

TO: Traffic and Transportation Advisory Commission

FROM: Clifford G. Finley, Public Works Director

DATE: July 26, 2023

SUBJECT: Annual Crossing Guard Program Vehicle and Pedestrian Count Results (School Year 2022-23)

RECOMMENDATION:

Receive report.

BACKGROUND:

The City of Thousand Oaks funds and staffs a school Crossing Guard Program for area elementary and middle schools. The City has been sponsoring the program since 1964 and there are currently 24 City Council-approved crossing locations, supporting 20 schools.

In June 2022, staff presented its annual report on the Crossing Guard Program to City Council and was directed to present a comprehensive overview of the program to City Council at a later council date. After receiving the overview in August 2022, City Council directed staff to work with the Traffic and Transportation Advisory Commission (TTAC) to establish updated standards and policies for the program.

Work began in October 2022, and based on recommendations of the TTAC, City Council adopted new Standards and Policies for the School Crossing Guard Program in February 2023 (Attachment #1). The new policies were intended to clarify and bring consistency to the standards used to make determinations as to which locations are qualified for crossing guards. The new policies also provide four alternative considerations that can be employed to address unique crossing situations.

Pursuant to the updated policy, annual counts were conducted in Spring 2023 for all crossed locations currently approved. Counts were conducted by a professional engineering firm between March 7th and May 9th, 2023, and the results were provided to the Public Works Director on May 15, 2023. Per the Policy, the Public

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Works Director's decision must be presented to the TTAC within 60 days so the public may provide testimony. No requests for additional crossing guard locations were received by staff as of the completion of these counts.

DISCUSSION/ANALYSIS:

Based on the Spring 2023 counts, 13 of the 24 existing locations (Attachment #2) failed to meet the minimum criteria for crossing guard placement. Nine of the 13 locations failed due to single-digit pedestrian counts, which disqualifies a location automatically. The remaining four locations that failed to meet the minimum standards (Kimber at Havenside (Cypress), Whitechapel at Sandhurst (Lang Ranch 1), Gainsborough at Dover (Acacia/Redwood), and Gainsborough at Camino Manzanitas (Redwood)), each failed to meet at least one of the four mandatory minimum counts for pedestrians or vehicles. These four locations also failed to qualify under any alternative.

These results are generally consistent with prior counts. All ten schools that failed to meet the minimum standards under the prior policy also failed to meet the more accommodating standard of the new policy. Most notable this year was the failure of both locations supporting Redwood Middle School to meet the minimum standards. This has not occurred in counts in recent years suggesting a shift in how children are arriving at this school compared to prior years.

These counts are for information only, as the new policies and standards do not take effect until the start of the 2023-24 school year. As such, no changes to any of the 24 currently approved locations will take place for either the 2023-24 or 2024-25 school years. It will not be until the 2025-26 school year that a location may be closed, and then only if it fails both counts for the 2023-24 and 2024-25 school years which will be taken in Spring 2024 and Spring 2025 respectively.

Staff are working with interested stakeholders including Thousand Oaks Police Department to promote pedestrian and bicycle safety, as well as to encourage walking to school to bolster pedestrian counts at area schools.

PREPARED BY: Mike Houser, Transit Program Manager

Attachments:

Attachment #1 – Resolution 2023-004

Attachment #2 – Spring 2023 Count Matrix

RESOLUTION NO. 2023-004

RESOLUTION OF THE CITY COUNCIL OF THE CITY
OF THOUSAND OAKS ESTABLISHING CROSSING
GUARD PROGRAM STANDARDS

WHEREAS, since 1965, City Council has been considering requests for crossing guard placement at intersections adjacent to local area schools; and

WHEREAS, the crossing guard program is an integral part of supporting the safe crossing of school-aged students at area schools; and

WHEREAS, the City Council desires to formalize the standards and policies for the crossing guard program; and

WHEREAS, on August 30, 2022, a comprehensive report on the history of the program and standards development was presented to City Council. After discussion, City Council directed the Traffic and Transportation Advisory Commission (TTAC) to review the current operating standards and policies and if needed, recommend potential revisions to the entire program for City Council to consider; and

WHEREAS, at the October 19, 2022, TTAC meeting, staff presented a history of the program and information from agencies across the County on their crossing guard programs and practices. Staff received feedback from the TTAC members on potential changes to the crossing guard policies and standards; and

WHEREAS, on November 16, 2022, TTAC reviewed the draft elements of the revised Crossing Guard Program Standards and Policies and after discussion, requested additional alternative criteria be incorporated; and

WHEREAS, on December 7, 2022, TTAC voted 4-0 that the following 2023 Crossing Guard Program Standards and Policies be approved by City Council; and

WHEREAS, the City Council desires to work in partnership with the Conejo Valley Unified School District to promote students walking and biking to school.

NOW, THEREFORE, BE IT RESOLVED by the Thousand Oaks City Council that the following Crossing Guard Program Standards and Policies are hereby adopted, effective at the start of the 2023/2024 school year:

CROSSING GUARD PROGRAM STANDARDS

These standards and policies and four alternative criteria shall apply to all crossing guard locations.

Review Authority:

The City Public Works Director or designee shall be the responsible party that annually reviews existing crossing guard locations, requests for crossing guard additions, and staff recommended closures to determine consistency with City standards. The following standards shall apply:

- 1) Requests to add crossing guard locations will be in writing, evaluated by staff for consistency with City standards, and reviewed by the Public Works Director to approve or deny based on City's minimum standards and four alternatives.
- 2) Staff will report annually to the Public Works Director, all currently approved locations and will identify all locations that do not meet the City's minimum standards and four alternatives based on pedestrian and vehicle conflict counts conducted in the current school year. The Public Works Director shall evaluate staff's report for consistency with Crossing Guard Standards and Policies and prepare a list of approved locations for the upcoming school year. The Conejo Valley Unified School District will be provided the list as soon as practical.
- 3) Annually, the TTAC will receive a comprehensive report from the Public Works Director on the entire crossing guard program for the upcoming school year, including any changes such as locations approved or denied for crossing guard placement and all locations recommended for closure. This presentation will be made within 60 days from the date of the Public Works Director's decision.
- 4) Decisions by the Public Works Director to close an existing location or deny a new location may be appealed to the City Council via written appeal within 14 calendar days of the date of the TTAC meeting, along with the appeal fee as listed in the City's user fee manual. If the City Council overturns a determination of the Public Works Director, the appeal fee will be refunded.
- 5) If an existing location fails to meet the City's minimum standards including any applied alternative, closure will be deferred for one additional school year, unless it was already posted/notified and recommended for closure the prior year. Removal of crossing guards at locations that fail to meet the City's minimum standards including any applied alternative for a second consecutive year is mandatory.

Qualifying Standards

- 1) City of Thousand Oaks Pedestrian & Vehicle Conflict Count Minimum Standards:

City Minimum Standards

Intersection Type	Minimum Peak Hour Volumes AM and PM	
	Vehicle Conflicts	Pedestrians
Uncontrolled Intersections	300	20
STOP Controlled Intersections	300	20
Signalized Intersections	500	40

- 2) Locations must meet all four standards (AM and PM Vehicle Conflicts and AM and PM Pedestrian Counts) in order to be eligible for a crossing guard unless an alternative criterion is applicable.
- 3) Any pedestrian counts under ten for either the AM or PM count disqualifies a location from eligibility or application of alternative criterion and shall not be approved.

Alternative Criteria

Four alternative criteria to accommodate special circumstances are listed below. These alternatives are not cumulative. Only one alternative criterion may be applied per location.

- 1) **75 Percent CA MUTCD Alternative:** If a location, regardless of intersection type, fails to meet only **one** of the four City minimum standards (pedestrian and vehicle conflict counts for AM & PM), the location will be eligible for a crossing guard so long as **all** three of the remaining criteria meet the CA MUTCD minimum standards as listed below and any non-qualifying pedestrian count is not below ten.

CA MUTCD Minimum Standards

Intersection Type	<i>Minimum Peak Hour Volumes AM and PM</i>	
	Vehicle Conflicts	Pedestrians
Uncontrolled Intersections	350	40
STOP Controlled Intersections	500	40
Signalized Intersections	500	40

- 2) **Traffic Volume Alternative:** If AM and PM vehicle conflict counts at an **uncontrolled** intersection **both** exceed **1,000** vehicles but the location does not achieve the City's minimum pedestrian standard, the location is eligible so long as the pedestrian counts are not less than ten.
- 3) **Speed Limit Alternative:** If the highest speed limit for an **uncontrolled** intersection exceeds **35 mph**, the City's minimum standard for vehicle conflicts may be lowered by ten percent. The location is eligible if **both** AM and PM vehicle conflict counts are not more than ten percent below the minimum City standard.
- 4) **Roadway Width Alternative:** If the width of the longest crossing leg of an **uncontrolled** intersection exceeds **40 feet**, the City's minimum standard for vehicle conflicts may be lowered by ten percent. The location is eligible for a crossing guard if **both** AM and PM vehicle conflict counts are not more than ten percent below the minimum City standard.

Staff will conduct annual counts of all existing and proposed locations. Pedestrian and vehicle counts will be conducted per the California Manual on Uniform Traffic Control Devices (CA MUTCD) guidelines to ensure accurate pedestrian and vehicle counts representative of a typical school day.

PASSED AND ADOPTED this 14th day of February 2023, by the following vote:

Ayes: Councilmembers Engler, Taylor, Adam, and Mayor McNamee

Noes: Councilmember Newman

Absent: None

DocuSigned by:

Kevin McNamee

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Kevin McNamee, Mayor
City of Thousand Oaks, California

ATTEST/CERTIFY:

DocuSigned by:

Laura B. Maguire

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Laura B. Maguire, City Clerk

Date Attested: 2/21/2023

APPROVED AS TO FORM:
Office of the City Attorney

DocuSigned by:

Noel Doran

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Noel Doran, Assistant City Attorney

APPROVED AS TO ADMINISTRATION:

DocuSigned by:

AP

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Andrew P. Powers, City Manager

The presence of electronic signature certifies that the foregoing is a true and correct copy as approved by the City of Thousand Oaks City Council on the date cited above.

School	Corner	Vehicle Count		Pedestrian Count		Intersection Type	Vehicle Standard			Pedestrian Standard			Comments/Concerns	Meet Alt. 1	Meet Alt. 2	Meet Alt. 3	Meet Alt. 4
		AM	PM	AM	PM		Standard	Meets AM	Meets PM	Standard	Meets AM	Meets PM					
Aspen	Janss/Marlowe	976	1,005	2	-	Uncontrolled	300	Y	Y	20	N	N	Single digit pedestrian count, automatic fail.	N	N	Y	Y
Banyan	Lynn/Knollwood	1,189	934			Uncontrolled	300	Y	Y	20	N	N	Single digit pedestrian count, automatic fail.	N	N	N	Y
Conejo	Conejo School/Los Feliz		530	524	633	Stop-Sign	300	Y	Y	20	N	Y	Single digit pedestrian count, automatic fail.	N	N	N	N
Cypress	Kimber/Havenside		354	229	150	Uncontrolled	300	Y	N	20	Y	Y		N	N	N	Y
Glenwood	Windsor/Spalding		253	151	11	Uncontrolled	300	N	N	20	N	N	Single digit pedestrian count, automatic fail.	N	N	N	N
Ladera	Calle Damasco/Calle Almendro		268	163	18	Uncontrolled	300	N	N	20	N	N	Single digit pedestrian count, automatic fail.	N	N	N	N
Ladera	Arboles/Plantas	1,409	1,348	24		Stop-Sign	300	Y	Y	20	Y	N	Approved due to Alt #2	Y	Y	Y	N
Lang Ranch	Whitechapel/Sandhurst		277	164	93	Stop-Sign	300	N	N	20	Y	Y		N	N	N	N
Lang Ranch	Whitechapel/Knightsbridge		260	218	8	Uncontrolled	300	N	N	20	N	N	Single digit pedestrian count, automatic fail.	N	N	N	N
Madrona	Calle Manzanitas/Marian		292	203		Uncontrolled	300	N	N	20	N	N	Single digit pedestrian count, automatic fail.	N	N	N	N
Maple	Baxter/Kimber		663	527	21	Uncontrolled	300	Y	Y	20	Y	Y		N	N	N	Y
Weathersfield	Calandria/Darlington		253	177	101	Uncontrolled	300	N	N	20	Y	Y		N	N	N	N
Westlake Hills	Cascade/Panamint		229	146	13	Uncontrolled	300	N	N	20	N	Y		N	N	N	N
Wildwood	Arboles/Velarde		520	524	46	Uncontrolled	300	Y	Y	20	Y	Y	Meets Alt #1 & 3, no impact	Y	N	N	Y
Earths	Redfield/Michael		405	349	68	Uncontrolled	300	Y	Y	20	Y	Y	Meets, Alt #1, no impact	Y	N	N	N
Mates	La Granada/Wilder		495	369	121	Uncontrolled	300	Y	Y	20	Y	Y	Meets Alt #1 and #4, no impact	Y	N	N	Y
Acacia ES/Redwood MS	Gainsborough/Dover		630	642	9	Uncontrolled	300	Y	Y	20	N	Y	Single digit pedestrian count, automatic fail.	N	N	N	Y
Sycamore Cyn ES/MS	Via Rio/Calle Del Prado		596	406	166	Stop-Sign	300	Y	Y	20	Y	Y	Meets Alt #1 and #4, no impact	Y	N	N	Y
Sycamore Cyn ES/MS	Via Rio/Via Las Brisas		882	703	40	Traffic Light	500	Y	Y	40	Y	Y	Meets Alt #1 and #4, no impact	Y	N	N	Y
Sycamore Cyn ES/MS	Via Rio/Via Mirabella		813	588	100	Traffic Light	500	Y	Y	40	Y	Y	Meets Alt #1 and #4, no impact	Y	N	N	Y
Colina MS	Hillcrest/Rancho	988	1,164	144	149	Uncontrolled	300	Y	Y	20	Y	Y	Meets Alt #1, #3 and #4, no impact	Y	N	Y	Y
Los Cerritos MS	Erbes/Avenida de las Flores	1,717	1,523	50	301	Traffic Light	500	Y	Y	40	Y	Y	Meets all alternatives, no impact	Y	Y	Y	Y
Redwood MS	Gainsborough/Camino Manzanitas		769	670	8	Stop-Sign	300	Y	Y	20	N	Y	Single digit pedestrian count, automatic fail.	N	Y	N	Y
Sequoia MS	Brochard/Theresa	2,070	1,867	30		Traffic Light	500	Y	Y	40	Y	Y	Meets all alternatives, no impact	Y	Y	Y	Y

Alt #1 - 75% MUTCD

Alt #2 - Vehicle counts over 1,000

Alt #3 - Uncontrolled speed over 35mph

Alt #4 - Uncontrolled width over 40 feet

Fails to meet minimum standards

MH 6-7-23