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OFFICE OF THE CITY CLERK
OAKLAND

2017 MAY 24 AM 9: 22

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Anne E. Kirkpatrick
Chief of Police

SUBJECT: Crossing Guard Staffing and
Deployment

DATE: May 10, 2017

City Administrator
Approval

Date

5/23/17

RECOMMENDATION

Staff Recommends That The City Council Receive This Informational Report From The Oakland Police Department (OPD) Concerning The Crossing Guard Staffing And Deployment Process.

EXECUTIVE SUMMARY

OPD presented a report titled "Crossing Guard Staffing and Deployment" dated February 3, 2016 (**Attachment 1**) to the Education Partnership Committee on February 26, 2016. The February 3, 2016 report provides data and recommendations on Crossing Guard staffing and deployment, and provides information for determining future Crossing Guard deployments. Because this report is about the Crossing Guard staffing and deployment process, and these are essentially unchanged from early 2016, the information within this report is copied from the original February 3, 2016 report.

BACKGROUND AND LEGISLATIVE HISTORY

OPD currently has 49 individuals serving as Crossing Guards at 46 schools. Funding is provided by the Traffic Safety Fund (TSF). TSF funds two Permanent Part-Time Crossing Guards (2.00 FTE) and the equivalent of 17 fulltime Crossing Guards (17.00). The 17.00 FTE is filled by Temporary Part-Time Crossing Guards. The 17.00 FTE includes one-time funding of 4.35 FTE (\$200,000) as part of the Fiscal Year (FY) 2015-17 Adopted Policy Budget. The one-time funding was provided "for additional Crossing Guards at schools with most significant pedestrian safety and traffic safety problems."¹ OPD has traditionally overspent the Temporary Part-Time Crossing Guard personnel budget, resulting in an actual increase of only 1.00 FTE rather than 4.35 FTE. The one-time funding is sufficient funding for two additional Temporary Part-Time Crossing Guards.

¹ City of Oakland FY 2015-17 Adopted Policy Budget, p. 5

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ANALYSIS AND POLICY ALTERNATIVES

OPD has performed extensive analysis concerning pedestrian safety and traffic safety problems at Oakland schools (see **Attachment 1**). This analysis includes all Oakland Unified School District (OUSD) elementary schools and charter elementary schools. Four middle schools are included in the analysis because they currently have crossing guards assigned to them. OPD has a long history of attempting to accommodate all requests for Crossing Guards from stakeholders such as City Council members with no corresponding elimination of existing school sites that use Crossing Guards. This has led to the number of Crossing Guard positions exceeding the budget allocation. The City needs a process that recognizes both the analysis of school sites by OPD and OUSD as well as community concerns.

OPD is aware that the current practice of responding to community and Council requests for crossing guard placement is not sustainable. OPD plans to collaborate during the next year with the new Department of Transportation (DOT) to assess whether there is a better system to measure these requests through a set of criteria. Priority criteria could be used to inform crossing guard placement; criteria might include; school location; traffic (proximity to major corridor, street traffic levels); current traffic control measures such as street striping or curb bulb outs); and student age.

FISCAL IMPACT

OPD has traditionally overspent funding allocated for Crossing Guard, PT position. The \$200,000 increase allows OPD to add 1.00 FTE rather than the 4.35 FTE that it should have funded. This consistent overspending is a result of OPD accommodating requests from various stakeholders for additional crossing guards without an equivalent elimination of Crossing Guards from other school sites. However, the proposed Fiscal Year (FY) 2017-19 Budget (see right-most column in Table 1 below) maintains the current 17 FTE crossing guard staffing level.

Table 1: Personnel Costs for Crossing Guard, PT (Budget vs. Actual)

2014-15 Budget	2014-15 Actual	2015-16 Budget	2015-16 Actual	2016-17 Budget	2016-17 Actual*	2017-18 Budget**
\$570,367	\$680,895	\$708,206	\$701,938	\$744,7333	\$314,488	\$798,979

* Through December 31, 2017

** FY 2017-18 is the expected budget based on no additional one-time or permanent funding increases.

PUBLIC OUTREACH / INTEREST

No outreach was deemed necessary for the proposed policy action beyond the standard City Council agenda noticing procedures.

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COORDINATION

The original report (***Attachment 1***) was reviewed by the Budget Office, the Controller's Bureau, and the Office of the City Attorney.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic opportunities associated with this report.

Environmental: There are no environmental opportunities associated with this report.

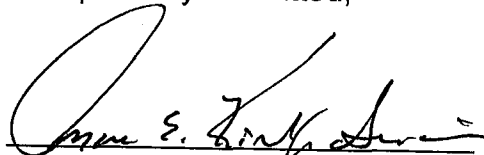
Social Equity: The safety of children is of interest to all Oakland stakeholders.

ACTION REQUESTED OF THE PUBLIC SAFETY COMMITTEE

Staff Recommends That The City Council Receive This Informational Report From The Oakland Police Department (OPD) Concerning The Crossing Guard Staffing And Deployment Process.

For questions regarding this report, please contact Dave Elzey, Lieutenant of Police, OPD Traffic Section, at (510) 777-8637.

Respectfully submitted,



Anne E. Kirkpatrick
Chief of Police
Oakland Police Department

Reviewed by:
Dave Elzey, Lieutenant of Police,
OPD, Traffic Section

Prepared by:
Bruce Stoffmacher, Legislation Manager
OPD, Research and Planning, OCOP

Attachments (1)

1: Crossing Guard Staffing and Deployment Report and attachment dated February 3, 2016

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Education Partnership Committee
May 30, 2017



AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sean Whent,
Chief of Police

SUBJECT: Crossing Guard Staffing and
Deployment

DATE: February 3, 2016

City Administrator Approval
Approval

Date

2/9/16

RECOMMENDATION

Staff Recommends That The Education Partnership Committee Accept The Oakland Police Department's (OPD) Report Concerning The Crossing Guard Staffing and Deployment Process.

EXECUTIVE SUMMARY

This informational report provides data and recommendations on Crossing Guard staffing and deployment. This report also seeks to identify a process for determining future Crossing Guard deployment.

BACKGROUND AND LEGISLATIVE HISTORY

OPD currently has 49 individuals serving as Crossing Guards at 46 schools. Funding is provided by the Traffic Safety Fund (TSF). TSF funds two Permanent Part-Time Crossing Guards (2.00 FTE) and the equivalent of 17 fulltime Crossing Guards (17.00). The 17.00 FTE is filled by Temporary Part-Time Crossing Guards. The 17.00 FTE includes one-time funding of 4.35 FTE (\$200,000) as part of the Fiscal Year (FY) 2015-17 Adopted Policy Budget. The one-time funding was provided "for additional Crossing Guards at schools with most significant pedestrian safety and traffic safety problems."¹ OPD has traditionally overspent the Temporary Part-Time Crossing Guard personnel budget, resulting in an actual increase of only 1.00 FTE rather than 4.35 FTE. The one-time funding is sufficient funding for two additional Temporary Part-Time Crossing Guards.

¹ City of Oakland FY 2015-17 Adopted Policy Budget, p. 5

ANALYSIS AND POLICY ALTERNATIVES

OPD has performed extensive analysis concerning pedestrian safety and traffic safety problems at Oakland schools (see **Attachment A**). This analysis includes all Oakland Unified School District (OUSD) elementary schools and charter elementary schools. Four middle schools are included in the analysis because they currently have crossing guards assigned to them. OPD has a long history of attempting to accommodate all requests for Crossing Guards from stakeholders such as City Council members with no corresponding elimination of existing school sites that use Crossing Guards. This has led to the number of Crossing Guard positions exceeding the budget allocation. A process is needed that recognizes both the analysis of school sites by OPD and OUSD as well as community concerns.

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COORDINATION

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Economic: There are no economic opportunities associated with this report.

Environmental: There are no environmental opportunities associated with this report.

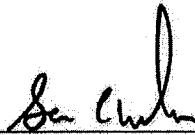
Social Equity: The safety of children is of interest to all Oakland stakeholders.

ACTION REQUESTED OF THE LIFE ENRICHMENT COMMITTEE

Staff Recommends That The Education Partnership Committee Accept The Oakland Police Department's (OPD) Report Concerning The Crossing Guard Staffing and Deployment Process.

For questions regarding this report, please contact Dave Elzey, Lieutenant of Police, OPD Traffic Section, at (510) 777-8637.

Respectfully submitted,



Sean Whent
Chief of Police
Oakland Police Department

Prepared by:
Dave Elzey, Lieutenant of Police,
OPD, Traffic Section

Timothy Birch, Police Services Manager I,
OPD, Research and Planning

**Oakland Police Department
Analysis of Crossing Guard Assignments
February 8, 2016**

Risk Level 1 = High 2 = Low	School Name and Grade Level	Address	Number of Crossing Guards Assigned	Has OPD Student Safety Patrol	Council District
1	Acorn Woodland (K-5)	1025 81 st Ave.	1	No	7
1	Encompass Academy (TK-5)	1025 81 st Ave.		No	7
1	Allendale (TK-5)	3670 Penniman Ave.	1	No	4
2	Ascend (K-8) <i>Charter</i>	3709 E. 12 th St.	1	No	5
1	Bridges Academy (TK-5)	1325 53 rd Ave.	2	Yes	5
2	Bret Harte (6-8)	3700 Coolidge Ave.	1	No	4
1	Brookfield (K-5)	401 Jones Ave.	1	No	7
1	Burkhalter (K-5)	3994 Burckhalter Ave.	1	No	6
2	Cleveland (K-5)	745 Cleveland St.	1	Yes	2
1	Community United (TK-5)	6701 International		Yes	6
1	Futures (K-5)	6701 International		Yes	6
1	Coliseum College Prep Academy (6-12) <i>This school benefits from CG service based on location although not the objective of CG assignment</i>	1390 66 th Ave.	3	No	6
1	Roots International Academy (6-8) <i>This schools benefits from CG service based on location although not the objective of CG assignment</i>	1390 66 th Ave.		No	6
1	Cox Academy (K-5) <i>Charter</i>	9860 Sunnyside St.	1	No	7
2	Edna Brewer (6-8)	3748 13 th Ave.	2	No	5
1	Franklin (K-5)	915 Foothill	2	No	2
2	Frick (6-8)	2845 64 th Ave.	1	No	6
1	Fruitvale (K-5)	3200 Boston Ave.	1	Yes	4

Attachment A

1	Garfield (TK-5)	1640 22 nd Ave.	1	Yes	2
1	Greenleaf (TK-8)	6328 E. 17 th St.	2	Yes	6
1 2	Hoover (TK-5)	890 Brockhurst	3	Yes	3
2	Horace Mann (TK-5)	5222 Ygnacio	1	No	4
1	International Community School (K-5)	2825 International	1	No	5
1	Think College Now (K-5)	2825 International	1	No	5
1	Joaquin Miller (K-5)	5525 Ascot Dr.	1	Yes	4
1	La Escuelita (TK-5)	1050 2 nd Ave.	1	Yes	2
1	Laurel (TK-5)	3750 Brown Ave.	1	No	4
1	Lazear (K-5) <i>Charter</i>	824 29 th Ave.	1	No	5
1	Lincoln (K-5)	225 11 th St.	2	Yes	2
1	Manzanita Community (K-5)	2409 E. 27 th St.	1	Yes	5
1	Manzanita Seed (TK-5)	2409 E. 27 th St.		Yes	5
1	Markham (TK-5)	7220 Krause Ave.	2	No	6
1	Martin Luther King, Jr. (TK-5)	960 10 th St.	1	No	3
1	Montclair (K-5)	1757 Mountain Blvd	1	No	4
1	Thornhill (K-5)	5880 Thornhill Dr.		No	4
1	New Highland Academy (TK-5)	8521 A St.	1	Yes	7
1	Rise (K-5)	8521 A St.	1	Yes	7
1	Parker (TK-6)	7929 Ney Ave.	1	No	6
1	Peralta (K-5)	460 63 rd St.	1	Yes	1
1	Piedmont Avenue (K-5)	4314 Piedmont Ave.	1	No	1
1	Place @ Prescott (TK-5)	920 Campbell St.	1	Yes	3
1	Reach Academy (K-5)	9860 Sunnyside St.	1	No	7
1	Sankofa (TK-8)	581 61 st St.	1	No	1
1	Sequoia (TK-5)	3730 Lincoln	1	Yes	4

Attachment A

2	Urban Promise Academy (6-8)	3031 E. 18 th St.	1	No	5
2	Achieve Academy (TK-5) <i>Charter</i>	1700 28 th Ave.		No	5
2	American Indian Public <i>Charter</i> School II (K-8)	171 12 th St.	0	No	2
2	Aspire Berkeley Maynard Academy (TK-8) <i>Charter</i>	6200 San Pablo Ave.	0	No	1
1	Aspire College Academy (TK-5) <i>Charter</i>	8030 Atherton St.	0	No	6
2	Aspire ERES Academy (TK-8) <i>Charter</i>	1936 Courtland Ave.	0	No	5
1	Aspire Monarch Academy (TK-5) <i>Charter</i>	1445 101 st Ave	0	No	7
1	Aspire Triumph Technology Academy (TK-5) <i>Charter</i>	3200 62 nd Ave.	0	No	6
2	Bella Vista (TK-5)	1025 E. 28 th St.	0	Yes	2
2	Carl Munck (K-5)	11900 Campus Dr.	0	No	6
2	Castlemont Primary Academy (TK-1, 5) <i>Charter</i>	8601 MacArthur Blvd.	0	No	7
2	Chabot (K-5)	6686 Chabot Rd.	0	Yes	1
2	COVA Conservatory of Vocal/Instrumental Arts (K-8) <i>Charter</i>	3800 Mountain Blvd.	0	No	4
1	Crocker Highlands (K-5)	525 Midcrest Road	0	No	2
2	East Oakland Leadership Academy (K-8) <i>Charter</i>	2614 Seminary Ave.	0	No	6
1	East Oakland Pride (K-5)	8000 Birch St.	0	No	6
1	Emerson (TK-5)	4803 Lawton Ave.	0	No	1
2	Esperanza (K-5)	10312 E St.	0	Yes	7
2	Francophone <i>Charter</i> School of Oakland (TK-3)	9376 Lawlor St.	0	No	7
2	Glenview (K-5)	4215 La Cresta Ave.	0	Yes	5

Attachment A

2	Global Family (TK-5)	2035 40 th Ave.	0	Yes	5
2	Grass Valley (TK-5)	4720 Dunkirk Ave.	0	No	7
1	Hillcrest (K-8)	30 Marguerite Drive	0	No	1
2	Howard (K-5)	8755 Fontaine St.	0	No	7
2	Kaiser (K-5)	25 South Hill Ct.	0	No	1
2	Korematsu (TK-5)	10312 E St.	0	Yes	7
2	Lafayette (K-5)	1700 Market St.	0	Yes	3
2	Learning without Limits (K-5) <i>Charter</i>	2035 40 th Ave.	0	Yes	5
2	Lighthouse Community <i>Charter</i> School (K-8)	444 Hegenberger Rd.	0	No	7
2	North Oakland Community <i>Charter</i> School (K-8)	1000 42 nd St.	0	No	1
1	Madison Park (TK-5)	470 El Paseo Dr.	0	No	7
1	Melrose Leadership (TK-8)	4730 Fleming Ave.	0	No	6
2	Redwood Heights (K-5)	4401 39 th Ave.	0	No	4
2	Roses in Concrete (K-4) <i>Charter</i>	4551 Steele St.	0	No	4
2	Vincent Academy (TK-5) <i>Charter</i>	2501 Chestnut St.	0	No	3
2	Community School for Creative Education (TK-8) <i>Charter</i>	2111 International Blvd.	0	No	2
2	Urban Montessori <i>Charter</i> School (TK-8)	5328 Brann St.	0	No	6
2	Yu Ming School (K-8) <i>Charter</i>	1086 Alcatraz Ave.	0	No	1
Totals	82		49	27	Dist 1 = 10 Dist 2 = 9 Dist 3 = 5 Dist 4 = 12 Dist 5 = 14 Dist 6 = 16 Dist 7 = 16

DETAILED RATING CRITERIA

Risk Level Rating Criteria for Schools With and Without Crossing Guards:

1 = High Risk

2 = Low Risk

1 = High Priority School

- A 30% or higher ratio of pedestrian traffic versus incoming vehicular traffic.
- Medium to major traffic and pedestrian traffic safety issues.
- Lack of signage (School Zone, Speed, Pedestrian Crossing, etc.)
- Accessible crosswalks may (or may not) have stop signs and/or traffic control signals.
- Badly marked curbs and roadways and intersections.
- Residential (and higher) speed limits. Inadequate traffic speed controls.
- School perimeter bordered by multiple lane roadways.
- Complicated road and intersection configurations.
- Inadequate school drop-off or pick-up procedures.
- Has not implemented the OPD AAA Student Safety Patrol Program or any other traffic and pedestrian safety procedures.
- Consistent notifications or communications from the school or the community in regard to traffic and/or pedestrian safety issues.
- Overall size of school (student enrollment of K-5 exceeds 250)
- Over 40 to 50 pedestrians between the hours of 0800 and 0900 at a stop sign crosswalk.
- Over 60 to 70 pedestrians between the hours of 0800 and 0900 at a signaled crosswalk.

2 = Low Priority School

- A 70% or higher ratio of incoming vehicular traffic versus pedestrian traffic.
- Minor to medium traffic and pedestrian traffic safety issues.
- Good signage.
- Accessible crosswalks have traffic signal controls.
- Well-marked and painted curbs and roadways.
- Highly visible crossings.
- Residential (and lower) speed limits.
- Standard road and intersection configurations.
- School community and staff involved in a dedicated and functional drop-off and pick-up procedure.
- Some notifications or communications from the school or the community in regard to traffic and/or pedestrian safety issues.
- School culture includes a focus on traffic safety.
- OPD AAA Student Safety Patrol Program implemented (at some schools).
- Overall size of school (student enrollment of K-5 = 250 or less).