Appendix D: Crossing Guard Program Analysis Memo



To: Leslie Blomquist, Daniel Cruz, and Mary Poole, City of Citrus Heights

From: Jocelyn Walker and Kristin Haukom

Date: November 23, 2020

Re: Carriage Drive and Lauppe Lane Safe Schools Corridor Plan -- Crossing Guard Analysis

Introduction & Background

School Crossing Guards play an integral role in fostering a safe and comfortable environment for students walking and bicycling to school. Crossing Guards can help create gaps in traffic on busier neighborhood collector roads, remind drivers of the presence of people walking, help instill safe walking skills in students and their families, and indicate when people driving should yield.

Currently, the City of Citrus Heights (City) does not have a Crossing Guard program and there are no Crossing Guards at schools within city limits, including those along the Carriage Drive and Lauppe Lane project corridor. San Juan Unified School District (SJUSD), which serves schools in Citrus Heights, does utilize the County of Sacramento Department of Transportation's (SACDOT) limited provision of contracted Crossing Guards for its elementary schools in unincorporated Sacramento County. These select school locations were determined by SACDOT to warrant the placement of Crossing Guards. See the Appendix for an evaluation of SACDOT's Crossing Guard program in SJUSD.

Citrus Heights + Carriage Drive and Lauppe Lane Corridor Crossing Guard Placement

Potential Crossing Guard locations were assessed at the 10 elementary and middle schools in the City, including Carriage Drive Elementary and Sylvan Middle, which are located along the project corridor. High schools were not assessed because in general, high school students are better able to determine when there are sufficient gaps in vehicle traffic to safely cross a roadway. Table 1 shows the proposed locations and justification. Please note: These are high-level recommendations and, as shown in the table, additional data and stakeholder input is needed to fully prioritize and support placement of a Crossing Guard at each location.

Table 1. Potential Crossing Guard Locations in Citrus Heights

School	Potential Location*	Justification	Additional Data Needed
Arlington Heights	Trenton Way and Cheltenham Way crosswalks, both legs	Proximity to school	Vehicle, bicycle, and pedestrian counts
Elementary	Trenton Way and Halifax Street crosswalk	Proximity to school Uncontrolled crosswalk	Vehicle, bicycle, and pedestrian counts
Cambridge Heights Elementary	Fleetwood Dr and Maidstone Way crosswalks, both legs	Proximity to school Uncontrolled crosswalk	Vehicle, bicycle, and pedestrian counts
	Fleetwood Dr at school driveway exit crosswalk	Proximity to school Uncontrolled crosswalk	Vehicle, bicycle, and pedestrian counts
	Chesline Dr and St Clair Way crosswalk, east leg	Proximity to school Uncontrolled crosswalk	Vehicle, bicycle, and pedestrian counts
Carriage Drive Elementary*	Lauppe Lane and Carriage Dr crosswalk	Proximity to school Uncontrolled crosswalk	Vehicle, bicycle, and pedestrian counts
	Carriage Dr and Pratt Ave crosswalk	Proximity to school Uncontrolled crosswalk	Vehicle, bicycle, and pedestrian counts
Grand Oaks Elementary	Rosswood Dr and Grand Oaks Blvd crosswalks, east and north legs	Proximity to school	Vehicle, bicycle, and pedestrian counts
	Rollingwood Blvd and Rosswood Dr crosswalks, all legs	Proximity to school	 Vehicle, bicycle, and pedestrian counts Turning movement counts
Kingswood K-8	Primrose Dr and Bloom Way crosswalks, both legs	Proximity to school	Vehicle, bicycle, and pedestrian counts
Lichen K-8	Lichen Dr and Cloverleaf Way crosswalk	Proximity to school Uncontrolled crosswalk	Vehicle, bicycle, and pedestrian counts
Mariposa Avenue Elementary	Mariposa Ave and Poppy Way crosswalks, west and north legs	Proximity to school	Vehicle, bicycle, and pedestrian counts
Skycrest Elementary	Mariposa Ave and Northeast Cir crosswalks, both legs	Proximity to school	Vehicle, bicycle, and pedestrian counts
Sylvan Middle*	Carriage Dr and Midnight Way crosswalk	Proximity to school Uncontrolled crosswalk	Vehicle, bicycle, and pedestrian counts
Woodside K-8	Villa Oak Dr at school driveway exit	Proximity to school	Vehicle, bicycle, and pedestrian counts
	Villa Oak Dr and Wooddale Way crosswalks, all legs	Proximity to school	Vehicle, bicycle, and pedestrian counts Turning movement counts
	Villa Oak Dr and Wintergreen Dr crosswalks, all legs	Proximity to school Pedestrian collision	Vehicle, bicycle, and pedestrian counts

Crossing Guard Prioritization Methodology

Many factors contribute to the need for a Crossing Guard at a particular crossing location. The *California Manual on Uniform Traffic Control Devices Revision March 29, 2019* (CAMUTCD) provides general guidance for their placement. Per CAMUTCD guidance, the following factors should be used when assessing crossing locations for Crossing Guard placement:

- 1. **Age of Students.** Younger students have a harder time judging the safety of an intersection, as developmentally they have more difficulty determining the speed and distance of approaching vehicles. They may be more tempted to cross during an unsafe gap in traffic.
- 2. **Bicycle and Pedestrian Volumes**. Crossing Guards may be assigned at a crossing where at least 40 school pedestrians use the crossing while going to or from school during any two hours (not necessarily consecutive).
- 3. **Collision Data.** SWITRS collision data may be used to understand the existing collision history near school intersections. A history of collisions may reveal high levels of walking and biking (i.e. greater exposure), as well as indicating less-safe locations. The presence of a Crossing Guard may assist in preventing these types of collisions.
- **4. Traffic control type.** Streets have three traffic control types:
 - Uncontrolled crossings have no traffic lights or signs to indicate the right-of-way. Pedestrians crossing at uncontrolled crossings, even when there is a high-visibility crosswalk, may be harder for people driving to see, due to on street parking, higher vehicle speeds, and/or the absence of a signal or stop sign. A Crossing Guard at uncontrolled crossing locations can assist in providing adequate gaps in traffic for pedestrians wanting to cross.
 - Stop sign-controlled crossings feature stops signs to control vehicular traffic, either on one street or all legs of an intersection (all-way stop controlled). With a Crossing Guard stationed at intersections with stop sign-controlled crossings, Crossing Guards reinforce that drivers must stop for pedestrians.
 - Traffic signal-controlled crossings have power-operated traffic control devices by which traffic is warned or directed to take some specific action. Traffic signal-controlled crossings are permissive for all vehicular movements—drivers turning left or right through a crosswalk—but the law still requires vehicles to yield to conflicting pedestrian movements. At signalized crossings, Crossing Guards can reinforce street crossing practices and ensure drivers yield to pedestrians.
- 5. **Proximity to school.** In general, crosswalks that abut a school or are within ¼-mile of the school entrance are more likely to receive higher volumes of students walking and bicycling to school. Student use of these crosswalks may be increased by the presence of a Crossing Guard, especially if the crosswalk is uncontrolled. To perform this analysis, the school entrance should be used as the center point to review crosswalks at or within ¼ mile radius.

6. **Vehicular Traffic Volumes**. Crossing Guards may be used at:

- a. *Uncontrolled crossings* in urban areas where the vehicular traffic volume exceeds 350 during any two hours (not necessarily consecutive) in which 40 or more pedestrians cross daily while going to or from school.
- b. Stop sign-controlled crossings where the vehicular traffic volumes on undivided highways of four or more lanes exceeds 500 per hour during any period when the pedestrians are going to or from school.
- c. *Traffic signal-controlled crossings w*here the number of vehicular turning movements through the school crosswalk exceeds 300 per hour while pedestrians are going to or from school.

The factors above can be used to inform the locations where Crossing Guards should be placed. Given that there is often greater demand for Crossing Guards than available funding, a prioritization process may be necessary to maximize available resources. Any prioritization process will include the collection of data, but should also include stakeholder input. Stakeholders, such as schools, school districts, law enforcement, parents, teachers, students, neighbors, and others who are interested in promoting student safety, can help rate which factors should be weighted more heavily over other factors based on community need and opportunities.

A sample scoring matrix for prioritizing Crossing Guard locations can be found in Table 1.

Table 1. Sample Scoring Criteria for Prioritizing Crossing Guard Locations

FACTOR	SCORE VALUE		MAX SCORE	
	Elementary = 20			
 Age of Students 	Middle = 10		20	
	High School = 0			
	≥ 40 pedestrians/2 hours = 20			
2. Bicycle and Pedestrian	30 - 39 pedestrians/2 hours = 10		20	
Volumes	20 - 29 pedestrians/2 hours = 5		20	
	≤ 19 pedestrians/2 hours = 0			
	6 collisions or greater = 20			
Collision Data	1 - 5 collisions = 15	20		
	0 = 0			
	Uncontrolled crossing = 20			
4. Traffic Control Type	Stop sign-controlled crossing = 10		20	
	Traffic signal-controlled crossings = 0			
	Abuts school = 10			
5. Proximity to School	≤ ¼ mile from school = 5		10	
3. Trodinity to seriou	¼ to ½ mile from school = 1		10	
	> ½ mile from school = 0			
	Uncontrolled crossings, \geq 350 vehicular traffic volume/2 hours = 10			
6. Vehicular Traffic Volumes	Stop sign-controlled, \geq 500 vehicular traffic volume/1 hour = 5		10	
	Traffic signal-controlled, \geq 300 vehicular traffic volume/1 hour = 1			
		TOTAL	100	

Citrus Heights + Carriage Drive and Lauppe Lane Corridor Crossing Guard Placement

The factors listed in Table 1, where data were available, were used to assess proposed Crossing Guard locations at the 10 elementary and middle schools in the City, including Carriage Drive Elementary and Sylvan Middle, two schools along the project corridor. High schools were not assessed because in general, high school students are better able to determine when there are sufficient gaps in vehicle traffic to safely cross a roadway. Table 2 shows the proposed locations and justification. Please note: These are high-level recommendations and, as shown in the table, additional data and stakeholder input may be needed to fully score and support placement of a Crossing Guard at each location.

Recommendations for Selecting Crossing Guard Location Start Times

Crossing Guards should be at their crossing locations, ready to cross students BEFORE students arrive. In general, this means that Crossing Guards should have all necessary equipment on themselves or in the roadway approximately one-hour before the corresponding school's start time. Other factors to consider when determining when Crossing Guards should be ready at their crossing location include:

- **Distance from school.** More time may be needed to accommodate crossing locations that are farther from the school campus.
- **School breakfast start times.** Depending on whether a school offers breakfast may determine if the Crossing Guard needs to be ready to cross students earlier in the morning.
- Length of crossing and number of legs. Seconds can add up when crossing students, so more time
 may be needed if a crossing is longer and if the Crossing Guard is helping students cross multiple legs
 of an intersection.
- **Equipment.** If a Crossing Guard does not bring their equipment from home, but rather needs to check-out the equipment from the school or other location, they will need to budget additional time in order to ensure they are ready to cross students when they start arriving at the crossing location.

Funding Considerations

The following list includes potential funding sources for Crossing Guards and safety equipment. These may be used if the City decides to establish a Crossing Guard program in Citrus Heights or allocate funding to place Crossing Guards at any of the proposed locations listed in Table 2:

- **Local Control Accountability Plan (LCAP).** The LCAP is a three-year plan that describes the goals, actions, services, and expenditures to support positive student outcomes that address state and local priorities. The LCAP provides an opportunity for schools and school districts to allocate funds to the programs and services that meet their local needs, including Crossing Guards.
- Misdemeanor Fines and Forfeitures. Per state laws Education Code 45451, Vehicle Code 42200, and Vehicle Code 42201, cities may allocate funds collected from misdemeanor fines and forfeitures,

including those related to traffic violations, to fund safety programs such as a Crossing Guard program.

- Caltrans Active Transportation Program (ATP). ATP funds cannot be used to pay Crossing Guard salaries, but they may be used to assess Crossing Guard locations, train new and existing Crossing Guards, and pay for Crossing Guard equipment.
- Office of Traffic Safety (OTS). Similar to ATP, OTS funds cannot be used to pay Crossing Guard salaries. However, OTS does offer limited funding towards ensuring Crossing Guard safety while protecting pedestrians, which includes providing high visibility reflective safety vests, reflective safety hats, portable signage, whistles, and stop paddles.

The City may also consider other funding options, such as those employed by other jurisdictions, as described in Table 3.

Crossing Guards Programs in Other Jurisdictions

There is no "one-size-fits-all" approach to budgeting and funding Crossing Guards. Cities throughout California budget and fund Crossing Guards from a variety of sources. Table 3 has examples from other cities in California.

Table 3. Crossing Guard Program Examples

Program	Jurisdiction	Structure	Contractor	Funding Structure/Source	Amount	Managing Agency	Locations	Source Year
Albany	Albany, CA	Partnership with the Police Department, Albany Unified School District, and UC Berkeley. Crossing Guards are a mixture of Police Department and contracted employees	All City Management Services	Shared Police Department, Albany Unified School District, and UC Berkeley	Not available	Police Department	Not available	2017/2018 and 2020
Davis	Davis	Request for Proposals (RFP) is issued every three years for contracted Crossing Guards. The City and Davis Joint Unified School District have a Memorandum of Understanding (MOU)	SafeSite	Per the MOU, the City and School District spilt the costs 50/50. The City uses General Funds to pay for their portion	~\$200,000/year (FY 2019/2020)	Public Works - Traffic Engineering Program	13	2019
Elk Grove Unified School District	Elk Grove, CA	School District uses an RFP process to contract with a private Crossing Guard staffing company, which staff top sites and utilizes school staff or parent volunteers at other sites	Not available	District funds	Not available	School District	Not available	2015
Mountain View	Mountain View, CA	The City contracts a comprehensive program for two school districts Mountain View Whisman School District and Los Altos Elementary School District	All City Management Services	City uses General Funds. The School Districts contribute a portion to support administration	~\$200,000/year based on 2015 staff report (FY 2019/2020)	Police Department	20 (2015)	2015

Program	Jurisdiction	Structure	Contractor	Funding Structure/Source	Amount	Managing Agency	Locations	Source Year
Oceanside Unified School District Crossing Guards	Oceanside, CA	School District receives funding from City and employs Crossing Guards as school staff	No		~\$100,000/year (FY 2019/2020)	Public Works through allocations to School Districts	Not available	2020
				The City and School Districts (Dry Creek USD and Roseville USD) split three Crossing Guard salaries.				
		City employs crossing guards and also has		City uses funds from Public Works — Alternative Transportation budget. In the past, grant money has been used for equipment	~\$12,000/location; approximately	City of Roseville (Public Works Department, Alternative Transportation		
Roseville	Roseville, CA	volunteers	No	and training	~\$168,000/year	division)	14 (2020)	2020
San Juan Unified School District	Sacramento County	County provides funds directly to the School District to hire contracted Crossing Guards	Not available	Not available	Not available	Sacramento County Department of Transportation	Not available	Not available
Vista Unified School District Crossing Guards	Oceanside, CA	City provides direct funding to the School District. School District contracts with private contractor	Patrol Masters, a crossing guard employment agency	General Funds	~\$40,000/year	Public Works	Not available	2020

Budgeting for Crossing Guards

How Crossing Guards are paid also varies by jurisdiction. Where Crossing Guards are considered City staff, they may make between \$13-\$25/hour. Where Crossing Guards are considered classified school staff, they may make between \$13-\$20/hour. Where Crossing Guards are employed through a Crossing Guard employment agency, they make between \$39-\$43/day for a dual AM/PM shift.

Monitoring

The practice of monitoring crossing locations to assess the need for a Crossing Guard and ensure appropriate allocations of resources should be done on a scheduled basis, such as annually. As locations are monitored year after year, the enactment of appropriate changes should be linked to the assessed need. Ultimately, it is left to the discretion of the fiscal and managing agency to determine the appropriate placement of Crossing Guards.

School Safety Patrol

A School Safety Patrol program may be considered if there are no available resources to support paid Crossing Guards or if the district decides that a School Safety Patrol program would provide added safety and enrich student learning. <u>AAA School Safety Patrol</u> offers tools for starting a local program, including resources to train students.

Crossing Guard Training

Regardless if Crossing Guards are school staff, city employees, contractors, or volunteers, training is essential to ensure that they are performing their duties properly. The <u>California School Crossing Guard Training</u> <u>Guidelines</u> provides information needed to hire, train, and vet new and existing Crossing Guards.

It is important to note that even though there are currently no established Crossing Guards for the schools listed in Table 2, school staff and parent volunteers may be performing duties similar to Crossing Guards, such as standing on intersection corners to remind students about safe crossing practices, and, if the principal approves, creating gaps in students crossing the street, as suggested in information from SJUSD. In the case that any school staff are performing duties similar to Crossing Guards, they should review the California School Crossing Guard Program's online courses, tests, and additional training materials available through California's Active Transportation Resource Center. These free training resources, though not mandated, provide consistent operating standards to assist local school communities in training existing and new Crossing Guards.

The information provided by the California School Crossing Guard Program is intended to support local program administration and introduce additional training materials that will assist with teaching Crossing Guard candidates the proper procedures and techniques necessary to safely cross student pedestrians. Specifically, there are three (3) key components to the Crossing Guard training:

1. **Online Training and Testing.** Online training consists of four courses that discuss and instruct Crossing Guards on their roles, responsibilities, protocols, and procedures. Each online training course has an accompanying online test. Once the online training is completed, the Crossing Guard may be given time for questions and/or discussion with a Crossing Guard Trainer before the online test is completed. This can happen either one-on-one or in a group classroom setting. If classroom training is

- part of the process, classes should be taught by a Crossing Guard Trainer as defined in Section 2 of this document and should reinforce the techniques and lessons covered in the online trainings as well as any local issues. A minimum passing score of 80 percent must be achieved by a Crossing Guard candidate on each of the four online tests in order to move onto practical training. Access to the online tests is available at through the <u>California Active Transportation Resource Center</u>.
- 2. Practical Training. Practical training involves hands-on instruction from a Crossing Guard Trainer. This aspect involves role play and simulation to practice the techniques and procedures (e.g., how to create gaps for street crossing, safely crossing pedestrians, reporting hazards and/or emergency situations) used to safely and effectively cross student pedestrians. Practical training should be conducted at a crosswalk or simulated crosswalk with no children present and should cover both signalized and unsignalized intersections. Participants should play all roles (student pedestrians, Crossing Guards, drivers) and practice proper crossing procedures using the STOP paddle, hand gestures, and the whistle. Practical training is designed to last approximately two to four hours depending on the number of Crossing Guard candidates involved. During this time, Crossing Guard candidates will observe proper crossing behaviors from the pedestrian, crossing guard, and motorist points of view. An indoor simulated school crossing location can be used if weather is not permitting. At the completion of the practical training, Crossing Guard candidates will participate in field assessment.
- 3. **Field Assessment.** Field assessment consists of observation, training, and guidance of a Crossing Guard candidate by a Crossing Guard Trainer while in the work environment. Crossing Guard candidates will perform crossing duties and procedures at school crossing locations where they may be assigned while having their performance evaluated by the Crossing Guard Trainer. During field assessment, Crossing Guard candidates should demonstrate understanding of proper crossing procedures and emergency protocols. Additional guidance and instruction may be provided during the field assessment and any unsafe practices should be noted and addressed. The duration of the initial field assessment is left to the discretion of Local Programs. The Crossing Guard Trainer can score the Crossing Guard candidate by using the California School Crossing Guard Field Assessment Tool. It is recommended that prior to an assignment, each Crossing Guard candidate be briefed about what to expect at the crossing. A newly placed Crossing Guard should be observed by the Crossing Guard Trainer to ensure that the Crossing Guard has mastered crossing skills in the field.

Crossing Guard Liability Considerations

Given the high-profile nature of the position and the risk involved, it is important that all Crossing Guards receive training and that local agencies address the issue of liability and risk management. Liability may arise for two reasons: negligence by the Crossing Guard and inadequacy or lack of training. If Crossing Guards are well trained and have an understanding of the importance of their roles and responsibilities, they are less likely to act in a negligent manner. Ensuring that agency policies and procedures are followed will help avoid injuries and negligence by Crossing Guards. In addition, local agencies can reduce their liability risks by training Crossing Guards well and by putting systems in place that anticipate and avoid potential problems. Following a standard curriculum like the *California School Crossing Guard Training Guidelines* will not only help avoid injuries, but also help protect agencies from liability claims.

Supporting guidance on managing risk can be found in <u>Crossing with Confidence</u>, by ChangeLabSolutions. The document outlines the following five (5) key strategies to that will provide significant protection from liability while simultaneously enhancing program effectiveness:

- Clearly Specify When and Where Crossing Guards Will Operate. Public entities should identify the
 exact intersections where Crossing Guards will be located, specify the hours crossing guards will be
 on duty, and set a start date. As a general rule, schools with Crossing Guard programs will be
 protected from liability if a student is injured while crossing outside of a scheduled Crossing Guard
 shift or location.
- 2. **Properly Screen, Train, and Equip Crossing Guards.** Crossing Guards have the important responsibility of ensuring a safe crossing for students. Therefore, they must be carefully selected, trained, and equipped. Crossing Guards should be criminally screened and receive proper training. Crossing guards should also be outfitted with the proper equipment, such as vests and stop signs.
- 3. **Prepare for Crossing Guard Absences and Changes in School Schedules.** Once a program is established, school staff, parents, and students will rely on it. It is essential that there are contingency plans to provide substitute Crossing Guards when there are absences or changes in school schedules.
- 4. **Educate Teachers, School Staff, Students, and Families about the Program.** It is important that teachers and other school staff understand the hours of program operation and other program parameters. The same is true for students and their families. Principals must also ensure that teachers release students from school while Crossing Guards are working.
- 5. **Verify Adequate Insurance.** Insurance provides additional protection for public entities. Before beginning any new program, public entities should review their insurance policies. If a school or municipality hires an outside contractor to operate the program, make sure the contractor is adequately insured. If the program uses adult volunteers, consider extending workers' compensation coverage to them to protect both the volunteers and the public entity.

Carriage Drive and Lauppe Lane Safe Schools Corridor Plan Citrus Heights Crossing Guard Analysis
Appendix: Evaluation of SACDOT's Crossing Guard Program in SJUSD
12 City of Citrus Heights

SJUSD elementary schools located in unincorporated Sacramento benefit from SACDOT's contracted Crossing Guards. While these do not include City schools, there is precedent in the district for supporting the use Crossing Guards. Below is general Crossing Guard information provided by SJUSD with a brief corresponding assessment comment.

- Information from SJUSD For safety and liability reasons, SJUSD does not hire Crossing Guards to assist in traffic control off-campus, nor does it allow staff or volunteers organized through the school to serve as Crossing Guards.
 - Assessment SJUSD uses Crossing Guards provided by a contracted Crossing Guard staffing agency, which are paid through SACDOT. SJUSD should consider allowing classified staff to serve as Crossing Guards, especially at schools in Citrus Heights. This could provide costs savings, ensure the availability of Crossing Guards, and protect against liability as classified staff are insured as school and district employees.
- Information from SJUSD Staff and parent volunteers organized through the school can stand
 on intersection corners to remind students about safe crossing practices, and, if the principal
 approves, create gaps in students crossing the street so as to maintain some traffic flow
 during heavy crossing times.
 - Assessment Anyone who helps students cross the street, whether in their role as school staff or as a paid or volunteer Crossing Guard, must receive proper training, such as through the California School Crossing Guard Program.
- Information from SJUSD Staff and parent volunteers organized through the school may use stop signs on campus in order to control the flow of drop-off and pick-up traffic. However, this duty incurs risk from both vehicles and drivers, making it imperative that the people are well trained and supervised.
 - Assessment Again, anyone who helps or is involved with students crossing, whether on the street or on campus must receive proper training, such as through the California School Crossing Guard Program.
- Information from SJUSD All staff and parent volunteers organized through the school should wear approved Class II safety vests when standing on corners or crossing with students, and when managing students or vehicles on campus. The safety vest increases visibility and safety, and also allows students and the public to identify responsible people.
 - Evaluation More guidance on proper safety equipment can be found in the California School Crossing Guard Program Guidelines.