

Racial Equity and Social Justice Initiative

RESJI Tool: Fast-Track Version



INSTRUCTIONS

This abbreviated version of the full RESJ Tool is intended for issues on a short timeline or without a widespread impact.

Examples:

- single piece of legislation already drafted and introduced.
- creation of a single position description and job posting for an open position
- development of a single budget item proposal

For broader policies and legislation in its beginning phase, please use the full version of the RESJ Toolkit.

This tool should be completed by people with different racial and socioeconomic perspectives. When possible, involve those directly impacted by the issue. Include and document multiple voices in this process. The order of questions may be re-arranged to suit your situation.

Mission of the Racial Equity and Social Justice (RESJ) Initiative: To establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison.

Equity is just and fair inclusion into a society in which all, including all racial and ethnic groups, can participate, prosper, and reach their full potential. Equity gives all people a just and fair shot in life despite historic patterns of racial and economic exclusion (www.policylink.org).

The persistence of deep racial and social inequities and divisions across society is evidence of bias at the individual, institutional and structural levels. These types of bias often work to the benefit of White people and to the detriment of people of color, usually unintentionally or inadvertently.

Purpose of this Tool: To facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by a proposed action/decision of the City.

The “*What, Who, Why, and How*” questions of this tool are designed to lead to strategies to prevent or mitigate adverse impacts and unintended consequences on marginalized populations.

BEGIN ANALYSIS

Name of topic or issue being analyzed:

The City of Madison is going through an annual review of crossing guard assignments. Some existing crossing guard assignments that meet criteria for discontinuance have been identified. Recommendations were presented to the Pedestrian-Bicycle Motor Vehicle Commission at their May 2017 meeting. PBMVC referred the recommendations and requested that staff review the recommendations using the RESJI Fast Track Tool.

Main contact name(s) and contact information for this analysis:

Gretchen Aviles-Pineiro, Traffic Engineering
David Dryer, City Traffic Engineer
Lt. Trevor Knight, Police Department

Names and affiliations of others participating in the analysis:

Toriana Pettaway, Equity Coordinator, Department of Civil Rights
Yang Tao, Traffic Engineering
Arthur Ross, Pedestrian & Bicycle Coordinator, Traffic Engineering
Patti Knoche, Crossing Guard Supervisor, Police Department
Virginia Kravik, Crossing Guard Supervisor, Police Department
Lt. David Jugovich, Police Department

1. WHAT

a. What does the policy, plan or proposal seek to accomplish?

Review the recommendations for Adult School Crossing Guard assignment discontinuance through a Racial Equity Social Justice lens.

The city has had an Adult School Crossing Guard program since around 1950 (A newspaper article from 1960 indicated that was the 10th year of the program). The first reference to criteria for assigning Adult School Crossing Guards dates to the early 1960's. In July of 1962 a resolution was introduced to the Common Council "Providing for the necessity of crossing guards and necessary protections at crossing locations." This resolution included a method for determining the level of protection required at school crossing locations. It does not appear, however, that this was adopted by the Council at that time. The resolution indicates that it was placed on file in November 1962.

In 1970 there was request from the Board of Education that crossing guards be placed under the control of the Board of Education and the Police Department. A resolution to transfer control of the location of school crossing guards to the Board of Education was adopted by the Common Council on May 14, 1970. This resolution amended MGO 5.01(4) to read "Crossing guards and school crossing guards, the location of which shall be determined by the Board of Education, after study and recommendation of the Department of Transportation and Police Department, shall be appointed by the Chief of Police . . . ' By "control" the Board of Education appeared to only have taken on the final approval process from the Common Council. Transportation was still doing the studies and Police was still hiring and supervising the crossing guards.

The Madison Schools reorganized its grade level structure in the fall of 1972

	From	To
Elementary	K – 6	K – 5
Middle	7 – 9	6 – 8
High	10 – 12	9 – 12

In a letter from the Madison Public Schools to the City Traffic Department, the Schools indicated that "Since the K-5 structure is considered to be the elementary program, crossing guards will be assigned to traffic hazard areas for the protection of children in these grades. Children of the 6 – 8 middle school will not be considered in this count." The criteria for evaluating school crossing guard locations was amended in 1972 to reflect this change.

In fall of 1975 a resolution was adopted requesting a restudy of the criteria for determining the necessity for crossing guards which was done originally in 1962. "It is particularly important that the criteria be properly validated as to their real ability to predict safety conditions at a crossing." Revised criteria were adopted by the Common Council on 8/31/1976 with a couple of proposed amendments still pending. One of these amendments was adopted by the Council on 9/14/1976. A clarification of an existing part of the criteria was adopted by the Council on 9/28/1976

In February 1977 control of school crossing guards was transferred from the Board of Education back to the City. It was at this time that the Transportation Commission was given the responsibility for making the determinations after study and recommendation from the Traffic Engineer. The Transportation Commission was also given the responsibility to adopt guidelines to be used in determining the need for crossing guards.

In February 1980 an Alder introduced further amendments to the ASCG criteria, stating in the preamble "The city's school crossing protection criteria were adopted as policy on August 31, 1976, . . . , and later amended . . . September 14, 1976, and . . . September 28, 1976. Three and a half years later it is apparent that they need amending again in several respects. Common practice in that time has been for the Transportation Commission, strictly observing the criteria, to adopt each spring a list of changes in school crossings, subtracting several and adding a few; but when the recommended changes come before the Council, they are drastically amended. This happens, in the opinion of the sponsors, "because the criteria do not reflect the reality of the situation. Time after time, neighborhood groups and alderpersons identify factors that ought to weigh in the decision whether or not to provide school crossing protection but that are not identified in the criteria. This resolution seeks to remedy the deficiency and to

create a more workable set of protection criteria. "

Amended criteria were adopted by the Council June 30, 1981, July 1990, and January 2016.

The January 2016 revision stemmed from many of the same concerns as expressed by the Alder in 1980. The Pedestrian-Bicycle-Motor Vehicle Commission (successor to the Transportation Commission mentioned in the history above) worked with Traffic Engineering staff for a year reviewing the history of the city's program and criteria, comparing the city's criteria to national model criteria (National Center for Safe Routes To School, California and Arizona), and criteria from peer communities (Davis California, Boulder Colorado, Seattle, Washington, Portland, Oregon, Ann Arbor, Michigan), as well as considering Madison's unique circumstances and needs. This review found that Madison's criteria, while old, was still one of the best in the country.

The January 2016 criteria incorporated the following changes.

- Updated the stopping sight distance table to reflect changes in the national AASHTO Green Book
- Modified the hazard point assignment for the number of elementary school aged children using the crossing by assigning points for less than 20 students and increasing the number of points assigned for each category.
- Modified the hazard point assignment for vehicle speeds to reflect the fact that as motor vehicle speed increases the probability of a fatality for a pedestrian hit by a motorist increases.
- Increased the number of hazard points for a crash involving a student on their way to or from school from 5 points to 8 points.
- Under Other Factors, added Observations of the percent and types of trucks during times when students are using the crossing to address concerns expressed by parents from a specific neighborhood.
- Formalized the process that staff had been using when a decision was made to review an existing adult school crossing assignment for possible discontinuance by including this process in the criteria.

These changes were recommended by the Pedestrian-Bicycle-Motor Vehicle Commission to the Common Council. The Common Council adopted these changes in the *SCHOOL CROSSING PROTECTION CRITERIA, January 2016*.

b. What do available data tell you about this issue?

PROCEDURE TO STUDY THE DISCONTINUANCE OF AN ADULT SCHOOL CROSSING GUARD LOCATION (from *School Crossing Protection Criteria*, adopted by Common Council January 2016)

Adult School Crossing Guards are employed and supervised by the Madison Police Department. Each year the Adult School Crossing Guards conduct counts at their assigned location in the fall and in the spring. After each count, the Crossing Guard Supervisors and Traffic Engineering staff meet to discuss program operations and to determine if there are any existing locations that should be reviewed for discontinuance. The decision to review an existing Adult School Crossing Guard Assignment can be made based on changes in school attendance area boundaries such that elementary school students no longer have to cross a particular street, changes in school busing policies where students who used to walk to school are to be bused to school instead, locations where the number of elementary school aged students using the crossing has dropped below the threshold of 15 for several years, or changes in traffic patterns such that the hazard rating at a location might have dropped below the threshold of 30 points.

The school's Principal and Parent Teacher Group, as well as the area Alder and Neighborhood Association, will be contacted by Traffic Engineering when a determination has been made to study an Adult School Crossing Guard assignment for discontinuance. When the reason for this study is a low number of students using the crossing, the city will offer assistance to help the school community increase the number of elementary school students walking to school and using the crossing in order to retain the Adult School Crossing Guard assignment. The site will be studied for one school year. Traffic Engineering will conduct studies in the fall and spring and work with the school throughout the year if they respond to the offer of assistance. The Crossing Guard Supervisors will have the Crossing Guard do monthly counts to track crossing use throughout the school year.

When studies are completed, if the staff recommendation, based on these adopted criteria, is to discontinue the Adult School Crossing Guard assignment, this will be forwarded to the Pedestrian-Bicycle

Motor Vehicle Commission (PBMVC) in late spring or early summer. If changes are recommended and approved by the PBMVC, the school will then have enough time to plan for these over the summer for the start of school the following fall. The Principal, Parent -Teacher Group, Alder and Neighborhood Association will be informed of the results of the study. If there is a recommendation of discontinuance, they will be notified as to when this will be on the Pedestrian-Bicycle-Motor Vehicle Commission's agenda.

City staff followed the above procedure as documented below.

Crossing Guards conducted their fall counts.

TE staff (Gretchen Aviles-Pineiro & Arthur Ross) met with the Crossing Guard Supervisor (Patti Knoche) to see how the program was operating so far as well as to review the fall counts and historic fall and spring count data to see if there were any ASCG assignments that should be reviewed for discontinuance. ASCG assignments had not been reviewed for discontinuance over the past couple of years as the criteria were being reviewed by the PBMVC. Now that updated criteria, including formalizing the discontinuance procedure, had been recommended by the PBMVC and adopted by the Common Council, staff followed this procedure.

Five ASCG assignments were identified to study for discontinuance.

North Street and Commercial Avenue	Emerson Elementary School
North and E Johnson Streets	Emerson Elementary School
Milwaukee and Meadowlark Streets	Kennedy Elementary School
Midvale Boulevard and Mineral Point Road	Midvale and Van Hise Elementary Schools, Queen of Peace School, Hamilton Middle School
Monroe and Glenway Streets	Thoreau Elementary School Wingra School

For each of the schools listed above, Traffic Engineering staff contacted the school's Principal and Parent Teacher Group, as well as the area Alders and Neighborhood Associations to inform them that these studies were being performed and to offer assistance to help the school community increase the number of elementary school students walking to school and using the crossing in order to retain the Adult School Crossing Guard assignment. For areas without Neighborhood Associations, staff also contacted Tariq Saqqaf, Neighborhood Resource Coordinator in the Mayor's Office. A copy of this email is attached.

Traffic Engineering conducted studies both in the morning during school arrival times and in the afternoon during school dismissal times, gathering data on the number of elementary school students using these crossings, the availability of safe gaps in traffic for crossing, speed of motor vehicles, sight distance, safety history, as well as other factors per the School Crossing Protection Criteria. Studies were done once in the fall and once in the spring, on mid-week days (Tues, Wed or Thurs) during good weather.

The Crossing Guard Supervisor instructed the crossing guards assigned at these locations to conduct monthly counts of the number of students they crossed.

c. What data are unavailable or missing?

Relevant data from the Neighborhood Indicators Project was provided to participants in the analysis.

2. WHO

a. Who (individuals or groups) could be impacted by the issues related to this policy, plan or proposal?
Who would benefit?

Families with no other method of transportation for elementary school students to get to school could be impacted by the removal of the crossing guard.
Elementary school students that walk to school and use the locations where the crossing guards are currently assigned would benefit if those crossing guard locations are maintained.

Who would be burdened?

The removal of the crossing guard could burden the elementary school students that walk to school and their families.

Are there potential disproportionate impacts on communities of color or low-income communities?

Minorities:

Locations with highest percentage of minorities in the area served by the crossing guard:

- Milwaukee – Meadowlark
- North – Commercial

Affordable Housing:

Locations with highest number of affordable housing units in the area served by the crossing guard:

- Milwaukee – Meadowlark
- North – Johnson

Median Household Income:

Locations with lowest median household income in the area served by the crossing guard:

- North – Johnson
- North – Commercial

Owns Vehicle:

Locations with lowest percentage of owned vehicles in the area served by the crossing guard:

- North – Commercial
- Milwaukee – Meadowlark

Families in Poverty:

Locations with highest percentage of families in poverty in the area served by the crossing guard:

- North – Johnson
- Milwaukee – Meadowlark

3. WHY

a. What are potential unintended consequences (social, economic, health, environmental or other)?

The discontinuance of crossing guards may reduce the number of elementary school students that walk to school and increase vehicle traffic at school drop off – pick up.

4. HOW: RECOMMENDATIONS SECTION

a. Describe recommended strategies to address adverse impacts, prevent negative unintended consequences and advance racial equity (program, policy, partnership and/or budget/fiscal strategies):

After analyzing the data provided by Neighborhood Indicators Project, the crossing guards at Milwaukee & Meadowlark and North & Johnson are recommended to be maintained.

A Racial Equity & Social Justice Initiative tool should be used for future crossing guard assignment or discontinuance studies to analyze the area served by the crossing guard and provide recommendations.

Email sent to school Principals, Parent Teacher Groups, area Alders and Neighborhood Associations to inform them that Adult School Crossing Guard discontinuance studies were being performed and to offer assistance to help the school community increase the number of elementary school students walking to school and using the crossing in order to retain the Adult School Crossing Guard assignment.

Thursday, October 27, 2016

Dear Principal:

It has been brought to our attention by the Madison Police Department that there are very few _____ Elementary School students crossing _____ at _____ where the city has an Adult School Crossing Guard assigned. Traffic Engineering has been requested to review this Adult School Crossing assignment for possible discontinuance. We will be studying this crossing over the course of the school year. A decision on the future of this Adult School Crossing Guard assignment will be made in the spring, before the end of the school year.

The process for studying the discontinuance of an Adult School Crossing Guard is included in the city's adopted *School Crossing Protection Criteria, January 2016* (See page 9 of the PDF <http://www.cityofmadison.com/trafficEngineering/documents/SchXngProtectCriteria2016.pdf>). This Section is attached to this letter.

We would like to work with you and the school community to encourage more students in this area to walk to school on a regular basis. If we can increase the number of _____ Elementary School students regularly using this crossing, we will be able to retain this Adult School Crossing Guard assignment. Please contact John Rider at 608-266-4474, or JRider@cityofmadison.com to discuss ways we can help.

Please let Gretchen Aviles Pineiro (GAvilesPineiro@cityofmadison.com) know if you have any questions.

Sincerely,

David C. Dryer, PE
City Traffic Engineer

CC: [see lists below]

**PROCEDURE TO STUDY THE DISCONTINUANCE OF
AN ADULT SCHOOL CROSSING GUARD LOCATION**

from *School Crossing Protection Criteria, January 2016*

<http://www.cityofmadison.com/trafficEngineering/documents/SchXngProtectCriteria2016.pdf>

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School	Principal	Alder 1	Alder 2	PTO/G/A	Neighborhood Association 1	Neighborhood Association 2
Emerson Elementary	Brad Kose:	Larry Palm, District 12		Emerson Elementary School PTO	Eken Park NA	Sherman NA
Kennedy Elementary	Nancy Caldwell	Amanda Hall, District 3		Kennedy P.T.O.	Tariq Saqqaf, Neighborhood Resource Team	
Midvale Elementary	Becky Galván	Alder Shiva Bidar-Sielaff, District 5	Alder Maurice S. Cheeks, District 10	Midvale Lincoln P.T.O.	Sunset Village NA	Midvale Heights Community Association
Van Hise Elementary	Peg Keeler	Alder Tim Gruber, District 11	Alder Maurice S. Cheeks, District 10	Van Hise Elementary PTO	Hill Farms, University NA	Midvale Heights Community Association
Queen of Peace	Mary Jo Vitale	Alder Shiva Bidar-Sielaff, District 5		School & Family Association	Sunset Village NA	
Hamilton Middle	Jessica Taylor	Alder Shiva Bidar-Sielaff, District 5	Alder Maurice S. Cheeks, District 10	Velma Hamilton Middle School PTO	Sunset Village NA	Midvale Heights Community Association
Thoreau Elementary	Kathy Costello	Alder Sara Eskrich, District 13	Alder Tim Gruber, District 11	Thoreau P.T.O.	Dudgeon-Monroe NA	
Wingra School	Mary Campbell	Alder Sara Eskrich, District 13	Alder Tim Gruber, District 11		Dudgeon-Monroe NA	

In addition to the above, the following were copied on all e-mails
Patti Knoche, Crossing Supervisor
Pam Wilson, Chair, School Traffic Safety Committee
David Dryer, City Traffic Engineer
Arthur Ross, Pedestrian & Bicycle Coordinator, Traffic Engineering
John Rider, Traffic Engineering