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2018 APR 26 PM 3:05

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Anne Kirkpatrick
Chief of Police

SUBJECT: Glenview Elementary Reconstruction
Crossing Guard Funding Grant

DATE: March 21, 2018

City Administrator Approval

Date:

4/26/18

RECOMMENDATION

Staff Recommends That The City Council Approve A Resolution Authorizing The City Administrator Or Designee To Receive And Appropriate A Grant From The Oakland Unified School District (OUSD), In The Amount Of One Hundred Twenty-Two Thousand Four Hundred Eighty-Four Dollars (\$122,484), To Fund Four Oakland Police Department Crossing Guards, To Support Pedestrian Safety At Glenview Elementary School And Edna Brewer Middle School, From September 1, 2018 To December 29, 2019 During The Reconstruction Project.

EXECUTIVE SUMMARY

In 2016, Oakland Unified School District (OUSD) began a reconstruction of Glenview Elementary School. The project was initially expected to last approximately two years. During the reconstruction, OUSD provides daily bus service to currently-closed Santa Fe Elementary School, and students gather at nearby Edna Brewer Middle School. OUSD has determined that four crossing guards are needed to ensure pedestrian safety. On July 19, 2016, the City Council approved Resolution No. 86317 C.M.S. which authorized a grant from OUSD of \$201,532, to fund four OPD crossing guards. OUSD has now determined that reconstruction will last through the end of 2019, and is prepared to fund the full cost of OPD crossing guards.

OUSD is requesting a new contract with OPD that begins September 1, 2018 (the current contract expires August 30, 2018) through December 29, 2019, for a 16-month contract. OPD's Traffic Operations Section will continue to collaborate with the Department of Human Resources and Management (DHRM) to identify and hire crossing guard staff to serve in these positions before the school year begins. Approval of this resolution will allow the City to receive funding from OUSD to fully fund the required crossing guards.

BACKGROUND / LEGISLATIVE HISTORY

Oakland voters passed Measure J in February 2012, which was an OUSD bond to finance the improvement of school facilities. OUSD initiated plans to reconstruct Glenview Elementary School located at 4215 La Cresta Avenue, Oakland, CA, as part of the district-wide facility

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improvement plan. OUSD has begun the reconstruction project, which will last through the 2017-18, 2018-19, and 2019-20 school years. The reconstruction was initially anticipated to last approximately two years from June 2016 to August 2018, but it has since been determined that reconstruction will last through the end of 2019. On July 19, 2016, the City Council approved Resolution No. 86317 C.M.S. which authorized the City Administrator or designee to accept and appropriate a grant from OUSD, in the amount of \$201,532, to fund four OPD crossing guards.

OUSD is offering bus transportation to Glenview Elementary Students, to Santa Fe Elementary School located at 915 54th Street. OUSD wishes to now continue to offer bus transportation until the reconstruction work is complete. OUSD closed Santa Fe Elementary School in 2010 and is now utilizing this campus as a school location during the Glenview Elementary improvement project. Edna Brewer Middle School, located approximately one half a mile from Glenview Elementary, will continue to be the gathering point for about 290 students who will be bused to the Santa Fe Elementary School site. Approximately 114 of the 290 students walk to the bus drop-off location.

ANALYSIS AND POLICY ALTERNATIVES

OUSD wishes to continue to ensure the safety of the OUSD students as they walk to the bus drop-off location by funding four OPD crossing guards to promote pedestrian safety until the reconstruction project is complete in 2019. OUSD commissioned a technical analysis titled, "Glenview Elementary Reconstruction Busing and Walking Plan," (see **Attachment A**) by Kittelson & Associates, Inc. The plan calls for specifically placed crossing guards to support pedestrian safety for the duration of the reconstruction project. The plan also outlines recommended traffic engineering upgrades).

OUSD wishes to ensure pedestrian safety as identified in the busing and walking plan, in part, by funding the full cost of four part-time (PT) OPD crossing guards for the duration of the improvement project. This second grant will allow OPD to continue to fund four crossing guards from September 1, 2018 to December 29, 2019 to avoid any interruption in crossing guard services. OPD's current Glenview Crossing Guard grant from OUSD expires August 31, 2018.

FISCAL IMPACT

The cost of four PT Step III crossing guards is \$96,438 per fiscal year. **Table 1** below outlines the staffing costs of the OPD crossing guards during the 2018-19 and 2019-20 school years.

Table 1: Crossing Guard Staffing Costs

Item	Cost
PT Step III Crossing Guard (annual cost)	\$24,110
Four PT Step III Crossing Guards (annual cost)	\$96,440
Four PT Step III Crossing Guards (16 months)	\$122,090

Table 2 below outlines the one-time costs that OPD will assume to properly outfit each crossing guard with necessary equipment (estimated to last two years), as required by the SEIU 1021 Memorandum of Understanding with the City of Oakland, is six hundred sixteen dollars (\$616) which is prorated to \$394 for the sixteen months of the project.

Table 2: One-time Crossing Guard Outfitting and Replacement Costs

Item	Cost
Windbreaker	\$29
Vest	\$30
Rain gear set of jacket and pants	\$28
Rain boots	\$25
Handheld paddle-style "Stop" sign	\$32
Whistle	\$10
Total Outfit per Crossing Guard (over 2 years)	\$154
Outfitting Costs (prorated over 16 months)	\$394

Table 3: Summary of Costs for the 2018-2019 Glenview Reconstruction

Item	Cost
Staffing Costs (4 Crossing Guards for 16 months)	\$122,090
Outfitting Costs (prorated over 16 months)	\$394
TOTAL	\$122,484

OUSD grant revenues will be allocated to the Traffic Safety Fund (2416); Traffic Operations Section Org (107510); Project (TBD); Traffic Operations Section Program (PS14), as illustrated below.

Fund Source	Organization	Account	Project	Program	Amount
2416	107510	TBD	TBD	PS14	\$122,484

PUBLIC OUTREACH / INTEREST

This project is of strong public interest to the families connected to Glenview Elementary School and Edna Brewer Middle School. OPD and OUSD worked with community stakeholders to develop the traffic safety plan outlined in **Attachment A**.

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COORDINATION

This report and legislation have been reviewed by the Office of the City Attorney and the Budget Bureau. The Oakland Public Works Department also consulted with OPD in the preparation of this report.

SUSTAINABLE OPPORTUNITIES

Economic: This project will support additional staff costs of four Part Time crossing guards.

Environmental: The Glenview Elementary School reconstruction project will lead to safe streets for all street users during the construction project.

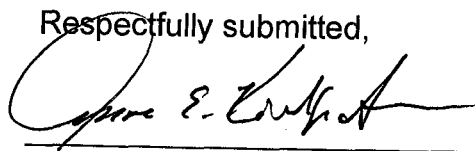
Social Equity: This project supports social equity by ensuring that public school students have safe routes to walk to school.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Approve A Resolution Authorizing The City Administrator Or Designee To Receive And Appropriate A Grant From The Oakland Unified School District (OUSD), In The Amount Of One Hundred Twenty-Two Thousand Four Hundred Eighty-Four Dollars (\$122,484), To Fund Four Oakland Police Department Crossing Guards, To Support Pedestrian Safety At Glenview Elementary School And Edna Brewer Middle School, From September 1, 2018 To December 29, 2019 During The Reconstruction Project.

For questions concerning this report, please contact Lt. David Elzey, Traffic Section, at (510) 777-8637.

Respectfully submitted,



Anne E. Kirkpatrick
Chief of Police
Oakland Police Department

Reviewed by:
D. Nell Wallington, Fiscal Services Manager
OPD, Fiscal Services Division

Bruce Stoffmacher, Legislation Manager,
OPD, Research and Planning, Training Division

Prepared by:
Molly Giesen-Fields, Grants Coordinator
OPD, Fiscal Services Division

David Elzey, Lieutenant
OPD, Traffic Section

Attachments (1)

A: Glenview Elementary Reconstruction Busing and Walking Plan

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TECHNICAL MEMORANDUM

Glenview Elementary Reconstruction Busing and Walking Plan

Proposed Busing and Walking Plan

Date: April 7, 2016 Project #: 20012
To: William Newby, Oakland Unified School District
From: Aaron Elias, Kittelson & Associates, Inc.
cc: Erin Ferguson, Kittelson & Associates, Inc.

In February of 2012, Oakland voters passed Measure J which was an Oakland Unified School District (OUSD) bond to finance the improvement of school facilities. As part of Measure J, OUSD will be reconstructing Glenview Elementary School located at 4215 La Cresta Avenue, Oakland, CA. This reconstruction is anticipated to last about two years from June 2016 to August 2018. During this time, OUSD will be busing Glenview Elementary Students to Santa Fe Elementary School located at 915 54th Street, Oakland, CA.

OUSD identified Edna Brewer Middle School, located about half a mile from Glenview Elementary, as the gathering point for students in order to be bused to the Santa Fe Elementary School site. OUSD is anticipating 290 students will use the bus. Of these 290, 114 are anticipated to walk while 176 will be dropped off. This technical memorandum documents Kittelson & Associates Inc.'s (KAI) proposed walking routes to Edna Brewer Middle School as well as the busing plan to Santa Fe Elementary School.

WALKING AND DRIVING ACCESS PLAN TO BUSING LOCATION

OUSD will set aside a portion of the school grounds at Edna Brewer Middle School to serve as a gathering point for students taking the bus to the Santa Fe Elementary School site. This gathering area will be accessed via a gate near the intersection of Beaumont Avenue & East 38th Street as shown in Figure 1. The 290 students being bused are expected to arrive between 7:00 AM and 7:30 AM with about 39% walking and the remaining 61% being dropped off.

Walking Access Plan

Figure 2 presents the proposed walking routes students within the Glenview Elementary School attendance boundary use to access the bus gathering location at Edna Brewer Middle School. These primary routes were selected to:

- Avoid the construction zone area near Glenview Elementary School at the intersection of Hampel Street and La Cresta Avenue;
- Channel as many students as possible onto E. 38th Street. OUSD is reaching out to the parents to organize supervision along E. 38th Street which may include a “walking school bus¹” or adult supervision at various intersections;
- Promote routes with adequate sidewalks on both sides of the street;
- Avoid students having to cross major roadways at uncontrolled intersections or at signalized intersections without pedestrian signals; and
- Avoid freeway ramp intersections.

As part of this walking plan, KAI is recommending school crossing guards be placed at the intersection of Beaumont Avenue and Park Boulevard as well as Beaumont Avenue and E. 38th Street for the duration of construction at Glenview Elementary School. The Beaumont Avenue and Park Boulevard intersection will be the primary crossing point for students living north of Park Boulevard. Beaumont Avenue and E. 38th Street will be the primary crossing for students coming from the south and east area of the Glenview Elementary School attendance boundary.

In addition to the crossing guards, KAI recommends the crosswalks at the Beaumont Avenue and Park Boulevard Intersection be converted to yellow markings consistent with a school zone for the duration of construction. According to the California Manual on Uniform Traffic Control Devices (CAMUTCD), the crosswalks at this location may be yellow since the crosswalk is not more than 600 feet from school grounds. KAI also recommends the crosswalk across the south leg of the intersection of Beaumont Avenue and E. 38th Street be converted to a high visibility crosswalk since the Beaumont Avenue approaches are uncontrolled at this intersection.

Driving Access Plan

Figure 3 shows the recommended driving route and drop-off/pick-up location for students arriving at Edna Brewer Middle School. As shown, the loading zone would be adjacent to the entry gate on the west leg of the E. 38th Street and Beaumont Avenue intersection. Vehicles would travel eastbound on E. 38th Street, drop-off/pick-up their students, and then make a right turn onto Beaumont Avenue before continuing onto their desired locations at Excelsior Avenue. A right turn is recommended at E. 38th Street and Beaumont Avenue since left and through movements can be challenging given the Beaumont Street approaches to this intersection are uncontrolled.

In order to accommodate the loading zone at Edna Brewer Middle School, KAI recommends parking be prohibited during school hours (7:00 AM – 4:00 PM) within at least 100 feet of the stop bar for the eastbound approach to the intersection of E. 38th Street and Beaumont Avenue. This would result in the loss of about three parking spaces.

¹ A walking school bus is a group of children walking to school with one or more adults.

The recommended driving route for parent drop-off/pick-up at Santa Fe Elementary School is shown in Figure 4. Parents will approach via Adeline Street and continue eastbound on 54th Street to the existing loading zone located at the front entrance to the school. Parents heading back to northbound Adeline Street should proceed up Market Street until they intersect. Parents going east to destinations such as MLK and the freeway are recommended to use 55th Street. For destinations to the south, Market Street is the recommended route.

The existing loading zone for parent drop-off/pick-up in front of Santa Fe Elementary School is short. It is recommended this loading zone be extended to at least 100 feet which would result in the loss of a few parking spaces during school hours.

Figure 1: Edna Brewer Middle School Gathering Location for Transport to Santa Fe Elementary School

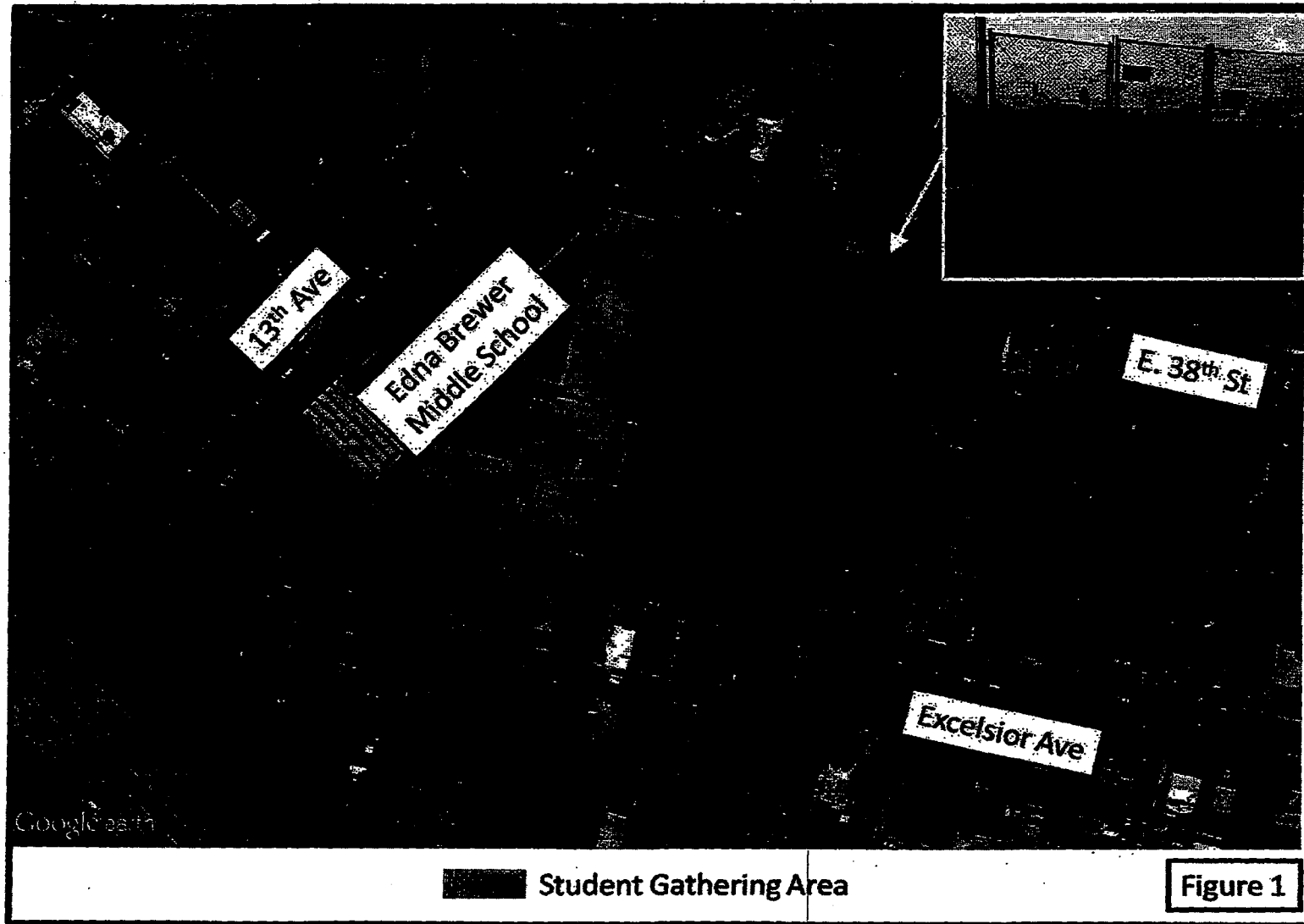
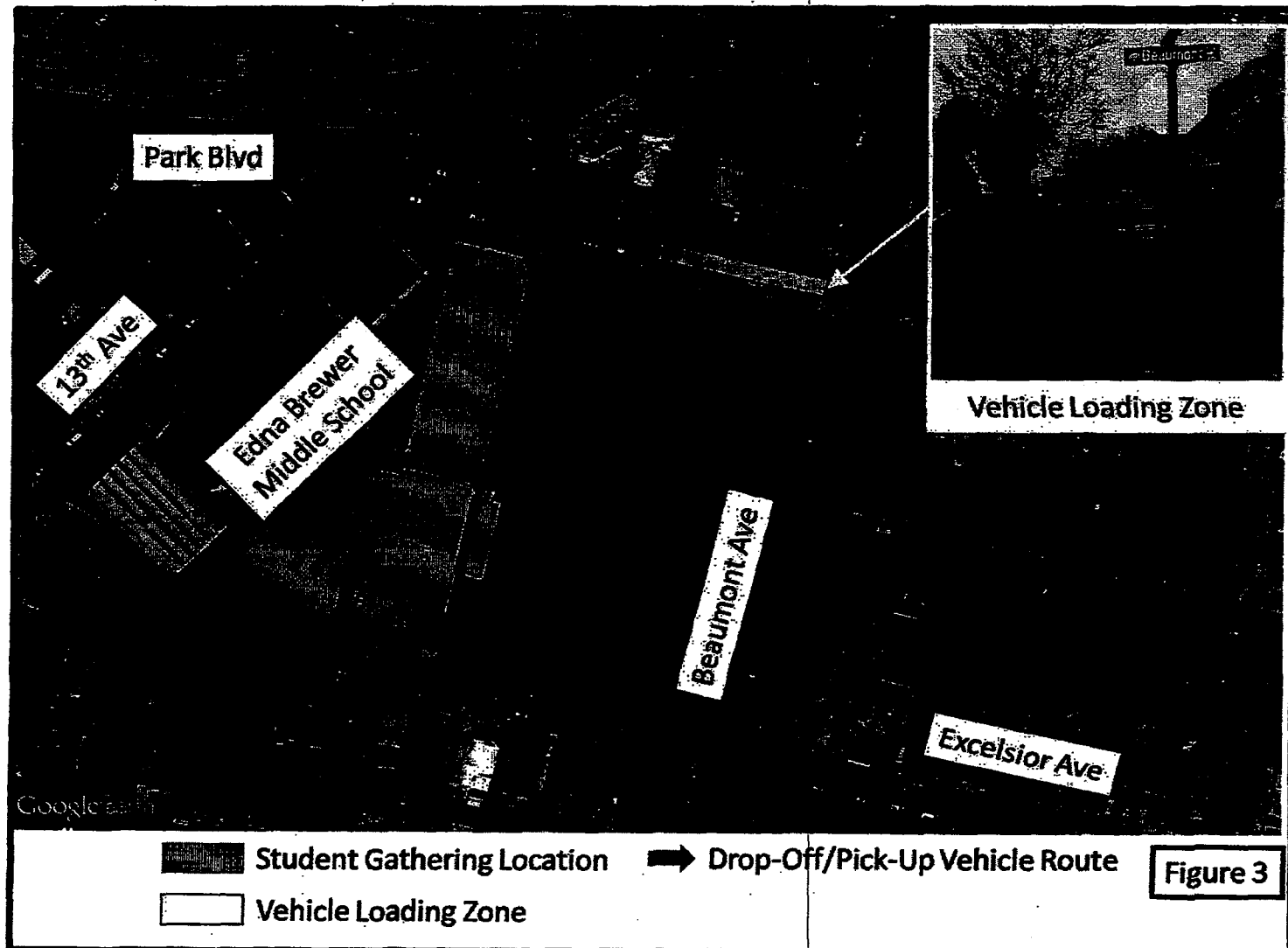


Figure 2: Suggested Walking Routes



Figure 3: Suggested Driving Route at Edna Brewer Middle School



BUSING PLAN

A total of 290 Glenview Elementary School students are expected to be bused from Edna Brewer Middle School to Santa Fe Elementary School. This number of students will require approximately five school buses. These five buses will require approximately 225 feet of curb space (45 feet per bus) in order to accommodate bus loading and unloading activities.

This section provides recommendations on where to accommodate these loading zones as well as the suggested route the school buses take between Edna Brewer Middle School and Santa Fe Elementary School.

Bus Loading Zone at Edna Brewer Middle School

KAI considered three locations for the bus loading and unloading zone near Edna Brewer Middle School. These three options are shown in Figure 5 and are Beaumont Avenue north of E. 38th Street, Beaumont Avenue south of E. 38th Street, and Excelsior Avenue west of Beaumont Avenue.

The west side of Beaumont Avenue north of E. 38th Street (Alternative A) is the preferred option because it provides approximately 230 feet of available curb which would accommodate the five buses. Alternative A also provides easy access from the gate nearest the student gathering area with crossing guards assisting with the crossing of E. 38th Street. It would result in the loss of on-street parking (approximately 9 spaces) on the west side of Beaumont Avenue during school hours (7:00 AM – 4:00 PM). However, the only property with direct frontage is the Church of Perfect Liberty which has its own off-street parking facility.

Alternative B is the north side of Excelsior Avenue. This option also provides sufficient storage to accommodate the bus loading zone but it would take longer for students to walk from the gathering area on the north side of the Edna Brewer Middle School campus to the south side. This may affect classes starting on-time at Santa Fe Elementary School. Additionally, the Edna Brewer Middle School students use a gate on Excelsior Avenue to access the middle school. This may lead to interaction between the elementary and middle school students which OUSD would like to avoid.

The final option considered, Alternative C, would locate the bus loading zone on the west side of Beaumont Avenue south of E. 38th Street. This would have minimal impact on parking since cars rarely park here and the only property fronting this curb is the middle school. It is also located close to the student gathering area which would reduce the time it took to transition from the gathering area to the buses. However, there is no real sidewalk on this side of the road as shown in Figure 5. Therefore, this option is not recommended.

Bus Loading Zone at Santa Fe Elementary School

Based on entry gates into Santa Fe Elementary School and the local road network, only one option for a bus loading zone is proposed at the Santa Fe Elementary School site. This loading zone is on the north side of 53rd Street west of Market Street. This area already serves as the bus loading zone for this school but it would need to be extended from its current length of about 40 feet to 225 feet to accommodate five buses.

Bus Routing Between Schools

KAI also evaluated bus routing options for travel between Edna Brewer Middle School and Santa Fe Elementary School. Factors considered in the bus routing included:

- Minimizing left turns;
- Avoiding intersections where buses would have to cross uncontrolled movements;
- Effect of intersection geometry on ability of buses to make a right turn; and
- Minimizing travel times.

Figure 7 and Figure 8 present the recommended bus routing plan near Edna Brewer Middle School and Santa Fe Elementary School, respectively. Between these two locations, the buses would travel along I-580.

Figure 5: Proposed Bus Loading Zone at Edna Brewer Middle School

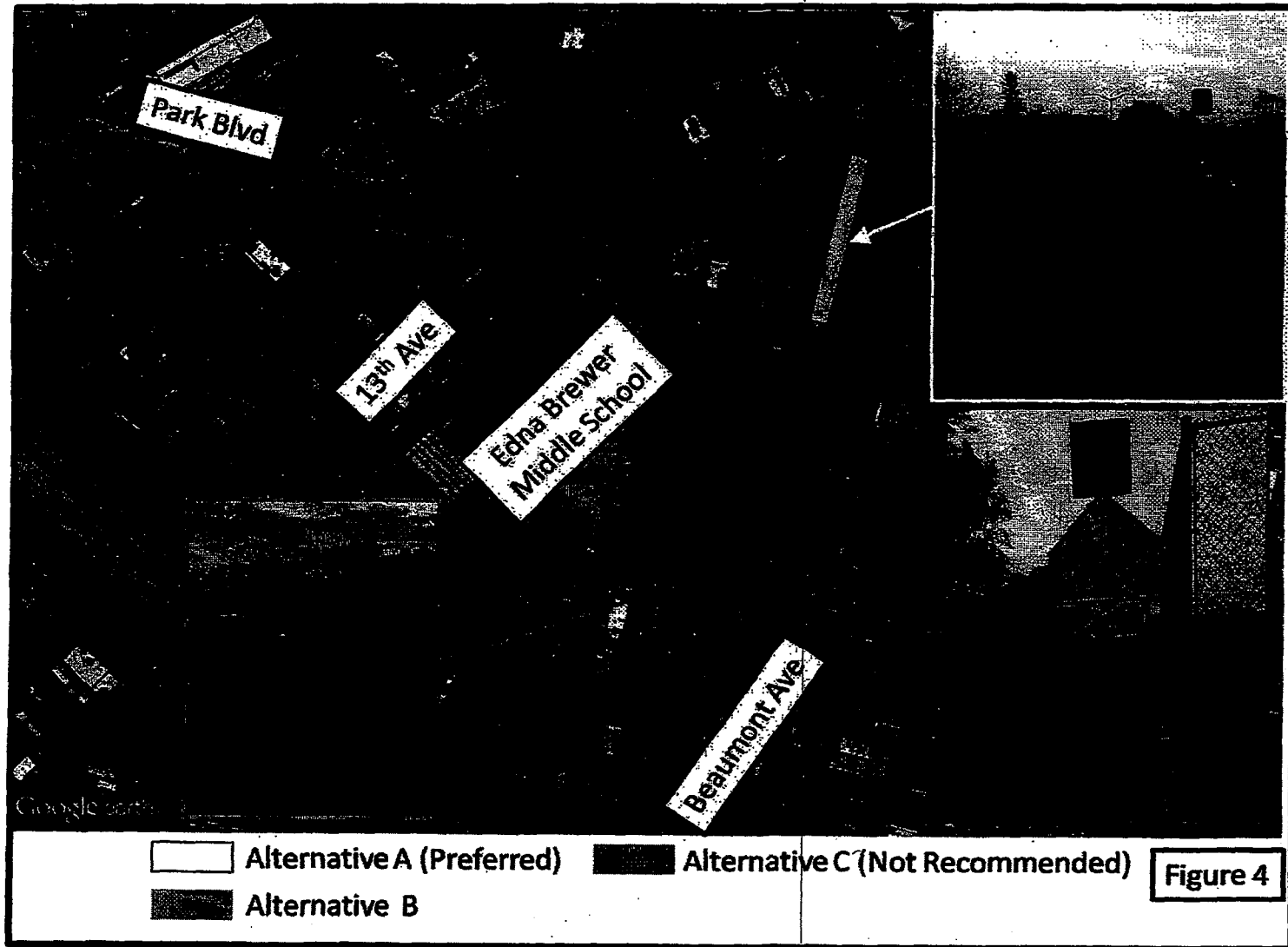


Figure 6: Proposed Bus Loading Zone at Santa Fe Elementary School

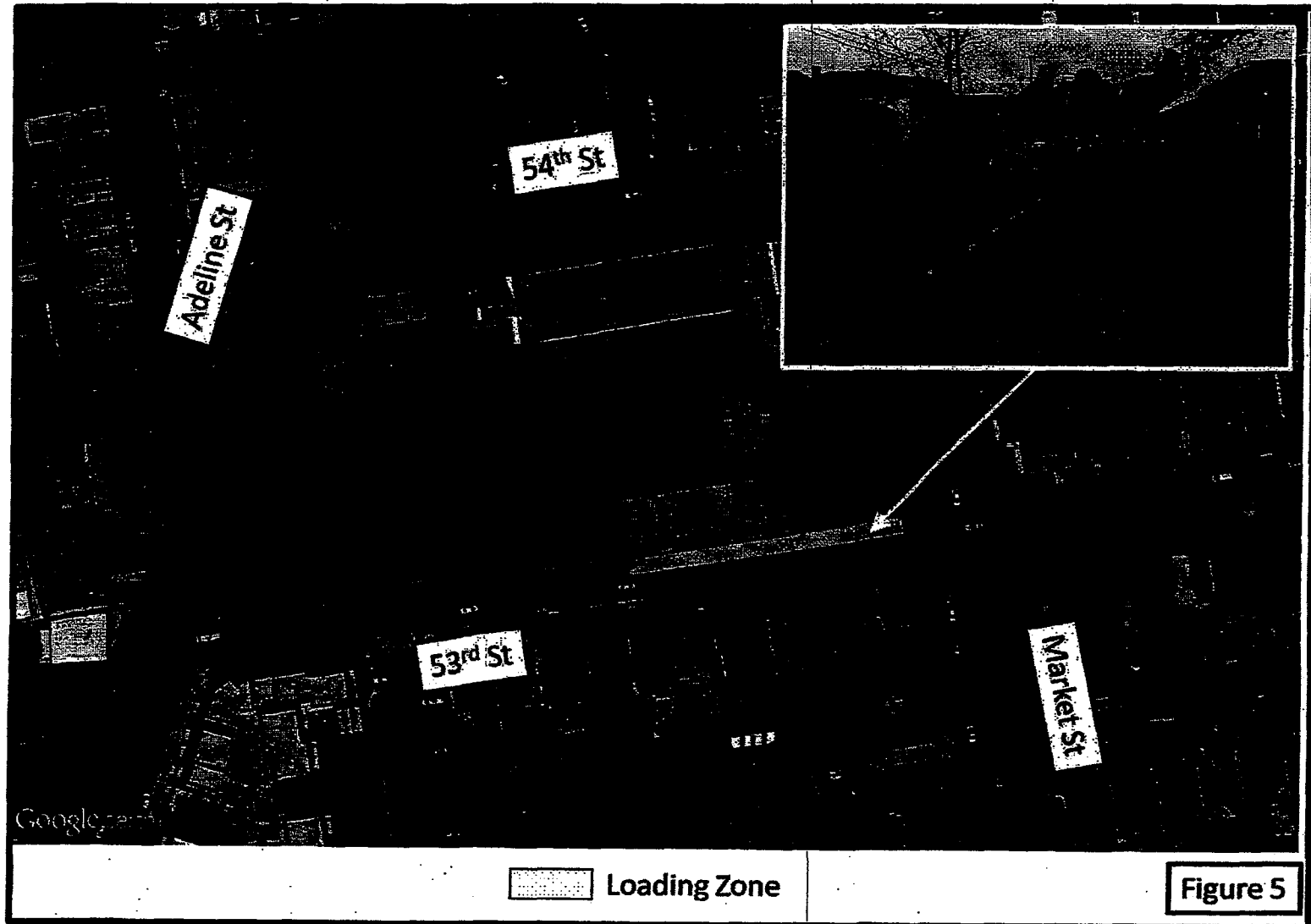


Figure 7: Bus Route near Edna Brewer Middle School

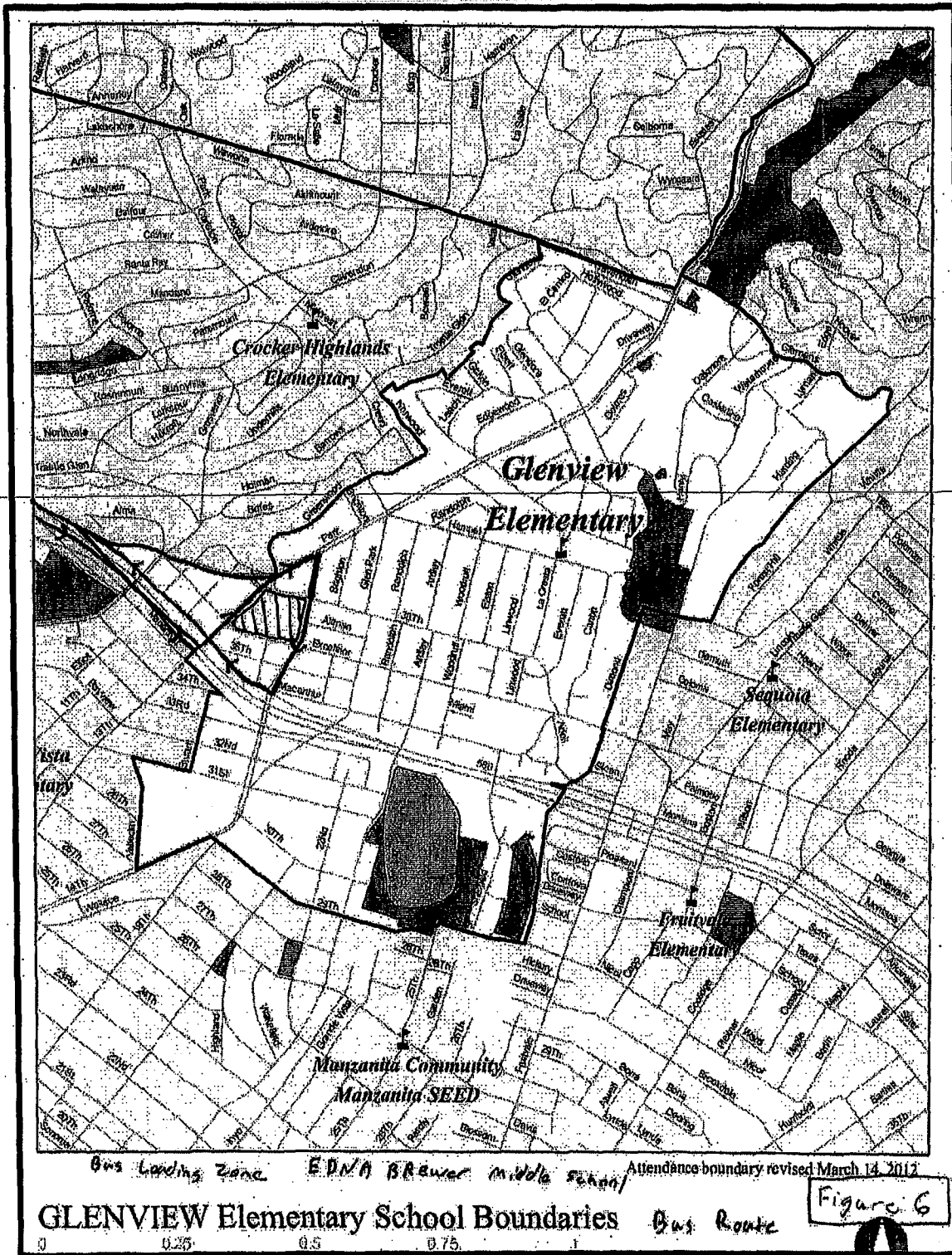
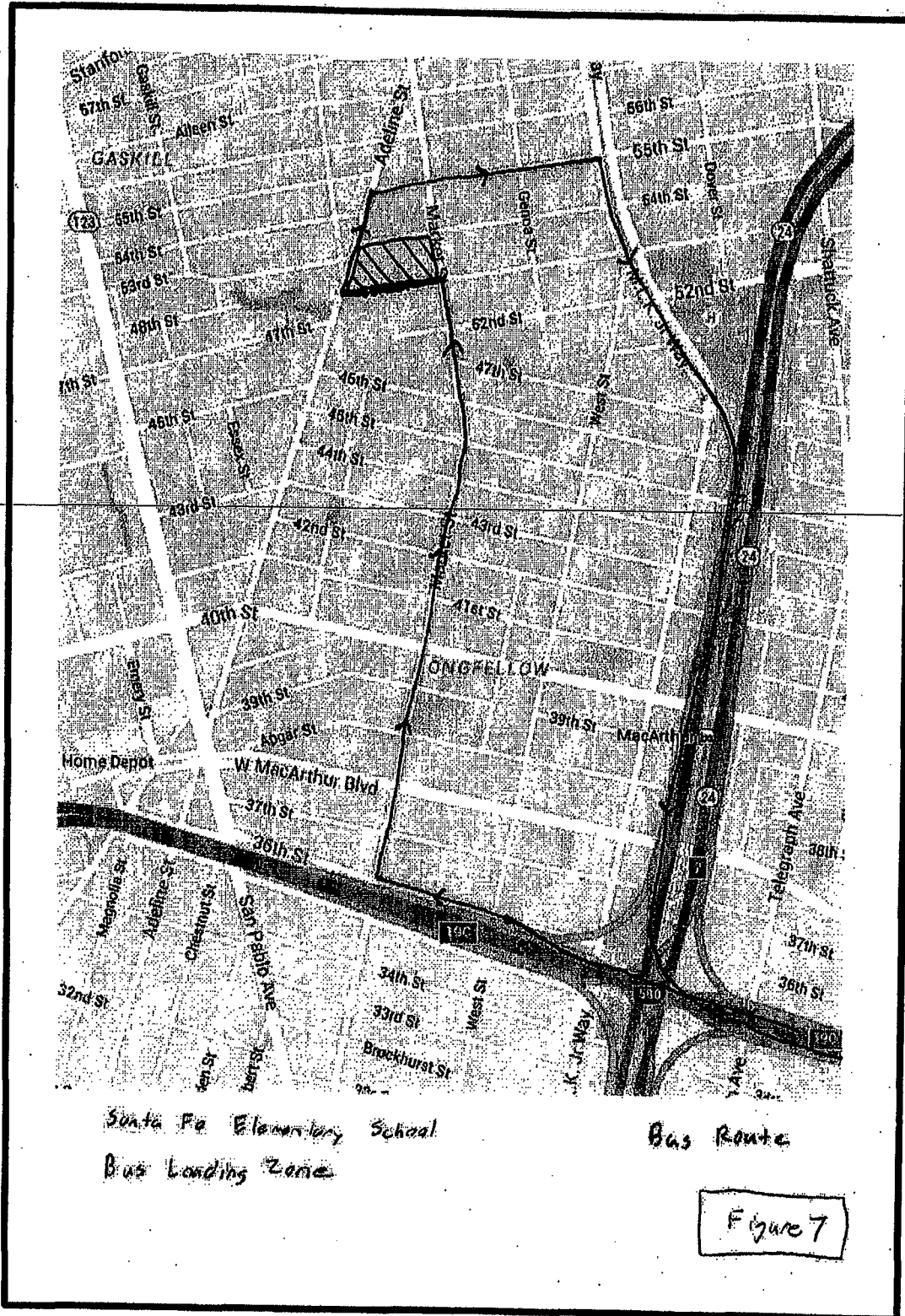


Figure 8: Bus Route near Santa Fe Elementary School



CONCLUSIONS

This technical memorandum presented KAI's recommendations for busing Glenview Elementary School students to Santa Fe Elementary School for the two years that Glenview Elementary School will be undergoing reconstruction. Topics addressed included:

- Walking access routes from various areas within the Glenview Elementary School attendance boundary to the bus gathering location at Edna Brewer Middle School.
- Parent Drop-off and pick-up vehicle route at Edna Brewer Middle School
- Parent Drop-off and pick-up vehicle route at Santa Fe Elementary School.
- Bus loading zone at Edna Brewer Middle School.
- Bus loading zone at Santa Fe Elementary School.
- Bus route between Edna Brewer Middle School and Santa Fe Elementary School.

Based on our review, KAI recommends the following actions:

- ~~Students walking to the bus gathering location should follow the walking routes shown in Figure 2.~~
- Crossing guards should be posted at the Beaumont Avenue intersections with Park Boulevard and E. 38th Street.
- Convert the crosswalks at Park Boulevard and Beaumont Avenue from white markings to yellow crosswalk markings consistent with a school zone for the duration of construction at Glenview Elementary School.
- Convert the crosswalk across Beaumont Avenue at E. 38th Street from a standard yellow crosswalk to a high visibility yellow crosswalk.
- Parents dropping off their students to be bused should follow the driving route shown in Figure 3.
- Restrict parking near Edna Brewer Middle School from 7:00 AM to 4:00 PM for at least the last 100 feet of curb approaching Beaumont Avenue on the south side of E. 38th Street to allow for parent drop-off/pick-up.
- Extend the loading zone near the main entrance to Santa Fe Elementary School on the south side of 54th Street to at least 100 feet.
- Expand the school bus loading zone on the north side of 53rd Street west of Market Street to 225 feet to accommodate five school buses.
- School buses should follow the routes shown in Figure 7 and Figure 8 to access the two schools from I-580.

In addition to these recommendations, KAI suggests the City of Oakland in coordination with Oakland Unified School District evaluate options for performing a road diet (reducing from four to two lanes) on Beaumont Avenue between Park Boulevard and Excelsior Avenue. A road diet would make Beaumont Avenue easier to cross for all travel modes and reduce vehicle speeds along the corridor.

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Approved as to Form and Legality


City Attorney's Office

OAKLAND CITY COUNCIL

RESOLUTION NO. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR OR DESIGNEE TO RECEIVE AND APPROPRIATE A GRANT FROM THE OAKLAND UNIFIED SCHOOL DISTRICT (OUSD), IN THE AMOUNT OF ONE HUNDRED TWENTY-TWO THOUSAND FOUR HUNDRED EIGHTY-FOUR DOLLARS (\$122,484), TO FUND FOUR OAKLAND POLICE DEPARTMENT CROSSING GUARDS, TO SUPPORT PEDESTRIAN SAFETY AT GLENVIEW ELEMENTARY SCHOOL AND EDNA BREWER MIDDLE SCHOOL, FROM SEPTEMBER 1, 2018 TO DECEMBER 29, 2019 DURING THE RECONSTRUCTION PROJECT.

WHEREAS, in February 2012, Oakland voters passed Measure J which was an Oakland Unified School District (OUSD) bond to finance the improvement of school facilities, and OUSD has now initiated the reconstruction of Glenview Elementary School located at 4215 La Cresta Avenue, Oakland, CA to improve the school facility; and

WHEREAS, this reconstruction was initially anticipated to last approximately two years from June 2016 to August 2018, but has since been determined that reconstruction will last through the end of 2019; and

WHEREAS, on July 19, 2016, the City Council approved Resolution No. 86317 C.M.S. which authorized the City Administrator or designee to accept and appropriate a grant from OUSD, in an amount not to exceed two hundred one thousand five hundred thirty-two dollars (\$201,532), to fund four OPD crossing guards, to support pedestrian safety at Glenview Elementary School and Edna Brewer Middle School from August 1, 2016 to August 30, 2018 during the reconstruction project, and

WHEREAS, during this new grant period, OUSD will offer daily bus transportation for Glenview Elementary students to Santa Fe Elementary School located at 915 54th Street, Oakland, CA; and

WHEREAS, OUSD identified Edna Brewer Middle School (located approximately one half a mile from Glenview Elementary) as the gathering point for approximately 290 students, who will receive bus transportation services to Santa Fe Elementary; and

WHEREAS, of these 290 students, OUSD expects that approximately 114 students will walk to the bus drop-off location; and

WHEREAS, OUSD wishes to ensure the safety of the OUSD students as they walk to the bus drop-off location by funding four Oakland Police Department (OPD) crossing guards to promote pedestrian safety for the two school years (2018-19 and 2019-20) during the school reconstruction project; and

WHEREAS, the annual staffing cost to OPD to fund four crossing guards is ninety-six thousand four hundred forty dollars (\$96,440) per school year, or one hundred twenty-two thousand, four hundred eight four dollars (\$122,484) for the sixteen months of the project; and

WHEREAS, the total cost to outfit each crossing guard with a windbreaker, vest, rain gear, hand-held "Stop" sign and whistle, as required by the SEIU 1021 Memorandum of Understanding with the City of Oakland, is six hundred sixteen dollars (\$616) which is prorated to \$394 for the sixteen months of the project; and

WHEREAS, OPD is currently under contract to provide these same crossing guard services to OUSD from August 1, 2016 to August 30, 2018 and OUSD wishes for there to be no disruption in services provided by OPD; now, therefore, be it

RESOLVED, that the City Administrator or designee is authorized to accept and appropriate a grant from OUSD, for one hundred twenty-two thousand, four hundred eight four dollars (\$122,484) to fund four OPD crossing guards at Glenview Elementary School and Edna Brewer Middle School during the reconstruction project, from September 1, 2018 to December 29, 2019; and be it

FURTHER RESOLVED, that revenues and appropriations will be allocated to Traffic Safety Fund (2416); Traffic Operations Section Org (107510); Project (TBD); Traffic Operations Section Program (PS14); and be it

FURTHER RESOLVED, that all contracts issued hereunder shall be reviewed and approved by the City Attorney for form and legality and copies shall be placed on file in the City Clerk's Office.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLÉN, KALB, KAPLAN AND PRESIDENT REID

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____
LATONDA SIMMONS
City Clerk and Clerk of the Council of
the City of Oakland, California