



PUBLIC WORKS

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CITY COUNCIL INFORMATIONAL MEMORANDUM

Date: June 26, 2026

To: Cupertino City Council

From: David Stillman, Transportation Manager

Re: Crossing Guard Program

Purpose

At the May 19 City Council meeting, Council approved an extension to the crossing guard contract. Staff compiled additional information regarding the programs that are administered and funded in neighboring cities. This memorandum provides a summary of staff's research.

Background

The City of Cupertino has contracted with a vendor to provide school crossing guard services at intersections throughout the City. The guards typically work the morning school drop-off and afternoon school pick-up times, with hours that vary depending on intersection, schools served, and day of the week. Guard locations are determined through warrant studies that are conducted typically every two years, and which are based on usage and traffic patterns at the intersections. The most recent warrant study was completed in 2024, with the next study anticipated for the Fall 2026. Using this data, the City collaborates with the Cupertino Union School District (CUSD) and the Fremont Union High School District (FUHSD) to establish locations for crossing guards.

In August 2021, after the City conducted an RFP solicitation, the City Council awarded an agreement with All City Management Services, Inc. (ACMS) to provide school crossing guard services at 16 locations in the City of Cupertino for a period of three years. On June 18, 2024, City Council authorized a first amendment to the agreement, extending the agreement term to June 30, 2026. At the May 19 City Council meeting, Council authorized the City Manager to execute the second amendment to continue providing school crossing guard services through June 30, 2028.

Discussion

During the second amendment contract negotiations, staff thoroughly researched neighboring cities within Santa Clara County to determine how their school crossing programs were run,

including the cost of the programs and the contracting parties. The results of the research are summarized in Attachment A.

Twelve cities were researched, including Cupertino. Of these, Cupertino is the only city where the crossing guard program is managed by the Public Works Department. In eight cities (Milpitas, Campbell, Los Gatos, Los Altos, Sunnyvale, Mountain View, Palo Alto and Santa Clara), the Department of Public Safety (generally the Police Department) manages the program, while in two cities (Gilroy and Saratoga) the program is managed by the local school district. Morgan Hill does not appear to have a school crossing guard program.

Six cities have programs that are funded wholly or in part by the local school district. The Saratoga Union School District and the Gilroy Unified School District manage and fund 100% of their respective programs, while the cities of Los Gatos, Los Altos, Mountain View, and Cupertino receive approximately 20%, 10%, 25%, and 10%, respectively, of the program costs from their local school districts.

Seven cities (Milpitas, Campbell, Saratoga, Sunnyvale, Mountain View, Palo Alto, and Cupertino) contract directly with ACMS. Two cities (Los Gatos and Los Altos) contracted with ACMS until recently; Los Altos now manages an in-house program without a consultant and Los Gatos uses ACMS through a contract with a local non-profit organization established to provide safety education for the Los Gatos-Monte Sereno schools. Santa Clara has run an in-house program since 1979. The school district in Gilroy runs its own in-house program with no city involvement.

ACMS is the only contractor currently providing crossing guard services in the Santa Clara County area. As a result, the leverage to negotiate pricing is limited. The hourly rates charged by ACMS vary considerably by city, from about \$38/hour to \$52/hour, for the 2026/27 school year. During staff negotiations with ACMS for the second amendment agreement extension, ACMS informed staff that their hourly rates are adjusted for each city in an effort to achieve a roughly consistent per-intersection cost; cities with fewer crossing guard-managed intersections generally are charged higher hourly rates. This is to account for overhead and management costs, which benefit from efficiencies of scale for larger programs as the costs can be shared among a greater number of intersections. Following this conversation, staff gathered information and performed countywide analysis of crossing guard data, looking at hourly rates and number of intersections staffed with crossing guards. The results appeared to confirm the information that ACMS provided, with the additional trend observed that per-intersection costs appeared to decrease slightly for higher-intersection contracts. In comparison with other ACMS-contracted agencies, Cupertino's costs are in line with, or slightly below, the cost trendline for other cities based on ACMS's described methodology. These results are graphed in Attachment B.

Sustainability Impact

School crossing guards encourage walking and bicycling by providing safer passage across streets for students traveling to school. This is consistent with both the Mobility Element of the General Plan, Goal M-3 ("Support a Safe Pedestrian and Bicycle Network for People of All Ages

and Abilities”) and Measure C-T-1 of the Climate Action Plan (“Encourage multi-modal transportation, including walking and biking, through safety and comfort enhancements in the bicycle and pedestrian environment.”). Furthermore, students walking and bicycling to school reduces traffic congestion, which leads to reduced vehicle emissions, helping the City achieve air quality and greenhouse gas emission reduction goals.

Fiscal Impact

The second amendment contains a not-to-exceed amount of \$420,000 in FY 26-27 and \$440,000 in FY 27-28. Staff has included the \$420,000 contract amount in the proposed FY26-27 base budget for this program.

On June 7, 2022, the City entered into a five-year agreement with CUSD and FUHSD, whereby each agreed to contribute \$20,000 per year to the City to help fund crossing guard services. This \$40,000 in revenue partially offsets the City’s net general fund costs of approximately \$380,000 in FY 26-27 and \$400,000 in FY 27-28.

City Work Program (CWP) Item/Description

None

Council Goal:

Transportation

California Environmental Quality Act

No California Environmental Quality Act impact.

Prepared by: David Stillman, Transportation Manager

Reviewed by: Chad Mosley, Director of Public Works

Approved for Submission by: Tina Kapoor, City Manager

Attachments:

A – Comparison Table

B – Plot of Per Intersection Cost by City

Santa Clara County — School Crossing Guard Programs: Comprehensive Summary

City	Oversight Department	Private Contractor	School District Involvement	School District Fund %	# Guard Locations	Annual Program Cost (approx.)	Notable Features
Gilroy	Gilroy Unified School District (GUSD)	None (GUSD direct employment)	GUSD is sole operator and funder	—	—	—	Program under review after fatal Jan. 2026 accident near school. No city department or private contractor involved.
Morgan Hill	—	—	MHUSD role not documented	—	—	—	No formal program found in public records. No private contractor documented.
Milpitas	Milpitas Police Dept. (Community Services)	Yes — ACMS	Milpitas USD served; no mgmt or funding role	—	34	\$781,858/yr (2023-24) \$827,591/yr (2024-25) \$873,464/yr (2025-26)	
Campbell	Campbell Police Department	Yes — ACMS	Campbell USD served; no mgmt or funding role	—	9	\$254,615/yr (2026-27)	
Saratoga	Saratoga Union School District (SUSD)	Yes — ACMS	SUSD is the contracting agency; no city dept. or funding role	100%	8	\$206,381/yr (2024-25) \$221,818/yr (2025-26)	Contract held directly by SUSD (not the city); no city involvement in crossing guard program.
Los Gatos	Los Gatos-Monte Sereno Police Dept. (Traffic Program)	ACMS directly thru 23/24. ACMS contracted through consultant from 2024-25 onward.	LG Union SD + Union SD are cost-sharing partners	20%	12	~\$208,000/yr (2023-24 ACMS contract)	Formal tri-party agreement: Town + two school districts jointly fund and oversee. Town paid ~20% of \$208k contract in 2023-24. Town contracts with non-profit that hires ACMS.
Los Altos	Police Dept. + Human Resources Dept. (in-house from 2025-26)	ACMS thru June 30, 2025; In-house from 2025-26 school year onward	Signed MOUs w/ Los Altos SD, MVLA High SD & Cupertino USD; each district pays 10% of costs at their locations; city pays ~90%	10%	26	~\$410,000/yr (in-house program)	Transitioned AWAY from ACMS due to rising costs. City Resolution 2025-05 authorizes in-house program managed by Police + HR Depts. Signed MOUs with Los Altos SD, MVLA High SD, and Cupertino USD; each district contributes 10% of costs at locations serving their schools.
Sunnyvale	Dept. of Public Safety (DPS) (integrated police/fire)	Yes — ACMS	Santa Clara USD coordinates on location needs; no contract role	—	47	\$1,014,752/yr (2024) \$1,093,266/yr (2025) \$1,115,867/yr (2026)	Santa Clara USD serves Sunnyvale students (district boundaries cross city lines).
Mountain View	Public Works Dept.; contract admin via Police Dept.	Yes — ACMS	MVWSD co-funds 11 of 21 locations at 50/50; city funds 9 locations in entirety	~25%	21	~\$517,440/yr (2026-27)	21 total guard locations: 9 funded solely by City; balance at 50/50 cost-share with MVWSD.
Palo Alto	Police Dept. (Traffic Division)	Yes — ACMS	PAUSD is school liaison partner; no financial contribution	—	31	~\$784,000/yr (\$3.92M total 5-yr contract)	5-yr contract Aug 7, 2023–Aug 31, 2028, NTE \$3,920,865 (~\$784K/yr avg). PAUSD has never financially contributed.
Santa Clara	Santa Clara Police Dept. (Community Services Unit)	None — fully in-house since 1979	SCUSD + CUSD served; no mgmt or funding role	—	~32	—	No private contractor — guards are city per-diem employees hired directly by PD Community Services Unit since 1979. ~32 locations serving 15 elementary schools.
Cupertino	Public Works Dept. (Transportation Division)	Yes — ACMS	CUSD + FUHSD each contribute \$20,000/yr (\$40K total)	~10%	16	\$420,000/yr (FY26-27) \$440,000/yr (FY27-28)	CUSD and FUHSD each pay \$20K/yr (\$40K total) offsetting city costs to ~\$360K net (FY26-27).

Approximate \$ / Intersection vs. Number of Intersections

