



City of Culver City

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Council Chambers
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Staff Report

File #: 24-1133, **Version:** 1

Item #: A-1.

CC-CCUSD: ACTION ITEM - Discussion and Recommendation on Funding for and Management of Crossing Guards by the City and CCUSD.

Meeting Date: June 4, 2024

Contact Person/Dept.: Ted Stevens, Parks, Recreation & Community Services
Phone Number: (310) 253-6682

Fiscal Impact: Yes No **General Fund:** Yes No

Attachments: Yes No

Public Notification: (E-Mail) Meetings and Agendas - CCC-CCUSD (05/30/2024)

Department Approval Name, Title Date: John Nachbar, City Manager (05/30/2024)

RECOMMENDATION

Staff recommends the Liaison Committee:

1. Discuss and provide a recommendation to the City Council on funding for the All City Management Services Inc. (ACMS) agreement for the 2024/2025 school year; and
2. Discuss and provide a recommendation to City Council and the CCUSD Board on management of the ACMS contract.

BACKGROUND/DISCUSSION

The City Council, during the City's budget discussion in May 2024, asked the City/CCUSD Liaison Committee to discuss and make a recommendation on funding for crossing guards.

Crossing Guard Funding

The table below summarizes the history of school crossing guards in Culver City, including the number of crossing guards and source of funding, as well as CCUSD's proposal for School Year

2024/2025.

Summary of Funding for School Crossing Guards in Culver City

School Year	\$ City Contribution	# City Crossing Guards	\$ CCUSD Contribution	\$ CCUSD Crossing Guards	Total \$ Cost	Total # Crossing Guards
2021/2022	\$98,696	8	\$0	0	\$98,696	8
2022/2023	\$184,090	8	\$0	0	\$184,090	8
2023/2024	\$305,558	10	\$179,767	7	\$485,325	17
2024/2025 (*Proposed by CCUSD)	\$489,000	17	\$0	0	\$489,000	17

Prior to the 2022/2023 School Year, the Culver City Police Department provided crossing guard services near schools within Culver City Unified School District for over 20 years. Eight locations were historically identified as needing crossing guards to help ensure the safety of children walking to and from school.

1. Braddock Dr. and Duquesne Ave.
2. Sawtelle Blvd. and Rudman Dr.
3. Braddock Dr. and Elenda St.
4. Overland Ave. and Sawtelle Blvd.
5. Farragut Dr. and Coombs Ave.
6. Matteson Ave. and College Ave.
7. Overland Ave. and Farragut Dr.
8. Washington Blvd. and Elenda St.

The program was traditionally staffed with part-time City employees and managed by the Police Department. By the 2021/2022 school year, it had become increasingly difficult to hire crossing guards and staff all eight locations. For example, during 2021/2022 school year, only four of the eight identified locations were regularly staffed by crossing guards. The remaining locations were either staffed by Parking Enforcement Officers, if workload permitted, or not staffed at all. It was extremely difficult to recruit and hire for the crossing guard positions due to the part-time split schedule of two hours in the morning and two hours in the afternoon, and other factors. The crossing guard budget for the 2021/2022 school year was \$98,696.

Due to the difficulty with recruiting and retaining crossing guards and the need to staff eight locations in the morning and afternoon, staff proposed contracting the crossing guard program (<http://bit.ly/4e1kjXY>) as a more efficient and effective option. A contractor would manage and coordinate recruitment, selection, background checks, training, scheduling, supervision, and payroll of crossing guards. In addition, a contractor would have access to a large pool of employees to help staff shifts, including replacing sick calls.

On August 8, 2022, the City Council approved an agreement with All City Management Services Inc (ACMS) for crossing guard services at eight locations for two hours in the morning and two hours in the afternoon (<https://bit.ly/3V69dZi>). The total amount for school year 2022/2023 was \$184,090. On October 23, 2023, the City Council approved a one-year agreement with ACMS for \$254,388 for the same eight sites during the 2023/2024 school year (<https://bit.ly/3Vbcu9Q>).

Mid-way through the 2023/2024 school year, as part of mid-year budget adjustments, the City amended ACMS's contract to add 2 additional crossing guard sites for the remainder of the school year for an additional \$51,170 (<https://bit.ly/3yBhIno>). The two added sites were:

9. Elenda Street/Garfield Avenue
10. Elenda Street/Franklin Avenue.

At that time, the City's total agreement with ACMS increased to \$305,558.60 for 10 locations.

On December 12, 2023, the CCUSD Board ratified a separate agreement with ACMS for crossing guard services at seven additional sites during the 2023/2024 school year for a maximum cost of \$179,767 (<https://bit.ly/3VpFaNG>). The seven sites are:

11. Coolidge Ave / Port Rd
12. Port Rd / Purdue Ave
13. Coolidge Ave / Diller Ave
14. Matteson Ave / Girard Ave
15. Braddock Dr / Irving Pl
16. Braddock Dr /Elenda St
17. Overland Ave /Farragut Dr

On April 16, 2024, leading up to the City's Fiscal Year 2024/2025 budget process, CCUSD Superintendent Brian Lucas sent the City a letter requesting that the City include in the budget the amount of \$489,000 to pay for all 17 locations during the 2024/2025 school year (Attachment 1). The City Council, during the City's budget discussion in May 2024, remanded this issue to the City/CCUSD Liaison Committee to discuss this issue and make a recommendation.

Management of the ACMS Contract

Since the ACMS contract began, conversations occurred between CCUSD and City staff about transferring management of the ACMS contract from the City to CCUSD, with the City continuing to pay for a share of the service by reimbursing CCUSD. These conversations have continued to this day. CCUSD and City staff both believe that it would be more efficient for CCUSD to manage the ACMS contract. Currently, parents with questions or concerns about crossing guards always call CCUSD staff, not City staff. In addition, CCUSD staff have eyes-on-the-ground at the school sites in the morning and afternoon, whereas the City does not. If CCUSD managed the ACMS contract, CCUSD staff would be able contact ACMS directly to address concerns.

At its meeting on August 14, 2023, the City Council approved a Memorandum of Understanding (MOU) between the City and CCUSD for CCUSD to manage the ACMS agreement (<https://bit.ly/455JaFX>). The MOU was slated for consideration by the CCUSD board at the August 22, 2023 board meeting but pulled from the agenda and has never been brought back. Superintendent Lucas's April 16 letter proposes that CCUSD manage the ACMS contract for the

2024/2025 school year.

Best Practices

According to the California School Board Association, “Funding and coordination of services are often based on local agreements between school districts and their respective city or county agencies... City or county revenues may be used to fully or partially fund school crossing guard programs, even when district operated.” More information is contained in Attachment 2, the “CSBA Fact Sheet for District Funding for School Crossing Guards”.

ATTACHMENTS

1. 240604 ATT Letter RE Crossing Guard Budget
2. 240604 ATT CSBA Fact Sheet

MOTIONS

That the Liaison Committee:

1. Discuss and provide a recommendation to the City Council on funding for the ACMS agreement for the 2024/2025 school year; and
2. Discuss and provide a recommendation to City Council and the CCUSD Board on management of the ACMS contract.



Culver City Unified School District

4034 Irving Place Culver City, CA 90232-2810
(310) 842-4220

Brian Lucas, Ed.D.
Superintendent

April 16, 2024

Honorable Mayor and City Council Members
City of Culver City
9770 Culver Blvd.
Culver City, CA 90232

Dear Honorable Mayor and City Council Members:

Re: Request for Funding for School Crossing Guards

The purpose of this letter is to request your consideration of funding to provide essential crossing guard services throughout the City providing safe passage for Culver City Unified School District ("District") students and parents/guardians on their way to and from school.

We appreciate the City's funding of such services in the past, and look forward to your consideration of continued funding for the 24-25 school year. In coordination with the Parks, Recreation & Community Services Department, we have identified a budget need of \$489,000 to establish crossing guards at 17 crossings throughout the city (see attached crossing list). Crossing guard services would be provided by a third party vendor specialist and managed by the District.

Crossing guards provide essential safety and security services such as:

- Encouraging children to practice safe pedestrian practices near traffic;
- Using existing gaps in traffic to help students cross safely;
- Alerting motorists that pedestrians are in the process of using the school crossing;
- Providing a presence on our streets for traffic speed mitigation and an "eyes on the street" for community security;
- Observing and reporting any incidents or conditions that present a potential safety hazard to the school children or the guard.

As always, we thank you for your partnership and support. Please contact me at brianlucas@ccusd.org or 310-842-4220 for any questions or information.

Sincerely,

Brian Lucas, Ed.D.
Superintendent

Encl.

c: CCUSD Board of Education

BOARD OF EDUCATION

Dr. Kelly Kent Mr. Triston Ezidore Ms. Stephanie Loredo Ms. Paula Amezola Mr. Brian Guerrero Dr. Brian Lucas, Superintendent

Exhibit A

Crossing Guard Locations

Overland Ave /Sawtelle Blvd

Sawtelle Blvd /Rudman Dr

Matteson Ave /College Ave

Washington Blvd /Elenda St

Braddock Dr /Duquesne Ave

Farragut Dr /Coombs Ave

Braddock Dr / Elenda St

Overland Ave /Farragut Dr

Elenda Street / Garfield Ave

Elenda Street / Franklin Ave

Coolidge Ave / Port Rd

Port Rd / Purdue Ave

Coolidge Ave / Diller Ave

Matteson Ave / Girard Ave

Braddock Dr / Irving Pl

Braddock Dr /Elenda St

Overland Ave /Farragut Dr

FactSheet

September 2015

District Funding for School Crossing Guards

While California law does not require school districts, cities, or counties to use crossing guards, many voluntarily establish crossing guard programs to protect the health and safety of their students. Students who walk or bike to school increase their daily physical activity, which may improve their overall health¹ and academic achievement².

This fact sheet highlights some considerations for school boards as they seek to review, expand, or establish a school crossing guard program. Since the funding and coordination of services are often based on local agreements between school districts and their respective city or county agencies, understanding the available options and how other school districts provide similar services can be beneficial. As with any other student support service, the deployment of school crossing guards should be seen in the context of broader initiatives related to student health and safety, such as Safe Routes to Schools—a program that provides federal and state grants designed to make it easy, safe, and enjoyable for students to walk and bicycle to and from school.

Considerations for school boards

School boards seeking to establish, expand, or review their school crossing guard program should consider:

1. **Coordination of efforts.** Which entity or combination of entities manages the program (school district, city, or county)? How is the deployment of school crossing guards determined?
2. **Funding sources.** Which entity or combination of entities funds the program? Funding typically comes from district, city, or county revenues. Some programs have also been partially funded through federal and/or state grants or community-based organizations.

Regardless of the agreement at the local level, it is important that school districts work together with their local agencies and stakeholders to ensure that students and families have safe and healthy routes to their schools.

Coordination of efforts

To effectively meet the safety needs of students, it is crucial that school districts and local agencies coordinate their efforts. Generally, cities and counties are better positioned to implement comprehensive safety initiatives, which may include school crossing guards. City or county programs are usually operated by the police or sheriff's department or another agency. In some cases, a school district and local agency jointly operate a program, with the district deploying its own volunteers or staff where gaps in service exist. Some school districts operate their own programs by either employing crossing guards, coordinating volunteers, or securing services of an outside contractor.

Alameda County. The Public Works Agency's School Crossing Guard Program provides adult crossing guards in school areas in the unincorporated areas of Alameda County. School crossing guard services are provided if requested. Due to limited funding availability, school crossing guard locations are limited. As a result, some schools fund school crossing guards with their own discretionary funds or work with the county's Supervising Crossing Guard to train parent volunteers.

Questions for school boards to ask:

1. What school crossing guard services are offered by the local agencies?
2. Do these services meet our district needs? Should additional services be added to meet gaps in delivery?

Funding sources

Whether the school district, local agencies, or combination of entities operate a school crossing guard program, funding can come from a variety of sources, including the district, city or county revenues, federal and/or state grants, and community-based organizations. The main expenses associated with such programs often include staff salaries and insurance for employees and volunteers.

School district revenues. While full funding from district revenues more often occurs with district-operated programs, in some cases districts might pay a fee to local agencies for services provided. Each school district can negotiate funding amounts with their respective city or county.

Elk Grove Unified School District. The Elk Grove Unified School District has a contract with a private company to provide crossing guards at eight sites with the highest traffic and/or larger streets that present a greater risk to student safety. Crossing guard duty at remaining sites is provided by school staff or parent volunteers. Expenses for the services are covered by the district.

City or county revenues. City or county revenues may be used to fully or partially fund school crossing guard programs, even when district operated. School boards may engage with and encourage city and county officials to support school crossing guard programs. Such requests, when linked to the public safety responsibilities of the city and county, offer compelling rationale for support. Identifying specific funding streams would also facilitate the support. Examples of city and county funding stream that could support school crossing guard programs include misdemeanor

and forfeitures collected by the cities and counties under state law, such as Education Code 45451, Vehicle Code 42200, and Vehicle Code 42201. While not a requirement, there is an argument to be made for the responsibility of the city or county to support the safety of its residents, including the provision of school crossing guards.

Federal and state grants. There are several state and federal grants that local agencies can access to provide school crossing guard services to school districts. The Safe Routes to Schools program is one of the most prominent funding sources. While this is a broader program focused on infrastructure, a portion of funds may be used for the training (but not the salaries) of school crossing guards in the community.

- » **California Safe Routes to Schools (SR2S).** SR2S allows up to 10% of expenditures to be used for non-infrastructure activities. Only incorporated cities and counties are eligible to apply for the SR2S program. Therefore, it is very important that school districts, school site staff, and parents work together with their local agencies to maximize the benefit of the program. The state of California has provided approximately \$24 million per year for the SR2S program since 2000 and the program was extended indefinitely by AB 57 — Highways, Federal Funds: Safe Routes to School in 2007.
- » **Federal Safe Routes to Schools (SRTS).** Funding for this program is available through CalTRANS and allows 30% of funding to be used for non-infrastructure projects. State, local, and regional agencies are eligible applicants, while school districts are required to partner with a city or county to serve as the responsible agency to manage the funding and the program. After 2012, the Transportation Alternatives Program (TAP) replaced several federal transportation programs, including SRTS. While dedicated funds are no longer available, SRTS projects are eligible to apply for TAP funds.

Community-based organizations. In several cases, school districts partner with community organizations, such as rotary clubs, and other local funding sources to fund school and district specific projects.

Walking School Bus Program. A walking school bus is a group of children who walk to school with one or more adults. It can be as informal as two families taking turns walking their children to school or as formal as a planned walking route with meeting points and a schedule of trained volunteers. This program can be an alternative to hiring and training crossing guards while also increasing parent participation. For more information, visit www.walkingschoolbus.org.

Questions for school boards to ask:

1. What resources are available in my city and county to support school crossing guard programs? Has the city and/or county received SR2S or TAP funds that can support our needs?
2. Are there community organizations that can support the safety needs of schools within the district?

Next steps for school boards

While each school district might have different coordination and funding arrangements with its city or county to support a program for school crossing guards, it is imperative that school boards understand the agreements within their district and coordinate efforts with parents, community organizations, and local agencies to ensure the safety and health of their students.

CSBA will continue to provide guidance on effective governance and coordination of efforts to promote the health and safety of students. CSBA partners can also be a valuable resource. For example, the Cities Counties and Schools Partnership works with CSBA and other organizations to foster coordination of local services among cities, counties, and schools.

Helpful resources

California School Boards Association. Provides sample board policies, policy briefs, and other resources on student wellness, transportation, and establishment of a Safe Routes to School program. See BP/AR 5142.2—Safe Routes to School Program and CSBA's policy brief *Safe Routes to School: Program and Policy Strategies* (August 2009). www.csba.org

The Cities Counties and Schools Partnership. Provides resources focused on improving conditions of children, families, and communities at the local level by promoting and encouraging coordination, integration, and increased efficiency of local services and joint facilities use among cities, counties, and schools in all California communities. www.ccspartnership.org

The Safe Routes to School National Partnership. Provides an overview of best practices for establishing Safe Routes to School programs. <http://saferoutespartnership.org/state/bestpractices>

CalTRANS. Provides information on the federal and state Safe Routes to School programs, including a project list and legislative updates: www.dot.ca.gov/hq/LocalPrograms/saferoutes/saferoutes.htm

Crossing with Confidence: Managing Risk When Creating Crossing Guard Programs in California (October 2014). This fact sheet by CA4Health and ChangeLab Solutions discusses the legal implications of establishing a crossing guard program and identifies concrete steps that school districts can take to minimize their exposure to liability. http://changelabsolutions.org/sites/default/files/SRTS_Crossing-Guard-Programs_FINAL_20140926.pdf

Endnotes

- 1 U.S. Department of Health and Human Services. *Physical Activity Guidelines Advisory Committee Report*. Washington, DC: U.S. Department of Health and Human Services, 2008.
- 2 California Department of Education. *A Study of the Relationship Between Physical Fitness and Academic Achievement in California Using 2004 Test Results*. Sacramento, CA: California Department of Education, April 2005.