TO:	**GENERAL COMMITTEE**
SUBJECT:	**ADULT SCHOOL CROSSING GUARD PROGRAM**
WARD:	**ALL**
PREPARED BY AND KEY CONTACT:	**S. ROSE, CET, TSOS, MANAGER OF TRAFFIC AND ROWA SERVICES, EXT. 4382**
EXECUTIVE DIRECTOR APPROVAL:	**M. BANFIELD, RPP, EXECUTIVE DIRECTOR OF DEVELOPMENT SERVICES**
CHIEF ADMINISTRATIVE OFFICER APPROVAL:	**M. PROWSE, CHIEF ADMINISTRATIVE OFFICER**

RECOMMENDED MOTION

1. That Staff Report DEV021-24 concerning the Adult School Crossing Guard Program be received for information purposes.

PURPOSE & BACKGROUND

Report Overview

2. On August 16, 2023, City Council adopted motion 23-G-166 regarding Adult School Crossing Guard Program that states:

   "That staff investigate the feasibility of implementing an Adult School Crossing Program for the City of Barrie including costs and staffing requirements, and report back to General Committee.

   "That staff be directed to reach out to the Simcoe County School Boards as part of the process concerning assistance and/or partnerships."

3. As per the Highway Traffic Act – School Crossing Guards are defined as a person sixteen (16) years of age or older who is directing the movement of persons across a highway and who is:

   a) Employed by a Municipality, or

   b) Employed by a Corporation under Contract with a municipality to provide the services of a school crossing guard.

4. The role of the school crossing guard is to direct and supervise the movement of persons across a public roadway by creating necessary gaps in vehicular traffic to provide safe passage at a designated school location.

ANALYSIS

5. Staff utilized the processes outlined in the 2023 School Crossing Guard Guide produced by the Ontario Traffic Council (OTC) to determine proposed locations that would warrant an adult crossing guard. The two methods used were the Exposure Index method or the Gap Analysis method.

6. The Exposure Index method is used in the transportation industry as a screening tool to determine the need for safety related initiatives. This method examines the level of interaction and conflict between vehicular and student pedestrian volumes. It 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 school crossing guard may be required. As the City of Barrie does not have a crossing guard program, the OTC guide provides an established exposure index that can be utilized until local data becomes applicable.

7. The Gap method is an objective process using site observations to establish the safe gap threshold for pedestrians to cross a roadway and measuring the available gaps along the roadway to determine if there is a sufficient number of safe gaps.

8. Data was collected at 112 locations in the vicinity of elementary schools in the fall of 2023 and analysed to create baseline warrant criteria. Locations counted consisted of all-way stop control, minor stop controlled, signalized intersections, PXO crossings and designated school crossings.

9. These studies were used in an Exposure Index and Gap Analyses method for potential crossing guard locations. In total, 6,102 students were counted crossing public roadways ranging from Junior Kindergarten to Grade 8.

10. After the studies were analysed, nine (9) locations would be candidates for an Adult School Crossing Guard, and they are listed as follows:

LOCATION	TRAFFIC CONTROL
Esther Drive and Carley Cresent (East) near Mapleview Heights Elementary School & La Source Elementary School	All-way stop
Emms Drive and Coughlin Road near Holly Meadow Elementary School	All-way stop
Summerset Drive and Wright Drive near Ardagh Bluffs Public School & St Catherine of Sienna School	All-way stop
Esther Drive and Raquel Street near Mapleview Heights Elementary School & La Source Elementary School	Minor side street control
Yonge Street & Madelaine Drive near Saint John Paul II Separate School & La Source Elementary School	Signalized Intersection
Ferndale Drive South and Gore Drive near Ferndale Woods Elementary School	Signalized Intersection
Livingstone Street West and Ford Street near West Bayfield Elementary School	Signalized Intersection
Livingstone Street East and Michael Crescent Terry Fox Elementary School & Sister Catherine Donnelly Catholic School	Signalized Intersection
Cundles Road East and Harding Avenue near Cundles Heights Public School	Signalized Intersection

11. A collision review was also undertaken for vehicular collisions with pedestrians between the ages of four (4) to fourteen (14) that occurred from Monday to Friday, 7am to 5pm.

    a) January 2013 – December 2016, Sixteen (16) collisions

    b) January 2017 – December 2019, Twelve (12) collisions

    c) January 2020 – Present, Four (4) collisions

12. None of the identified collisions occurred at any of the nine (9) warranted locations for consideration as outlined above. The Exposure Index does account for the interaction and conflict between vehicles and pedestrians and was used in determining the warranted locations.

13. At the February 6, 2024, Community Services Committee, representatives from the Simcoe County District School Board and the Simcoe Muskoka Catholic District School Board were in attendance and both school boards had identified that an Adult School Crossing Guard program does occur within their school districts but are administered and financed through the local municipalities. No funding from the school boards is available should the City wish to implement an Adult School Crossing Guard Program.

14. Staff in coordination with our Human Resources Department had surveyed municipalities of similar size on their school crossing guard programs for costs and operating items and that a successful program would include.

    a) Supervisor of Crossing Guards – City of Barrie Pay Scale ($105,325.33-$114,764.56), this position would administer the program and daily operations by developing the policies, job descriptions and training requirements, budget, continuous improvement of the team and the program, including investigations for expansion.

    b) Nine (9) Crossing Guards – Subject to City of Barrie compensation review but municipal ranges in pay are between $20-$28/hr. The crossing guards would be paid approximately 3 hours a day Monday to Friday for the school year for an annual anticipated cost ranging from $140,000-$190,000 for arrival and dismissal shifts in nine locations.

    c) Three (3) Backup Crossing Guards – Used in the event of vacant or unfilled locations paid at crossing guard rates when on duty but receiving a daily standby fee when in a reserve role (subject to City compensation review).

    d) Vehicle for Supervisor - $35,000 onetime purchase cost, $5,000 annual maintenance for fuel and insurance. The vehicle is intended for daily use by the Supervisor of Crossing Guards to visit all sites daily.

    e) Communication Strategy - $10,000, these funds would be used to promote and educate residents on the program. Municipalities have expressed they have webpages specific to aid with the success of the program and for the perpetual recruitment of crossing guards.

    f) Physical Measures - $10,000-$20,000 to accommodate physical measures needed at intersections missing infrastructure items such as curb cuts, pole and tree relocations including possible sidewalk curb extensions.

    g) Crossing Guard PPE/Clothing - $1,000 per Crossing Guard which includes, stop paddle, safety vests, raincoats and pants, winter parkas, gloves, baseball caps, toques, corporate cell phone etc.

15. Several municipalities identified that maintaining a full complement of adult school crossing guards continues to be a challenge and recommended that backup crossing guards be retained to fill in for vacant/unfilled positions that arise as existing staff forces are then used to support those locations.

16. In discussions with Legal, staff are not aware of any legislative requirement for a municipality to have and operate an adult crossing guard program. Liability matters could arise if a municipality establishes a crossing guard program and is negligent in implementing it, such as anticipated issues hiring adult crossing guards.

17. In consultation with Barrie Police Services (BPS), they reviewed the data from City Staff, and BPS collision data aligns with City of Barrie collision data. From a safety perspective, there are several alternative options that could provide more significant positive impacts on the safety of pedestrians: such as automated speed enforcement, limiting vehicle access and physical alterations to the road structure.

ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS

18. There are no environmental and/or climate change impact matters related to the recommendation, although there is the potential for more children to walk to school if there is the perceived increase in safety for school aged children.

ALTERNATIVES

19. The following alternative is available for consideration by General Committee:

Alternative #1 General Committee could direct staff to implement an Adult School Crossing Guard program for the identified nine (9) locations at an approximate cost of $350,000 - $400,000.

This alternative if selected would require that the position of Supervisor of Crossing Guard be hired immediately as the program is anticipated to take 12 months to staff and launch the program and coordinate with the start of the 2025 school year.

FINANCIAL

20. The costs associated with an Adult School Crossing Guard Program are anticipated to be approximately $350,000-$400,000 and have not been included in the 2024 Budget. Only a portion of this amount would be required in 2024 and the remainder of the costs could be added to the 2025 Budget. Additional staff resources may also be needed if the program is approved such as a Transportation Operations Technologist to review and assess new locations requiring additional traffic studies.

LINKAGE TO 2022-2026 STRATEGIC PLAN

21. The recommendation(s) included in this Staff Report support the following goals identified in the 2022-2026 Strategic Plan:

☒ Community Safety

22. The information contained within this staff report would align with the strategic goal of Community Safety by identifying measures that could enhance pedestrian safety within the vicinity of elementary schools.