

Where the Needs of Principals and Safe Routes to School Programs Intersect

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This issue brief provides insights and recommendations for those who want to work more effectively with school administrators on Safe Routes to Schools (SRTS) programs.

Whether located in an urban, suburban, or rural area of California, school administrators share similar concerns about encouraging more of their students to actively travel to and from school, such as inadequate infrastructure, traffic safety, lack of funding, and lack of time. The motivations to overcome these concerns also do not vary widely by region. For example, securing funding for infrastructure improvements and staff time, developing partnerships with law enforcement, and conducting traffic safety education for students and parents are all at the forefront of school administrators minds.

Advocates and SRTS leaders throughout California can use this brief to gain a stronger understanding of school administrators' primary concerns and prepare themselves on how best to overcome these common barriers to gaining support for SRTS programs.

INTRODUCTION

In 1969, approximately 50 percent of children walked or bicycled to school. Today, fewer than 15 percent of children do.¹ A recent analysis of California Parent Surveys collected by SRTS programs throughout California found that safety concerns including safety of intersections and street crossings, speeding traffic, volume of traffic, and fear of violence or crime were the top reasons parents did not allow their children to walk or bicycle to school.² These traffic safety fears are not unfounded as in 2010 in California, over 21,000 school-aged children (ages 5-17) visited an emergency department with injuries resulting from a pedestrian or bicycle crash and an additional 1,503 were hospitalized with non-fatal injuries.³ In 2009 in California, the most recent data available, 56 school-aged children died of injuries suffered in a pedestrian or bicycle crash.⁴

In addition to injuries, rising rates of overweight and obesity among youth are also a major concern and in fact the prevalence of overweight and obesity in the United States has been increasing dramatically in both adults and children.⁵

Although the prevalence of obesity among children is lower than among adults, the rates among children and adolescents have increased considerably more.

Between the early 1970s and 2003, the prevalence of obesity nearly tripled among

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youth ages 12 to 19, from 6 percent to 17 percent, and more than quadrupled among children ages 6 to 11, rising from 4 percent to 19 percent.⁶⁻⁸

More positively, recent data show overweight and obesity rates among California's school children may be leveling off, with rates decreasing by 1.1 percent between 2005 and 2010. However, more than half of California counties still experienced an increase in the rates of overweight and obesity among youth between 2005 and 2010. Promoting healthy eating and physical activity continues to be critical to reducing overweight and obesity among California's youth, and SRTS programs can play an important role in reversing the childhood obesity and inactivity trend.

SRTS programs aim to increase the number of children walking and bicycling to school. In addition to enhancing children's health and well-being, SRTS programs ease traffic congestion, improve the safety of children, and improve the air quality near schools.¹⁰

Successful SRTS programs rely on and reflect the input and commitment of multiple partners. The complex questions and concerns of these various stakeholders – whether real or perceived – must be acknowledged and addressed

"Safe Routes to School is a very valuable program. We've had fun while encouraging our students to be more active, reducing the traffic congestion around our school, and decreasing the pollution caused by all of the cars traveling to our school and back home."

Lori Aoun, Principal Sutterville Elementary School, Sacramento

to sustain interest, participation, and ultimately trust in SRTS programs. Support from school administrators is an essential component to a successful SRTS program, as they play a key role, either directly or indirectly, in virtually any school wellness initiative. In fact, having a school principal champion a SRTS program has recently been identified as one key element for achieving travel mode shift among students.¹¹

Since school administrators are critical to the initiation and ultimate success of a SRTS program, the California SRTS Technical Assistance Resource Center (TARC) surveyed and interviewed school administrators throughout the state to gain a better understanding of their attitudes toward children actively getting

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to and from school. Gaining a more thorough understanding of different perspectives among administrators aids TARC in developing more strategic communications to promote SRTS programs and elicit buy-in from school administrators.

The findings of TARC's survey and interviews highlighted what school administrators see as the biggest advantages and disadvantages of students actively getting to and from school. Administrators also shared their main concerns related to encouraging more students to walk or bicycle to school, as well as strategies for overcoming these barriers. Understanding the perspective of school administrators before starting a SRTS program, or when preparing to respond to expressed concerns, will allow advocates and program coordinators to be more proactive and successful in their SRTS planning.

STUDY OVERVIEW AND METHODOLOGY

Since school administrators are key to a successful SRTS program, it is critical to understand their perspective on children actively getting to and from school. TARC worked with Brown•Miller Communications, Inc. to survey and interview principals and vice principals across the state to learn what they perceive as advantages and disadvantages to children walking and bicycling to and from school and to explore strategies for overcoming their most common concerns.

Members of the Association of California School Administrators were invited to share their attitudes on this topic via an online survey in November 2011. Over 200 school administrators from around the state responded to the survey, with 26 percent of respondents representing rural schools, 48 percent representing suburban schools, and 26 percent representing urban schools. The majority of respondents (59 percent) represented schools with over 600 students enrolled, but schools with medium and small student populations were also represented, including 29 percent with 301 to 500 students, 8 percent with 101 to 300 students, and 4 percent with less than 100 students. The majority of administrators work at elementary schools (54 percent), with the remaining respondents equally representing middle schools (14 percent), high schools (17 percent), or combination schools, such as K-8 and K-12 (15 percent).

Respondents were closely divided on whether their school district's wellness plan included a SRTS program, with 59 percent including such a program and 41 percent not including such a program. Forty-eight percent of schools have

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a policy in place supporting bicycling. A small portion of schools (four percent) have a policy prohibiting bicycling.

School administrators were asked the following questions to gauge their attitudes:

- What are the top three benefits of having more students actively getting to and from school?
- What do you think are the top two disadvantages of having more students actively getting to and from school?
- What are the three biggest challenges you face in supporting more students actively getting to and from school?
- What are the top three things that would motivate you to support more students actively getting to and from school?

Respondents were given a multiple-choice list of responses to select from and had the ability to write in responses as well.

TARC also had the opportunity to gain additional insight into school administrators' attitudes via a handful of telephone interviews conducted in July 2011 and January 2012. Interviewees were asked the same questions from the survey and were invited to expand on their responses. The more in-depth perspectives gained through the open-ended survey questions and telephone interviews are shared throughout this brief.

FINDINGS

TARC wanted to explore whether school administrators in rural, suburban, and urban schools would have significantly different perspectives on active transportation to school and wanted to better understand those to develop more effective communications strategies and future interventions. However, the surveys and interviews revealed that school administrators share common perspectives about SRTS, regardless of their school's location or demographics. The findings of the survey follow.

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Benefits

School administrators were asked what they see as the top benefits of having more students actively getting to and from school. The following benefits resonated the most widely: improving students' overall health and well-being; reducing traffic congestion around the school; improving students' self-confidence and independence; improving students' classroom behavior and readiness for learning; and increasing rates of on-time arrivals. (Figure 1)

24% 21% 13% 8% 6% Improves students Reduces traffic Improves students' Improves students' Increases rates of overall health and self-confidence and congestion around classroom behavior on-time arrivals well-being the school independence and readiness for learning

Figure 1: Top Five Perceived Benefits of More Students Walking and Bicycling to/from School

Respondents could select up to three options from a list of 15 options, as well as write in their own response after selecting "other." The graph displays percentage of total responses (N=665).

The following were also seen as benefits of having more students actively getting to and from school, but did not resonate as widely as the benefits shown in the graph above:

- · Improves air quality around the school
- Improves students' FitnessGram scores
- Improves students' academic performance and grades

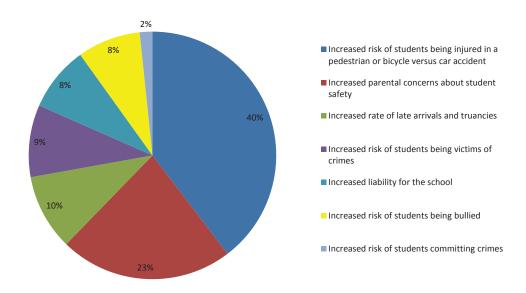
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- Provides physical activity opportunities for students to cuts in PE programs
- · Reduces traffic accidents around the school
- · Opportunity for parents to meet other parents
- Opportunity for school administrators and staff to engage with parents
- Improves students' standardized test scores
- Reduces bullying

Disadvantages

When asked to identify disadvantages of having more students walking and bicycling to and from school, school administrators were most concerned about the increased risk of young pedestrians or bicyclists being injured in a motor vehicle collision. School administrators also named increased parental concerns about student safety and an increased rate of late arrivals and truancies as disadvantages. (Figure 2)

Figure 2: Perceived Disadvantages of More Students Walking and Bicycling to/from School



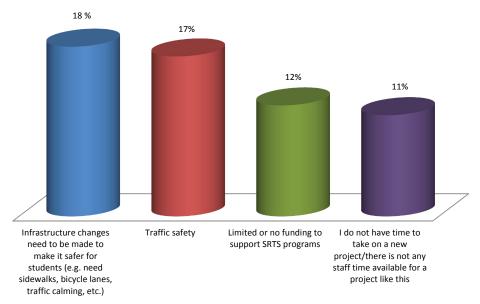
(N=424) Respondents could select up to two options from a total of seven options.

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Challenges School Administrators Face

School administrators were asked what challenges they face in supporting more students actively getting to and from school. The most commonly identified challenges were the need for infrastructure changes to make it safer for students, traffic safety, limited or no funding to support SRTS programs, and lack of time to initiate or manage a SRTS program. (Figure 3) Resistance from students, school neighbors, and school staff were the least frequently named challenges.

Figure 3: Top Four Perceived Challenges of School Administrators in Supporting a SRTS Program



Respondents could select up to two options from a list of 15 options. The graph displays percentage of total responses (N=566).

The following were also seen as challenges of having more students actively getting to and from school, but did not resonate as widely as the challenges shown in the graph above:

- Liability issues
- This is not a priority for our school

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- Lack of interest from parents
- · Lack of interest from students
- Resistance from parents
- Concern about crime around the school
- · Lack of interest from school staff
- Students live too far from school to walk or bike
- Resistance from students
- Resistance from school neighbors
- · Resistance from school staff

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What Would Motivate School Administrators to be More Supportive?

When asked what would motivate them to support more students actively getting to and from school, school administrators identified funding for staff time and infrastructure changes, partnership with law enforcement, support, and encouragement from parents and students, and traffic safety education at the top of their lists. (Figure 4)

Figure 4: School Administrator Motivators for Supporting SRTS

Most Motivating



Funding for infrastructure changes (20.7%)

Partnership with law enforcement to improve traffic safety around the school (13.5%)

Funding for staff to run a SRTS program (12.4%)

Support and encouragement from parents and students (11.2%)

Traffic safety education for students and parents (11.1%)

Assistance with addressing parental concerns about safety (8.8%)

Linkages to community groups willing to coordinate a SRTS program (7.7%)

Proven correlation between actively getting to and from school and improved test scores (5.6%)

Support and encouragement from community and health groups (3.9%)

Support and encouragement from the school board or other elected officials (1.9%)

Positive attention for our work (media coverage, awards, etc.) (1.2%)

Support from the Parent Teachers Association (1.2%)

Government mandates (0.4%)

Improved air quality around the school (0.4%)

Least Motivating (N=570) Respondents could select up to two options.

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RECOMMENDATIONS

Better understanding of school administrators' concerns and motivations will lead to more effective communication and engagement. Advance preparation is essential to building strong collaborative relationships. Every school is unique, but the following ideas can serve as a good starting point to better understand what messages will resonate with school administrators and what concerns they may bring up.

The following recommendations will assist SRTS program advocates in engaging school administrators to initiate new and strengthen existing programs. For more tips on engaging school administrators in SRTS, download the corresponding tips sheets and additional resources at www.CAsaferoutestoschool.org.

Communicate Benefits that Resonate

Although school administrators care about the health and well-being of their students, it is not unusual for SRTS programs to fall behind more pressing demands. Highlighting benefits of students walking and bicycling to school that are shown to appeal to school administrators is a good way to capture

their attention. Based on the surveys conducted for this brief, the following benefits of SRTS programs resonate the most with school administrators:

- Improves students' overall health and well-being;
- Reduces traffic congestion around school sites;
- Improves students' self-confidence and independence;
- Improves students' classroom behavior and readiness for learning; and

• Increases rates of on-time arrivals.

"We need sidewalks and bike lanes throughout our city from the homes to the schools. Without them we cannot create safe ways for our kids to get to school. Right now I watch kids walk in the street to schools throughout Riverside County."

Errol Garnett, Principal Temescal Canyon High School, Lake Elsinore

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Address Concerns Head-on

It is also important to consider what concerns school administrators may have. Effectively addressing concerns and responding with facts and figures in the early discussion and planning stages will make the process move forward more smoothly.

"This year we have several new crossing guards on a major thoroughfare, as well as improved signage, and it has made a big difference."

Cyndi Maijala, Principal Brett Harte Middle School, San Jose

Common concerns school

administrators voice about more students walking and bicycling to school include:

- Increased risk of student pedestrian or bicyclists being injured in a motor vehicle accident;
- Increased parental concerns about student safety;
- · Increased rate of late arrivals and truancies; and
- Increased risk of students being victims of crime.

Overcome Challenges

There may still be some challenges to overcome after preliminary concerns are addressed. Below are some tips for overcoming the most common challenges school administrators say they face in supporting more students actively getting to and from school.

Challenge: Infrastructure Changes Need to Be Made

One of the primary focuses of SRTS programs is to improve infrastructure to make it safer for children to walk and bicycle to school. Residents of communities can work with local schools to identify hazards in areas surrounding schools and provide solutions to make it safer for children.

 Conduct a Walkability and Bikeability Survey: Easy-to-use checklists provide a great way to record safety concerns along a child's walk or bicycle ride to school. You can also provide youth with cameras so they can photograph hazards and write up results for presentation to the Parent Teacher Association/Organization,

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school district or school board leaders, local public works department, or city leaders. Checklist forms are available online at www.bicyclinginfo.org/pdf/bikeability checklist.pdf.

- Look for Solutions: Problems identified during a walkability or bikeability survey may require simple, low-cost fixes, and partners may know of or have resources to help address them. Seek out funding for problems requiring more costly solutions. The most straight-forward way to secure local funding for infrastructure projects is to identify and tap into existing funds that are currently directed to transportation, safety, or health issues. Look to capital improvement projects and school or city/county operating budgets for the most promising local funding streams. Also connect with the school district or public works departments that may be able to add infrastructure projects to their "to do" list. Learn more at www.casaferoutestoschool.org/safe-routesto-school-basics/find-funding/.
- Regional, State, and Federal Funding: Like government funding at the local level, a first step to securing regional, state, or federal funding is to identify existing funds that are currently directed to transportation, safety, or health issues. Work with your city or county public works department to apply for infrastructure funding. Programs to consider as potential sources of funding include: school districts' operating budgets, local transportation agencies' capital improvement projects or operating budgets, and Caltrans. Caltrans offers a variety of funding for infrastructure improvements through Active Transportation Program, Planning and Environmental Justice grants, Highway Safety Improvement Program grants, and Congestion Mitigation and Air Quality Program. Sign up to receive the latest funding opportunities from Caltrans at www.dot.ca.gov/hq/LocalPrograms/sub.htm. Find funding at www.casaferoutestoschool.org/safe-routes-to-school-basics/find-funding/.

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Challenge: Traffic Safety Issues

It is no surprise that neighborhood streets clogged with traffic make parents and school administrators nervous about children walking and bicycling to and from school. SRTS projects can help to reduce traffic congestion by increasing the number of children walking and bicycling, instead of riding to school in private vehicles, and improve safety by focusing on infrastructure improvements, student traffic education, and driver enforcement.

- Conduct Walkability and Bikability Audits: A school site walkability and/or bikability audit is a school and community event used to observe and evaluate the safety issues around a school. These events give SRTS staff, neighbors and the school community an opportunity to identify engineering and/or infrastructure treatments that are the most appropriate solution for that school. Other ways of improving traffic flow and safety for drop-off/pick-up areas are also considered, and suggestions for safer routes to school can be collected. Learn more at http://www.pedbikeinfo.org/community/walkability.cfm.
- Conduct In-class Pedestrian and Bicycle Safety Training for Children: Teaching children proper pedestrian and bicycle safety is an essential part of any SRTS program. The National Highway Traffic Safety Administration has both a Bicycle Safety Program and a Pedestrian Safety Program that include lesson plans, activities, and worksheets. Learn more at www.nhtsa.gov. TARC also maintains a list of educational resources for children and teens, some of which are linked to California Education Standards, available at www.casaferoutestoschool.org/safe-routes-to-school-basics/preparation/educate-children-and-parents.
- Hold a Bicycle Rodeo: Bicycles are "vehicles" and children need
 to be trained on how to navigate in traffic. Holding a bicycle rodeo
 event in partnership with bicycle advocacy groups in the community
 and the local police department provides fun and instructional on-bike
 skills training. Learn more at www.casaferoutestoschool.org/whats-happening-in-california/national-bike-to-school-day.
- Encourage Walking School Buses and Bicycle Trains: Many parents are reluctant to let their children walk or bicycle to or from school

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alone or with friends due to safety concerns. To help ease these concerns, promote formal or informal walking school buses or bicycle trains with adults escorting groups of children walking or bicycling to school together. Not only will this help ease fears of "stranger danger," it also reduces the risk of traffic-related injuries since groups of children traveling together are more visible to drivers. Learn more at www.caactivecommunities.org/w2s-year-round-activities/walking-school-buses-and-more.

- Address Driver Safety: Drivers who are in a hurry to get to work can sometimes forget how their driving behavior can impact children walking or bicycling to school. Educating drivers about traffic safety can be a daunting task and needs community support to do it right. A few simple strategies to initiate awareness include: leaving fliers on vehicles or handing out "I helped keep our students safe!" tickets or gift certificates to local businesses to incentivize safe driving. More intensive strategies can include working with the local public works department to modify parking and stopping restrictions, and partnering with local law enforcement to enforce the rules of the road.
- Partner with Law Enforcement: Developing partnerships with local law enforcement is critical to addressing traffic safety issues.

SRTS programs ideally involve a wide range of law enforcement officers, including executives, school resource officers, patrol/ safety officers, bicycle officers, community policing officers, and training officers. Law enforcement can conduct targeted speed limit and crosswalk enforcement operations around the school, speak at school SRTS events or assemblies, and serve on

"It would be helpful to have a third party organization that understands how zoning and city planning works to help us reduce traffic congestion around our school.

A more collaborative approach would be better received by our neighbors and make the process more likely to happen."

Matthew Reedy, Principal Grattan Elementary School, San Francisco

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SRTS committees. Finally, look for ways law enforcement can positively reinforce good driver behavior or bicycle helmet use. Learn more at http://apps.saferoutesinfo.org/lawenforcement.

• Improve School Drop-off and Pick-up Zones: Improving school drop-off and pick-up zones is often a key priority of school administrators, but care must be taken to ensure these efforts address an identified safety problem or need for young pedestrians and bicyclists and not just make it easier for adults to drive children to school. Facilitating walking and bicycling to school will decrease traffic congestion and can make drop-off and pick-up inherently safer. But do not discount concerns; helping school administrator's address this issue can be a small success that helps build trust and foster a more robust SRTS program. There are a number of easy ways to improve drop-off and pick-up at schools. Learn more at www.caactivecommunities.org/w2s-year-round-activities/drop-off-zones.

Challenge: Limited or No Funding to Support SRTS Programs

With school budgets strapped and school administrators juggling a laundry list of priorities, SRTS programs are often seen as costing a lot of money. While major infrastructure improvements may necessitate seeking outside funding, many positive education, encouragement, and infrastructure changes can be achieved through low-cost strategies, partnering with key organizations to leverage resources, and by securing smaller-scale grants. In addition, making walking and bicycling to school safer and easier can help mitigate the negative impact of budget cuts that reduce school bus service.

• Work with the School District to Make SRTS a Priority: Review the school district's wellness plan to ensure that an active transportation element is included. Make a formal presentation about the benefits of SRTS programs at a school district board meeting. Then set up a meeting with school district officials to discuss making SRTS a priority and ask for their support. For example, see if the school district's grant writer can assist with a SRTS funding application. Oftentimes, getting a school district on board provides much needed support for its schools to adopt SRTS programs.

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- Bring Reinforcements: When presenting your ideas to school administrators, bring along interested parents, caregivers, students, city/county staff, and community groups/members who could work collaboratively on the program. This helps show administrators that the program would not solely depend on school staff.
- Start Small: At the start of any program, it is common to launch a whole host of activities, but this may be seen by school administrators as requiring resources they do not have. Instead, work together with the school administrator to create a long-term plan with incremental steps made up of small, meaningful successes that build on each other. This approach is less overwhelming for everyone involved and has the added benefit of attracting positive attention along the way. Being seen as successful is a great way to engage more volunteers and staff in your program.
- Work with Partners: Developing strategic partnerships is key to long-term program success and viability. SRTS programs often combine efforts with other organizations that have similar goals. Consider partnering with the Parent Teacher Association/Organization, law enforcement, local health departments, youth-serving groups like YMCA, community health and physical activity groups, and existing coalitions with similar goals. Talk with partners about program needs because they may know of or have resources to help address them. Partners may also be able to provide (or help you seek) funding, food, incentive donations, or professional services such as grant writing or help with media.
- Seek Private Funding: Consider non-governmental resources in the
 community whose interests align with the benefits SRTS programs
 offer the community. Organizations with similar goals may be looking
 for partnerships of their own. Look to businesses, foundations,
 individuals, events, parent teacher associations, and school districts for
 support. Organizations like these may be able to bring much needed
 funding to the table, and be more than happy to do so to help meet
 goals of their own.
- Apply for Mini-grants: Local community-based organizations or public agencies may offer mini-grants to support SRTS education and encouragement. Often a small, \$1,000 or \$5,000 grant award can go

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a long way towards building momentum for a long-lasting SRTS program. Consider using this funding for Walk and Bike to School Day events or to purchase reusable supplies for bicycle safety rodeos to help kick-off a longer-term program.

• State and Federal Infrastructure Funding: Most school administrators want to improve the safety of the roadways or drop-off zones around their school. Connect the school with the city or county public works department to begin the process of identifying potential infrastructure improvements that will mutually benefit the school and the city. Many small improvements, such as crosswalk or curb striping, can be done at minimal cost and may be able to be done as part of the city/county maintenance budget. Funding for larger infrastructure improvement projects can be secured through school districts' operating budgets, local transportation agencies' capitol improvement projects or operating budgets, and Caltrans. Caltrans offers a variety of funding through SRTS grants, Planning and Environmental Justice grants, Highway Safety Improvement Program grants, Congestion Mitigation and Air Quality Program, and the Bicycle Transportation Account. Find funding at www.casaferoutestoschool.org/safe-routes-to-school-basics/find-funding/.

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The California SRTS TARC assists local communities with creating SRTS programs by providing trainings, technical assistance, and resources to implement safe and successful SRTS strategies throughout California. TARC is a program of California Active Communities, a joint Unit of the University of California, San Francisco and the California Department of Public Health.

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End Notes

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