use the EI method to evaluate locations for potential SCGs. The thresholds were developed for the controlled crossings (i.e., all-way stop controlled, traffic control signals, minor-street stop controlled, intersection pedestrian signals, and midblock pedestrian signals) and for uncontrolled midblock crossings.

The developed thresholds were used to evaluate if an SCG is warranted for the following two categories of locations:

- ▶ The crossings with existing SCGs; and
- ▶ The other approaches (legs) of existing crossings—the non-SCG approaches of an existing SCG location.

Further, different priority levels were defined to identify where each crossing is placed in comparison to the EI threshold (i.e. far above, moderately above, slightly above, slightly below, moderately below, or far below the EI threshold).

Within each priority level, higher risk level is assigned to sites where one of the following criteria is met:

- ▶ Posted speed of more than 50 kilometres/h (km/h) on the subject approach of the intersection.
- ▶ 85th percentile speed over the posted speed of the subject approach of the intersection.
- ▶ Collisions between 2016 and 2021 were recorded at the site.
- ▶ Students crossing more than 4 travel lanes.
- ▶ Sites with restricted visibility due to obstructions that cannot be addressed with minor upgrades (i.e., trimming of vegetation, installation of signs, etc.).

Additionally, at the City's request, a threshold of 40 assisted/ unassisted students was implemented to identify the SCG as warranted, regardless of the number of vehicles.

Ultimately, based on the identified priority levels and the risk levels, different actions were defined and assigned to each crossing considering both the Spring and Fall data collection periods:

- ▶ For the existing crossings, the recommended actions are:
 - **No change:** the City should keep SCGs at all sites with an EI above the threshold, and higher risk sites with an EI that is below the threshold.
 - **Monitor:** for sites that are below the threshold, the City should keep the SCG but monitor the traffic volumes at the intersection. If the EI continues to be below the EI threshold, the City should consider removing the SCG.
- ▶ For the non-SCG locations (legs without SCG), the recommended actions are:
 - **Candidate approaches for SCG:** approaches where SCGs should be considered by the City. The candidate sites for SCGs are all approaches with an EI above the threshold, and approaches with an EI slightly/moderately below the threshold but with a high risk level.
 - **Not a candidate approach for an SCG:** approaches that should not be considered by the City for SCGs. The locations where SCGs should not be considered by the City include sites that are lower risk with an EI that is below the EI thresholds or sites with an EI far below the threshold.

An action plan was developed for the existing SCG sites, based on the results obtained from the analysis of the existing SCGs in Spring and Fall of 2022. For this purpose, the recommended actions from Spring and Fall 2022 and the risk level of each existing SCG site were considered, and an overall action (i.e. No Change vs. Monitor) for monitoring was developed. The table below provides the monitoring plan as well as the number of

sites that fall within each category of the plan. Based on this table, the decision for 120 locations is to continue with the status quo (No Change). The rationale behind this decision is that the locations have been consistently warranted based on the EI methodology for both data collections or the locations were warranted based on the Fall data collection and they were higher risk locations. 10 locations are recommended for monitoring in Spring and Fall of 2023, 4 locations are recommended to be counted only in the Spring of 2023. 120 locations out of 134 existing SCG sites are recommended to remain unchanged.

Spring Action	Fall Action	Location Risk Level	Overall Action	Timeline	No. of SCG Locations
Monitor	No change	Lower risk	Monitor	Spring count (2023)	4
		Higher risk	No change	No change	4
No change	Monitor	Lower risk	Monitor	Spring & Fall counts (2023)	1
		Higher risk	No change	No change	1
Monitor	Monitor	Lower risk	Monitor	Spring & Fall counts (2023)	9
		Higher risk	No change	No change	5
No change	No change	Lower risk/ Higher risk	No change	No change	110
Total					134

Site Inspections

In the Spring of 2022, on-site field investigations of each SCG location were conducted. In the Fall of 2022, field investigation of each SCG location was conducted during the SCG shift time. For selected locations, the review was conducted through on-site field investigation at SCG shift time, and for the remaining sites the investigation was conducted by reviewing the videos during the SCG shift times. The selected sites were existing crossings that were identified as part of the Spring 2022 study to be higher risk locations but below the EI thresholds.

The key field observations identified at the existing crossing included the following:

- ▶ **Vehicles parked within less than 15 metres (m) of the crossing:** at some locations motorists were observed parked near the crossing. Stopping prohibition signs at the intersection should be installed. Note that this

remedial measure was identified as part of the field investigations conducted during the Spring of 2022.

- ▶ **Illegal stopping/parking:** although stopping prohibition signs are currently installed at the intersection, motorists are stopping near the crossing and obstructing the visibility of pedestrians. Enforcement of the parking regulations should be increased and dashed pavement markings on the intersection northwest corner should be painted. Also, implementing physical changes such as curb extensions may be considered when a major road rehabilitation is planned to restrict parking at the crossing and improve visibility of pedestrians.

CORPORATE POLICY

POLICY TITLE: SCHOOL CROSSING GUARD PROGRAM

POLICY NO.: 19.C.04

Section:	Roads, Traffic & Operations		
Effective Date:	October 21, 2020	Date of Last Review:	June 1, 2011
Approval Authority: Council	Policy Owner: DCM, Public Works		

POLICY STATEMENT

The School Crossing Guard Program (SCGP) contributes to enhancing community well-being by encouraging children's active and safer school travel.

PURPOSE

The SCGP policy is intended to establish a framework for the administration, evaluation, approval, implementation, and removal/reallocation of School Crossing Guards (SCG) in accordance with the Ontario Traffic Council (OTC) SCG Guide, and in accordance with the *Highway Traffic Act*, in the operation of school crossings and active role of the SCG.

SCOPE

The SCGP was established to aid school aged children from five to 12 years of age when crossing roads on their way to and from school at a designated school crosswalk location. The City's SCGP policy and procedures assists staff to determine the most appropriate location for a SCG and where it is most needed.

LEGISLATIVE REQUIREMENTS

- 1. Highway Traffic Act (HTA) R.S.O. 1990, c.H.8:** Sets out the rules of the road in Ontario, including the operation of school crossings and the role of SCGs.
- 2. Occupational Health and Safety Act (OHSA):** Ontario's cornerstone legislation for workplace health and safety. It protects workers from health and safety hazards on the job. It sets out duties for all workplace parties and rights for workers. It establishes procedures for dealing with workplace hazards and provides for enforcement of the law where compliance has not been achieved voluntarily.

POLICY TITLE: SCHOOL CROSSING GUARD

POLICY NO.: 19.C.04

DEFINITIONS

- 1. Controlled Crossing Location:** Locations with stop signs, a pedestrian crossover (PXO), intersection pedestrian signals (IPS), mid-block pedestrian signals (MPS) or full traffic control signals (TCS). At controlled crossings, vehicles must obey the respective HTA regulations for each type of control. A school crossing in the absence of stop signs, IPS, PXO, MPS or TCS is considered a controlled crossing only when the crossing is being supervised by a SCG.
- 1. Eligible School:** A school is eligible for a SCG if elementary school children (age 5 to 12) attend, whether private or public.
- 2. Exposure Index (EI):** A warrant methodology that examines the level of interaction and conflict between vehicular and student pedestrian volumes. The Exposure Index method generates a graph based on historical trends at existing SCG locations. The graph is then used as the threshold for future crossing locations where a SCG may be required. The EI methodology is suitable for controlled crossing facilities that have conflicting movements between vehicular and student volumes.
- 3. Gap Study Method:** An objective process that: (i) uses site observations to establish the safe gap threshold for pedestrians to cross a roadway, and (ii) measures the available gaps along the roadway to determine if there are enough safe gaps. The Gap Study methodology is suitable for uncontrolled crossing facilities.
- 4. Ontario Traffic Council (OTC):** Provides guidelines to address practices and procedures for SCG operations.
- 5. School Crossing Guard (SCG):** A person 16 years or older who is directing the movement of persons (as defined in the HTA) across a highway (HTA term for any road) by creating necessary gaps in vehicular traffic to provide safe passage at a designated school crossing location.
- 6. Uncontrolled Crossing Location:** Locations where pedestrians do not have the right-of-way and must wait for a safe gap in traffic prior to attempting to enter the roadway. Examples of uncontrolled locations are:
 - 6.1. Mid-block Crossings (in the absence of Mid-block Pedestrian Signal (MPS) or Pedestrian Crossover (PXO)).
 - 6.2. Designated School Crossing (in the absence of a SCG and without other forms of control such as Traffic Control Signal (TCS), Intersection Pedestrian Signal (IPS), Midblock Pedestrian Signal (MPS), Pedestrian Crossover (PXO), stop signs or Yield signs).
 - 6.3. Marked Crossing (at an intersection in the absence of Stop or Yield signs).

POLICY TITLE: SCHOOL CROSSING GUARD

POLICY NO.: 19.C.04

6.4. Roundabouts.

- 7. Warrant:** A consistent and uniform approach to the implementation of school crossing locations. It is used to determine where SCG's are needed, warrants are set by the OTC SCG Guide.
- 8. Warrant Analysis:** The process of verifying whether one or multiple SCGs are required for an intersection or location. The warrant analysis process is intended to be an unbiased and consistent evaluation method that is done without outside influence. There may be multiple ways to complete a SCG warrant depending on the type of intersection and location being assessed.

POLICY

To improve the SCGP performance and reduce risk and liability through:

- Consistent and uniform application of the OTC SCG Guide with established criteria for evaluating locations for SCGs;
- Development of processes for the assessment, deployment or reallocation of SCG's based on warrant and where most essential;
- Standardization of administrative practices; hiring, orientation, training and development, supervision and inspections in accordance with OHSA requirements and the OTC SCG Guide; and,
- A robust communication strategy to support the recruitment and retention of SCGs, as well education and outreach programs and materials that reinforce active and safe school travel.

1. Roles and Responsibilities

1.1. Deputy City Management, Public Works

The Deputy City Manager of Public Works and/or designate is authorized to administrate the SCGP in accordance with the SCG policy and procedures.

1.2. Supervisor of the SCGP and Traffic Services

The SCG Supervisor, with the support of the technical staff from Traffic Engineering Services will be responsible for the management, administration and promotion of the SCGP in accordance with the mandate given by City of Vaughan Council and HTA regulations; and, in accordance with the SCG policy and procedure, to ensure the active and safe travel of children to and

from school. The SCG Supervisor is also to be an active participant of the Traffic Management Stakeholder Advisory Committee (TMSAC).

1.3. Traffic Management Stakeholder Advisory Committee (TMSAC)

The TMSAC will promote active and safe travel for students and ensure consistent communication, application and awareness of the program. The Supervisor of the SCGP will be an active participant of the TMSAC.

2. Warrants and Annual Reviews

2.3. Warrants for SCG's must be administered in accordance with the criteria and guidelines set out in the OTC SCG Guide and the SCG procedures.

2.4. If the necessary traffic studies determine a warrant has been met, a SCG will be implemented based on the criteria and time requirements set out in the SCG procedures.

2.5. Existing SCG locations, currently warranted or not, will remain in place until such time as the locations are due to be reassessed.

2.6. Annual technical review of twenty-five (25) SCG locations will be studied to determine warrant of the SCG location for the subsequent school year. Locations will be pre-selected and may also be based on request.

2.7. SCG locations not meeting warrant will be subject to the SCG removal and/or reallocation process outlined in the SCG procedures.

1.1. Warrant criteria set out in the OTC SCG Guide and SCG procedures must be verified prior to the removal or reallocation of SCG's. Two traffic studies within the same school year on typical school days must be completed and meet warrant to proceed with the removal or reallocation of a SCG.

1.2. Removal or reallocation of a SCG will be implemented the next school year based on criteria outlined in the SCG procedure.

3. Communications

3.3. The SCG Supervisor and Traffic Engineering Services staff will ensure all applicable internal and external stakeholders; Mayor and Members of Council, citizens, school boards, school parent councils, senior leadership, etc. are advised via written communication and/or meetings on any intention to implement, not implement, remove or reallocate SCGs, as well as any changes impacting the SCGP, operating procedures and policies set out herein.

POLICY TITLE: SCHOOL CROSSING GUARD

POLICY NO.: 19.C.04

3.4. The Supervisor of the SCGP will meet with both YRDCSB and YRDSB School Boards annually to collaborate, discuss relevant initiatives and any issues or concerns pertaining to the SCGP.

3.5. The SCG Supervisor will work with Corporate and Strategic Communications to employ a comprehensive, multi-faceted approach to promote SCG recruitment as well as active and safe travel promotion SCGP material for the SCGP.

ADMINISTRATION

Administered by the Office of the City Clerk.

Review Schedule:	5 Years If other, specify here	Next Review Date:	October 21, 2025
Related Policy(ies):			
Related By-Law(s):			
Procedural Document:	PRC.16 – School Crossing Guard		

Revision History

Date:	Description:
Click or tap to enter a date.	
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CORPORATE PROCEDURE

PROCEDURE TITLE: SCHOOL CROSSING GUARD PROGRAM

PROCEDURE NO.: PRC.16

Section:	Roads, Traffic & Operations		
Effective Date:	October 21, 2020	Date of Last Review:	June 1, 2011
Policy Parent: 19.C.04 – School Crossing Guard	Procedure Owner: DCM, Public Works		

PROCEDURE STATEMENT

These procedures are to be followed when evaluating, implementing, approving, removing or reallocating a School Crossing Guard(s) (SCG) as per the School Crossing Guard policy.

PURPOSE

This procedure establishes a comprehensive approach with consistent standards in the evaluation, implementation, approval and removal/reallocation process of SCGs to support active and safer travel options for elementary students as they travel to and from school.

SCOPE

The School Crossing Guard Program (SCGP) was established to aid children between five to 12 years of age when crossing roads on their way to and from school at a designated school crosswalk location. The City's SCGP policy and procedures assist staff to determine the most appropriate location for a SCG and where it is most needed.

LEGISLATIVE REQUIREMENTS

- 1. Highway Traffic Act (HTA) R.S.O. 1990, c.H.8:** The HTA sets out the rules of the road in Ontario, including the operation of school crossings and the role of SCG's.
- 2. Occupational Health and Safety Act (OHSA):** Ontario's cornerstone legislation for workplace health and safety. It protects workers from health and safety hazards on the job. It sets out duties for all workplace parties and rights for workers. It establishes procedures for dealing with workplace hazards and

PROCEDURE TITLE: SCHOOL CROSSING GUARD

PROCEDURE NO.: PRC.16

provides for enforcement of the law where compliance has not been achieved voluntarily.

DEFINITIONS

- 1. Controlled Crossing Location:** Locations with stop or yield signs, a pedestrian crossover (PXO), intersection pedestrian signals (IPS), mid-block pedestrian signals (MPS) or full traffic control signals (TCS). At controlled crossings, vehicles must obey the respective HTA regulations for each type of control. A school crossing in the absence of stop signs, IPS, PXO, MPS or TCS is considered a controlled crossing only when the crossing is being supervised by a SCG.
- 2. Exposure Index (EI):** A warrant methodology that examines the level of interaction and conflict between vehicular and student pedestrian volumes. The Exposure Index method generates a graph based on historical trends at existing crossing guard locations. The graph is then used as the threshold for future crossing locations where a SCG may be required. The EI methodology is suitable for controlled crossing facilities that have conflicting movements between vehicular and student volumes.
- 3. Eligible School:** A school is eligible for a SCG if elementary school children (age 5 to 12) attend, whether private or public.
- 4. Gap Study Method:** An objective process that: (i) uses site observations to establish the safe gap threshold for pedestrians to cross a roadway, and (ii) measures the available gaps along the roadway to determine if there are enough safe gaps. The Gap Study methodology is suitable for uncontrolled crossing facilities.
- 5. Operating Procedures:** Established methods and guidelines set to be routinely followed by Crossing Guards, Supervisory Staff and Traffic Staff which include instructions on contract administration, reporting structure, payroll, health and safety requirements, warrant procedures, communication criteria for both internal and external stakeholders, and policy requirements. The aim is to achieve efficiency, and uniformity of performance, while reducing miscommunication and failure to comply with regulations or policy.
- 6. Ontario Traffic Council (OTC):** Provides guidelines to address practices and procedures for SCG operations.
- 7. Proponent:** A person who advocates a theory, proposal, or project or who puts forward a proposition or proposal; a person who argues in favor of something; an advocate.

- 8. School Crossing Guard (SCG):** A person sixteen (16) years or older who is directing the movement of persons (as defined in the HTA) across a highway (HTA term for any road) by creating necessary gaps in vehicular traffic to provide safe passage at a designated school crossing location.
- 9. School Peak Periods:** The timeframes in the morning, mid-day and afternoon during which most students arrive at and depart from school.
- 10. School Zone:** A roadway section with a lower speed limit near a school. The periods during which the lower speed limits are in effect are at the discretion of each municipality.
- 11. Stakeholders:** Representatives from the various divisions (internal and external partners), including City Council, Human Resources, Legal Services, Public Works, York Region Catholic and York Region Public-School Boards, York Regional Police, Public Health, The Regional Municipality of York, School Parent Council, and concerned parents and citizens of Vaughan.
- 12. Traffic Control Devices:** Any sign, signal, marking or device placed upon, over or adjacent to a roadway by a public authority or official having jurisdiction, for regulating, warning, guiding or informing road users.
- 13. Uncontrolled Crossing Location:** Locations where pedestrians do not have the right-of-way and must wait for a safe gap in traffic prior to attempting to enter the roadway. Examples of uncontrolled locations are:
 - 13.1. Mid-block crossings (in the absence of MPS or PXO);
 - 13.2. Designated school crossing (in the absence of a SCG and without other forms of control such as Traffic Control Signal (TCS), Intersection Pedestrian Signal (IPS), Midblock Pedestrian Signal (MPS), Pedestrian Crossover (PXO), stop signs or Yield signs);
 - 13.3. Marked crossing (at an intersection in the absence of stop or yield signs); and,
 - 13.4. Roundabouts.
- 14. Warrant:** A consistent and uniform approach to the implementation of school crossing locations. It is used to determine where SCGs are needed, warrants are set by the OTC SCG Guide.
- 15. Warrant Analysis:** The process of verifying whether one or multiple crossing guards are required for an intersection or location. The warrant analysis process is intended to be an unbiased and consistent evaluation method that is done without outside influence. There may be multiple ways to complete a SCG warrant depending on the type of intersection and location being assessed.

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PROCEDURE

1. Roles and Responsibilities

1.1. Supervisor of the SCGP

The SCG Supervisor will be responsible for the management, administration and promotion of the SCGP in accordance with the mandate given by City of Vaughan Council and HTA regulations, in accordance with the SCG policy and procedure to ensure the active and safer travel of children to and from school. Activities include:

- 1.1.1. Determining the strategic direction of the SCGP;
- 1.1.2. Approval of assignment, relocation, or removal of crosswalk locations and guards based on policy, warrant procedures and communication with all relevant stakeholders;
- 1.1.3. Monitoring the operating budget for the SCGP;
- 1.1.4. Establishing and tracking Key Performance Indicators;
- 1.1.5. Working closely with internal and external stakeholders to improve and enhance the SCGP;
- 1.1.6. Performance Management of SCGs;
- 1.1.7. Ensuring compliance with Health and Safety regulations;
- 1.1.8. Recruiting, training and managing the operational performance of SCGs; and,
- 1.1.9. Responding to inquiries raised by the public, schools, City Councillors, internal departments, and SCGs.

1.2. Staff Support

Staff support will provide daily supervision and coordination of the delivery of services in accordance with the Ontario HTA and the SCG policy and procedures. Staff activities include:

- 1.2.1. Managing crossing guards on a day to day basis;
- 1.2.2. Ensuring coverage of crosswalk locations;
- 1.2.3. Addressing general inquiries related to the SCGP;
- 1.2.4. Conducting field inspections to ensure safe and efficient services City-wide and ensure OTC guidelines are adhered to;
- 1.2.5. Ordering Personal Protective Equipment;
- 1.2.6. Assisting with training and development of training material;
- 1.2.7. Processing Payroll;
- 1.2.8. Assisting with developing and administering outreach programs; and,
- 1.2.9. Day-to-day communication with all stakeholders.

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1.3. School Crossing Guard (SCG)

The role of the SCG is to direct and supervise the movement of persons (as defined in the HTA) across a roadway by creating necessary gaps in vehicular traffic to provide safe passage at a designated school crossing location.

1.4. Traffic Engineering Services

The SCGP is supported by technical staff from Traffic Engineering Services. Traffic Engineering Services staff SCGP activities will include:

- 1.4.1. Receiving, assessing and replying to requests for SCGs;
- 1.4.2. Conducting the required traffic engineering screening (s4) to assess each potential new location to determine whether minimum criteria are met;
- 1.4.3. Conducting the required traffic engineering studies (s5-8) to assess each potential new location to determine whether warrants are met;
- 1.4.4. Determining the optimum layout of new SCG locations and arrange for pavement marking and traffic signage;
- 1.4.5. Conducting annual reviews of select SCG locations; and,
- 1.4.6. Prioritizing warranted SCG locations based on specified traffic engineering criteria.

2. Primary List of Stakeholders

Internal	External
Public Works	Schools
Mayor, Members of Council	Schools Boards: York Region Catholic District School Board and York Region District School Board Private Schools
By-Law and Compliance	York Regional Police
Human Resources	Ontario Traffic Council (OTC)
Corporate and Strategic Communications	OTC Crossing Guard Committee
Legal Services	Public Health
Risk Management	Regional Municipality of York

3. Intake Process for New School Crossing Guard Request

All requests for SCG must be directed to the SCG Supervisor or Traffic Engineering Services in writing or through a digital application process. The SCG Supervisor will forward all requests to Traffic Engineering Services.

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3.1. Upon receipt of a SCG request, the Traffic Engineering Services will provide an acknowledgement response within two business days (48 hours).

3.2. Members of Council may also submit a request for an inspection and traffic study to be performed.

4. Location Screening Process for New School Crossing Guard

Locations must meet the following criteria prior to further assessment for a SCG:

4.1. A minimum of 40 assisted and unassisted children crossing combined AM and PM review periods (elementary school children); and,

4.2. A speed limit of less than or equal to 50km/h on roadways approaching the crossing at uncontrolled crossing locations.

4.3. The result of the traffic engineering study will identify if a SCG can be accommodated at the proposed location which meets the screening criteria.

4.4. SCGs should be assigned at locations within the proximity of the subject school being served.

4.5. SCGs will no longer be placed fronting driveway aprons abutting residential properties.

4.6. SCGs will no longer be placed at uncontrolled locations. If an SCG is requested at an uncontrolled location a suitable controlled location should be identified as an alternative, if possible. If not possible, the SCG request at the uncontrolled location can be considered together with a requirement for traffic control for when the SCG is not present.

5. Traffic Engineering Study to Assess Potential SCG Location

If the criteria outlined in s.4 of the procedures are met, traffic staff will communicate with the proponent of the request and any other stakeholder advising of the criteria required to implement a SCG. Traffic staff will proceed to undertake a field analysis at the requested location.

5.1. During the school year (September to June), Traffic Engineering Services staff will analyze all SCG requests within 60 days of receipt by the proponent. The timing of the traffic studies is dictated by weather, the ability to collect data (staff resources) and a fixed time frame associated with the school calendar.

5.2. Traffic Engineering Services will update the proponent on the timing for the studies.

5.3. To accommodate the data collection, assessment and review of requested sites will take place in the fall and spring months during a regular school day during the morning and afternoon school peak times.

6. SCG Warrant Method Determination

The 2017 OTC SCG Guide provides guidelines for how to implement SCGs where needed. The purpose of the warrant is to utilize a consistent and uniform approach when dealing evaluating student safety.

Two methods are used to conduct the warrant analysis:

6.1. Gap Study Method: warrant methodology suitable for uncontrolled crossing facilities; or,

6.2. Exposure Index (EI) Method: warrant methodology suitable for controlled crossing facilities that have conflicting movements between vehicular and student volumes.

All warrants conducted account for total assisted (with an adult) and unassisted elementary school children volumes.

7. Gap Study Warrant Method

The Gap Study method is used to assess uncontrolled crossing locations. Marked crosswalks having no other form of traffic control – such as a stop sign – may give pedestrians the incorrect impression that vehicles must stop for them, even when an SCG is not present. Resultantly, when this method is applied, it must be used in conjunction with an assessment for suitable traffic control must also be performed.

The Gap Study method follows this process:

7.1. Identify the most suitable location for a potential SCG location given spacing between existing controlled crossings and available sightlines to/ from the crossing.

7.2. Conduct traffic engineering studies to determine warrants for traffic control, such as Pedestrian Crossovers, Intersection Pedestrian Signals, Midblock Pedestrian Signals and/or All-Way Stops, based on other City procedures.

7.3. Calculate the safe gap time using the OTC formula including perception reaction time, crossing time based on road width and group factor time based on observed group size.

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- 7.4. Conduct a field gap study on a normal school day, as per OTC guidelines. Record the number and duration of observed gaps in each five-minute period.
- 7.5. Compare the observed gaps in fifty per cent (50%) of five-minute periods to the threshold of four gaps.
- 7.6. If the Gap Study threshold is met and an appropriate form of traffic control is warranted, then an SCG should be installed.
- 7.7. All potential locations should be inspected using OTC guidelines and the collision history reviewed.

8. EI Warrant Method

The EI is used to evaluate the level of conflict at controlled crossings. The EI method can also be used as a prioritization tool for comparison between different SCG locations. It is recommended for roadways with a speed limit less than 60 km/h. The EI method follows this process:

- 8.1. Establish the leg (side) of the intersection that would be most suitable for an SCG.
- 8.2. Identify the conflicting vehicular movements for the leg (side) of the intersection being studied.
- 8.3. Count the conflicting vehicular volumes and student crossing volumes during the school peak hours.
- 8.4. Input the conflicting vehicular volume and student crossing volume to the table of the EI template.
- 8.5. If the conflict is greater than the threshold, then an SCG is warranted.
- 8.6. Signalized intersections are evaluated with the EI method and a SCG may be needed if the warrant conflict exceeds the threshold (EI = 5,000).
- 8.7. All-way stop-controlled intersections are evaluated with the EI method and a SCG may be warranted if the warrant conflict exceeds the threshold (EI = 19,000).
- 8.8. SCG, at minor street stop-controlled intersections, may be needed if the conflict exceeds the threshold established by the warrant.

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8.9. Pedestrian crossings parallel to the major street, SCG warrant is best evaluated with the EI method with the following threshold (EI =10,000).

8.10. Pedestrian crossings at an unprotected major street, SCG warrant can be evaluated with either the EI or the Gap Study method. SCG may be needed if the warrant conflict exceeds the threshold.

8.11. All potential locations should be inspected using OTC guidelines and the collision history reviewed.

9. Approval of New SCG Locations

After completion of the warrant study, the SCG Supervisor will advise the proponent and any other stakeholders of the outcome of the study.

9.1. If the warrant is met, a SCG will be placed at the identified location pending installation of signage and pavement markings and recruitment for the position. Communication via email and/or meeting request will be sent to the proponent (if applicable), Member(s) of Council and any other stakeholders outlining the results of the study, and the timing for implementation of the SCG at the identified location.

9.2. If the warrant is not met, communication via email and/or meeting request will be sent to the proponent, Member(s) of Council and any other stakeholders outlining the results of the study and the decision to not implement a SCG.

10. Signage and Pavement Markings Installation

Sites warranting SCGs will have the necessary signage, pavement markings and SCGs implemented for the first day of school of the following September (subject to weather, budget approval and staffing resources).

11. Prioritization of SCG Locations Meeting Criteria

A prioritization process at warranted locations ensures fairness and transparency and it also ensures that SCGs are installed and maintained at essential locations.

Locations may be prioritized for implementation in consideration of the following:

- 11.1. Type of traffic control for the crossing location;
- 11.2. Collision history;
- 11.3. Vehicular speed (speed limit vs operating speed);
- 11.4. Number of children crossing;
- 11.5. Number of travel lanes;
- 11.6. Vehicular volume; and,

- 11.7. Minimum sight distance is below 65 meters.

12. Request for Second Crossing (“L”) At A SCG Location

A single SCG may assist children at a second crossing at a single location, forming an “L” shape, at the discretion of the SCG Supervisor in consultation with Traffic Engineering Services. The second crossing at the location should be screened to ensure that:

- 12.1. No more than one lane of travel in each direction if the second crossing location is uncontrolled;
- 12.2. A speed limit of less than or equal to 50km/h on roadways approaching the second crossing at uncontrolled crossing locations; and,
- 12.3. The second crossing does not front driveway aprons abutting residential properties.

The total number of children and total volume of vehicles must allow for a safe second crossing by a single SCG, as determined by the SCG Supervisor. No minimum number of elementary school children using the second crossing in the “L” is required.

13. Lunch Time Period

SCGs are not provided in the lunch time period at new locations. Existing locations will be assessed under the new policy and procedures. If the number of students crossing during the lunch time period at existing locations has been observed to be below ten assisted and unassisted children, it will be reassessed.

- 13.1. Two studies should be conducted on non-consecutive normal school days.
- 13.2. If a threshold of ten assisted or unassisted elementary school children crossing in total over the lunch period is not met, the lunch time period SCG is not warranted.
- 13.3. The removal of the lunch time period SCG will occur at the start of the next school year.

14. Removal or Reallocation of A SCG

To increase the overall sustainability of the program and to enable resources to be reallocated to higher risk warranted locations, SCG locations will be periodically reviewed to determine whether crossings are warranted.

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- 14.1. A technical review of twenty-five (25) pre-selected SCG locations in the field are to be conducted each year to determine if the crossing location for the subsequent school year continues to meet warrant. Locations will be pre-selected and may also be based on request.
- 14.2. Both the location screening and OTC warrant (either Gap Study or EI, as appropriate) will be conducted as per sections 5 to 8. Required traffic counts will be performed on two non-consecutive regular school days to determine reallocation or removal of a SCG.
- 14.3. If warrants are not met at a reassessed location, the SCG Supervisor and Traffic Engineering staff will determine if other traffic safety measures would be appropriate.
- 14.4. The local Ward and Regional Councilor will be made aware via written communication and/ or meeting of the intent to perform the two necessary studies to reallocate or remove a SCG from a specified location.
- 14.5. Recommended changes with respect to the relocation or removal of a SCG will be made through a Communication to the Mayor and Member(s) of Council along with a scheduled meeting with the impacted Local Ward Councilor and Regional Councilors. The affected school, school board, parent council (if applicable) and trustee will also be notified in writing of any changes.
- 14.6. Appropriate communication channels and tools for local community engagement will be applied on a case by case basis with each SCG location identified for removal or reallocation, and the process will be communicated to all internal and external stakeholders.
- 14.7. Removal or reallocation of a SCG will only occur at the start of the following school year.
- 14.8. When a school closes and the SCG is only servicing at that school, the SCG will be removed without re-evaluation.
- 14.9. All pavement markings and signage will be removed at the location where the SCG is removed.
- 14.10. SCG reallocation will be prioritized based on warrant and where there is an essential need, as described in s.11.

15. Crossing Guards at Newly Built Schools

- 15.1. A SCG will be proactively assigned at all newly built schools for a period of one year.
- 15.2. The SCG Supervisor and Traffic Engineering Services must be advised in writing of any new school by the appropriate York Region School Boards.
- 15.3. Once confirmation of a new school opening is received, the SCG Supervisor will respond according to the SCG implementation schedule.
- 15.4. Traffic Engineering Services staff will request from the School Board the catchment area of the registered children for the subject school. For new school sites, the forecast of students and vehicular traffic volumes will be analyzed as part of the overall assessment process.
- 15.5. The student volumes will be estimated based on the maximum school enrollment as well as the catchment area of each school.
- 15.6. Traffic Engineering Services staff will determine an appropriate location for a temporary SCG based on the information. The temporary guard location will be in place for a one-year term.
- 15.7. The SCG location will be assessed after the first year is completed.
- 15.8. Following a warrant study, recommendations with respect to implementing, reallocating or removal of a SCG will be communicated to the local Ward and Regional Councillor and a meeting will be facilitated with the proponent and all relevant stakeholders.

16. Training and Education

- 16.1. Once the proper sites for the crossings are chosen, guards must be hired and educated in their duties including:
 - 16.1.1. Basic traffic law;
 - 16.1.2. School zone signage, especially crosswalk signs;
 - 16.1.3. Hand traffic signals;
 - 16.1.4. Proper crossing procedures, and ways to teach them to children;
 - 16.1.5. Emergency procedures;
 - 16.1.6. How to time crossings with gaps in traffic to minimize disruption to the flow of vehicles
 - 16.1.7. What to do in case of an accident; and,
 - 16.1.8. Personal safety and user safety.

- 16.2. SCGs will also be provided appropriate equipment such as stop sign, whistle, uniform including Personal Protective Vest, raincoat, jacket, hats, gloves and various types of sun protection.

17. SCG Site Inspections

- 17.1. Inspections are to be conducted during the morning, midday, and afternoon school peak periods (30-40 minutes before the applicable school bell times), on a typical school day.
- 17.2. Inspections at each SCG location will be performed for health and safety and administration matters at each SCG location a minimum of one time each year. Inspections will include:
- 17.2.1. Observation of the arrival and departure times of the SCG at their locations, the wearing of proper attire, appropriate use of equipment, adherence to procedures, and assessment of hazards; and,
- 17.2.2. A subjective overview of the crosswalk location as being “busy” or “not busy” regarding both vehicular movement and pedestrian traffic. This information will serve to inform technical field staff of crosswalk locations that may require prioritization for assessment in the following year.

18. Communication

- 18.1. The SCG Supervisor and Traffic Engineering Services Staff will ensure all applicable internal and external stakeholders, Mayor and Member(s) of Council, citizens, school boards, school parent councils, senior leadership, etc. are advised via written communication and/or meetings of any intention to implement, not implement, remove or reallocate SCGs, as well as any changes impacting the SCGP, operating procedures and policies set out herein.
- 18.2. The Supervisor of the SCGP will meet with both the York Region District Catholic School Board and York Region District School Board annually to discuss SCG initiatives and issues pertaining to the SCGP.
- 18.3. The SCG Supervisor will work with Corporate and Strategic Communications to employ a comprehensive, multi-faceted approach to promote SCG recruitment as well as active and safe travel promotion material for the SCGP.
- 18.3.1. Communications may include email, memorandums, social media, billboards, pamphlets, drop communication to local catchment area, participation at City-run public events, Councilor E-Newsletters, etc.

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ADMINISTRATION			
<i>Administered by the Office of the City Clerk.</i>			
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Supporting Documentation:			
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