

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF NOVEMBER 17, 2020

Item 3, Report No. 53, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on November 17, 2020.

3. SCHOOL CROSSING GUARD POLICY

The Committee of the Whole (Working Session) recommends:

- 1) That the recommendation contained in the following report of the Deputy City Manager, Public Works, dated November 4, 2020, be approved; and**
- 2) That the staff presentation and Communication C2, presentation material entitled, *“School Crossing Guard Program - Program Review and Policy Update”*, be received.**

Recommendations

1. That Council approve the updated School Crossing Guard Policy as outlined in Attachment 1 on an interim basis for up to two (2) years;
2. That Council repeal the 2011 SCG Policy and Procedure;
3. That Council approve the School Crossing Guard Procedures as outlined in Attachment 2 on an interim basis for up to two (2) years;
4. That staff be authorized to administer the updated School Crossing Guard Policy and Procedures on an interim basis for up to two (2) years; and
5. That the City Clerk forward a copy of this report to the Region of York, York Regional Police, York Region Public District School Board and York Region Catholic District School Board.

Committee of the Whole (Working Session) Report

DATE: Wednesday, November 04, 2020

WARD(S): ALL

TITLE: SCHOOL CROSSING GUARD POLICY

FROM:

Zoran Postic, Deputy City Manager, Public Works

ACTION: DECISION

Purpose

To present the updated School Crossing Guard (SCG) Policy and Procedures to better align with the 2017 Ontario Traffic Council (OTC) SCG Guide and seek approval to implement the updated SCG Policy and Procedures on an interim basis while evaluating the implications of the new warrant methodology.

Report Highlights

- The SCG policy governs the School Crossing Guard Program (SCGP) for one hundred and fourteen (114) crossing locations and was last updated June 2011.
- The updated SCG policy employs warrants for new SCG locations from the 2017 OTC SCG guide which reflect the latest best practices and promotes uniformity across municipalities.
- Highlights of the proposed policy include:
 - Utilization of the Exposure Index (EI) warrant which measures risk to children based on conflicting traffic movements and traffic controls at each location;
 - A new threshold of forty (40) assisted and unassisted elementary school children (i.e. students walking alone and/or with a parent/guardian), from fifty (50) unassisted elementary school children (student walking alone);
 - New schools will continue to be assigned a SCG temporarily for one (1) year;
 - Existing SCG locations remain in place until reassessed with a new warrant; and,
 - Annual SCG location reassessments.
- Staff seek authorization to administer the proposed Policy and Procedures on an interim basis for up to two (2) years to allow for the development of the EI at existing school crossing locations and evaluate the implications of the new warrant methodology.

Recommendations

1. That Council approve the updated School Crossing Guard Policy as outlined in Attachment 1 on an interim basis for up to two (2) years;
2. That Council repeal the 2011 SCG Policy and Procedure;
3. That Council approve the School Crossing Guard Procedures as outlined in Attachment 2 on an interim basis for up to two (2) years;
4. That staff be authorized to administer the updated School Crossing Guard Policy and Procedures on an interim basis for up to two (2) years; and
5. That the City Clerk forward a copy of this report to the Region of York, York Regional Police, York Region Public District School Board and York Region Catholic District School Board.

Background

The Ontario Highway Traffic Act (HTA) assigns the responsibility for establishing and maintaining School Crossings to municipal government. The City's School Crossing Guard Program (SCGP) serves to promote active and safer travel for school aged children to and from school.

The Highway Traffic Act (HTA) is the legislative authority providing the rules of the road and the role of SCGs at school crossings. The City established the SCGP over thirty (30) years ago to assist children to safely cross roadways while walking to elementary schools. As of today, the City has assigned SCGs to assist children at one hundred and fourteen (114) locations.

The guidelines/Criteria for placement of a SCG were last updated in June 2011. The 2011 Guidelines/Criteria for placement of SCG include:

- a minimum of fifty (50) unassisted (student walking alone) elementary school children crossing in total over the school peak periods;
- one (1) of ten (10) other criteria related to daily or peak hourly volume of vehicles, traffic control type, insufficient sight distance or excessive operating speeds; and
- new SCG locations are currently permitted at uncontrolled intersections and mid-block crossings.

The 2011 Policy and Procedure is shown in the Previous Report/Authority section. The requirement of a minimum of fifty (50) unassisted elementary school children crossing was established in 2004.

The Ontario Traffic Council (OTC) has updated the School Crossing Guard Guide in 2017 to enable uniformity in the operation of School Crossing Guard Programs across the province.

The City of Vaughan and fourteen (14) other municipalities in Ontario participated in a project led by the Ontario Traffic Council (OTC) to update the OTC's School Crossing Guard Guide (SCGG) in 2017. The updated SCGG is to promote uniformity in the operation of School Crossing Guard Program and the implementation of SCGs across the Province.

The current City SCG policy and procedure approved in 2011 does not include the recent OTC SCG guide.

Previous Reports/Authority

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

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

Extract from Council Meeting Minutes of May 29, 2012 Meeting – Establishment of the School Crossing Guard Task Force:

https://meetingarchives.vaughan.ca/council_2012/pdf/0529-12%20council%20minutes.pdf

Extract from Council Meeting Minutes of April 23, 2013 – Deferred School Crossing Guards Annual Review to Focus on Active Routes are the Way to Go Program:

https://www.vaughan.ca/council/minutes_agendas/AgendaItems/CW0409_13_8.pdf

Provincial legislation, HTA Section 176 School Crossing Guards:

[Ontario's Highway Traffic Act](#)

[Vaughan School Crossing Guard Policy and Procedure June 2011:](#)

https://www.vaughan.ca/services/residential/transportation/traffic/school_crossing_guards/Documents/School%20Crossing%20Policy%20Procedure%20June%202011.pdf

Analysis and Options

The updated policy is consistent with industry best practices and aligns with the 2017 OTC SCG guide that includes warrants based on pedestrian exposure to risk and incorporates made-in-Vaughan indices.

The 2017 OTC School Crossing Guard Guide is based on updated industry practices. It provides criteria for two additional traffic control types: new Ontario Pedestrian Crossovers (PXOs) and roundabouts. The 2017 OTC Guide also recommends the use of an Exposure Index (EI) warrant. The EI quantifies the level of interaction and potential

conflict between vehicular and child pedestrian movements at a given crossing. It provides an empirically based value which can be used to objectively determine if a SCG is warranted at a location.

The updated policy includes the use of EI warrants, which reflect exposure to risk. Staff is establishing the EI thresholds consistent with City of Vaughan context. A benchmarking study found that over sixty percent (60%) of all surveyed municipalities were already using warrants based on the new OTC SCG guide.

Aligning the updated policy with the 2017 OTC SCG Guide provides a clear framework to assess potential locations.

The updated policy determines whether a location may be warranted using a count of all elementary school children crossing at a location, whether assisted by an adult or unassisted. This recognizes that parents may be walking with their children prior to an SCG being provided.

The screening threshold for warranting a SCG will be reduced from fifty (50) unassisted children to forty (40) unassisted and assisted children (i.e. with a parent/guardian) crossing with the SCG in total (daily). This new threshold reduction may increase the number of warranted SCG locations across the City as well as promote and enhance the community's active travel by providing a SCG in observed lower demand locations. Sightlines must be adequate for the conditions of crossing location.

The policy and related procedures provide details in determining a SCG location and specify some physical locations where it is inadvisable to place SCGs, including at uncontrolled locations. Marked crosswalks may give pedestrians the incorrect impression that vehicles must stop for them, even when an SCG is not present. The new Pedestrian Crossovers introduced in Ontario in 2016 provide more options for controlled crossings and will be considered together with SCG requests at uncontrolled locations. Adequate sightlines must also be present to and from the crossing. The screening criteria for uncontrolled crossings specifies that there should be no more than one lane of travel in each direction at the crossing location, and that the speed limit be less than or equal to 50km/h on the roadway approaching the crossing.

SCGs are also not to be considered at locations abutting residential driveway aprons or where the posted speed limit is above 50 km/h.

The procedures now specify that a single guard may cross two legs of an intersection (an "L") if the minimum screening criteria, such as speed limits (less than or equal to 50 km/h), at controlled intersection, and with adequate sightlines, at two lanes roadway are met. This allows a SCG to assist children with more crossings when they can do this

safely, even if the minimum number of children to warrant the second crossing are not present.

Finally, the updated policy includes the same process currently used for new schools in Vaughan: a SCG is provided temporarily for one (1) year, as the location is assessed to determine whether warrants are met.

The updated policy includes a process for school crossing guard removal /reallocation, with a communication plan.

As neighbourhood demographics and travel habits change, the number of elementary school children using each route to school may also increase or decrease. The 2017 OTC SCG guide recommend regular reassessment of school crossing locations.

The current policy specifies that there will be an annual review of twenty-five (25) SCG locations to determine whether fifty (50) unassisted school children are crossing daily, with removal of the SCG at locations where this does not occur. However, the effort to review and communicate proposed removals is significant and recommendations to remove SCGs have been highly sensitive for citizens in the past. As a result, SCGs are maintained at locations that do not meet the criteria, even where the City has been unable to attract new SCGs for warranted locations with much greater numbers. The reassessment process in the updated policy has been designed to maximize student safety throughout the City and align with the 2017 OTC SCG guide. All existing school crossing guard locations will remain in the program until reassessed under the new warrant methodology.

Consistent with the 2011 SCG Policy and Procedure, twenty-five (25) SCG locations will be reviewed annually, selected based on known lower numbers of students crossing. The reassessment criteria will change to correspond to the new warrant screening criteria. The threshold for removal will be reduced from fifty (50) unassisted children to forty (40) unassisted and assisted children, (i.e. with a parent/guardian) crossing with the SCG in total (daily). Each reviewed location will be studied twice on normal, non-consecutive, school days. If an SCG location fails to meet the threshold, the SCG Supervisor and Traffic Engineering staff will also assess if other traffic safety measures would be appropriate. If a school crossing location is to be removed/reallocated, appropriate stakeholders will be notified and the guard will be removed/reallocated from the crossing at the start of the following school year.

A preliminary review of the existing SCG locations found that close to eighty percent (80%) of current SCG locations will meet the new threshold of forty (40) unassisted and assisted children (i.e. with a parent/guardian) crossing, as opposed to only fifty percent (50%) meeting the current threshold of fifty (50) unassisted children crossing. Staff is

establishing the EI thresholds and will use them to evaluate and assess the implications of the new warrant criteria in the updated SCG Policy and Procedures.

All existing SCG locations will remain in place until such time as the locations are due to be studied under the new warrant and policy. There will be no blanket application of the new warrants.

If the warrant of ten (10) assisted / unassisted crossings is not met during lunch time periods based on two studies, they will be removed at the beginning of the next school year. Any removal or reallocation of SCGs will be communicated to all stakeholders based on the criteria of the updated policy and procedures. All existing SCG locations will remain in place until such time as the locations are assessed under the new warrant in the updated policy.

The updated policy requires extensive communications in advance of SCG removal/ reallocation and other changes.

The current policy does not address SCGP communication, except for annual meetings with both School Boards. However, communication is essential for community engagement and to safely implement changes.

The updated policy specifies communication with all applicable internal and external stakeholders, Mayor and Members of Council, citizens, School Boards, school parent councils, senior leadership, etc. via written communication and/or meetings. They must be informed of any intention to implement, not implement, remove or reallocate SCGs, as well as any changes impacting the SCGP, operating procedures and policies.

The updated policy is proposed to be administered on an interim basis for up to two (2) years to evaluate the staffing and financial impacts of the new warrant.

To apply the proposed new warrant methodology, staff must perform studies at SCG crossing locations and use the data collected to develop EI Thresholds. The studies will require several months to complete and review, as will subsequent evaluation of current crossings against the developed EIs to determine if a SCG is warranted.

Application of the new warrant is likely to result in a change in the required number of school crossing guards. Administering the interim Policy for two (2) years will allow staff to develop the referenced relevant EI thresholds, assess which SCG locations meet warrant and require a SCG, and evaluate the financial implications should there be a change in the number of warranted locations. Staff will then consider if adjustments are required to the Policy and Procedures, and report back with a final document for Council consideration.

During the time that the interim Policy is in effect, all existing SCG locations will remain in place. Newly requested locations will be evaluated using the new warrant methodology with currently developed sample EI Thresholds.

The updated policy and procedure enable program sustainability and provide a framework for continuous program improvements to meet the City's rapid growth.

Finally, the School Crossing Guard Procedures have been revised to align with the updated Policy's directives regarding warrants and reassessment. Procedures related to SCG training and inspections have been added to maximize public and staff safety.

The updated policy and procedures enable program sustainability and provide a framework for continuous program improvements to manage the City's rapid growth.

Financial Impact

There is no financial impact as a result of this report. Any additional funding requirements to administer the SCGP will continue to be submitted through the City's budget deliberation process.

Relationship to Vaughan Vision 2020/ Strategic Plan

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 wellbeing of citizens, enriching their lives and maintaining safety.

Broader Regional Impacts/Considerations

The SCG Program impacts overall road and school safety and there are several Regional stakeholders that assist with championing the program who will benefit from the recommendations made in this report:

- Both YRDSB and YCDSB assist in obtaining information pertaining to new schools and their catchment areas to aid in identifying the most appropriate location for a school crosswalk.
- York Regional Police (YRP) aid the City in addressing safety concerns in school zones brought to their attention.
- York Region Public Health promotes walking and cycling as healthy methods for children to travel to school.

Some municipalities in the Region already use the 2017 OTC SCG warrants modified to their requirements. The Ontario Traffic Council School Crossing Guard Committee creates standard practices and procedures based on up-to-date industry guidance. Use

of tailored OTC SCG Guide warrants enables all municipalities in the Region to improve consistency.

Conclusion

Safety for elementary school children is the SCG program's top priority. SCGs play an important role in road safety and the promotion of active and safer travel to school. The new SCG policy seeks to improve road safety using warrants for new locations that include evaluation of a crossing child's exposure to conflicts with vehicles. It aligns warrants with the latest standard guidelines for Ontario – as well as with most benchmarked municipalities – while using “made-in-Vaughan” thresholds. It provides greater clarity in the process for new requests, reassessments and communication, and an improved framework for the SCGP. It is recommended that Council approve the updated SCG Policy and Procedures on an interim basis to enable staff to evaluate the implications of the new warrant methodology on the number of crossing guard locations, and report back within two (2) years.

For more information, please contact Donald Eta, Director Transportation and Fleet Management Services ext. 6141

Attachments

1. School Crossing Guard Policy 2020
2. School Crossing Guard Procedures 2020

Prepared by:

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In Consultation with:

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Jennifer Ormston, Manager, Partner Communications and Engagement

Tricia Campbell, Risk Management Analyst

Marleen Hackman, Acting Supervisor (Animal Services) Bylaw and Compliance, Licensing and Permit Services

Approved by

A handwritten signature in blue ink, appearing to be 'Zoran Postic', with a stylized, looped design.

Zoran Postic,
Deputy City Manager, Public Works

Reviewed by

A handwritten signature in blue ink, appearing to be 'Jim Harnum', with a long, horizontal, sweeping line at the end.

Jim Harnum, City Manager

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.

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).

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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.

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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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CITY OF VAUGHAN

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

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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 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.

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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.

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.

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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ADMINISTRATION			
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Supporting Documentation:			
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