

ADOT Bicycle and Pedestrian Safety Awareness Campaign

Task Assignment TPD 06-08

Contract # T0449P001

Final Report

Prepared by Gordley Design Group, Inc.

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Task 1: Initial Research and Formation of Public Information Campaign/Marketing Plan

Gordley Design Group will initiate the development of the Statewide Bicycle and Pedestrian Safety Awareness Campaign by reviewing existing available data and existing education programs with the objective of identifying a target audience and geographic area for the Statewide Safety Awareness Campaign Pilot Program. Gordley will present recommendations to the Statewide Bicycle and Pedestrian Steering Committee.

Actions

1.1 Research

Gordley conducted research on bicycle and pedestrian accident statistics available for Arizona provided by the Arizona Department of Transportation (ADOT) and available through various Internet sites. ADOT's 2005 Arizona Crash Facts Summary provided detailed information regarding pedestrian and pedalcyclist crashes, personal injuries, property damage and fatalities. The information was broken down by age, gender and year — which was particularly helpful.

Meetings and discussions with the Statewide Bicycle and Pedestrian Steering Committee helped define potential areas of focus for the pilot program, and what type of community support and resources may be available. Gordley drafted the recommended pilot program scope and implementation timelines, and with the assistance of ADOT and the project team, established evaluation criteria for selecting the pilot communities. The final program scope was presented to the Steering Committee for review and approval.

1.2 Review Existing Program Materials

Gordley researched existing programs for similar projects throughout Arizona, including Pima County, as well as similar markets in surrounding states. Materials reviewed included City of San Jose, California: *Street Smarts*; District of Columbia, Maryland and Virginia: *Street Smarts*,

Steel vs. Flesh; ADOT: Share the Road: A Guide for Bicyclists and Motorists and Sharing the Road: A Guide for Pedestrians and Motorists; and Portland, Oregon: The Bicycle Transportation Alliance.

Gordley met with the Pima County Bicycle and Pedestrian Manager, Matt Zoll, to review the County's program and materials to evaluate the opportunities for these to be adapted to serve other communities. Additionally, Pima County's program message and graphics were taken under consideration so that newly developed materials would complement their existing program and not confuse the public. Although the graphics were not adapted directly, some of the key message points such as "give five feet" were incorporated into the newly created materials.

1.3 News Release

Gordley drafted a news release announcing the pilot program and grant from the Governor's Office of Highway Safety (GOHS) for ADOT's distribution. Media coverage included the Sedona Red Rock News, Sedona.biz and Verdenews.com. This coverage provided advance public awareness for the program and its intent prior to the letter of interest submittal.

Task 2: Selection of and Development of Focused Pilot Program

Based upon the results of Task 1, Initial Research, Gordley Design Group will recommend for approval by the ADOT Project Manager and the Statewide Steering Committee up to two geographic areas for a focused pilot program for the Statewide Bicycle and Pedestrian Safety Awareness Campaign. For each selected focus area, Gordley Design Group will develop a public information and paid-media plan for the Statewide Safety Awareness Campaign.

Actions

2.1 Pilot Program Overview

As part of the bicycle and pedestrian safety awareness campaign, two communities were selected to implement a pilot program aimed at increasing bicycle and pedestrian safety awareness. The program focused on increasing knowledge and motivating positive behavioral changes through a public education effort, which included community participation and a paid-media campaign.

The two communities that participated in the pilot programs were selected based on an assessment of criteria and input received from interested units of local governments, organizations and tribal communities. Criteria for selection included geographic areas demonstrating the greatest need; areas underserved by previous state or federal funding for similar programs; available resources or staff to assist with implementation; and the level of desire to participate in the program. Additional

considerations included the availability of media outlets with cost-effective media, and the ability to effectively impact the most people within two geographic areas.

2.2 Pilot Program Letter of Interest

On Nov. 21, 2007 an invitation letter for participation in the pilot program was sent out to all county and municipal administrators, as well as tribal offices within the Inter-Tribal Council of Arizona (ITCA) and two non-land contract Nations — the Navajo and San Juan Southern Piate of Arizona — explaining the criteria for selection and the response date deadline of Dec. 14, 2007. As a result there was a strong response. Not only were letters of interest received from many municipalities, but there were also many received from community organizations and enthusiastic citizens. Responses received included: Town of Springerville (with Town of Egar), Payson Parks and Recreation Department, Clarkdale Public Works Department, City of Prescott Public Works Department, City of Sedona, Mayor of Cottonwood, City of Flagstaff, Yavapai County: District 3, Verde Valley Cyclists Coalition, Pinal County Manager, City of Peoria, City of Goodyear, City of Tucson and Town of Oro Valley.

2.2.1 Pilot Program Selection Process

All community responses were considered. Each expressed a valid level of need and interest — which made the selection process difficult. The final selections and recommendations were made based on each community's ranking against the established criteria (see chart attached). With limited project funding it was necessary to target specific communities rather than larger geographic areas, such as counties.

2.2.2 Pilot Program Selection

The Verde Valley area overall ranked the highest in our assessment process, demonstrating the greatest need, interest, community support and resources necessary to make the pilot program successful. The Cottonwood, Clarkdale and Sedona communities ranked the highest as individual communities. Due to their close proximity to each other and their expressed interest in working together in a pilot program, it was our recommendation that **Cottonwood-Clarkdale and Sedona** be selected for the pilot programs. They met the criteria of not previously receiving state or federal funding for a similar program, including Safe Routes to School; and they had tremendous community support and additional resources available — which was expressed in many letters from community organizations. They also had affordable media outlets — most of which serve the entire geographic area — to implement the awareness campaign and help make it a success. Both

Cottonwood and Sedona had suffered serious crashes involving both pedestrians and bicyclists. They had also recently passed bicycle plans, which a safety awareness campaign may help facilitate. Worth noting is that many communities within Verde Valley and nearby areas, such as Jerome, Page Springs, Prescott Valley and Flagstaff benefited from the safety awareness campaign message communicated through radio commercials that ran on Cottonwood and Flagstaff radio stations which reached their areas.

The community with the next highest ranking was the **Town of Payson**. It ranked high against the criteria for not having previously received state or federal funding for a similar program, including Safe Routes to School; it expressed community support, and is located in a different county (Gila), which would have broadened the program's geographic reach. The Town of Payson is a rural community that feels they are often overlooked when it comes to participation in programs that are usually awarded to more rural areas. We felt the pilot program and safety awareness campaign would have been a huge benefit to them as well, but with limited funds we realized that we couldn't extend the program to encompass a third community. Therefore, we recommended that materials created for the safety awareness campaign be shared with the Town of Payson so that they could implement a campaign with their own resources if they chose. The Town of Payson recently approved the implementation of an area-wide trails system called Payson Area Trails System (PATS), which will provide interconnecting non-motorized trails within the town limits as well as connect with U.S. Forest Service (USFS) trails on the periphery. Increasing bicycle and pedestrian safety is one of PATS' goals and the campaign materials will help support it.

2.5 News Release

Gordley drafted a news release announcing the pilot program communities selected and sent it to ADOT for distribution. The news release was published in Sedona Red Rock News and Verdenews.com.

2.6 Creative Brief

Gordley drafted a creative brief which outlined the understanding of the objectives that needed to be accomplished; defined whom the materials and message should target; what the message should communicate; and what vehicles would best support and deliver this message. The creative brief was distributed to ADOT and the communities and support organizations such as the Verde Valley Cyclists Coalition for review and input. The target market and message was defined as follows:

Target market: Primarily resident motorists and bicyclists; secondarily, visitor populations and pedestrians. The campaign should also include schools. We assumed that the audience is largely unaware or ambivalent regarding the relevant state laws pertaining to the on-road relationship between motorists, bicyclists and pedestrians. Although law enforcement and special interest groups have made education efforts on this issue, they have been intermittent and lacked a consistent focused message. *This was confirmed through the Steering Committee meeting and program kick-off meeting.*

Message: Motorists need to know that bicyclists are subject to the same laws as motor vehicles when they are on the road and share the road appropriately. Bicyclists need to be educated on the laws governing the operation of their bicycle when they are riding on the road and abide by the rules ensuring their safety. Pedestrians need to always be aware of where they are and use crosswalks whenever possible.

2.7 Identified Timelines for Program; and Concepts for Materials

Gordley worked closely with ADOT and the project team to develop a timeline for the campaign's implementation. Since the budget was limited, the campaign was implemented when it was determined to make the most impact — June through July, including around the July 4 holiday.

The main idea for the message — “Roll-Models” — was safety tips for bicyclists and motorists (i.e. Be a Roll-Model...). This project identity was integrated in all project materials, including print advertisements, radio commercials and printed collateral.

Task 3: Development of Pilot Program Materials

Gordley Design Group will develop materials to accomplish the program goals of public awareness of safety for pedestrians and bicyclists. Gordley Design Group will present materials to Statewide Bicycle and Pedestrian Steering Committee.

Actions

3.1 Program Materials and Message

Gordley developed and produced various program materials to support the campaign. The pilot communities, stakeholders and special interest groups identified key safety messages addressed in the “Be a Roll Model” campaign. Input was also gathered at the Steering Committee meetings and project kick-off meeting. Key message points for the program were discussed and identified. All materials were provided to ADOT and GOHS for approval prior to production.

3.1.1 Radio Commercials

Two 60-second radio commercials were written and produced: one for pedestrian safety; one for bicyclist safety. Stations were selected with various formats to reach a wide audience of people primarily aged 16 or older.

Pedestrian Safety Message: (see attached script for complete copy)

Main message points:

1. Always be aware of where you are.
2. Wear bright colored or reflective clothing.
3. Use crosswalks whenever you can.
4. Don't cross any road until all vehicles have stopped.
5. Remember, motorists must yield to you — it's the law — but do your part. Drivers, remember to watch for pedestrians along the road at all times. "Be a Roll Model."
Roll smart. Roll safe.

Bicyclist and Motorist Safety Message: (see attached script for complete copy)

Main message points:

1. Make sure you ride on the right, in the same direction as other vehicles and observe all the same safety and traffic laws.
2. Motorists must share the road with bicyclists – safe passing is the law!
3. Give bikes five feet whenever possible. So roll safe. Roll smart. "Be a Roll Model." Show respect for all users of the road.

3.1.2 Print Ads

Two print ads were designed and created: one in black and white; and one in four color.

Bicyclist Safety Message:

Bicycles are fun to ride and good exercise, they help save fuel and contribute to cleaner air. But remember *roll safe* and follow these rules.

1. Ride on the right with traffic.
2. Stay off sidewalks.
3. Don't run traffic lights or stop signs.
4. Use lights at night.



3.1.3 Promotional Stickers

A bumper sticker and a sticker for bicyclists with the program identity were developed for promotional giveaways at schools and community events.



Bicyclist Safety Message: Be a Roll Model! Ride on the Right!

Motorist Safety Message: Be a Roll Model! Give 5 Feet!



3.1.4 Flyer

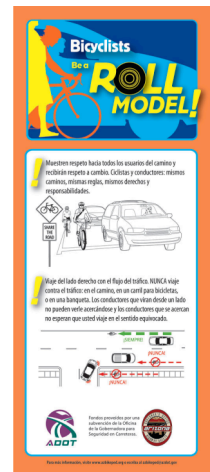
One flyer was created from the print ad and then translated into a Spanish-language version. The artwork was provided to the communities and program supporters to copy and distribute at schools, retail outlets and community events. *See print ad message for content.*

3.1.5 Hang Tag/Rack Card

A hang tag/rack card was developed and written in both English and Spanish for various distribution methods including, bike shops, schools, display racks, direct mail and community events. Illustrations selected were from ADOT's Share the Road Guide for motorists and bicyclists, 2007 edition.

Bicyclist Safety Message: Bicyclists be a Roll Model!

Motorist Safety Message: Motorists be a Roll Model!



Task 4: Pilot Program Implementation

The consultant will develop and implement the focused pilot program to begin accomplishing program goals of public awareness of safety for pedestrians and bicyclists.

Actions

4.1 Multimedia Plan

Gordley researched the media outlets available within the pilot program area – Verde Valley – to determine the best and most cost-effective outlets to execute the bicyclist and pedestrian safety awareness campaign to the target audiences. The area's media outlets consist primarily of print newspapers and radio. Network and cable television broadcasts originate from Maricopa County, so they are less community-focused and cost-effective. Radio was specifically appealing due the extended reach the stations broadcast throughout Northern Arizona and New Mexico — which extended the overall program's reach into additional communities.

The program's media campaign included print advertisements, radio commercials, flyers, a rack card and promotional stickers. The local newspapers are very popular and provided an extended reach in to neighboring communities that do not have their own newspaper. The rack card, flyers and promotional stickers provided versatility for distribution at community events, schools, retail outlets, etc.

4.2 Paid-Media Schedule

Radio

Schedule: June 25 through July 12, 2008

Stations: KTMG Magic 99.1 FM, Soft Rock; KAFF 92.9 FM/930 AM, Country;

KMGN 93.9 FM, Classic Rock; and KQST 102.9 FM, Contemporary

Total spots: 166 spots combined on four stations

Print

Schedule: June 25 to July 30, 2008

Publications: Sedona Red Rock News and the Verde Independent

Total print ads: Four. Two black and white; and two full-color

Task 5: Final Documentation

The objective of this task is to compile the data and findings from the memorandum reports prepared in previous tasks into a Final Report. Additionally, a final statement of accomplishment is to be provided which includes input from the participating pilot communities regarding the overall success and effectiveness of the campaign.

Actions

5.1 Report

Gordley produced a final project report with the compilation of data and findings from various reports previously prepared over the length of the contract and presented it to the ADOT project manager and team for review and distribution. The final report also included supporting documentation and campaign material samples.

5.2 Statement of Accomplishment

At the conclusion of the campaign, Gordley requested input from the participating pilot communities regarding the following questions. The input received from the communities was positive overall.

Were all of the objectives met?

The campaign's objective was to increase knowledge and motivate positive behavioral changes through a public education effort, including community participation and a paid-media campaign.

All of the tasks were completed and the measurable objectives were met (*for behavioral changes see*

question two below). The public education effort included a wide range of safety awareness materials with key messages identified by stakeholders, community leaders and interested parties within the pilot communities of Sedona and Cottonwood-Clarkdale. The materials were found valuable — particularly the radio commercials, bumper stickers, flyers and rack cards (both English and Spanish versions) — by those who distributed them. A five-week paid-media campaign was implemented through print and radio outlets to reach target groups. Publicity was garnered through published news releases and articles in the Sedona Red Rock News to heighten the awareness of the program. The community participation included the distribution of: promotional stickers during two 4th of July events; safety materials at a monthly bike safety program (through September); rack cards in bike shops, the Motor Vehicle Division and City offices; and various printed materials at schools. Sedona is also trying to form a “Be a Roll Model” group in their schools.

Could effectiveness be measured in terms of crash injury and death reduction?

It is too early to measure the effectiveness of the campaign in these terms. The safety awareness campaign would need to be a continuous effort for at least another year to have a measurable impact.

What benefit was derived from the project?

There were many benefits from the project. Previously underserved communities with a demonstrated need were provided a safety awareness campaign to address areas of concern. The “Be a Roll Model,” printed materials and implementation guide were provided to the pilot communities so that the program can continue as an ongoing effort. The materials were designed so that they can be easily modified and adopted by other communities to serve their specific needs or audience. Likewise, the pilot programs developed in Cottonwood-Clarkdale and Sedona will serve as models or building blocks, which other communities throughout Arizona can use to build future programs.

Should there be anything added to or deleted from future projects that are similar in nature?

The pilot program is a valuable tool and was enthusiastically received. There was a tremendous amount of statewide interest by municipalities, community leaders and organized groups such as the Verde Valley Cyclists Coalition. Because of the scale of effort it takes to implement the program, a larger budget for future projects would be beneficial. Increased funding would provide the opportunity for training and additional meetings with the communities prior to the campaign’s launch, during the campaign for continued support, and after the campaign to garner input. This was one of the largest requests received from the participating communities. More focus on pedestrian safety was also requested.

Were there any operational problems encountered which were corrected during the project that may occur in other projects? If so, what corrective action was taken?

The initial start-up of the program was the most difficult: obtaining the research needed to establish the program's goals, selecting the pilot communities, determining the focus areas for safety awareness and the key message points. Once these items were identified and defined, it became easier. For future projects it may be more beneficial to concentrate on one community at a time — particularly if there is just one shared budget.

The biggest operational problem encountered was a deficient amount of community resources and understanding of the level of effort this program required. Community participation was a key element in the program's objective, and the amount of effort and collaboration it takes may have been underestimated by the participating groups. Once the campaign materials were produced and sent to community leaders, there seemed to be a lack of initiative and/or understanding on how to effectively use them, despite recommendations. Some community participation was implemented, but not quite at the level anticipated. For future programs, it is recommended that the selected community designate an administrator for the program that would provide project oversight. Additional meetings and training (*as identified in the previous question*), and more collaboration between the communities, would have been helpful as well.

In effort to assist with additional training and provide continued support, a guide on how to implement the plan was developed and distributed.

5.3 Guide

Gordley prepared a follow-up *How to Implement the Bicycle and Pedestrian Safety Awareness Campaign Guide* that included sample materials, CDs of artwork of campaign materials, as well as produced radio commercials. Recommendations for distribution methods for campaign materials, and how to find financial and community resources, were also included. Gordley distributed the guide to the pilot communities — Cottonwood, Clarkdale and Sedona — as well as to the Town of Payson (the community with the next highest ranking within the pilot program criteria).