

## CITY OF VAUGHAN

### CORPORATE PROCEDURE

**PROCEDURE TITLE: SCHOOL CROSSING GUARD PROGRAM**

**PROCEDURE NO.: PRC.16**

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

<b>PROCEDURE STATEMENT</b>
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.
<b>PURPOSE</b>
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.
<b>SCOPE</b>
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.
<b>LEGISLATIVE REQUIREMENTS</b>
<ol style="list-style-type: none"> <li><b>Highway Traffic Act (HTA) R.S.O. 1990, c.H.8:</b> The HTA sets out the rules of the road in Ontario, including the operation of school crossings and the role of SCG’s.</li> <li><b>Occupational Health and Safety Act (OHSA):</b> 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</li> </ol>

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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.

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- 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 criterial.

**2. Primary List of Stakeholders**

<b>Internal</b>	<b>External</b>
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.

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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,

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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.

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### **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.

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- 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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<b>ADMINISTRATION</b>			
<i>Administered by the Office of the City Clerk.</i>			
<b>Review Schedule:</b>	SELECT If other, specify here	<b>Next Review Date:</b>	Click or tap to enter a date.
<b>Related Procedure(s):</b>			
<b>Related By-Law(s):</b>			
<b>Supporting Documentation:</b>			
<b>Revision History</b>			
<b>Date:</b>	<b>Description:</b>		
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