



# School Safety Assessment Technical Memorandum

## FRANKLIN ELEMENTARY

915 Foothill Boulevard, Oakland, CA 94606

Oakland Unified School District

April 2019



# FRANKLIN ELEMENTARY SCHOOL


A school safety assessment was conducted at Franklin Elementary School in Oakland during the afternoon dismissal on April 30, 2019. The school is located between two one-way streets (Foothill Boulevard and E 15<sup>th</sup> Street). The assessment included representatives from the City of Oakland, Alameda County Safe Routes to Schools staff, and Franklin Elementary staff.

Participants included:




- Beaver Boonsook, Engineer, Oakland Department of Transportation
- Max Langaard, Physical Education (PE) Teacher, Franklin Elementary School
- John Zaro, Second Grade Teacher, Franklin Elementary School
- Jeannette Cooper, School Site Coordinator, Alameda County SR2S Team
- Beth Martin, Senior Planner, Alameda County SR2S Team
- Andre Huff, Engineer, Alameda County SR2S Team
- Jose Palma, Planner, Alameda County SRS2 Team

## School Information

### Location & Enrollment

	<b>Address:</b>	915 Foothill Boulevard Oakland, CA 94606
	<b>Morning Bell(s):</b>	8:40 AM
	<b>Afternoon Bell(s):</b>	2:55 PM
	<b>Grade Levels:</b>	Grades K-5
	<b>Enrollment</b>	653
	<b>School Type (neighborhood/ magnet/charter):</b>	Neighborhood

## Bikes, Buses, and Drop-off/Pick-up

<p>Does the school have bike racks? What is the capacity? Is it secure bike parking?</p> <p>On a typical day, what percentage of racks are used?</p>	<p>Franklin does not have bike racks.</p> <p>One student was seen biking without a helmet from Franklin.</p>	
<p>How do school buses interact with the school?</p>		<p>School buses are available for special needs students. The drop-off/pick-up is on 9<sup>th</sup> Avenue in the red zone near Foothill Boulevard. This is a designated separated area for school buses. This school bus stop is a different location from the other drop-off/pick-up area on Foothill Boulevard.</p>
<p>Is the school served by local transit agencies? Are there stops within ¼ mile?</p>		<p>AC Transit Bus: 1, 14, 40, and 62</p>
<p>Does the school have special pick-up/drop-off policies/procedures?</p>		<p>Franklin Elementary School requires parents to enter a dedicated pick-up/drop-off area marked by cones between 9<sup>th</sup> Avenue and 10<sup>th</sup> Avenue.</p>

## Street Profiles

Street Name	Width	Lanes	Posted Speed Limit	Traffic Volumes	Notes
Foothill Boulevard	39 feet	2 lanes, one-way WB	30 mph/25 mph	3,664	-
E 15 <sup>th</sup> Street	39 feet	2 lanes, one-way EB	30 mph/25 mph	3,992	-
International Boulevard	55 feet	4 lanes	30 mph	12,628	-

Source: Oakland Department of Transportation, 2019

## Collision Summary 2013-2018

Radius from School	Fatal Collisions	Severe Injury Collisions	Visible Injury Collisions	Complaint of Pain Collisions	Pedestrian Collisions	Bicycle Collisions	Total Collisions
< ¼ mi	0	7	12	16	26	9	34
¼ mi – ½ mi	1	7	22	45	44	31	75
Total	1	14	34	61	71	40	110

Source: Transportation Injury Mapping System (TIMS), Safe Transportation Research and Education Center, University of California, Berkeley. 2019

## Existing Conditions

### Overview

Franklin Elementary is located on the block bounded by Foothill Boulevard, E 15<sup>th</sup> Street, 9<sup>th</sup> Avenue and 11<sup>th</sup> Avenue. It shares this block with the Franklin Recreation Center, which is located on the east half of the block. Foothill Boulevard has two one-way westbound travel lanes through this segment. East 15<sup>th</sup> Street has two one-way eastbound travel lanes. The school has a formal drop-off and pick-up area along Foothill Boulevard near the entrance of the school. Most students enter and exit out through Foothill Boulevard, the only access point.

The school is in close proximity to bus stops with service provided by AC Transit. The nearest bus line stops (i.e., 40, 62, 804) are found on along E 15<sup>th</sup> Street near 9<sup>th</sup> Avenue, Foothill Boulevard/11<sup>th</sup> Avenue, and 8<sup>th</sup> Avenue/Foothill Boulevard. The Oakland Department of Transportation (OakDOT) has a safety project for Franklin Elementary School along E 15<sup>th</sup> Street between 1<sup>st</sup> Avenue and 14<sup>th</sup> Avenue and

Foothill Boulevard between 8<sup>th</sup> Avenue and 14<sup>th</sup> Avenue. Franklin school administration and OakDOT are working together on the design concept. Additionally, AC Transit is currently constructing Bus Rapid Transit (BRT) on International Boulevard near Franklin Elementary. A BRT is a high-quality bus-based transit system that delivers fast, comfortable, cost-effective services at metro-level capacities. It does this through dedicated lanes, with busways and stations typically aligned to the center of the road with fast and frequent operations.

Between 2013-2018, 26 pedestrian collisions and nine bicycle collisions were reported within a quarter-mile of Franklin Elementary School. Within a half-mile, 44 pedestrian collisions and 31 bicycle collisions were reported. Most of the collisions occurred on International Boulevard and E 15<sup>th</sup> Street. Foothill Boulevard and E 15<sup>th</sup> Street are both Class III bike routes with existing bike share lane markings (“sharrows”). Note that data is not clear if pedestrians or bicyclists are Franklin Elementary students.



*Above: Proposed improvements on Foothill Blvd from the northeast corner of 9<sup>th</sup> Avenue*

## Observations

The following existing conditions were observed or reported by participants during the school safety assessment (SSA).

### 1. Foothill Boulevard Drop-off/Pick-up Area

- ◆ The dedicated drop-off/pick-up area is on Foothill Boulevard between 9<sup>th</sup> Avenue and 10<sup>th</sup> Avenue, it is about 103 feet in length and is one-way with drivers traveling northbound only.
- ◆ There are 37 feet of existing yellow curb paint along the south side of Foothill Boulevard in front of the school.
- ◆ Drivers were observed driving into the dedicated drop-off/pick-up area (left lane) and not driving to the end. Additionally, drivers were seen leaving vehicles unattended while in the drop-off/pick-up area to look for children during dismissal.
- ◆ Some drivers were observed parking or pulling up along the red curb area across from the dedicated drop-off/pick-up area and leaving their vehicle unattended. This results in parents crossing mid-block to look for their children after parking along the red curb.
- ◆ Some drivers were seen approaching the school unaware of the dedicated drop-off/pick-up area on the left lane. A small sign is posted on top of the first traffic cone and reads “Student Drop-off and Pick-up Area” in small font. Two more additional signs are posted in the middle and at the end of the drop-off/pick-up area. As a result, drivers had to merge out of the assigned drop-off/pick-up area, which caused vehicle queue build-up in the right lane. Additionally, this build-up caused problems for an AC Transit Bus that had issues moving around drivers.





*Left: Looking down at Foothill Boulevard towards the dedicated drop-off/pick-up area from the northwest corner on 9<sup>th</sup> Avenue. Drivers parked diagonally along the red curb near the northeast corner of Foothill Boulevard.*



*Right: A closer view of frontage area near the school entrance. A parent was seen crossing mid-block on Foothill Boulevard to reach children near drop-off/pick-up area.*

## 2. Foothill Boulevard/9<sup>th</sup> Avenue

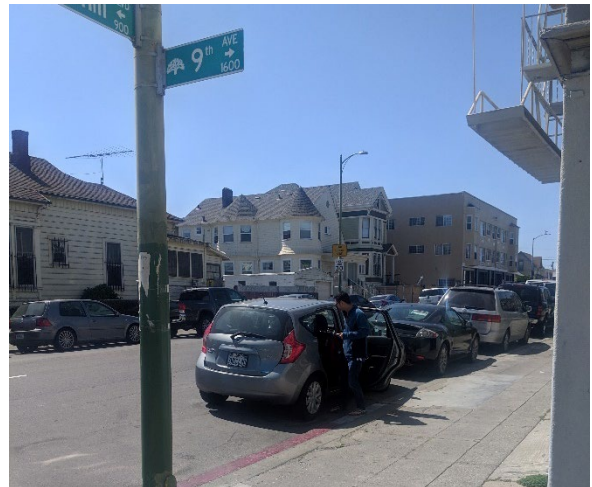
- ◆ This intersection is stop-controlled on the two 9<sup>th</sup> Avenue (minor) approaches. Yellow high visibility crosswalks are located across the northbound, southbound, and westbound approaches. There are advanced yield markings on the westbound approach. Moreover, the left lane is a bike route and marked with “sharrows” on Foothill Boulevard.
- ◆ Curb extensions are visible on the northeast, southeast and southwest corners of the intersection. All curb ramps are oriented diagonally, and there is a “No Right Turn” sign on southbound approach.
- ◆ There is a “Speed Bumps” sign on 9<sup>th</sup> Avenue, but there are no speed bumps between Foothill Boulevard and E 15<sup>th</sup> Street.
- ◆ A crossing guard is present during drop-off and pick-up hours. Most drivers observed during the assessment abided by the guard’s commands.
- ◆ Parents and children wait for the crossing guard before crossing Foothill Boulevard.
- ◆ Drivers park vehicles in the red curb areas on the west and northeast corners near the intersection to pick-up children.
- ◆ Parents and children were observed crossing at mid-block locations east or west of the intersection.
- ◆ The bus loading zone near the intersection on 9<sup>th</sup> Avenue is for special needs children with dedicated red curb space. A sign is posted along the eastside of the sidewalk to remind drivers that this parking is only for school buses. The white curb space is for passenger loading/unloading to provide a more comfortable loading zone.



- Generally, drivers adhere to the regulation and do not park in the bus area.
- The bus stop near the intersection blocks sight distance for the crossing guard when northbound drivers are trying to cross Foothill Boulevard. Consequently, drivers headed eastbound also cannot see these northbound drivers, which made crossing the intersection harder and more stressful for all users.
- The crossing guard stated that the bus stop also made their job more stressful and difficult because of the limited visibility.
- The bus will remain parked in the area for an extended period of time, typically for most of the drop-off period.
- ◆ Street cleaning occurs during pick-up hours from 12:30 PM to 3:30 PM on Fridays on the eastside sidewalk on 9<sup>th</sup> Avenue.



*Left: A parent waits to cross the street once the crossing guard stops approaching traffic.*



*Right: Parent driver parks on the red curb, leaving their vehicle unattended to pick-up children*

### 3. Foothill Boulevard and the 10<sup>th</sup> Avenue/11<sup>th</sup> Avenue Segment

- ◆ Foothill Boulevard/10<sup>th</sup> Avenue is a signalized intersection with two yellow transverse crosswalks on the northbound and westbound approaches.
- ◆ Curb extensions are located on the northwest, northeast, and south corners on Foothill Boulevard and extend into 10<sup>th</sup> Avenue.
- ◆ Curb ramps located on the eastbound approach are oriented diagonally.
- ◆ Drivers were observed double parking on Foothill Boulevard to pick-up students. Parents were seen leaving their vehicles unattended and parking on Foothill Boulevard (right lane) while looking for their children. As a result, a vehicle queue formed between 10<sup>th</sup> Avenue and 12<sup>th</sup> Avenue into the drop-off/pick-area and the right through lane.

- ◆ During the assessment, a large number of students were observed crossing 10<sup>th</sup> Avenue. Most students who walked through this intersection headed to Harbor House Ministries, which is on 11<sup>th</sup> Avenue and E 18<sup>th</sup> Street.
- ◆ Children were observed crossing mid-block on Foothill Boulevard between 10<sup>th</sup> Avenue and 11<sup>th</sup> Avenue.
- ◆ The Foothill Boulevard/11<sup>th</sup> Avenue intersection is two-way stop-controlled in the minor approaches.
- ◆ The intersection has curb extensions on all corners extending into 11<sup>th</sup> Avenue, but no marked crosswalks on any approach. Curb ramps are oriented diagonally.

#### 4. E 15<sup>th</sup> Street/9<sup>th</sup> Avenue

- ◆ The intersection of E 15<sup>th</sup> Street/9<sup>th</sup> Avenue is stop-controlled on two of the approaches (southbound and northbound). Bicycle shared lane markings are marked in the right travel lane on E 15<sup>th</sup> Street.
- ◆ Drivers were observed double parking on E 15<sup>th</sup> Street to pick-up elementary students between 9<sup>th</sup> Avenue and 11<sup>th</sup> Avenue. Drivers were observed leaving their vehicles unattended and parked in the left travel lane while looking for their children. This behavior leads to a formation of drivers queued before 9<sup>th</sup> Avenue and E 15<sup>th</sup> Street.
- ◆ There is an existing faded ladder crosswalk and two faded “School Crossing” signs that are posted high on the westbound approach (which can be missed by drivers). Additionally, the northeast corner has a curb extension that connects with the existing yellow ladder crosswalk.
- ◆ A crossing guard is present during drop-off and pick-up hours at 9<sup>th</sup> Avenue and E 15<sup>th</sup> Street. The crossing guard was observed guiding pedestrians to scramble across the intersection and not always walk across the ladder crosswalk. There is an AC Transit dedicated bus stop on the southwest side on E 15<sup>th</sup> Street for line 40 next to 9<sup>th</sup> Avenue and 10<sup>th</sup> Avenue.



*Left: Drivers left vehicles unattended after they parked and looked for their children.*

*Right: “School Crossing” street signs are posted higher than usual and worn out. Also, high visibility crosswalk is faded.*

## 5. E 15<sup>th</sup> Street/10<sup>th</sup> Avenue

- ◆ E 15<sup>th</sup> Street and 10<sup>th</sup> Avenue is a signalized intersection with two yellow transverse crosswalks on the west and south approaches. There is a bike share station on the east side of the eastbound approach on 10<sup>th</sup> Avenue. All curb ramps at the intersection are missing truncated dome pads, and the southwest ramp is oriented diagonal.
- ◆ The pedestrian signal head on the southeast corner is covered by low hanging tree vegetation that obscures the pedestrian signal for westbound drivers and pedestrians. Parents and children were observed using the intersection during the assessment.
- ◆ Illegal dumping of trash was observed on the southwest corner of E 15<sup>th</sup> Street and 10<sup>th</sup> Avenue. Debris was also found along the southside of E 15<sup>th</sup> Street.

## 6. E 15<sup>th</sup> Street/11<sup>th</sup> Avenue

- ◆ The intersection of E 15<sup>th</sup> Street/11<sup>th</sup> Avenue is two-way stop-controlled on the minor approaches. There are no marked crosswalks. Some children were observed crossing mid-block between 10<sup>th</sup> Avenue and 11<sup>th</sup> Avenue on E 15<sup>th</sup> Street during the assessment. There are curb extensions on the northwest and northeast corners that extend into 11<sup>th</sup> Avenue only. Curb ramps are oriented diagonally.

# Recommendations

## Engineering Recommendations

Recommendations to improve infrastructure or operations surrounding Franklin Elementary School can be seen on the conceptual improvement plan found on the following page.

## Policy & Program Recommendations

In addition to engineering improvements, the Alameda County Safe Routes to Schools (SR2S) Program has many encouragement and educational activities that can benefit students and campus community at Franklin Elementary.

The School Site Coordinator for Franklin Elementary School is Jeannette Cooper. The site coordinator can help schedule, organize, and promote many of the program offerings of Alameda County SR2S. The contact information for the Site Coordinator is below:

Jeannette Cooper, [jcooper@alamedacountysr2s.org](mailto:jcooper@alamedacountysr2s.org)

Please do not hesitate to reach out to the site coordinator if you have any questions or concerns, or if you wish to move forward with additional programming activities.

## Programs

The following improvements are recommendations for policy and program implementation at Franklin Elementary School to increase safety and active commutes to school.




- ◆ Develop Walk and Bicycle Route Maps
  - The SR2S Program can create recommended Walk and Bicycle Route Maps. These maps illustrate preferred routes to school for walking and biking. Maps also provide safety tips to encourage better travel behavior. These maps can also be used as a part of Walking School Buses (WSBs), Bicycle Trains (BTs), or other Walk and Roll to School activities. Park and Walk, WSB, and BT meeting locations are also shown on these maps where appropriate.
- ◆ Encourage and Help Facilitate Carpooling
  - The SR2S Program can assist schools in working with parents to connect them with other families who live nearby to increase the number of students carpooling. This can reduce congestion by reducing the number of vehicles coming to campus.
- ◆ Facilitate Walking School Buses and Bicycle Trains
  - Walking School Buses (WSBs) and Bicycle Trains (BTs) are groups of students, led by parent/adult chaperone(s), that meet at designated locations and times to gather and walk and/or bike to school together. WSBs and BTs can be regular events, occurring daily, weekly, or monthly or occur in coordination with other events like International Walk and Roll to School Day or the Golden Sneaker Contest. SR2S staff can assist schools with the planning, coordination, and execution of the WSBs and BTs. Walking and biking in groups with parental supervision can not only increase the visibility of these road users, but can reduce barriers to walking or biking for some families while making it fun and exciting for the students.
- ◆ Schedule Pedestrian Rodeos/Bicycle Rodeos OR Drive Your Bike
  - These interactive rodeos/workshops are great educational opportunities to teach and refresh safe walking and bicycling behavior. These workshops cover a wide range of relevant topics from understanding traffic signals and signs, to bicycle hand signals, to how to safely cross the street. Pedestrian Safety Rodeos and Bicycle Safety Rodeos are geared towards elementary school students. The Drive Your Bike workshop has both a middle school and high school version.
- ◆ Participate in International Walk and Roll to School Day (IRW2SD), the Golden Sneaker Contest (GSC), and Bike to School Day (B2SD)
  - These are the three main countywide encouragement events that occur throughout the academic year. All schools can participate in International Walk and Roll to School Day, held in October every year. The Golden Sneaker Contest, held in spring, is for elementary and is a two-week contest both within schools and across the county

challenging classrooms to travel to/from school using active and shared modes. Franklin Elementary can also participate in Bike to School Day, held in tandem with Bike to Work Day, which encourages schools to sponsor Energizer Stations and students and families to bike to school.

- ◆ Family Transportation Pick-up/Drop-off Zone Policy Flyer (posted online and at the main office)
  - The school should create a flyer with a more detailed map showing current and new parents where to pick-up/drop-off for Franklin Elementary students.
  - Ensure that flyer is in Chinese, Khmer, Spanish, and Vietnamese.
  - Add language prohibiting parents from dropping off/picking up students along E 15<sup>th</sup> Street between 9<sup>th</sup> Avenue and 11<sup>th</sup> Avenue.
- ◆ Expand Traffic Control Monitored by School Staff
  - Between School Entrance (near 9<sup>th</sup> Avenue) and 10<sup>th</sup> Avenue along Foothill Boulevard.
- ◆ School Traffic Safety Orientation Discussion
  - During orientation or Back to School Night the school should educate parents on how the circulation plan works. Site coordinators can provide information to educate parents on how to use the circulation plan, how to drop-off and pick-up their children, and explain the cost of violation if drivers do not follow the local traffic laws. Site coordinators can also discuss alternative modes of transportation (i.e., biking to school and how to lock up a bike on a bike rack).



Site Assessment held April 2019

- 0 200 ft 
- Improvements not to scale
-  
- The Alameda County Safe Routes to Schools Program is funded by the Alameda County Transportation Commission. Your transportation dollars at work!

