



Memorandum

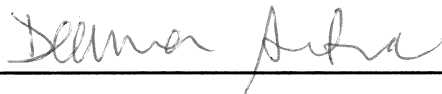
TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: Christopher M. Moore
Hans F. Larsen

SUBJECT: School Crossing Guard Program

DATE: May 26, 2011

Approved



Date

5/26/11

INFORMATION

The purpose of this Information Memorandum is to provide information about the following:

1. Program background and summary of 2011-2012 Proposed Budget actions;
2. Results of the 2010 Crossing Guard Study;
3. Engagement efforts with the schools; and,
4. Alternative service delivery options that are being explored, status of each, including schedules and outstanding policy issues.

BACKGROUND

The purpose of the Adult School Crossing Guard Program (Program) is to contribute to the safety of school age children as they travel to and from school. This is accomplished by providing adult crossing guards at designated intersections throughout the City and providing training, guidance and supervision to the student safety patrols and their adult advisors. The Program currently provides support to 87 schools with the provision of 186 part-time adult crossing guards at 114 intersections at an annual cost to the City of approximately \$2.0 million. The Police Department manages the program in cooperation with the Department of Transportation (DOT).

There is significant City Council and community interest in this program. In the 2009 Mayor's March Budget Message, the City Council directed the Administration to re-evaluate middle school intersections staffed by adult school crossing guards. The City of San José hired Management Partners to conduct an independent evaluation of the Program to identify ways to reduce the cost of the Program and to ensure the Program is operating cost efficiently and effectively. Amongst other service delivery recommendations, the report recommended that the City re-evaluate its minimum threshold number (Safety Index) of 120 to determine if it reflects a

true need for an adult crossing guard and to re-evaluate all locations without a point value as a first step towards evaluating other alternative service delivery options. This recommendation established a strong base of current traffic data to inform service delivery options going forward.

In response, and with the City Council's approval, DOT conducted a citywide study in 2010 of all staffed intersections and those on the waiting list but not yet staffed, to provide a current comparison of the relative safety of these locations utilizing the safety index methodology. This study was used in the development of the 2011-2012 budget proposal to reduce crossing guard resources. The 2011-2012 Proposed Budget actions include a reduction of \$353,843, the civilianization of the sworn Police supervisory position, and the elimination of 46-part-time crossing guards to align resources with the current safety index score of 120.

It is important to note that the City is looking at alternative models for providing crossing guards at the various schools, including cost sharing opportunities, public-private partnerships, and alternative staffing models. City staff will continue to work with the School Superintendents to discuss opportunities to redeploy staff to minimize the number of intersections impacted by the budget reduction, and find alternative solutions for those sites that are impacted. The Police Department is seeking efficiencies to optimize the crossing guard program and will develop a methodology to determine how the remaining 140 guards will be allocated. Through these collective efforts, staff anticipates program efficiencies of up to 25%.

ANALYSIS

Over the past eighteen months, the City has completed significant efforts related to program evaluations and school crossing guard studies. These studies inform the policy options going forward and this section, specifically, provides detail on: 2010 Crossing Guard Study; engagement efforts with schools; and, alternative service delivery options.

2010 Crossing Guard Study

The Safety Index is a rating that is determined by conducting a traffic engineering study, including observations of pedestrian and vehicle activity during periods when children are walking to and from school. The Safety Index compares the relative safety of intersections used as a school crossing; and it measures the number of children and vehicles, age of children, speeds, turns, traffic controls, roadway width and unusual conditions at an intersection. The minimum index value needed to support placement of a guard has historically been, and is currently set at 120. As discussed above, DOT conducted a city-wide study in 2010 of all staffed intersections and those on the waiting list. Intersections that fell below the 120 safety index threshold when studied in the spring of 2010 were restudied in the fall of 2010. The study results identified 31 intersections that fell below the 120 threshold and seven intersections on the waiting list that exceeded the 120 threshold. Based on these results, the number of intersections that met the 120 Safety Index threshold fell by a net of 24. The 2011-2012 Proposed Budget actions will eliminate the resources to staff these intersections, reducing the program from 114 to 90 intersections.

A summary of the 2010 Crossing Guard Study results is included as Attachment A to this memorandum. The results are shown for both staffed intersections and those on the waiting list, sorted by the Safety Index ranking.

Engagement Efforts with Schools

Over this past year staff increased its communication and coordination with school districts individually and through the Schools/City Collaborative process on the Crossing Guard Program. The results of the city-wide crossing guard studies were shared with impacted school districts earlier this year. Additionally, the Police Department met individually with each Superintendent to review the study results specific to their district and to discuss alternative service delivery options, such as volunteer crossing guard programs, the potential use of contract services, and cost sharing opportunities.

While the Superintendents understand the fiscal challenges the City is facing, they have expressed concerns about eliminating all of the 31 intersections that are currently below the 120 threshold. They have also recommended that if guards are removed from any intersection that they be used to staff intersections on the waiting list that meet or exceed the 120 threshold. Currently, intersections on the waiting list are not staffed. However, the 2011-2012 Proposed Budget includes staffing for the seven intersections on the wait list that meet the 120 safety index threshold and in total provides resources to support 90 intersections.

Through alternative service delivery models, the fiscal resources dedicated to support the 90 intersections could potentially be used to increase the number of intersections supported. One example includes reducing the number of guards at various sites that are currently staffed with multiple guards, and redeploying those guards to intersections that received lower than a 120 safety index rating, but have other factors that would make them good candidates for a crossing guard. This reallocation along with exploring other service delivery options as described below will allow the City to reduce the program funding by 25% and minimize the number of intersections impacted. Additionally, DOT is analyzing traffic signals at all school crossings and adjusting the signal phasing to provide additional pedestrian walk time during school periods as may be needed, and will assist the Police Department with an evaluation of the consolidation of crosswalks where feasible to reduce the number of crossing guards required.

City staff has made commitments to the Superintendents that staff will engage them before any changes are implemented at a specific school sites. The school districts and the schools will be provided with advanced notice so that they can provide appropriate notice to their school constituencies. Discussions with the school districts will continue through the summer and fall months as the alternative service delivery options are explored and decisions on which intersections will be staffed are finalized. To support this community engagement effort, and ensure that consistent information is provided to the community, staff has developed a draft fact sheet that will provide details about the 2011-2012 Budget actions and the work underway to evaluate alternative service delivery options. This flier will be updated to reflect the adopted 2011-2012 budget actions, any policy decisions associated with service delivery options, and the

workplan/timeline for implementing any changes. The school districts will receive this fact sheet for distribution to all interested parties before the start of the next school year.

Alternative Service Delivery Options

The Police Department, with assistance from DOT, is actively exploring alternative service delivery options to continue the School Crossing Guard Program at a lower cost to the City and to minimize the reduction in the number of locations. As described below, the alternative policy options that are being advanced include:

1. Cost sharing opportunities;
2. Public/private partnerships; and
3. Alternative staffing models.

Cost Sharing Opportunities -- Staff has discussed cost sharing alternatives with all of the school districts. The 2011-2012 estimated cost for a crossing guard at an intersection is approximately \$9,800 annually. The City currently staffs seven intersections under a cost sharing agreement with the County of Santa Clara. Funding ranges from 25% - 100% of the fully loaded cost of the guards(s) based upon the percentage of the intersection that is within the jurisdiction of the County. Two of these intersections have a Safety Index threshold under 120 based on the recent studies. The Department anticipates continuing services at these sites, but ongoing discussions continue with the schools supported by these sites and the County for other cost sharing opportunities and alternative staffing models.

As a result of staff conversations, the consensus among the Superintendents is that crossing guards are high on the list of priorities for all of the schools. Some Superintendents have expressed a desire to provide funding for an intersection to enable a crossing guard that may otherwise be removed to be maintained as part of a City-operated program. Staff will be working directly with the school districts that are able to provide funding to cover the cost of an intersection, develop funding arrangements, and prioritize coverage at designated intersections. Given the budget challenges that the schools are also facing, this option is not viable for many school districts.

Public/Private Partnership -- Staff is evaluating whether service levels could be improved or sustained by exploring contracted service options. The Program is undergoing a business case analysis to further evaluate moving from the current service delivery model to a contracted services model pursuant to the City's Service Delivery Evaluation Policy (Council Policy 0-41).

Staff's preliminary estimates indicate a contracted services model could potentially generate cost savings equivalent to the 25% budget reduction while maintaining current service levels. In conjunction with this analysis, the Department is preparing a formal Request for Proposals (RFP) to solicit proposals from private companies who provide crossing guard services to determine if significant savings can be achieved by contracting these services. Under a contracted services model, the City would maintain contract control and retain the authority to determine which locations are to be staffed, the level of training required, and program oversight.

A preliminary business case analysis will be presented to Council through an Information Memorandum after the budget process in June. The RFP will be issued in July and staff will return to Council with final recommendations on the service delivery evaluation in the fall. If a contracted services model is pursued, staff would anticipate the ability to transition the service no later than January 2012.

Alternative Staffing Model -- In addition to a contracted service model policy option, staff has also evaluated whether volunteer programs would be a viable approach. Volunteer programs have been previously discussed with school superintendents as an option in San José, especially as they have been successfully implemented in other cities. A key factor in the success of a volunteer program is active and ongoing involvement of the school and parents. It is important to note that while there are a high number (67) of currently staffed intersections located within school site boundaries, there are other factors, such as traffic and roadway conditions that need to be considered when assessing if volunteers could support crossing activities.

Several school districts have indicated interest in establishing volunteer programs but they have also expressed concerns regarding liability. In anticipation that some schools will be interested in establishing a volunteer program, the Police Department is currently updating its safety training program to assist schools in training new volunteers. It should be noted that the Police Department does not have the resources to administer multiple volunteer programs, nor would staff recommend that the City assume the liability for these volunteer programs. Given these constraints, each school will be responsible for managing their volunteer program and assuming the liability. The Police Department will assist with establishing a volunteer program and setting up training programs where needed.

Given the above concerns, a variation of the volunteer program that is also being explored is a hybrid model that the Superintendents suggested of having volunteers work side-by-side with City-staffed guards. As opportunities for partnering with schools to establish volunteer programs are being discussed, consideration of having volunteers work side-by-side with City-staffed guards may offset some of the impacts of a program reduction.

/s/
CHRISTOPHER M. MOORE
Police Chief

/s/
HANS F. LARSEN
Director of Transportation

Attachment:

2010 Crossing Guard Study Results

2010 CROSSING GUARD STUDY RESULTS

Staffed Intersections

	Location	# of Guards	Elementary	Middle	School District	Intersection Type	Prox. to School	2010 ACG S.I.
1	Leigh/Potrero	2	Fammatre	Price	Cambrian	Uncontrolled	4 BLK	7152
2	Oakton/Ocala	1		Ocala	Alum Rock Union	Uncontrolled	ADJ	4763
3	Ocala/Wonderama	3		Ocala	Alum Rock Union	Uncontrolled	ADJ	4232
4	Capitol Exp/Ocala	2		Ocala	Alum Rock Union	Signal	1 BLK	2186
5	Ocala/Ridgemont	2	Rogers		Alum Rock Union	Uncontrolled	1 BLK	1693
6	Daytona/Ocala	2	Meyer		Alum Rock Union	Uncontrolled	ADJ	1490
7	Lancelot/Story	2	Mt Pleasant		Mt. Pleasant	Uncontrolled	4 BLK	1317
8	Dartmouth/Kooser	2	Lietz		Dartmouth Union	Uncontrolled (Uplight)	3 BLK	1174
9	Oakgate/Quimby	2		Quimby Oak	Evergreen	Uncontrolled	ADJ	1023
10	Morrill/Via Montez	2		Morrill	Berryessa Union	Uncont/beacons	ADJ	824
11	Lucretia/Tully/Sherlock	3	Stonegate		Franklin-McKinley	Signal	3 BLK	764
12	Gunston/Leigh	1	Oster		Union	Uncontrolled	2 BLK	723
13	Senter/Sylvandale	2	Los Arboles		Franklin-McKinley	Signal	2 BLK	670
14	Berryessa/Piedmont	1	Noble		Berryessa Union	Signal	4 BLK	654
15	Marten/Mt.Rushmore	2	Ida Jew	Boeger	Mt. Pleasant	Uncontrolled (Uplight)	2 BLK	627
16	Carter/Kooser	2	Lietz	Dartmouth	Union	Uncontrolled	1 BLK	596
17	Almaden Exp/Branham	3		John Muir	San Jose Unified	Signal	1 BLK	565
18	Doyle/Marilla	2	EasterBrook		Moreland	Uncontrolled	ADJ	545
19	Lynette/San Antonio	2	San Antonio		Alum Rock Union	Uncontrolled (Uplight)	1 BLK	537
20	Hearthstone/Lucretia	2	Kennedy		Franklin-McKinley	Uncontrolled (Uplight)	ADJ	523
21	Calaveras/Park	1		Hoover	San Jose Unified	Uncontrolled	3 BLK	503
22	Kirk/Madeline (50% County)	1	Linda Vista		Alum Rock Union	Uncontrolled	ADJ	455
23	33rd/McKee	2	Anne Darling		San Jose Unified	Signal	ADJ	422
24	Borina/Moorpark	2	De Vargas		Cupertino Union	Uncontrolled	1 BLK	389
25	Redmond/Silberman	2	Los Alamitos		San Jose Unified	Uncontrolled	1 BLK	375
26	Bancroft/Miller	2		Miller	Cupertino Union	Uncontrolled	1 BLK	344
27	Harder/Johnson	1	Dilworth		Cupertino Union	Uncontrolled	3 BLK	316
28	Hyland/Kirk (50% County)	1	Linda Vista		Alum Rock Union	Uncontrolled	ADJ	313
29	1st/Gish	2	Bachrodt		San Jose Unified	Signal	2 BLK	311
30	Harvest/Mt. Pleasant	1	Robert Sanders		Mt. Pleasant	All-way stop	ADJ	304
31	Lincoln/Minnesota	2	Willow Glen		San Jose Unified	Signal	ADJ	301
32	Cropley/Morrill	3		Morrill	Berryessa Union	Signal	ADJ	293
33	Fruitdale/Leigh	2	Sherman Oaks		Campbell Union	Signal	ADJ	290
34	Bird/Pine	2	Galarza		San Jose Unified	All-way stop	ADJ	289
35	Noble/Piedmont	2	Noble	Piedmont	Berryessa Union	Signal	ADJ	272
36	Branham/Lyric	3		Davis	Oak Grove	Uncont/beacons	ADJ	266
37	Flint/Sylvan	1	Ida Jew	Boeger	Mt. Pleasant	Uncontrolled	ADJ	259
38	Penitencia Creek/White	2	Toyon		Berryessa Union	Signal	1 BLK	252
39	Hostetter/Walkingshaw	1		Sierramont	Berryessa Union	Uncontrolled	ADJ	245
40	Branham/Monterey	2		Davis	Oak Grove	Signal	2 BLK	240
41	Hostetter/Sun	1		Sierramont	Berryessa Union	Uncontrolled	ADJ	234
42	Los Gatos Almaden/Union	2		Union	Union	Signal	1 BLK	231
43	Gay/Capitol	2	Russo		Alum Rock Union	Signal	3 BLK	219
44	Blossom Hill/Lean	2	Miner		Oak Grove	Signal	2 BLK	216
45	Dana/Naglee	2	Trace		San Jose Unified	Signal	ADJ	208
46	Santa Teresa/Steinbeck	2	Allen		San Jose Unified	Signal	ADJ	204
47	Hellyer/Ridgebrook	1	Hellyer		Franklin-McKinley	Uncontrolled	ADJ	203
48	21st/Empire	1	Empire Gardens		San Jose Unified	All-way stop	1 BLK	202
49	Coleman/Redmond	1	Guadalupe		Union	Signal	1 BLK	201
50	Farnsworth/San Felipe	2	Silver Oak		Evergreen	Signal	ADJ	200
51	Leigh/Stokes	2	Blackford		Campbell Union	Signal	1 BLK	196
52	Calero/Manichetti	1	Oak Ridge		Oak Grove	Uncontrolled	ADJ	192
53	Lodestone/Sierra	1	Cherrywood		Berryessa Union	All-way stop	1 BLK	188
54	Allen/Steinbeck	1	Allen		San Jose Unified	All-way stop	ADJ	183
55	Curtner/Leigh	2	Bagby		Cambrian	Signal	ADJ	182
56	Daniel Maloney/Methilhaven	1	John Montgomery		Evergreen	Uncontrolled	ADJ	178
57	Starview/Woodard	1	Farnham		Cambrian	Uncontrolled	ADJ	174
58	Avenida Espana/Santa Teresa	2	Los Paseos	Murphy	Morgan Hill Unified	Signal	ADJ	172
59	Hallmark/Ross	1	Sartorette		Cambrian	Uncontrolled	4 BLK	171
60	Bret Harte/Via Valiente	3		Bret Harte	San Jose Unified	Signal	ADJ	163
61	Flint/Floresta	1	Valle Vista		Mt. Pleasant	Uncontrolled	ADJ	155
62	Josephine/New Jersey	1	Fammatre	Price	Cambrian	Uncontrolled	ADJ	155
63	Curtner/New Jersey	2	Fammatre	Price	Cambrian	Signal	ADJ	152
64	Naglee/Park	2	Trace	Hoover	San Jose Unified	Signal	ADJ	150
65	Cypress/Lynn Oaks	1	Lynhaven		Campbell Union	Uncontrolled	ADJ	149
66	Gay/Pleasant Ridge (50% County)	1	Russo		Alum Rock Union	Uncontrolled	ADJ	149

2010 CROSSING GUARD STUDY RESULTS

	Location	# of Guards	Elementary	Middle	School District	Intersection Type	Prox. to School	2010 ACG S.I.		
67	Brooklyn/Dana - mid block	1	Trace		San Jose Unified	Uncontrolled	ADJ	148		
68	Bucknall/Maroel	1	Baker		Moreland	Uncontrolled	ADJ	148		
69	Booksin/Curtner	2	Booksin		San Jose Unified	Signal	3 BLK	143		
70	Alderbrook/Rainbow	2	Muir		Cupertino Union	All-way stop	1 BLK	134		
71	Calero/Comanche	2	Frost	Herman	Oak Grove	All-way stop	2 BLK	134		
72	Cadillac/Eden	2	Rosemary		Campbell Union	All-way stop	2 BLK	133		
73	Fox/Oakland	2	Orchard		Orchard	Signal	ADJ	133		
74	McCoy/Neville	1	Forest Hill		Campbell Union	Uncontrolled	1 BLK	133		
75	Arden/Leeward	1	Cassell		Alum Rock Union	All-way stop	ADJ	132		
76	Branham/Cherry	2		John Muir	San Jose Unified	Signal	ADJ	129		
77	Blossom/Santa Teresa	1		Herman	Oak Grove	Signal	1 BLK	127		
78	Glenview/Rajkovich	2	Williams		San Jose Unified	All-way stop	ADJ	126		
79	Abinante/New Jersey	1	Fammatre	Price	Cambrian	All-way stop	ADJ	125		
80	Cragmont/East Hills (50% County)	1	Cureton		Alum Rock Union	Uncontrolled	ADJ	124		
81	Kammerer/Sunset	2	Cesar Chavez		Alum Rock Union	All-way stop	ADJ	124		
82	Avenida Espana/Via Vista	1	Los Paseos	Murphy	Morgan Hill Unified	All-way stop	ADJ	120		
83	Lyndale/Wilbur (100% County)	1	Lyndale		Alum Rock Union	All-way stop	ADJ	120		
84	Millbrook/Yancy	1	Millbrook		Evergreen	Uncontrolled	ADJ	110		
85	Harris/Leigh	2	Bagby		Cambrian	Signal	ADJ	107		
86	Chantilly/Santa Teresa	2	Los Paseos		Morgan Hill Unified	Signal	1 BLK	103		
87	King/Waverly	1	Smith		Evergreen	Signal	6 BLK	103		
88	Petal/Rainbow	2		Miller	Cupertino Union	All-way stop	ADJ	100		
89	13th/Jackson	1	Grant		San Jose Unified	All-way stop	2 BLK	100		
90	Wabash - midblock (100% County)	1	Luther Burbank		Luther Burbank	Uncontrolled	ADJ	100		
91	McCoy/Meta	2	Forest Hill		Campbell Union	All-way stop	1 BLK	98		
92	Castlemont/Payne	2	Castlemont		Campbell Union	All-way stop	ADJ	98		
93	Leland/SanCarlos/Wabash (25% County)	2	Luther Burbank		Luther Burbank	Signal	1 BLK	92		
94	Fruitdale/Sherman Oaks	1	Sherman Oaks		Campbell Union	Signal	ADJ	88		
95	19th/William	2	Olinder		San Jose Unified	All-way stop	ADJ	86		
96	Blossom Hill/Harwood	1	Noddin		Union	Signal	2 BLK	80		
97	Cropley/Lakewood	1	Northwood		Berryessa Union	Signal	3 BLK	61		
98	Los Gatos Almaden/Taft	1		Union	Union	Signal	ADJ	58		
99	McLaughlin/Melbourne	2	McKinley		Franklin-McKinley	Signal	2 BLK	57		
100	Campbell/Fallbrook	1		Moreland	Moreland	Signal	ADJ	54		
101	6th/Reed	1	Lowell		San Jose Unified	Uncontrolled	ADJ	52		
102	Clarkston/Pearl	2	Terrell		San Jose Unified	Signal	ADJ	52		
103	Fair/McLaughlin	2		Fair	Franklin-McKinley	Signal	ADJ	52		
104	7th/Reed	1	Lowell		San Jose Unified	Signal	ADJ	50		
105	Quimby/Remington	2		Quimby Oak	Evergreen	Signal	ADJ	44		
106	Almaden Ave/Willow	2	Washington		San Jose Unified	Signal	2 BLK	39		
107	10th/Jackson	1	Grant		San Jose Unified	Signal	ADJ	38		
108	Barberry/King	2		Ley Va	Evergreen	Signal	ADJ	38		
109	11th/Jackson	1	Grant		San Jose Unified	Signal	ADJ	27		
110	Blossom Hill/Russo	2	Almaden		San Jose Unified	Signal	5 BLK	24		
111	Almaden Ave/Oak	1	Washington		San Jose Unified	Signal	ADJ	21		
112	Flickinger/Hikido	1	Vinci Park		Berryessa Union	Signal	1 BLK	0		
113	Foxworthy/New Jersey	2	Fammatre		Cambrian	All-way stop	4 BLK	0		
114	King/San Antonio	2	San Antonio		Alum Rock Union	Signal	ADJ	0		
		Total Guards	186					Total # Warranted	83	
									Total # Not Warranted	31

Waiting List

1	Almaden Expwy/Via Valente			Bret Harte	SJUSD	Signal	1 BLK	246
2	Peppermint/Sugarplum		Cedar Grove		Evergreen	All-way stop	ADJ	193
3	Avenida Almendros/Entr Cedros		Del Roble		Oak Grove	All-way stop	ADJ	187
4	Cortona/Mackin Woods		Matsumoto		Evergreen	All-way stop	1 BLK	138
5	Cottle/Redondo			Willow Glen	SJUSD	Uncontrolled	ADJ	132
6	McCall/Rajkovich		Williams Elem		SJUSD	All-way stop	ADJ	122
7	Ora/Wunderlich		Murdock		Cupertino	All-way stop	1 BLK	120
8	East Hills/Mahoney (25% County)		Cureton	George	Alum Rock	All-way stop	1 BLK	99
9	Coyoto/Lullaby		Christopher		Oak Grove	All-way stop	ADJ	94
10	Branham/Rahway		Stipe	Davis	Oak Grove	Uncontrolled	5 BLK	0

Total # Warranted 7

Total # Not Warranted 3

Mixed Jurisdiction - funding for staffed locations split between City/County