St. Matthew's Episcopal Day School Master Plan Study

Circulation and Transportation Demand Management Plan

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Prepared For:

St Matthew's Episcopal Day School

March 2012

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Prepared for:

ST. MATTHEW'S
EPISCOPAL DAY SCHOOL

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TRANSPORTATION MANAGEMENT SUMMARY

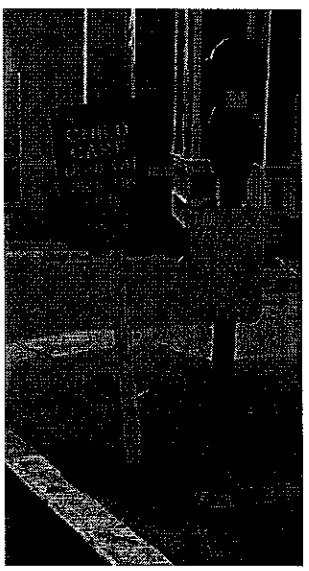
St. Matthew's Episcopal Church and St. Matthew's Episcopal Day School (the "School") share a site at the corner of El Camino Real and Baldwin Avenue in San Mateo. To manage increasing enrollment demand and improve its program offerings, the School is developing a Master Plan for its campus. Since no changes are expected for Church activities, they are not included in this report. A transportation management strategy is part of the School's planning. The School plans to manage the traffic changes associated with its Master Plan through strategies that address space, time, and behavior:

1. *Space strategies* will change the location of student pickup and drop off by;
    a. relocating the preschool from the main campus on Baldwin Avenue to Charles House, a Church-owned facility on Second Avenue; and
    b. reconfiguring the Baldwin Avenue loading zone with additional spaces during drop-off and pickup hours.
2. *Time strategies* will
    a. reallocate students' dismissal times over the afternoon pickup period; and
    b. develop on-campus afterschool programming that will reduce the number of students leaving campus during the main afternoon pickup window.
3. *Behavior strategies* such as carpool facilitation and staff incentives will reduce the number of vehicles transporting students and staff to the School.

PROPOSED TRANSPORTATION STRATEGIES

Space Strategies

A. Relocating the Preschool to the Charles House



The preschool would be relocated from the existing location on Baldwin Avenue to Charles House on Second Avenue. This would remove 30 students from the Baldwin Avenue pick-up/drop-off zone under existing conditions and would remove 45 students under the planned enrollment scenario. Importantly, this change would also eliminate mid-day pickup and drop-off traffic from Baldwin Avenue.

There are eight on-street metered parking spaces in front of Charles House along Second Avenue. These spaces could be converted to time-restricted (e.g., 15-minute) drop-off and pick-up spaces during student arrival and dismissal times. Parents would also find parking in other spaces available on the street and in the Second Avenue Parking Garage.

B. Reconfiguring the Baldwin Avenue Loading Zone

The School proposes to seek City approval to designate 11 metered parking spaces for school use during the one-hour morning drop-off and

the one-hour afternoon pick-up. This reconfiguration would expand the capacity of the existing curbside loading zone from six spaces (approximately 125 feet) to 17 spaces (approximately 400 feet) and improve traffic flow and the existing pick-up queue occurring on Baldwin Avenue today.

Time Strategies

A. Restructuring Afternoon Pick-Up times

The School currently dismisses students in grades 1 through 8 in two groups. The School would restructure its dismissal times to release these students in three to four groups, which would "flatten" the demand on the loading zone and reduce queuing during the peak times.

B. Afterschool Programming

The Master Plan would also allow the School to expand its aftercare and enrichment programming. Enlarging the existing multi-purpose facility would allow the School to keep students on campus for afterschool activities such as sports and arts. Based on existing participation and observed year-over-year growth, the School expects school-wide participation in the aftercare and enrichment programs to increase from 5 percent to 10 percent or more.

Behavior Strategies

The School would implement a Transportation Demand Management (TDM) program for staff and student families. The staff program would be designed to reduce vehicle trips and parking demand by providing transit subsidies, on-site priority parking for carpools, and a parking cash-out program to encourage transit use and bicycling to work.

The student family program would include educational activities that promote multi-family carpooling, bicycling and walking to school. The School would participate in the Zimride rideshare program, a social networking tool that allows families to use the School's website to organize drop-off and pick-up carpools. The School would also incorporate bicycling and walking education into the physical education curriculum.

Enrollment growth will occur gradually over six years. This will allow the School to monitor and observe traffic patterns and adjust and control traffic management as necessary.

TRANSPORTATION EVALUATION SUMMARY

The existing and future traffic conditions at the School were analyzed by using the existing student pick-up characteristics to project future traffic conditions with an increased enrollment.

Moving the preschool to Charles House would remove approximately 30 students from the Baldwin Avenue pick-up/drop-off zone under existing conditions and would remove 45 students under the planned enrollment scenario. The School is proposing that the City designate a 15-minute limit for the eight parking spaces in front of Charles House during student drop-off and pick-up. Parents who want to stay longer or cannot find a designated space would either park in the School's 11 off-street

parking spaces near Charles House or in the Second Avenue Parking Garage. Relocation of the preschool to Charles House would increase the number of vehicle trips traveling through the intersection of El Camino Real/Second Avenue. However, the analysis indicates that this intersection will continue to operate within the City's acceptable level of service (level of service B).

Currently, vehicle queues form at the Baldwin Avenue curbside loading zone at morning drop-off and afternoon pickup. Although vehicle queues make it difficult for vehicles to turn onto or travel through onto eastbound Baldwin, the vehicle queue at the School does not typically extend into the intersection. Based on current demand, the existing loading zone has a need for 10 spaces to eliminate queuing, but a supply of only six. Under the School's proposed reconfiguration, the existing curbside loading zone would be expanded and include the 11 metered parking spaces along the school's frontage on Baldwin Avenue. These metered spaces would be available for general use except during the one hour in the morning and the one hour in the afternoon when students are dropped off and picked up.

The intersections of El Camino Real/Baldwin Avenue and San Mateo Avenue/Baldwin Avenue were analyzed under existing conditions and conditions with increased enrollment (and vehicle trips) to the School. The analysis shows that the intersection of 2nd Avenue/El Camino Real currently operates at acceptable levels of service according to City standards during the AM and PM peak hours and would continue to operate acceptably with additional school-generated traffic. With the additional vehicle trips generated by the School's enrollment growth, and the proposed transportation management strategies, these intersections would continue to operate at acceptable levels of service.

In addition, the School's proposed Transportation Demand Management plan is expected to reduce overall vehicle trip generation by approximately 5 percent. Changes in the parent/student awareness of alternative transportation modes would likely result in an additional reduction beyond 5 percent in the number of vehicle trips generated by the School.

CONCLUSIONS

The combination of School's proposed strategies will accommodate more students and staff in a more efficient fashion than the existing situation. The measures described in this report will allow the School to both increase enrollment and reduce traffic congestion.

CHAPTER 1. INTRODUCTION

The St. Matthew's Episcopal Church and Day School (herein "the School") is a 231-student preschool through 8th grade independent school located at 16 Baldwin Avenue, San Mateo, California. St. Matthew's Episcopal Church has been located at the site since 1865. Although the Church would remain on the site and operational, its programming and growth is not expected to change during the span of the School's Master Plan, therefore, this report focuses on School operations.

The School has been at the site since 1953. The campus is located on a portion of a city block bounded by El Camino Real to the west, Baldwin Avenue to the north, San Mateo Drive to the east, and 2nd Avenue to the south (shown in Figure 1). The School's primary entrance is located on Baldwin Avenue, where there is an existing student drop-off and pick-up loading zone and access to the School's central courtyard. The Church and School share an existing 35-space parking lot with a driveway on El Camino Real just south of the Baldwin Avenue intersection. Charles House, located on the southern quadrant of the block at 2nd Avenue, is owned and operated by the Church and School, but currently does not host regular academic activities. The remaining portions of the block are owned and operated by the Mills Medical Center.

The School has developed a Master Plan for its Campus to manage increasing enrollment demand while improving its program offerings. Currently, the School operates with single sections (i.e., one classroom) of 22 students per grade level. The School proposes to construct a new classroom building on the existing Campus and modify the classroom structure. With the new classroom space, the School would accommodate two sections of 16 to 18 students per grade level, accommodating up to 375 students in preschool through 8th grade, an increase of 144 students. The preschool would be relocated from the existing school building on Baldwin Avenue to Charles House on 2nd Avenue and accommodate up to 45 students. The other 330 students would be located in the existing and new classrooms constructed on the Baldwin Avenue portion of the campus.

Enrollment growth would occur gradually over a six year time span. Beginning in 2014, school enrollment would increase by approximately 20 additional non-preschool students per year. From 2017-2018, school enrollment is expected to increase by approximately 12 students per year until the 2019/2020 school year, when the School would meet the enrollment maximum of 330 non-preschool students. Preschool enrollment would increase by approximately 12 students in 2013.

As enrollment increases over a six-year period, the School will modify its existing drop-off and pick-up loading practices to manage vehicle queuing on Baldwin Avenue. Today, all drop-off and pick-up occurs on Baldwin Avenue at the existing six-vehicle loading zone in front of the School. One of the purposes of this report is to identify strategies that the School would use to manage how student drop-off and pick-up occur, improve the existing traffic conditions on Baldwin Avenue, and reduce potential impacts associated with more parents picking-up and dropping-off their children.

N

Not to Scale

FEHR PEERS

SF11-0583 St. Matthews School\Graphics

PROJECT LOCATION

FIGURE 1

REPORT ORGANIZATION

The information provided in this report is intended to provide an analysis of existing circulation issues at the School during student drop-off and pick-up times, identify modifications that would be made to the curbside student loading area to accommodate the expected parent vehicle queue as the school's enrollment increases, and discuss transportation demand management (TDM) strategies that the School intends to implement to manage the increase in vehicle traffic associated with additional enrollment. The goal of the circulation analysis and TDM strategies presented in this report is to identify strategies to reduce the vehicle traffic associated with typical daily drop-off and pick-up operations at the School by promoting carpooling, walking, and bicycling to the School. The following chapters further describe current and proposed traffic conditions and project elements designed to reduce the traffic issues associated with the School:

Chapter 2 – Circulation Analysis describes the existing drop-off and pick-up conditions at the School and discusses the potential future drop-off and pick-up activity associated with increased enrollment at the School. This chapter includes a discussion of the space and time strategies to be used by the School to address circulation issues.

Chapter 3 – Transportation Demand Management Strategies discusses transportation demand management policies and programs that the School would implement to manage travel demand growth as school enrollment increases. This chapter includes a menu of behavior strategies to be used by the School to address circulation issues.

Chapter 4 – Multi-Modal Potential describes the existing and potential for non-motorized travel within a ten minute walk from the School. This chapter discusses some of the behavior strategies to be used by the School to address circulation issues.

CHAPTER 2. CIRCULATION ANALYSIS

As the School enrollment increases, the School understands that without implementing the four strategies discussed in this report, vehicle congestion and queuing during the morning drop-off and afternoon pick-up periods is likely to increase. To estimate future traffic conditions at the School, a three step process was conducted. First, the existing vehicle trip generation patterns at the School were estimated using data on the student arrival characteristics and field observations. Next, the existing data was used to project how many vehicle trips the school would generate with additional enrollment. Finally, based on the number of vehicles expected at the School during drop-off and pick-up times in the future, the anticipated vehicle queue on Baldwin Avenue was estimated.

2.1 SPACE AND TIME STRATEGIES

Space strategies will change the location of student pickup and drop off by relocating the preschool from the main campus on Baldwin Avenue to Charles House on Second Avenue and by reconfiguring the Baldwin Avenue loading zone with additional spaces during drop-off and pickup hours. To evaluate the effectiveness of relocating the preschool to Charles House and expanding the on-street loading zone, the number of vehicles expected to arrive at the School was determined.

To determine the future traffic conditions at the School, the existing vehicle trip generation patterns were reviewed and then used to forecast vehicle trip generation with an increased enrollment. The trip generation forecasts for the proposed enrollment increase were developed based on student arrival and dismissal times and data from typical independent schools.

Based on field observations at the School, a majority of students travel to/from school in private vehicles. The School currently serves 155 households – 61 percent of current households have multiple children and 39 percent of current households have a single student at the School. The analysis assumes that 40 percent of students arrive in single-student vehicles and the remaining 60 percent carpool with their sibling(s).

The School would remain in the same location and have a similar age mix in the future; therefore, the trip generation forecasts do not assume any substantial changes to the vehicular mode split. Of the existing student population, two students currently ride Caltrain to Downtown San Mateo, and walk from the Caltrain station to the School. While this demonstrates that some students and parents (approximately one percent) are willing and able to take Caltrain or transit to school, the effect of transit ridership was considered negligible in the calculations. However, potential strategies to increase transit ridership will be discussed in Chapter 3. While some current students bike and walk to school, they do not do so on a regular basis; therefore, the effect of biking or walking to school was also considered negligible. As with transit, the potential to increase walking and biking to school will be discussed in Chapter 3.

Based on the School's records, a majority of students live in the City of San Mateo (52 percent) or in the surrounding Cities of Burlingame (18 percent) and Hillsborough (22 percent). Nearly all of the remaining eight percent of students live in other areas of San Mateo County; however, a few students

live in San Francisco or in northern Santa Clara County. As the School grows, students may come from a more geographically diverse set of communities; however, the School's core service area will likely remain focused in San Mateo and the surrounding communities.

Table 1 presents the number of existing and future vehicles expected to travel to and from the School during the AM drop-off period and afternoon pick-up period. As shown, the school would generate approximately 100 additional one-way vehicle trips during the morning drop-off and 100 in the afternoon pick-up period[1]. **Table 1** describes the total number of vehicles generated by the school; however, trip generation is typically described in terms of "trip ends," or, for purposes of this study "trips." For example, a parent driving to the school to drop off a student and then leaving the school would count as two trips, one inbound and one outbound, because the parent may drive through a study intersection twice. Therefore, the person trips described in **Table 1** were converted to vehicle trips to analyze traffic at the loading zone. To convert from person trips to vehicle trip ends, as summarized in **Table 1**, the following assumptions were made:

- Student vehicles were assumed to make two trips – once arriving at school and once departing school after dropping off the student.
- All students arrive during the AM peak hour, since drop-off occurs between 7:50 and 8:05 AM. Some students are dropped off earlier (i.e., 7:30); however, most arrive in this window.
- Under existing conditions, 5% of students were assumed to stay in aftercare and enrichment classes. This data was provided by the School and is based on its fall 2011 enrollment data. The students in aftercare and enrichment classes are picked up after the mid-afternoon peak.
- Under future conditions, 10% of students were assumed to stay in after-care and enrichment classes. Future enrollment in afterschool activities was based on the participation growth in extended care activities in 2011. As the student population grows, the aftercare program offerings would likely be tailored to meet the needs of students and multi-student households; thus, assuming that 10% of the student body participates in these programs in the future was considered reasonable.[2]
- All faculty and staff were assumed to leave after the mid-afternoon peak hour.
- Under future conditions, Kindergarten through 8th grade (330 students) remain on the Baldwin side of the campus and 45 preschool students are relocated to Charles House
- Under the future scenario, pick-up times for each grade level are would be restructured for the 330 students at the Baldwin Avenue campus.

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[1] The morning drop-off period coincides with the AM peak hour of street traffic (7:00-9:00 AM); however, the afternoon pick-up period ends immediately before the PM peak hour of street traffic (4:00-6:00 PM) begins. Faculty and staff at the school may be more likely to depart during the PM peak hour of adjacent street traffic.

[2] In Fall 2011, the School logged approximately 1,400 hours on aftercare, or approximately 6 hours for each student enrolled at the School (1,400 hours / 231 students). Assuming that aftercare usage increase proportional to total student body growth, then the School would spend approximately 62% more time on aftercare when the student population is 375 students. Since approximately 5% of the current student body participates in aftercare, this proportional increase would mean that approximately 8% of the student body participates in these programs in the future.

Time of Day/Scenario	Population Group	Person-Trips Generated			Vehicle Trip Generated		
		Single-Student Vehicle[1]	Carpool[2]	Total	Total	In	Out
Existing Population							
AM Peak Hour							
7:05-8:05 AM	All Sections	92	139	231	324	162	162
Afternoon and PM Peak Period[3]							
2:45 – 3:00 PM	K	8	12	20	28	14	14
3:00 – 3:15 PM	1-4	30	44	74	104	52	52
3:15 – 3:30 PM	PK	12	17	29	42	21	21
3:30 – 3:45 PM	5-8	27	39	66	92	46	46
3:45 – 4:00 PM	5-8	7	9	16	24	12	12
4:00 – 5:00 PM	Aftercare	6	8	14	20	10	10
5:00 – 6:00 PM	Aftercare	5	7	12	16	8	8
Future Population							
AM Peak Hour							
7:05-8:05 AM	K-8	105	225	330	436	218	218
	Preschool	45	0	45	90	45	45
Afternoon and PM Peak Period[4]							
2:45 – 3:00 PM	K	12	17	29	40	20	20
3:00 – 3:15 PM	1-3	31	45	76	108	54	54
3:15 – 3:30 PM	4-5	21	29	50	72	36	36
3:30 – 3:45 PM	6-8	25	36	61	86	43	43
3:45 – 4:00 PM	6-8	7	8	15	22	11	11
4:00 – 5:00 PM	Aftercare	20	29	49	70	35	35
5:00 – 6:00 PM	Aftercare	20	30	50	70	35	35
Net Change							
AM Peak Hour							
7:05-8:05 AM	All Sections	58	86	144	202	101	101
Afternoon and PM Peak Period							
2:45 – 3:00 PM	K	4	5	9	12	6	6
3:00 – 3:15 PM	1-3	1	1	2	4	2	2
3:15 – 3:30 PM	4-5	9	12	21	30	15	15
3:30 – 3:45 PM	6-8	-2	-3	-5	-6	-3	-3
3:45 – 4:00 PM	6-8	0	-1	-1	-2	-1	-1
4:00 – 5:00 PM	Aftercare	14	21	35	50	25	25
5:00 – 6:00 PM	Aftercare	15	23	38	54	27	27

Table 1. Vehicle Trip Generation Forecasts

Notes:

1. Single Student Vehicles are vehicles arriving with only one student.
2. To be conservative, an average vehicle occupancy of two students per vehicle was used to determine the number of carpools. The school does have some families with more than two students; however, larger families make up a much smaller percentage of the total population at the school compared to two-student households.
3. Existing pick-up schedule, based on data provided by the School
4. Proposed pick-up schedule, provided by the School. Assumes that Pre-K/Pre-School pick-up occurs on 2nd Avenue.

Source: Fehr & Peers, 2012

Comparison to Other Trip Generation Sources

The vehicle trip generation developed in **Table 1** were compared to rates published in the Institute of Transportation Engineers' *Trip Generation* (8th Edition), the San Diego Association of Governments (SanDAG) *Traffic Generators*, and empirical rates from other independent schools to verify whether refined forecasts are reasonably comparable to standard national rates at other independent schools (see **Table 2**). The vehicle forecasts for future conditions in **Table 1** do not account for staff trips or trips to the preschool at Charles House, so the trip generation was adjusted to account for those trips. The analysis assumes that staff arrives during the AM peak hour and depart after the mid-afternoon peak hour.

Table 2. Trip Generation Comparison

Source	Unit	AM Peak Hour			Mid-Afternoon Peak Hour[3]		
		Total	In	Out	Total	In	Out
ITE Rate[1]	375 Students and 50 Faculty/Staff	338	186	152	225	106	119
SANDAG Traffic Generator[2] Rate		192	115	77	-	-	-
Empirical Trip Generation Rate[4]		344	200	144	205	86	119
Future Activity Schedule Rate (from Table 1)		576	313	263	370	185	185

Table 2: Trip Generation Comparison

Notes:

1. Trip Generation Manual (8th Edition), ITE, 2008 - ITE Rate: 534-Private School (K-8)
2. San Diego Area Governments, San Diego Traffic Generators. SANDAG does not have trip generation rates for the mid-afternoon peak hour. Non-specific with respect to Public School and Private School.
3. Traffic analysis typically analyzes travel behavior during the "PM peak hour" of travel that occurs during the evening commute period (4:00pm-6:00pm). Since schools typically release students prior to 4:00 pm, roadways adjacent to schools often experience more traffic during the mid-afternoon period when students are being pick-up or teachers are leaving the school.
4. Based on traffic counts conducted at Marin Primary/Middle School, a Private K-8 school in Larkspur, CA, in 2008.

Source: Fehr & Peers, 2012

As shown in **Table 1**, the School is expected to generate approximately 40 more vehicle trips during the mid-afternoon peak hour (2:45-3:45 pm) and approximately 200 more vehicle trips during the AM peak hour. Compared to trip generation rates from other sources shown in **Table 2**, the school is expected to generate more vehicle trips than a typical K-8 private school. There are a few reasons for this: first, the generalized trip generation rates from other sources may include schools where a shuttle program is provided, which would reduce the need for parents to drop their child off at the school; second, the future activity schedule rates developed for St. Matthew's assume that all parents enter and exit during the peak hours, whereas the other schools may have a longer drop-off and pick-up window. Regardless, the trip generation rates developed in this report for St. Matthews are meant to provide a conservative estimate of vehicle queuing during the mid-afternoon pick-up period at the school. Furthermore, the trip generation does not account for absenteeism and carpools larger than two students, both of which would reduce the vehicle trip generation. Additional analysis may be needed before using these trip generation rates for a full transportation impact study.[3]

2.1.2 Relocating Charles House Drop-Off and Pick-Up

As part of the School's enrollment plan, preschool students would be relocated from the existing school building on Baldwin Avenue to Charles House on Second Avenue. Moving preschool pick-up to Charles House would remove 30 students from the Baldwin Avenue pick-up/drop-off zone under existing conditions and would remove 45 students (net 330 of 375) under the planned enrollment scenario. This results in relocating approximately 42 vehicles from Baldwin Avenue to 2nd Avenue.

Preschoolers at Charles House will not be dropped off at curbside. Pursuant to State licensing requirements and best educational practice, parents of preschoolers must park their vehicles and walk

[3] The trip generation presented in Table 2 should be refined to account for absenteeism and three plus children carpools prior to conducting any environmental analysis, if needed.

their children into preschool so that children can be properly transitioned into the school day. For the preschoolers, the analysis assumes the following:

- Preschool students are dropped-off and/or picked-up at 7:50 AM, 11:30 AM, and 3:15PM
- Each student requires approximately 15 minutes for drop-off and pick-up to allow parents to park and walk their child into the building and sign into the classroom
- All 45 students will come in single-occupant (student) vehicles[4]

There are eight on-street metered parking spaces in front of Charles House along 2nd Avenue. These spaces could be converted to time-restricted (e.g., 15-minute) drop-off and pick-up spaces during student arrival and dismissal times. If preschool parents arrive uniformly throughout the peak drop-off and pick-up hour, an average of 11 vehicles would need to be accommodated. Thus, the preschool would need approximately three additional temporary loading spaces to accommodate typical demand. Parents who want to stay longer or cannot find a designated space would either park in the 11 off-street parking spaces near Charles House or in the Second Avenue Parking Garage.

During the morning drop-off period, on-street parking near the preschool is generally more available, since nearby businesses do not open until 9:00 AM. During this time, parents will be required to find on-street parking near Charles House. During the mid-day pick-up and drop-off period (approximately 11:30 AM) and the mid-afternoon pick-up period, parking is generally less available, and parents would need to be directed to a nearby parking garage (i.e., Second Avenue Garage). There would be no mid-day pickup activity on Baldwin Avenue after the preschool is moved to the Charles House.

Relocation of the preschool to Charles House would increase the number of school-related vehicle trips traveling through the intersection of El Camino Real/2nd Avenue. As shown in Table 3, the intersection currently operates at level of service "B", which is considered good operations, and with an additional 45 vehicle trips the intersection would continue to operate acceptably.

2.1.3 Expanded Loading Zone along Baldwin Avenue

The School currently has a six-space curb side loading zone on Baldwin Avenue at the entrance to the school. During the current drop-off and pick-up hours (7:45 AM to 8:05 AM and 2:45 to 3:45 PM), the School staffs the loading area and staff members direct parents and students. Students are dropped-off randomly, but consistently, during the AM peak period; however, the afternoon pick-up period is staggered by grade level. Observations of the existing drop-off and pick-up hours were conducted in December 2011. Although both times of day are busy, the afternoon pick-up period was observed to generate the most localized congestion at the School and at the intersection of El Camino Real and Baldwin Avenue. Therefore, this analysis focuses on the afternoon period. If congestion increased

[4] Although Table 1 assumed that 60% ride to the School with a sibling, we conservatively assume that each preschooler is dropped-off individually. If there were twin preschoolers, then the actual number of vehicles using the parking spaces near the Charles House would be lower.

during the AM drop-off period, it may require additional structuring similar to the afternoon hour presented here.

The School currently staggers student pick-up between 2:45 and 3:45 in the afternoon by grade level. As shown in Table 1, kindergarteners are picked-up first at 2:45, followed by 1st through 4th graders (3:00 to 3:15pm), preschool (3:15 to 3:30 pm), and 5th through 8th grade (3:30 to 3:45 pm). Queues extending from the curbside loading zone to El Camino Real develop around 3:05 and 3:35, times when a larger group of students waiting. When the queue extends to El Camino Real, eastbound vehicles on Baldwin Street to the west of El Camino Real cannot pass through the intersection; vehicles making a northbound right-turn block one northbound lane on El Camino Real; and vehicles have difficulty making a southbound left turn onto Baldwin.

Observations indicate that parents pause in the drop-off/pick-up zone for approximately 20 seconds. Based on this observation, the amount of curbside loading space was estimated. As shown in Table 1, the School currently has a peak 15-minute period when 52 vehicles enter and exit the loading zone (104 trips). Assuming each pauses for 20 seconds, the loading zone would need to accommodate 10 vehicles at any one time during the peak five minute period ([104 * 0.3 minutes] / 3). Each space can process two to three vehicles per minute; therefore, whenever more than 12 vehicles are expected in the loading zone, a queue begins to form.

This data was used to validate the existing vehicle generation at the School and forecast future vehicle queuing during student pick-up with an expanded enrollment. Using this same methodology under future conditions, the School would need a loading zone that is able to accommodate approximately 11 vehicles during the peak five minute periods[5].

Table 4 summarizes the existing and projected vehicular activity in the pick-up zone. Periods where the number of vehicles exceeds the 5-minute capacity and where resulting vehicle queues form are indicated in bold text. To determine the five-minute distribution of trips, 30 percent of vehicles were assumed to arrive in the first five minute of the fifteen-minute pick-up window; 50 percent of vehicles were assumed to arrive in the second five minutes; and the remaining 20 percent were assumed to arrive in the last five minutes of the window; based on observations. Based on the assumptions, the periods shown in bold align with what was observed during field observations.[6] This suggests that our methodology for calculating queuing at the site is valid.

Under the planned enrollment scenario, and if no improvements were implemented, vehicle queues could be expected to form for an extra five minutes during the pick-up period; however, these queues would not be substantially longer, since the revised pick-up schedule would spread pick-up out over the period. The largest increase in vehicles during any one five-minute period would be eight extra vehicles at 3:20.

[5] (108 peak-15 minute arrivals and departures x 0.3 minute duration of stay) / 3

[6] Some vehicles in the queue on Baldwin Avenue may be unrelated to the School and be vehicles traveling to Downtown San Mateo.

Table 4: Existing and Planned Vehicle Activity at Student Drop-Off

Time	Existing			Planned Enrollment			
	# of Students	# of Vehicles	Vehicle Queue into Traffic	# of Students	# of Vehicles	Vehicle Queue into Traffic (6-spaces)	Vehicle Queue into Traffic (17-spaces)
2:45	6	4	-	9	6	-	-
2:50	10	7	-	14	10	-	-
2:55	4	3	-	6	4	-	-
3:00	**22**	**16**	**4**	23	**16**	**4**	-
3:05	**37**	**26**	**14**	38	**27**	**15**	-
3:10	15	10	-	15	11	-	-
3:15	9	6	-	15	11	-	-
3:20	15	10	-	25	**18**	**6**	-
3:25	6	4	-	10	7	-	-
3:30	**25**	**17**	**5**	23	**16**	**4**	-
3:35	21	14	**2**	19	13	**1**	-
3:40	21	14	**2**	19	13	**1**	-
3:45	16	12	-	15	11	-	-
Total	206	143	-	231	163	-	-

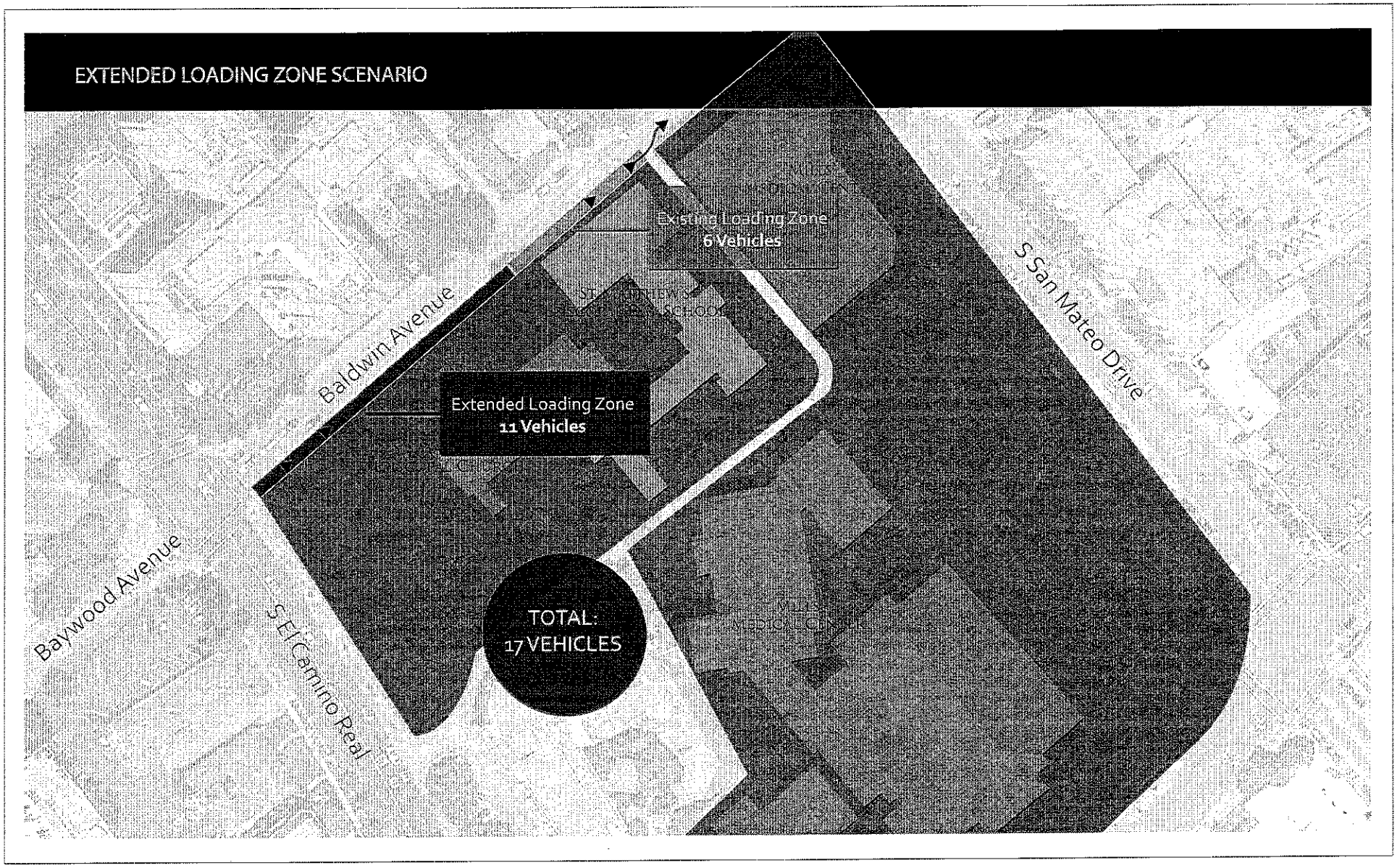
Notes:

1. Bold text indicates times of day with vehicle queues over 15 vehicles.

Source: Fehr & Peers, 2011

Baldwin Avenue has 11 on-street metered spaces located to the west of the existing student drop-off/pick-up zone. The School is proposing to restrict these spaces from general public use during the drop-off/pick-up time periods, using them for additional student drop-off/pick-up space (see **Figure 2**). To ensure these spaces are available for the school, they would need to be signed appropriately and monitored for enforcement. The school is working with the City to designate these metered spaces as loading zones during peak pick-up and drop-off times. The School will work with the City to procure a permit to use these meters as a temporary loading zone (Section 11.44, City of San Mateo City Code). Since the peak demand would only require approximately 11 loading spaces, providing a 17-space loading zone would accommodate all of the vehicles traveling through the loading zone during the pick-up period.

The curbside spaces would increase the amount of available student loading space from six vehicles to 17 vehicles. During times of day when student pick-up and drop-off is not occurring, these spaces could remain in use as on-street metered spaces. As shown in Table 5 and Figure 2, the extended loading zone would eliminate all of the vehicle queues from the travel lane on Baldwin Avenue, since the extended loading zone would increase the processing capacity of the loading area. The vehicle loading zone area in the parking lane allows through traffic on Baldwin Avenue to bypass School-related traffic.



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PROPOSED LOADING SCENARIO

FIGURE 2

2.2 INTERSECTION OPERATIONS

Intersections usually form the critical capacity constraints on roadways. Therefore, most transportation analyses examine intersection operations as a measure of overall roadway conditions. Five intersections located near the School were evaluated during AM and PM peak hour conditions (generally the peak hour between, 7:00 AM to 9:00 AM and 4:00 PM to 6:00 PM). Net new traffic associated with the planned enrollment increase was added to the AM peak hour conditions to represent Existing AM Plus Planned Enrollment conditions. Since the majority of the new trips to the School in the afternoon would occur before the PM peak hour begins, Existing PM Plus Planned Enrollment conditions were analyzed assuming only a limited number of staff trips occurred during the PM peak hour.

As shown in **Table 3**, the intersections located around the School operate at acceptable levels of service during both peak hours. With the addition of vehicle trips from the planned enrollment increase, delay would increase slightly at the intersections; however, most locations would continue to operate at the same level of service as observed under existing conditions. During the AM peak hour, the intersection of El Camino Real/Baldwin would degrade from level of service A to level of service B, which is still considered very good operations. Although the intersections would operate at an acceptable level of service according to applicable City standards, the intersection of El Camino Real/Baldwin Avenue is congested during student pick-up and more occasionally during student drop-off. This localized congestion can disrupt traffic on El Camino Real and does interrupt traffic flow along Baldwin Avenue. Measures to address this are included in this Chapter and in Chapter 3.

Definition: Level of Service

Motor vehicle operations at intersections are typically described in terms of "level of service" (LOS). LOS is a qualitative measure of the effect of several factors on traffic operating conditions including speed, travel time, traffic interruptions, freedom to maneuver, safety, driving comfort, and convenience. Transportation planners and engineers generally measure LOS quantitatively in terms of vehicular delay and describe LOS using a scale that ranges from LOS A, which indicate free flow or excellent conditions with short delays, to LOS F, which indicates congested or overloaded conditions with long delays. LOS A through LOS D are considered excellent to satisfactory operating conditions, and LOS E represents "at-capacity" or undesirable operations. When traffic volumes exceed capacity, stop-and-go conditions result, and operations are designated as LOS F. In San Mateo, intersection LOS E and LOS F are considered unacceptable.

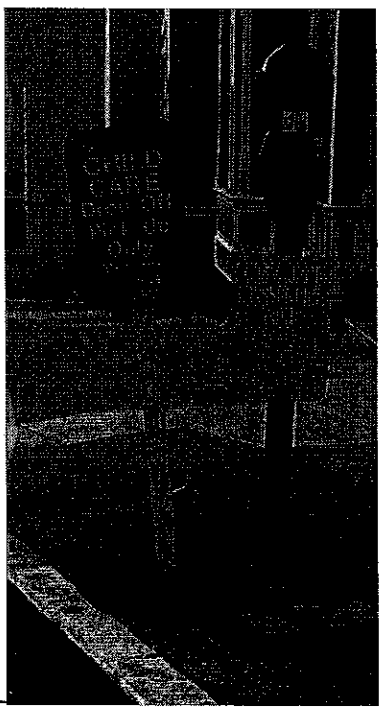
Intersection	Peak Hour	Existing		Existing Plus Planned Enrollment	
		Delay	LOS	Delay	LOS
1. El Camino Real/2nd Avenue	AM	9	A	9	A
	PM	11	B	12	B
2. El Camino Real/Crystal Springs Road	AM	15	B	16	B
	PM	10	B	10	B
3. El Camino Real/Baldwin Avenue[1]	AM	9	A	11	B
	PM	11	B	11	B
4. San Mateo Drive/Baldwin Avenue	AM	16	B	17	B
	PM	17	B	17	B
5. San Mateo Drive/2nd Avenue	AM	12	B	12	B
	PM	12	B	12	B

Notes:

1. Vehicle queues from the school's loading zone block the right lane on northbound El Camino Real at this intersection; however, this queue clears before the PM peak hour analyzed in this Table. Thus, there is substantial congestion during parts of the AM peak hour for certain movements that may not be reflected in the intersection average delay presented in this table.

Source: Fehr & Peers, 2012

2.3 RECOMMENDED DROP-OFF AND PICK-UP PROCEDURES



As the School's population grows, there will be increasing need to effectively manage the curbside loading area. This analysis shows that extending the loading area to El Camino Real would help alleviate the queuing issues. However, the School would also establish procedures to manage the zone to reduce demand and queuing at the loading zone. The following procedures could be included in the parent contract issued at the beginning of the year.

1. The School would hire a crossing guard to monitor the intersection of El Camino Real/Baldwin during pick-up and drop-off periods. The crossing guard would help pedestrians cross the street and monitor the queue to make sure vehicles do not "block the box" by stopping in a queue in the middle of an intersection. This requires coordination with the City of San Mateo.

2. The School would inform parents that they would only be permitted to pass through the loading zone once. To encourage this behavior, the School would continue to offer discounted or free after care for multi-student families with students in different grade levels. The School would also develop signage to post during pick-up ours that states "Reduce the Queue; Drive Thru Once"

3. The School would encourage organized carpools for pick-up and drop-off by families who live near each other.

4. The School would inform new parents that the preferred driving route to the School is use of the northbound right turn or eastbound through movement onto Baldwin to enter the pick-up queue.

5. Parents would be actively involved in the transportation demand management plan developed for the school. Their involvement would include an annual survey to identify the transportation needs of the school and include participation in promotional or education activities hosted at the School to inform and encourage parents to carpool or use transit, walking, or bicycling to get their child to and from school.

2.4 PARKING

The Church and School currently have a 35-space parking lot for staff and visitors. Approximately 12 spaces are striped for visitors. During most days, this lot is full and the School purchases parking permits for spaces in nearby parking garages for faculty. There are 40 faculty and staff who commute to the School each day.

An estimated 50 employees will commute in the planned enrollment scenario. Assuming that all employees travel to the School in a single-occupant vehicle[7] the existing and future estimated parking demand would be one parking space per employee, or 50 future employee parking spaces. Visitors would also need parking spaces; however, based on City Code, the School does not need to provide visitor parking (Section 27.64.160). To meet future parking demand, the following steps would be taken by the School:

- Visitors who now park on site would be required to park on the street or in nearby parking garages. On-street parking is generally available within two blocks of the school, and the Second Avenue parking garage is located across from the Charles House and one block from the Baldwin side of the Campus.
- Employees would be encouraged to carpool, walk, cycle, or use transit. The School would provide carpool-only spaces, a transit subsidy for teachers purchasing a monthly transit pass, and parking cash-out (cash to employees, in-lieu of providing a parking space). The School would designate a limited number of carpool spaces would on-site, and staff that drive alone would be required to park at a nearby parking garage at cost.
- Additional TDM/behavior strategies discussed in Chapter 3.

[7] A recent survey indicated that one faculty member occasionally carpools.

The School's Master Plan includes construction of a new gymnasium. The gymnasium would occasionally be used for special events, such as basketball games, plays, recitals, and open houses. Special events would have a higher parking demand than a typical day at the School. The School is not proposing a large parking lot; therefore, special event parking demand would need to be met in the surrounding public parking facilities or by on-street parking spaces.

A smaller event, such as a basketball game would have a lower parking demand. Assuming a similar carpool percentage and two teams of 15 players, a basketball game would have a parking demand of about 21 spaces.

Prior to any special event, or within event invitations and promotional materials, the School remind parents that parking is limited to off-site public parking facilities and on-street parking spaces. Encourage families to carpool.

CHAPTER 3. TRANSPORTATION MANAGEMENT PLAN

This chapter describes the possible programs and policies that the School could implement to reduce automobile travel to school and reduce the potential vehicle queuing and parking demand discussed in Chapter 2. These programs and policies are intended to affect behavior through encouragement activities. **Table 6** summarizes the programs and policies. The Tiers presented in the table correspond to level of program management and effort required to implement and maintain the program, where Tier 1 represents the least intensive program management and Tier 3 represents the most costly or those programs that require the most management. Several of the proposed programs are enhancements that encourage walking and biking, or make walking and bicycling safer, and are not necessarily traditional transportation demand management programs. As additional students would be added over time, the School will be able to assess and adjust according to need in an ongoing fashion.

Depending on the programs implemented, the School would likely see some decrease in the number of students and staff who drive to School. For example, best practice research indicates that providing a transit subsidy to employees results in a net reduction in vehicle trips of three to four percent. Encouragement and marketing programs targeted at students and parents are often the most challenging to quantify and implement because parents may be unwilling to allow their elementary students to walk or bike without an adult. However, organizing walking and bicycling groups, teaching safe walking and bicycling behavior, and generating excitement at the student level has been shown in result in more students walking and bicycling. Programs directed at staff would not directly influence vehicle queues during drop-off and pick-up; however, they would reduce the School's parking demand.

Table 6 Proposed Transportation Demand Management Programs

Program	Description
TIER 1:	
Rideshare (ZimRide)	The School would participate in a rideshare program to provide an incentive for staff and parents to carpool. ZimRide is a social networking service that helps connect potential ridesharing and requires minimal effort for school staff.
Staggered Drop-Off and Pick-Up	The School would continue to stagger pick-up by grade level and reallocate grades annually based on grade-level population and carpool percentages. The goal would be to make sure each period has a similar number of students picked-up. The School would also determine whether a special drop-off/pick-up time for multi-student carpools would encourage more carpooling and reduce peak demand. For example, parents who carpool two or more children could pick up all children 10 minutes earlier than the "rush" hour. The School currently allows children in carpools to use after care for free until the later pick-up time.
Transportation Solutions Packet	The School would provide a comprehensive transportation alternatives fact sheet within the student, parent and staff handbook distributed at the beginning of the year. The sheet would describe local transit service; bicycle and pedestrian routes; potential amenities/incentives for not driving; and links to transit agencies, walking maps, bicycle maps, commute trip planners, bike parking maps, videos or demos on safe bicycling, advocacy groups, etc.
Comprehensive Marketing Efforts	The School would promote commute trip reduction strategies at all school events, including some events specifically related to transportation. The school would produce pamphlets that encourage carpooling, transit ridership, bicycling, and walking to school events; hold drawings that help students get excited about bicycling to school or carpooling with friends; host bike-to-work day activities and clean air days, etc. Marketing and information sharing is critical to the success of TDM strategies.
Crossing Guard	The School could hire a crossing guard/traffic control officer to monitor the El Camino/Baldwin intersection. The guard would help students cross and direct parents to "unblock" the box.

Table 3-1 Proposed Transportation Demand Management Program	
Program	**Description**
Bicycle Amenities	The School could provide additional secure and covered bicycle parking for students and staff, as well as shower/locker rooms for staff that bike. The school is required by San Mateo city code to provide one bicycle parking space for every 20 students and every 10 staff.
Discounts at Local Bicycle Shops	The School would work with local businesses to build incentives for students and staff to purchase a bike or bicycling equipment. Discounts would be for a new bike, supplies, or maintenance. The School and the bicycle shop would need to negotiate who would subsidize this benefit (the School or the Shop, or both).
Provide a staff bike(s)	The School could provide a SMEDS branded bike for staff to use during the day for errands.
Transportation Needs Survey	The School would conduct an annual parent and staff survey to identify transportation needs for the coming year. The survey would include questions that help determine preferences for certain programs and highlight areas of potential adjustment. The Survey would also track the number of students carpooling, bicycling, walking, or transiting to school.
TIER 2	
Commute Buddy Program	A Commute Buddy program matches experienced transit and bike commuters with new alternative transportation commuters. Experienced commuters volunteer time to assist new commuters in planning their transit and bicycle routes, how to make connections, tips on parking, gear, reading transit schedules, etc. Commute buddies receive a gift card each time they volunteer their time. This would be a staff encouragement program.
Parent-Organized Walk/Bike/Transit to School Groups	Similar to the Commute Buddy Program, this program would engage the PTA in organizing into groups that walk, bike, or take transit to school. Often, these programs are called "walking or bicycling school buses" and are more long-term compared to bike-to-work day activities. Groups would meet at set locations and walk or bicycle to school together, typically with a parent or staff person.
Caltrain Collection	The School would continue to place a teacher/other official at the Caltrain station to collect students when they alight from the train. After a certain train, the teacher would walk the children to school in a group. Similar "collectors" could be positioned at other high-use transit stops. The School is currently doing this; however, only two students participate, and the resource is not widely promoted.

Table 6: Proposed Transportation Demand Management Programs

Program	Description
Incorporate walking and bicycling safety education into the physical education curriculum.	Students would spend time (e.g., one day per month) learning appropriate safety strategies to allow them to be more confident walkers and bicyclists as part of regular physical education classes.
Preferential Carpool Parking Spaces	The School would locate staff carpool parking spaces at the school lot and require that single-driver faculty park off-site (at local garage).
Transit Subsidy	The School would provide a transit subsidy program to staff. The subsidy is a pre-tax benefit that gives staff the flexibility to utilize the transit subsidy for Caltrain, Samtrans, etc. The subsidy could cover all or a portion of the cost of a monthly transit pass. Staff who choose this option would not be given a parking space.
Bicycle Subsidy	The School would provide a monthly subsidy to bicycle commuters that can be used for repairs. Commuters could not use both the transit and bike subsidy.
TIER 3:	
Infrastructure Improvements	The School would coordinate with the City of San Mateo to implement some of the recommendations contained in the recent Pedestrian and Bicycle Master Plans. (e.g., curb extensions and high-visibility school crosswalks at El Camino/Baldwin and San Mateo/Baldwin)
Parking Cash-Out Program	The School would provide a cash incentive for staff that chose not to drive to work. State law requires certain employers who provide subsidized parking for their employees to offer a cash allowance in lieu of a parking space. The intent of the law is to reduce vehicle commute trips and emissions by offering employees the option of "cashing out" their subsidized parking space and taking transit, biking, walking or carpooling to work. Staff who opt into this program would not be eligible for the transit subsidy.

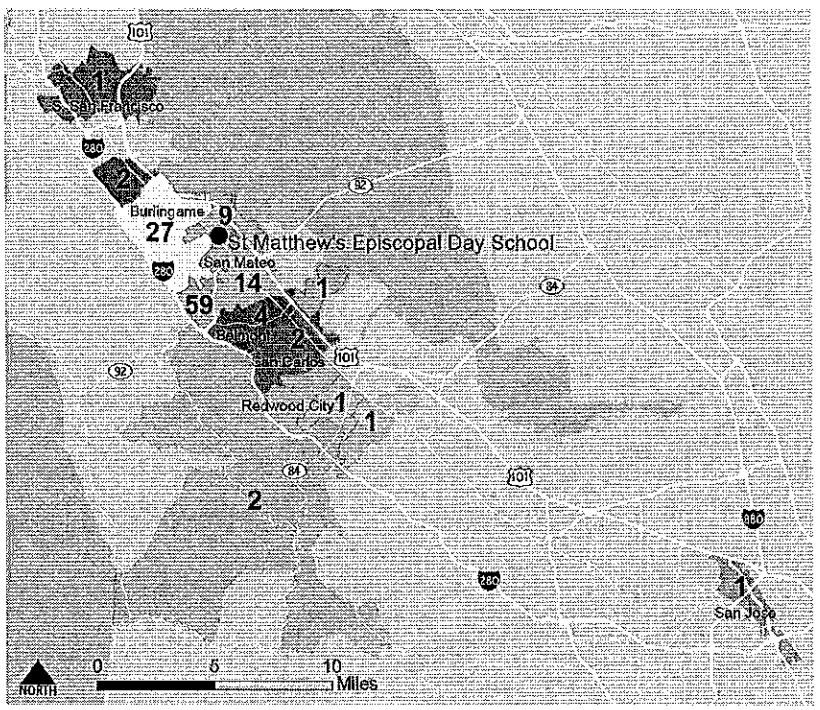
CHAPTER 4. MULTI-MODAL ASSESSMENT

This chapter describes the transportation environment and potential for walking or bicycling to school. Specifically, this chapter addresses the following issues:

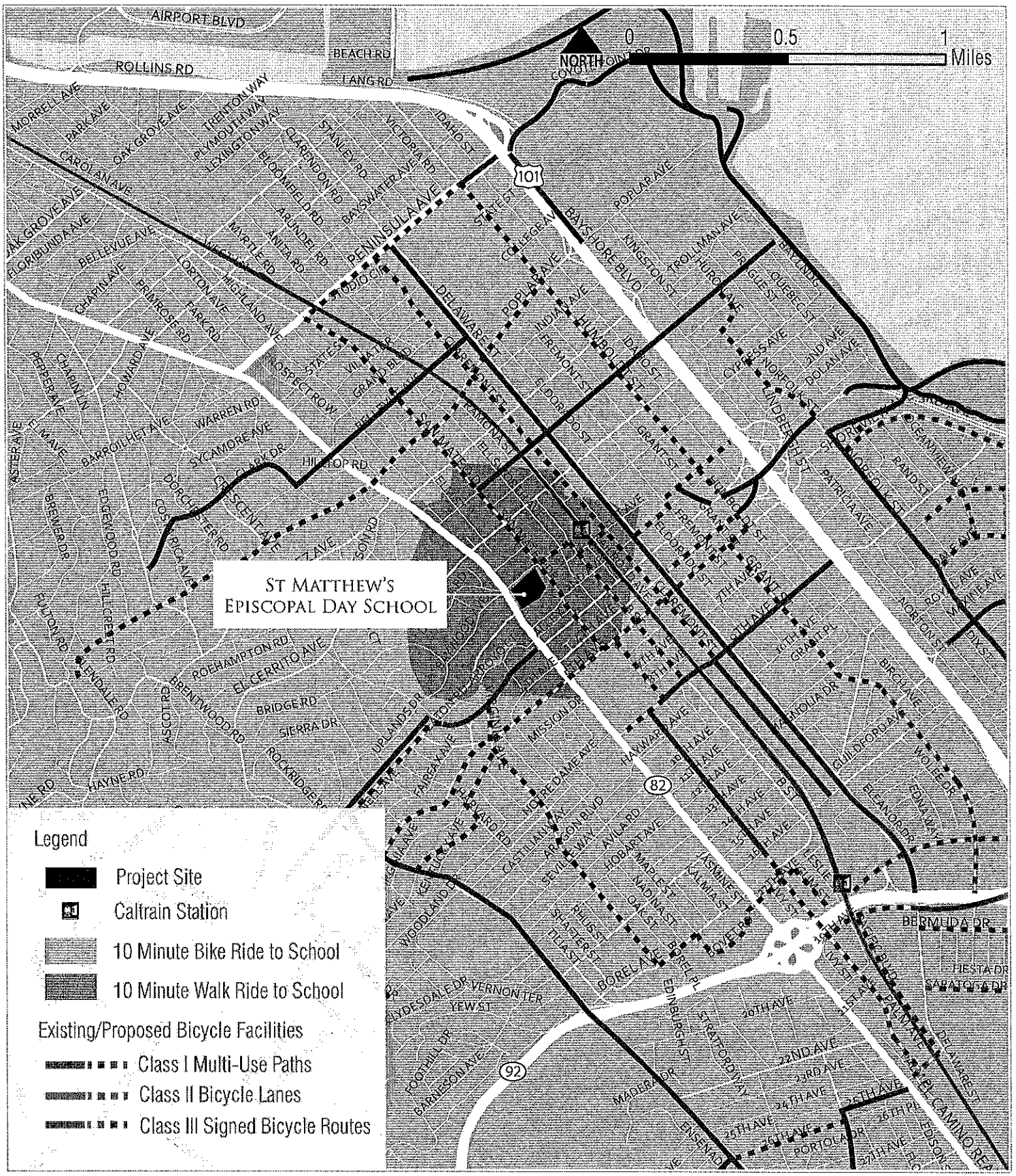
1. The distribution of St. Matthew's families throughout the School's catchment area.
2. Existing and proposed walking and bicycling facilities within a 10-minute walk or bicycle ride from the School

4.1 SCHOOL CATCHMENT ZONE

The School provided zip code data for the families with children at the school for the 2011-2012 school year. As shown in the inset below, approximately 90 percent of families live in San Mateo Burlingame, or Hillsborough, zip codes. In terms of distance, this means that a majority of families live within five miles of the School. Many of these families live to the west of the school, which is hillier as you go towards I-280, and this less likely to be walkable and bikable.



A roadway network analysis was conducted to define a 10-minute walking or bicycling distance from the school. As shown in **Figure 3**, areas within about 1.5 miles from the school are about a 10-minute bicycle ride from the school. Areas within about one-third of a mile from the School are about a 10-minute walk to School. Since individual addresses were not available for families, the number of students in these areas could not be determined; however, given the relatively tight catchment area for most families, the School has potential to attract a substantial number of families in these 10-minute areas to walk or bike rather than drive to school.



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AREAS WITHIN A 10-MINUTE WALK OR BIKE RIDE TO SCHOOL

FIGURE 3

4.2 EXISTING AND PROPOSED WALKING, BICYCLING, AND TRANSIT FACILITIES

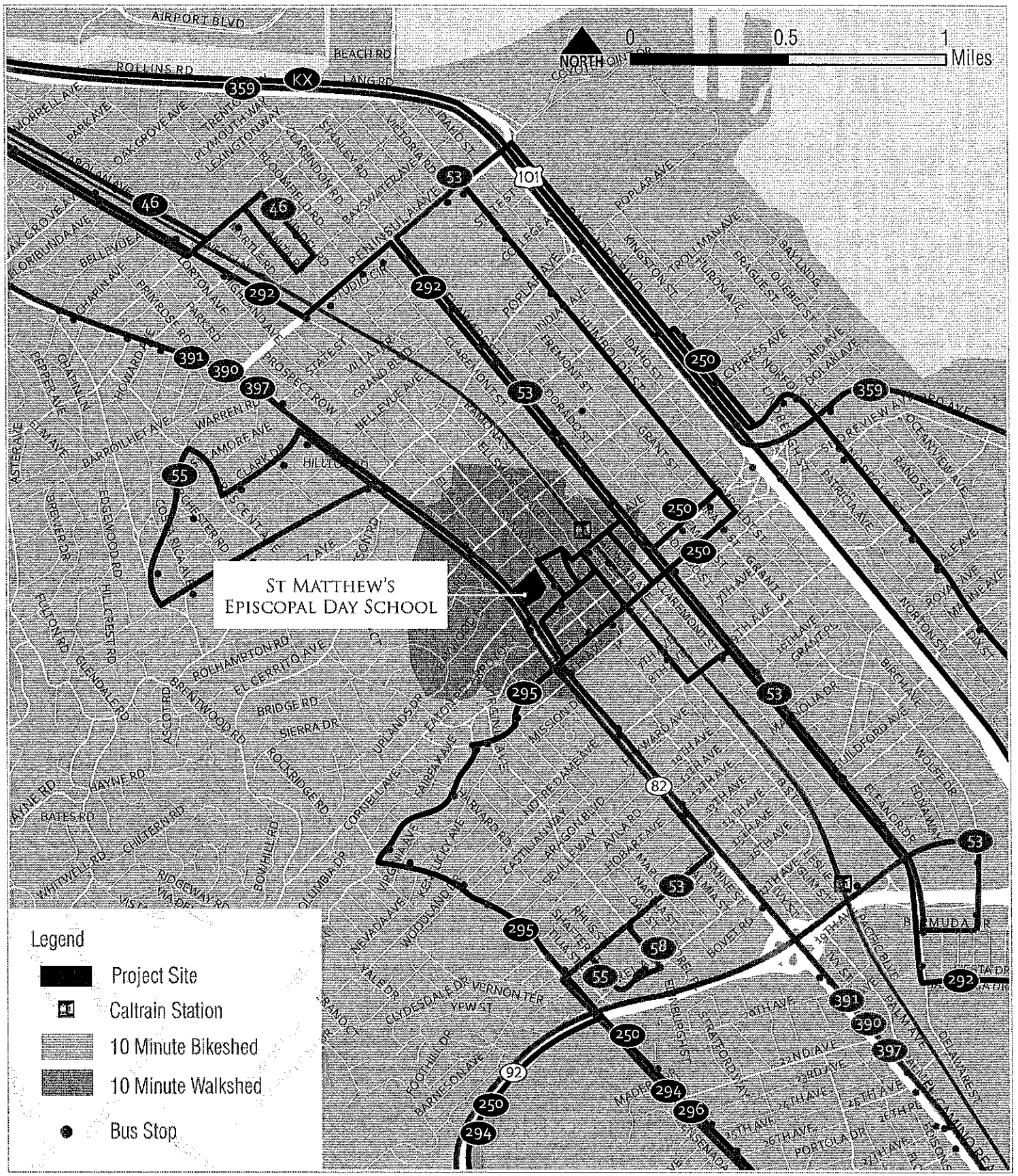
Figure 3 also indicates the existing and proposed bicycle routes near the School. The City of San Mateo recently adopted a Bicycle Master Plan and is about to adopt a Pedestrian Master Plan. Both of these Plans identify key improvements that can be implemented to improve the walking and bicycling environment in the City.

As shown in the Figure, three bicycle routes provide key connections to the school. First, the City currently maintains a bicycle lane and bicycle route on West 3rd Avenue-Crystal Springs Road. Signed bicycle routes (with share-the-road pavement symbols) are proposed on Poplar Avenue and San Mateo Drive. There are also several proposed bicycle facilities on streets south of Crystal Springs Road. Signed and marked appropriately, these streets create bicycle routes providing safer bicycle access to the School. As discussed in Chapter 3, the School would work with the City of San Mateo in the planning efforts for these bicycle routes to identify potential opportunities to make the routes more attractive to younger school age bicyclists and their parents.

In general, the streets surrounding the School have sidewalks and marked crosswalks. The crosswalk at El Camino Real and Baldwin Street is a yellow school crosswalk. These are generally considered basic pedestrian facilities, and additional pedestrian enhancements could make the crossings and pedestrian facilities even safer. As discussed in Chapter 2 and 3, the School would hire a crossing guard to monitor this crosswalk at pick-up and drop-off times.

Figure 4 illustrates the existing transit routes in San Mateo. Four routes provide stops near the school and could be used by some staff and students – Samtrans bus route 55 provides local access within San Mateo; Route 295 provides intercity service between Redwood City and San Mateo; and Routes 391 and 390 provide regional service along El Camino Real. Caltrain also provides regional transit service to San Mateo, and as described earlier, is used by a limited number of students and staff. **Table 7** summarizes the headways of transit routes serving the School.

Table 2: Existing Transit Service near St. Matthew's		
Route	**Service Hours**	**Peak Hour Frequency**
Samtrans Bus Service		
55	7:30 – 8:00 AM (to Borel Square) 1:00 to 1:30 PM (to San Mateo Square) 3:00 – 3:30 PM (to San Mateo Square)	One Run to Borel Square in the Morning Two Runs to San Mateo Park in the Afternoon
295	6:00 AM – 8:00 PM	60 minutes
390	5:30 AM – 1:40 AM	30 minutes
391	4:00 AM – 2:00 PM	30 minutes
Caltrain Service		
Baby Bullet Service	6:30 AM – 8:40 AM (Northbound Only) 5:00 PM – 7:00 PM (Southbound Only)	60 minutes
Local & Limited Service	5:30 AM – Midnight	20 – 30 minutes



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LOCAL TRANSIT MAP

FIGURE 4

4.3 WALKING AND BICYCLING ENCOURAGEMENT ACTIVITIES

Encouraging walking, bicycling, and transit ridership will be key to the School's transportation management strategy, and the 10-minute walking and bicycling zone near the School will be the area most adaptable to use these modes. Students living further away, but near Caltrain and Samtrans routes with direct access to the School, will also be important groups to target as part of the program. The following enhancements would be made to encourage walking, bicycling, or transit use:

1. **Maintain a Transportation Website.** The School would promote its transportation management and goals on a transportation website linked to the School's general website. The website would have links to items such as:

    a. Zimride, to promote ridesharing;

    b. Commute route planning websites (e.g., 551.org), to promote transit ridership;

    c. Sustainability initiatives and activities occurring at the school (e.g., bicycling competitions), to promote what the School is doing to reduce its transportation carbon footprint;

    d. Bicycle and walking route maps, to encourage walking and bicycling

    e. Caltrain and Samtrans schedules, particularly identifying trains and buses that stop during student drop-off and pick-up hours.

2. **Caltrain Pick-Up.** As stated in Table 7, the School would promote the existing Caltrain pick-up service provided by the School. Currently, a teacher at the School waits at the Caltrain to collect children who ride the train. A limited number of students do this today; however, this would be an effective and attractive program, particularly for parents who ride the train to work. For example, there is a northbound Caltrain Baby Bullet train that stops in Downtown San Mateo at 7:39 AM. This train would serve parents and children living in San Jose, Sunnyvale, Palo Alto, and Redwood City. Afternoon pick-up for train riders would be challenging for parents who work; therefore, the School would offer discounted after care for parents who opt to ride the train to school with their child. To promote this program, the school would advertise the trains arriving when a School representative is at the San Mateo Caltrain Station. When a student who lives near a Caltrain Station enrolls, the School would proactively incorporate the Caltrain pick-up amenity into a discussion about transportation options for getting to the child to School.

3. **Bicycle and Pedestrian Infrastructure.** The School is located in downtown San Mateo, and it is served by existing and proposed bicycle facilities. As planning for the School's expansion continues and the City continues to invest in bicycle infrastructure, the School would work with the City to identify ways to prioritize the improvements identified for the streets surrounding the School. In particular, the School would work with the City to identify crossing improvements at El Camino Real intersections that would make crossing the street easier for children and parents.

4. **Bicycle Education**. The School's physical education program would be expanded to teach children safe bicycle riding skills. Older children would participate in group rides that introduce basic riding skills on City streets. After course units are completed, the school would host or promote friendly bicycle riding competitions between students who ride their bike the most frequently (to school or recreationally). This program would also have an element that involves parents, so that they also are familiar with safe bicycle riding skills and appropriate routes they would use to ride with their children.

5. **Walking Education**. The School or parent-teacher organization would identify groups of students who would walk to school in a group from nearby neighborhoods. These groups would be led by a parent or teacher willing to meet the group in the morning and walk to school. A parent or teacher would also walk the group back to the neighborhood meeting spot in the afternoon, or the School would offer discounted after care for parents who opt into the program. Similarly, the School would offer walking education to older students. Students would learn how to cross streets safely. To encourage walking, the students would participate in walk challenges to see who would walk to school most frequently or from the furthest distance on a regular basis.