

HTN Social Marketing Plan

September 4, 2003

HTN Social Marketing Plan

Prepared for

Healthy Transportation Network
California Department of Health Services
601 N. 7th Street, MS 7211, P.O. Box 942732
Sacramento, California 94234-7320

Prepared by

BBC Research & Consulting
3773 Cherry Creek N. Drive, Suite 850
Denver, Colorado 80209-3827
303.321.2547 fax 303.399.0448
www.bbcresearch.com
bbc@bbcresearch.com

Table of Contents

I. Methods and Inputs

Acknowledgements	I-3
------------------------	-----

II. Social Marketing Foundation

Framework for Behavior Change.....	II-1
Implications for HTN	II-7

III. Social Marketing Plan

Desired Behavior.....	III-1
Barriers to Implementation	III-1
HTN's Positioning	III-2
HTN Action Strategies.....	III-2
Summary.....	III-5
HTN Discovery Survey	III-5

Appendices

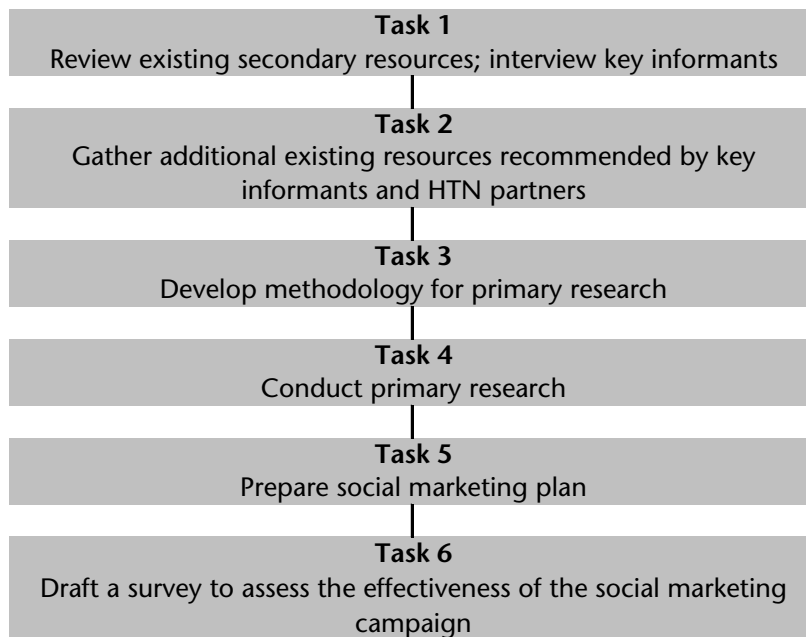
- A. Key Informants
- B. Bibliography of Guiding Resources
- C. Increasing Walking & Biking — Cultural Considerations
- D. HTN Discovery Survey

SECTION I.

Methods and Inputs

The Healthy Transportation Network Project (HTN) retained BBC Research & Consulting (BBC) to develop a social marketing campaign targeted toward local elected officials in California. The underlying goal of the campaign is to motivate local electeds to implement policies and initiatives that support walking and biking. Throughout this report, we use the phrase “walking and biking project” generally to describe any activity that increases walking and biking. This will run the gamut from adopting resolutions to making walking and biking a city priority to conducting streetscaping to increase walking and biking safety. To develop a social marketing campaign that will be effective in accomplishing this goal, BBC focused on six research tasks, which are illustrated in Exhibit I-1 below.

Exhibit I-1. BBC Research Tasks



Tasks 1 and 2. The first two research tasks involved a review of existing secondary resources and interviews with 16 key informants knowledgeable about healthy transportation issues and local elected decision-making. These tasks were instrumental in the design of BBC’s primary research approach and garnered insights on topics such as the status of walking and biking policies and initiatives in California; key influences on the attitudes and behaviors of local electeds; and perceptions of local electeds’ beliefs about walking and biking practices. The key informant interviews were especially instructive about local elected decision-making and resulted in the following findings which were incorporated into research tasks 3 and 4:

- When providing local electeds with materials to distribute to the public, it is important to have data presented at the neighborhood level, because this is what their constituents think in terms of.
- Local electeds need policies, plans and projects that are “ready to go,” well thought out, and have worked in other similar communities.
- An effective way to encourage local electeds to adopt initiatives that involve walking and biking is to identify a particular current issue, situation or problem in their city and “hook” the initiative to that issue.
- Providing bus tours or walking tours of neighborhoods or communities with exemplary walking and biking design plans is an effective way to convince local electeds to adopt initiatives. It is also useful in identifying individuals who have “energy” to champion walking and biking in their community. Conversely, showing electeds poorly designed areas and constructively pointing out potential improvements can also be effective.
- Many local electeds and city planners get excited about walking and biking initiatives but often find themselves facing other higher profile issues that take priority. To convert their initial energy into action, it is important to provide personal support, especially as it relates to seeking out and obtaining grant funding.
- Case studies are convincing tools that local electeds can use to resolve issues raised by their constituents, fellow council members and staff. Case studies help answer questions related to a variety of issues, including sources of funding, safety concerns and how to maintain a particular program or plan once it is implemented. Case studies should be brief and should include pictures and maps.

The individuals who generously participated in the key informant interviews are listed in Appendix A. Appendix B provides a bibliography of secondary resources reviewed by HTN and the BBC study team. A white paper discussing cultural considerations related to increasing walking and biking in California is found in Appendix C.

Tasks 3 and 4. In-depth interviews with local elected officials and city staff in selected communities throughout California served as the primary research tool. The outreach plan and interview guide for these interviews were developed using input from the key informant interviewees and HTN partners. BBC tested the interview guide with a sample of local electeds and made revisions prior to fully implementing the interviews. In total, BBC interviewed 55 local elected officials and city staff in 30 communities across California. To identify how the social marketing campaign can best be implemented across a state as diverse as California, a broad mix of communities was selected for the interviews. Exhibit I-2 shows the distribution and count of interviews conducted across California.

**Exhibit I-2.
Count and Distribution of Interviews with Local Elected Officials**



Note: Map shading reflects Caltrans districts.

Tasks 5 and 6. The remaining sections of this report present research findings from task 5, including a discussion of the social marketing foundation in Section II and the social marketing plan in Section III. The sixth research task, a draft survey to test the social marketing campaign’s effectiveness, is included in Appendix D.

Acknowledgments

The BBC team would like to acknowledge the leadership of Anne Seeley, HTN project manager, and Barbara Alberson, Chief of the State and Local Injury Control Section, both at the California Department of Health Services. HTN program managers Judy Corbett, Executive Director of the Local Government Commission; Paul Zykofsky, Director of the Center for Livable Communities; Laura Cohen, Director of California’s Rails to Trails Conservancy; and Chris Morfas, Executive Director of the California Bicycle Coalition, provided feedback throughout the research process.

SECTION II.

Social Marketing Foundation

As a prelude to the social marketing plan, this section describes the stages of behavior change that the social marketing plan must address based on the social marketing formative research. Following is summary of how these stages directly affect HTN.

Framework for Behavior Change

We use a framework of seven stages common to many behavior change models. This framework includes the stages of: Awareness, Recognition, Trust, Desire, Ability, Optimism and Success.

Exhibit II-1.
BBC Behavior Change Model



These steps describe the stages that California’s local elected officials must go through to reach the desired behavior; in this case, the desired behavior is for California’s council members and mayors to implement walking and biking projects, policies and plans in their cities and towns. Examples from our interviews with nearly 60 local elected officials in 30 California communities are provided to describe where California communities are in terms of each stage.

Stage 1. Awareness. In the initial awareness stage, the individual knows they should do something and understand the importance of the action. Our research with local electeds reveals that they are confident that walking and biking would improve the quality of life of their constituents through increased transportation options, improved health and, most importantly, a greater sense of neighborhood and community. Easy and safe walking and biking are viewed by elected officials as positive goals for their city, and though electeds may see walking and biking as important for different reasons, quality of life is the common theme they use to express their affinity for walking and biking.

Most local electeds are already progressive in the awareness stage, as demonstrated by the following examples:

- “Walking and biking and open space park areas is one of the things that makes [our city] so great. There’s a tree in every yard. Miles of bike lanes, lots of open space. As we look at general plan updates, we look to what property we can buy to protect. We also look at motorized and non-motorized traffic. We balance this along with recreation. [Our city] is activity centered, from kids to adults. It’s important to us. People are active in commenting, lots of community donations. We’re like every other government, we rely on citizens to make it great.”
- “We have a coordinator in the public works department who works with biking and walking. She works to make sure that people are aware of biking. We have a sidewalk program. She does a good job of bike awareness, anytime there’s a national day. We’re a good biking community, high awareness. My wife and I have a walking program, so there’s high awareness.”
- “Walking and biking contribute to the beachfront community feel of our community, which attracts residents who are seeking good quality of life.”
- “As a Council, we recently decided to set aside our Parking and Downtown Access Plan in order to focus on our pedestrian plan.”

Step 2. Recognition. The recognition stage is achieved when an individual recognizes the opportunity to practice a behavior in an appropriate situation. In this stage of behavior change, one must apply knowledge of an issue to current situations in order to see an opportunity. In California, local electeds are convinced that walking and biking would improve the quality of life of their constituents (i.e., they have awareness). However, they often fail to recognize situations where walking and biking projects, policies and plans could be implemented. This is a critical step for HTN

in changing the behavior of electeds to implement walking and biking projects. This step highlights the situational emphasis electeds place on city planning and future projects. Many local electeds feel that timing a walking or biking project to coincide with another complementary city activity or project is key. This includes using the community's general plan as a catalyst for change.

Several communities have progressed through the recognition stage. Examples are provided below.

- “The easiest way to get bike and other trails done is when development is occurring. It’s too expensive after development is done. We have somewhat of an advantage because our community has really developed in the last 10 to 15 years. But we didn’t incorporate until 11 years ago, so it would have been nice if we had a master plan before any development. We could have done better. We also could have done better planning our schools; if we would have taken walking and biking into consideration we could have a better trail system [linking to the schools].”
- “If local electeds rode bikes or went on a van tour or toured bike lanes — that would be helpful in getting them to understand the importance of biking initiatives [since they could see the opportunities for improvement].”
- “Walking initiatives are attractive because they contribute to one of the goals in our General Plan, which is to improve air quality by reducing particulate matter during winter months.”
- “We have a train on one side of the freeway and a junior college on the other side. We realized that more people would take the rail if they could walk to the college. So after we built the rail stop, we built a pedestrian bridge over the freeway to the college.”
- “In order to secure certain types of federal and state funding, cities must have a pedestrian or bicycle plan in place. This was a strong motivator for us to develop a bicycle plan. In order to receive funding to curb congestion and air pollution, we had to have a bicycle plan.”
- “More housing that is developed will carry with it more traffic, and that will make walking and biking initiatives more attractive.”
- “We built an aquarium along the Queensway and didn’t plan for bike access when we were planning the facility. People using bike paths along the coast would like to bike to the aquarium, but it is now quite difficult because they have to cross busy traffic. This is where a citizens advisory committee of bicyclists would have been helpful.”

Stage 3. Trust. The next important element of behavior change is trust. In this stage, the individual shows trust in the message and in the message provider. Though there is diversity in who local electeds trust most for quality walking and biking information, the common theme is that balanced communication is key. Electeds recognize and are suspicious of information that presents only one side of an issue. With regard to walking and biking messages, local electeds are nearly unanimous in their desire to hear from their constituents on projected benefits of new projects or plans. Electeds view citizens who are frequent walkers and bikers as “experts” and value their input and suggestions. This is an important issue for HTN to be aware of as it delivers its messages.

Several examples of how trust influences behavior change of electeds are listed below:

- “Though statistical information is somewhat helpful, so-called expert information is really not taken seriously because there are experts on both sides of an issue. There’s no real information value there.”
- “There are special interest groups; most are biased in terms of what they are trying to do. We have a specific conflict, an invasion of downhill racers from out of the area who come to our trails and rocket down the trails, go down as fast as they can. Really, to be a hiker is a real problem. Those are the reasons advocacy groups don’t work as messengers.”
- “The messengers are city council staff at council meetings. Occasionally, a community group delivers the message. Council wants to hear different sides of the issue — wants to know the plan has gone through a sound thought process.”

Stage 4. Desire. In the desire stage, the person wants to take action and sees that action as personally important. This is a stage in which an individual must personalize the action and believe that it can enhance life in some way. Most elected officials already want their towns to be walking and biking friendly; however, the desire stage is the point where council priorities determine whether or not to initiate a walking or biking project or plan. If desire for walking and biking is present, in many situations it must be a higher priority than other projects to continue toward completion. Not only must a council member or mayor see the future walking and biking initiative as important to their community, but he must also see it as either more important than competing projects and plans, or complementary to existing city plans.

As cities update their general plans and set goals for each council year, HTN has an opportunity to influence the desire stage of behavior change. Several examples are described in the bullets below:

- “Given that this is a city of 200,000 with so many departments, we as a council have to cover the gamut with every decision. We can be known to fully support healthy communities, we are very open when issues come to us. But what we have to deal with is whatever is bubbling to the surface as a result of a situation that has come up.”
- “We want to make sure any new proposal is consistent with the circulation element of our general plan. We can still work on it if it’s not, but it’s easier if a new project is consistent. I also need to see if a new plan covers a restricted area. Then, if this is all right, let’s see if we can broaden it. If you’re going to go through a bunch of hoops, include everything.”
- “Each year, [council members] get together with their “wish list” of things they’d like to do. The wish lists encompass around 20 areas of community improvements, such as public safety and air quality.” [This would be an opportunity for HTN to suggest that council make increasing walking and biking a priority in order to help them meet other goals, such as improving air quality.]

Stage 5. Ability. To make a behavior change, a person must have the internal and external resources that are necessary to implement the change. For walking and biking projects, plans and initiatives, necessary resources are specific to each situation. However, there are common needs for local electeds. Technical knowledge for implementation, the ability to communicate intelligently with different city departments, and funding are key to completing a wide variety of walking and biking initiatives. This stage of behavior change will be absolutely key for the HTN to address in a proactive manner.

Several examples follow.

- “We see case studies from cities of like size as the most compelling. Particularly HOW the city accomplished the project, what funding sources were used, how challenges were overcome, what lessons were learned.”
- “We like to have it all — parallel parking, bike lanes, sidewalk widths, wide boulevards with islands in the center. But how do you get all that stuff in? You have to cross the street half at a time. It all makes the right of way pretty wide [i.e., technical knowledge is needed.]”
- “We’ve had to take eight years to change things within city departments. There was a point where the planning commission wasn’t allowed to review street projects; only public works could review them. We fought this because they were not making new streets walker or biker friendly. We had to fire staff that weren’t listening to get this done. We fired the city manager because he was preventing the planning commission from reviewing designs. They forget about everyone and just think of cars. Now, the public works guy will finally start to do walker and biker things automatically.”
- “We need resources, examples. What has the impact of other cities’ projects been? How are people really out of their cars more, how did it create a vibrant downtown? Are there more shoppers walking? Facts and figures would help. Another thing, how wide are streets? We fight about this. Planners want narrower streets and we fight with the fire department about public safety, street design and street widths.”
- “When we did our bicycle master plan, we didn’t think of issues arising out of people that live on streets with dedicated bike lanes. Taking a step back and look at the commercial areas, loss of parking. A group that warned of issues we would have to consider would have saved us time. We need quick resources to other people that have done similar things. Look and see what someone else has done and how they did it.”
- “If there was one place that I could go to find projects that worked in other cities, specifics about width of bike lanes, lighting in pedestrian paths. Clearinghouse of solutions that have worked, plug it in to your city so you’re not reinventing the wheel. How do we get pedestrians from bus stations to light rail stations? Need landscaping, lighting? Helps to know that before we spend all this money doing it. We can call the public works guy and tell them what they did in other places.”

Stage 6. Optimism. Another necessary step is a positive belief that taking a specific action will improve one's personal situation; in this case, the belief that walking and biking initiatives will be positively valued by constituents. Optimism is essential to the implementation of walking and biking projects because without this quality, the perseverance to complete a lengthy project may wane. Local electeds report that city politics are notoriously slow. Believing that a project or plan will be completed and useful to citizens is extremely important to walking and biking project success. Electeds become optimistic by witnessing what other cities have done, in the form of case studies.

Several examples below highlight optimism by local electeds with regard to walking and biking:

- “I like to see pictures and the story that goes with them. Ideas are good, but with pictures and success stories you have something you can retell. It becomes an educational tool and you can use it to advocate. If I've gone to San Diego and I like some project I see, then I can relate a story about it, show the pictures and explain what I've seen.”
- “Real progress on our trail project began three years ago when council members met with consultants to gauge opinions about the project. Subsequent to this time, details were fleshed out about how much county, state and federal funding was available and stakeholders in the project were told how much funding they would need to ante up. Everyone involved found the funding plan doable and committed to the project.”
- “All the council members had an interest in developing our skate park, after touring similar facilities in other cities. The tours showed how to address major issues associated with a skate park, including how to handle liability and management issues.” [This information resulted in greater optimism for the success of the project.]

Step 7. Success. To continue the behavior, a person must see the action as a success. Continuous reinforcement through some type of positive outcome is necessary. Many local electeds see success as constituents bettering their lives through programs or projects that encourage walking or biking. In order for local electeds to undertake large walking and biking projects, plans or policies, they must first achieve success with smaller projects. The projects that may seem small are often very significant to small towns and even large cities. These set the stage for the completion of larger scale walking and biking projects.

Several examples of success within a community are described below. Because of the success of these projects, it is more likely that future walking and biking initiatives will be undertaken.

- “I dreamed up the Green Bikes Program. We have a city with 90,000 inhabitants and a city hall built in 1925, the parking lot is very congested. I thought we should get a bunch of old bikes, paint them green and put them around the city so people can ride them. I kept the budget to under \$25,000 so we wouldn't even need to discuss it at council. We're about to do the ribbon cutting.”
- “A trail project that has been ten years in the making has recently come to fruition in the past two years. The trail is a 6- to 7-mile loop that follows the river corridor. It's a multi-use path that bikers, walkers and horseback riders have access to. [The project] was spearheaded ten years ago by a former council member who is now the Mayor. He

had been motivated by the San Antonio River Walk project in Texas and the opportunity to contribute to the natural riverfront redevelopment area. On one end of the loop is a community college and on the other is a natural park. Both of these anchors, as well as the old town businesses and nearby residential areas, are the basic physical elements that have helped make the project a success.”

- “Our Virginia Corridor trail is in progress. We got funds from Barbara Boxer and rail banking with the help of UP. We just took up the railroad ties within the last month. It’s great for [our city]. It goes from downtown north about seven miles. It’s an area that is 100 feet wide with schools, parks and access points. There are advantages of being a straight shot, but we have to be creative to make it pretty. There are meandering trails around it, a junior high along the route, a couple of elementary schools and a junior college.”

Implications for HTN

HTN’s success is dependent on using the right strategies and techniques to change the behavior of local elected officials. These strategies and techniques will need to be tailored to appeal to each community based on where they are along the continuum of behavior change.

HTN’s social marketing plan should take into account the following implications related to each stage of behavior change, presented in order of importance:

1. **Recognition.** Because projects are most likely to be seriously considered in conjunction with a larger project (like constructing a park) or plan (like revising the city’s general plan), HTN needs to work with local electeds to help them recognize situations where walking and biking could contribute to their city and improve quality of life for their constituents. This situational focus cannot be overemphasized enough. HTN can add significant value to communities by helping them identify opportunities for change.
2. **Ability.** Here, HTN has the unique ability to help council members and mayors overcome specific challenges to walking and biking project implementation. Communities will view walking and biking projects and plans more favorably if they have the necessary resources readily available. Technical information, examples and case studies, and funding ideas are all especially important.
3. **Trust.** Presenting a strategic analysis to a council member or mayor about a specific walking and biking opportunity is likely to be more favorably received than a communications piece highlighting only the benefits of a walking or biking project. Balanced, community-centered communications are necessary.
4. **Optimism.** HTN should provide positive results-oriented examples of cities that have undertaken all types of walking and biking projects in order to show other cities that these types of projects can be successful. Additionally, lessons learned are important to council members and mayors so they feel confident they are not overlooking hidden costs or difficulties associated with a project or plan.

5. **Desire.** HTN has the best chance of increasing the desire to make changes if a city's council has agreed that walking and biking are a community priority. However, this importance must be coupled with opportunity, where walking and biking are seen as beneficial to a specific project or situational need in the community.
6. **Success.** HTN can be a network heralding the success of communities it assists, linking these communities and allowing communities to showcase new projects and initiatives. Statistics explaining health and economic benefits may also be helpful, but specific, community centered communications should be HTN's focus.
7. **Awareness.** HTN does not need to "hard sell" local elected officials that they should implement walking and biking projects, plans or policies in their cities, instead they need to show them how.

SECTION III.

Social Marketing Plan

A social marketing plan focuses on changing the behavior of a target population. In the previous section, we described the stages of behavior change and discussed how each relates to California local elected officials. This section presents an actionable marketing plan that HTN can implement to achieve their desired behavior. As mentioned previously, we use the phrase “walking and biking project” as a general term to refer to the gamut of activities local electeds could undertake to increase walking and biking.

In addition to including the factors described in Section II in creating HTN’s communications, cultural issues in individual communities should be considered. Appendix C includes a white paper describing cultural considerations related to walking and biking.

Desired Behavior

HTN’s goal is to enable local elected officials to take steps that result in increased walking and biking in their communities.

Barriers to Implementation

Elected officials believe that increased walking and biking would improve the quality of life in their communities. Opportunities to implement a walking and biking project are often overlooked or viewed as too challenging for several reasons. Despite local elected awareness of and support for walking and biking, barriers to actual implementation of these projects include:

- **Missed opportunities.** Elected officials often fail to recognize opportunities where walking and biking projects, plans or policies may be incorporated into on-going or planned city efforts. Often, hindsight is painful for electeds in seeing how their cities could have benefited if only walking and biking measures would have been included in new street design, construction and city planning. Because incorporating walking and biking into larger projects is viewed as more cost effective than stand-alone efforts, local electeds view this situational approach to walking and biking implementation as the most attractive and viable option.
- **Lack of technical knowledge.** Many elected officials view the required technical knowledge for implementing walking and biking projects, plans and policies as elusive. The lack of a readily available “right” answer is viewed as a real barrier for implementation of walking and biking projects.

- **Lack of funding.** Some cities see lack of funding as the only real barrier to implementing these kinds of projects. Though it may be the only barrier, for some cities it is an overwhelming obstacle. Unless HTN can guide these cities to funding sources, their resistance to implementing new walking and biking projects is unlikely to be overcome.

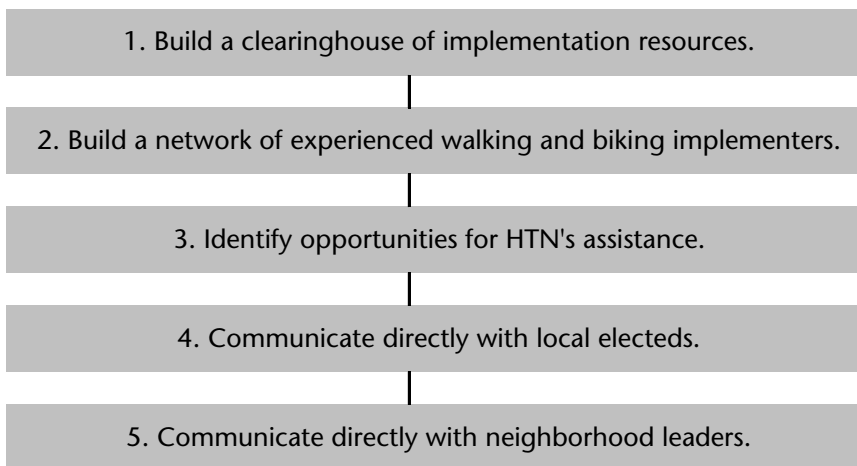
HTN’s Positioning

To address these barriers and achieve HTN’s objective, HTN must position itself as an organization that can help cities overcome barriers to implementing walking and biking projects. Using the following strategies and tactics, HTN can achieve its objective and provide needed assistance to California cities.

HTN Action Strategies

HTN should implement five key strategies to achieve its goal. These are displayed below.

Exhibit III-1.
HTN Action Strategies



1. Build a clearinghouse of resources that can guide local electeds in their implementation of walking and biking projects.

This step will focus on the creation of the HTN website. HTN should create a website that will answer questions asked by local electeds, helping them bridge the gap in their technical knowledge and guiding by example, using case studies of successful walking and biking initiatives in other cities. The homepage of the website should be formatted to look like a city, with opportunities to zoom in on different types of neighborhoods, including a technical or industrial center, a downtown area and a residential neighborhood.

In each of these areas, different structures (e.g., light rail, sidewalks, schools, highways) will open to menus that present opportunities to increase walking and biking. For example:

- Program ideas like Safe Routes to School;
- Technical specifications like road widths and lighting recommendations;
- Examples of other cities' completed projects, including pictures and lessons learned; and
- Contact information for resource organizations or individuals.

Local electeds research ideas in different ways. Though some request information from their staff, others prefer to read materials or research via the web on their own. Though the website is available to anyone, the materials should be targeted toward the elected official.

Information communicated via the website should be balanced and present both benefits and challenges of specific walking and biking projects. This will build the trust local electeds must place in HTN's assistance.

The creation of this website is critical to HTN's success.

2. Build a network of experienced walking and biking implementers.

This step will involve utilizing all of HTN's personal contacts in order to compile the most comprehensive list of personal, knowledgeable individuals and groups possible in order to build HTN's network. This step is necessary for three reasons:

- The experiences shared by these individuals and groups will serve as an information source for the website. Local electeds who have completed projects described on the website can provide a wealth of information, including lessons learned and benefits enjoyed by their citizens as a result of recent projects.
- Resource organizations and individuals will provide information on new programs or specific information on how cities can make their streets and neighborhoods more walkable and bikeable. In addition to providing technical information, this will help local electeds recognize opportunities within their own cities to implement walking and biking projects.
- This network of contacts will help alert HTN of possible situational factors arising in California cities. This recognition is key for HTN's targeted communications.

In addition to finding individuals who will provide information for HTN's website, a steering committee of walking and biking leaders, as well as an advisory group of local electeds, could help HTN keep its objectives on target and assist California's communities in the most effective way.

3. Identify opportunities for HTN's assistance.

HTN should seek information on cities' current situational opportunities in order to assist with the strategic implementation of walking and biking projects, policies and plans. With a wide network sharing the common goal of assisting cities with their walking and biking projects, policies and plans, different groups will be on the look-out to assist cities in recognizing opportunities for walking and biking implementation. With this situational focus, local electeds will be more receptive to walking and biking as a solution for their community.

By assessing a city's current situation, HTN can target communications with that city to further assist with walking and biking implementation. For example, a city that is beginning the revision of its general plan may need language for specific walking and biking master plans, or language to make increased walking and biking a primary goal for a city. A city that is building a new sports facility or arts-related institution may need assistance with linking these facilities to existing trails, building bike storage or ensuring pedestrian safety with adequate lighting. Each situation is unique, but HTN can prepare communications for some standard situations such as:

- Revising the general plan;
- Building a new community facility (e.g., schools, museums, sports facilities);
- Redeveloping a downtown area;
- Obtaining new funding earmarked for walking or biking; and
- Developing new housing.

These are examples of how HTN may target its communications with a city in order to provide the most useful assistance. Other situations will occur and should be targeted as they arise.

4. Communicate directly with local electeds.

With resources in place, HTN can begin to communicate directly with local electeds by providing them with direct assistance in the implementation of walking and biking projects. Ideally, this step will help local electeds overcome all three barriers to implementing walking and biking initiatives.

Communications with local electeds should be:

- **Creative.** We know that local electeds value visual examples of walking and biking projects. Therefore a useful communications tool may be a CD that displays HTN's website homepage and includes case studies of like cities that have completed walking and biking projects.
- **Personal.** Communications with cities should address the situation the city is currently experiencing, such as the redevelopment of a downtown, the acquisition of new city property or even a boom in a city's school age population. Though situations will be diverse, communications which target these situations as specifically as possible will be viewed as the most useful by local electeds.

5. Communicate directly with neighborhood leaders.

We know that local electeds are often alerted to situations within their community by neighborhood leaders. These situations, ranging from a downtown area that is struggling or a route to school that has become increasingly unsafe, are prime opportunities for the initiation of walking or biking projects or their inclusion into larger projects.

HTN can target homeowner associations, parents' groups at schools and other community leaders and alert them to HTN's wealth of resources and ideas to improve their neighborhoods. In addition, HTN can guide these neighborhood leaders and associations to additional resource groups and individuals that have experienced similar situations or can provide more targeted training on how to communicate effectively with their local government leaders.

HTN can communicate with these groups by:

- Sending an informative CD to neighborhood groups to present at local PTA meetings or homeowner association meetings;
- Sending a letter or making a personal phone call to local leaders when a situation arises that would provide walking and biking opportunities. By confirming that constituent groups know that a community facility is being planned, or that their city's general plan is being revised, another channel of communication to local electeds is opened. By providing the necessary resources to these neighborhood leaders, they become effective tools in the implementation of walking and biking projects, plans and policies.

Summary

By first building HTN's resources, both technical and human (strategies 1, 2 and 3), then communicating the benefits of this unique organization to local electeds and community leaders (strategies 4 and 5), HTN can achieve its goal of enabling local elected officials to take steps that result in increased walking and biking in their communities.

HTN Discovery Survey

In addition to the execution of the strategies described above, HTN's plan should include the continued collection of data, both from the website visitors and from California's local electeds. The data that will be of most use to HTN in making its efforts most effective are:

- Feedback on the usefulness of the website. By using brief surveys asking if visitors found the information they were looking for, and reasons why they went to the website, HTN can learn more about its target audience and their changing needs.
- Conduct periodic, short e-mail surveys with local electeds using a mailing list from the California League of Cities. Find out what situations cities are currently facing, as well as their experiences with current and past walking and biking projects. Using this direct communication is not only a way for HTN to learn about electeds' needs, but also a communications tool for HTN. A sample survey can be found in Appendix D.

APPENDIX A. Key Informants

Key Informant	Title/Organization (at time of interview)
Philip Bors	Active Living by Design, Project Officer
Laura Cohen	Rails-to-Trails Conservancy, California Director
Judith Corbett	Local Government Commission, Executive Director
Linda Crabill	Street Smarts, City of San Jose
Gil Garcia	City of Santa Barbara, Council Member
Marla Hollander	Leadership for Active Living, Director
Kristi Kimball	Surface Transportation Policy Project (STPP), California Deputy Director
Pat Kuhn	City of Oakdale, Council Member
Todd Litman	Victoria Transport Policy Institute, Director
Chris McKenzie	California League of Cities, Executive Director
Chris Morfas	California Bicycle Coalition, Executive Director
Bev Perry	City of Brea, Council Member
Adair Schwartz	Odyssey 2020, Marketing Director
Zac Wald	California Walks, past President. Currently serves as an assistant to Council Member Jane Brunner in Oakland, CA.
Linda Weiner	American Lung Association, California, Social Marketing Trainer
Tracey Westfield	National Governors Association, Consultant
Paul Zykofsky	Center for Livable Communities, Director

APPENDIX B. Bibliography of Guiding Resources

Health and Smart Growth: Building Health, Promoting Active Communities	Email from Todd Litman with the Victoria Transport Policy Institute	Preparing Your Organisation for Transport in the Future: The Benefits of Green Transport Plans
10 Principles for Smart Growth	Europe Docs	Prizm Health Styles
1998 National Survey on Active Transportation	Feature article - "National Poll Finds Broad Voter Support for Managing Growth in America's Communities"	Promoting Active Communities Award Program
A citizen's guide to transportation decision making	Growth, Development, and Infrastructure	Public Opinion miscellaneous data folder
A Model for Change: the California Experience in Tobacco Control	Healthystyles '98 Methodology	Public Reactions to Policies Aimed at Reducing Solo Driving
A Review of the Literature on the Social Cost of Motor Vehicle Use in the United States	How Far Will People Walk to Facilities in Their Local Neighbourhoods	reference printout - "Increasing TDM effectiveness through community-based social marketing"
Active Australia in Local Councils: resource kit	How Race, Ethnicity, and Immigration Shape the California Electorate	Resource Guide/Matrix - Cardiovascular Disease Risk Factors: Data Sources for Physical Activity Focusing on Alternative
Active Community Environments Survey	If Health Matters	Roadblocks to health: transportation barriers to healthy communities
Active Travel newsletter	Improve Pedestrian and Motorist Awareness and Behavior	Smart Growth America
Ahwahnee Principles	Increasing Physical Activity Through Community Design: A Guide for Public Health Practitioners	Smart Investments
Are We There Yet? Assessing the Performance of State Departments of Transportation on Accommodating Bicycles and Pedestrians	Leadership Action Strategies	Statewide transit-oriented development study: factors for success in California
Benchmark of CA Attitudes toward Public Transportation	Livable Neighbourhoods - Principles behind the local govt policy	Strategies that make people want to walk in cities
Beyond Gas Taxes: Linking Driving Fees to Externalities	Making density work	The coming demand
Bicycle and Pedestrian Data: Sources, Needs, & Gaps	Making the case for active transportation	The Economic Benefits of Walkable Communities

California Health interview survey	Making the Connections: A Summary of the LUTRAQ Project	The examination of communication factors affecting policy makers (school boards)
Cities as Partners in Community-based Public Health	Making THE links - Integrating sustainable Transport, Health and Environmental policies: A guide for local authorities and health authorities	The role of Social Marketing in Smart Growth; tailoring programs, services, and messages to the consumer's needs and wants
Clean Air Agenda - Strategic Action Recommendations	Mean Streets 2000	Transport and Health: A Briefing for Health Professionals and Local Authorities
Creating Active Community Environments - A guide for public health, based on a study tour of five European countries	Newspaper article - "Congested dreams California can create a different future"	Urban Quality Indicators; measuring and evaluating your community's quality
Decide to Ride: a bicycle tv campaign ready to broadcast	Our Cars, Ourselves: Transportation & Communities	Want a change? Just walk
Delivering Changes in Travel Behaviour	Pedestrian- and Transit-Friendly Design: A Primer for Smart Growth	What is the Environmental Goals and Policy Report (EGPR)?
Designing Safe Streets and Neighborhoods	Pedestrian Travel Potential in Northern New Jersey: An MPO Approach to Identifying Investment Priorities	Where Do We Grow From Here: New Mission for Brownfields - Attacking Sprawl by Revitalizing Older Communities
Development and Public Health	Physical Activity and Behavioral Medicine	
Driven to Spend	Potential for Increasing Walking Trips	

APPENDIX C.

Increasing Walking & Biking — Cultural Considerations

This white paper on the cultural considerations related to increasing walking and biking in California's culturally diverse communities was written by Norman Ishimoto, President of Kiyomura-Ishimoto Associates, a California research firm.

Introduction

The purpose of this paper is to first, sketch a portrait of California's ethnic communities for HTN project planners and advocates. Based on this picture, we then analyze how ethnic communities regard walking and biking issues, and build a model for political analysis and action.

The movement to build bicycling and hiking paths has important benefits, particularly for health and to reduce road congestion. Implicit in the promotion of bicycling and hiking paths are values that are becoming increasingly accepted throughout California's culture. Advocates of these modes of transport have successfully communicated and transferred their values to municipalities and the state government, whereby their agencies are actively cooperating with, receiving input from, and negotiating lanes not just in parks and city streets, but on statewide trails and major bridges.

California has a multitude of immigrant groups comprising nearly half of its population. Some have deep roots (Native Americans, Spanish, and Mexicans predated Euro-Americans). Some arrived during the Gold Rush (Chinese, African Americans). And some are quite recent arrivals (Vietnamese and those from Arab/Islamic countries).

The principle that public projects require public input has been well established both in the legal and sociological arenas. The dynamic that ethnic communities now demand their share of public project funding is a corollary that is not nearly as established.

In applying HTN to ethnic communities in California, there is a multitude of "minority" issues that should be confronted, especially if the values underlying these efforts are to become truly statewide. The many ethnic minority groups of California have frequently skeptical if not hostile attitudes toward renewal efforts, born of repeated unpleasant experiences ranging from modern and recent to continued and historic.

General Picture

The history of Spanish and then American California has been one of outsiders arriving usually for economic purposes, and bringing new cultures with them. More often than not, that transition was marked by intense cultural clashes, cutthroat economic competition, and governments and institutions implanted by the winners of those battles. Transit always played a major role in this evolution.

In Spanish California, once the explorers, settlers and missionaries debarked from their galleons, they traveled by foot, mule, and horse until *caminos* were built, making cart, wagon, and coach travel possible. Roads linking northern, central valley, and southern population, industry, and agricultural centers were built in the 18th and 19th centuries. After the Civil War, the Central Pacific Railroad enabled regional and national rail travel and transport. The Golden Gate and Bay bridges in the early 20th century and air transport in the mid-20th century completed the evolution of transport.

Each new level of industrial transit was sparked either by scientific inventions (steam and internal combustion engines), economic necessity or competition (canals), or evolution (domestication of large animals).

With each development, walking became progressively less fashionable. As each wave of transportation development came, walking and biking were increasingly relegated to the category of how children and the very poor got around.

But now, we seem to be in a new era. In San Francisco, bicycling activists have developed a political agenda that has resulted in legislation giving them equal road rights with automobiles. A network of bicycling lanes is girding the City. Bay Area Rapid Transit has bike lockers and rules for bike riders on the trains. Beyond city limits, the new Bay Bridge will have bike lanes.

There is even a movement to create a contiguous walking path corridor throughout California into Oregon.

At the personal level, over the past 150 years, mechanization has been the perfecting impulse. Trolleys, commuter trains (culminating in BART and the light rail systems of most of the state's major cities), local and inter-city bus systems, and, of course, the automobile, came to prominence.

Bicycling and walking were limited by geography: rivers and bays, hills and valleys, and the great distances between cities. California always had to race its road and rail construction to keep pace with population growth.

As a state of immigrants, whomever arrived until a comparatively recent point, say, 1980, often came from a no-transit tradition. The poor often came from countries or regions where foot travel was common but excruciatingly slow and arduous, and where mules or bicycles were relatively expensive modes of transportation. Having to walk where necessary, both in the old country and here, they regard walking and biking as impractical and undesirable modes of locomotion.

Transit and transportation are very sensitive topics to these communities. Historically, African American and Hispanic communities frequently rely most heavily on public transit yet are especially underserved. Thus, a topic such as building bike and hiking paths might be seen as a waste of public money when they would regard those dollars as so many bus routes serving their neighborhoods up in smoke.

Historic Trends and Patterns of Ethnic and Diverse Communities

Transit has played an important role in American race relations. Once transit symbolized ethnic separation: minorities lived “on the other side of the tracks”. Later, freeways also did what railroad tracks did.

On the other hand, many of the ghettos have evolved into communities of choice. The once tightly defined urban ghettos (Chinatowns, Little Tokyos, Little Manilas) are becoming more of a lifestyle choice – except for immigrants, who rely on them as incubators to the American lifestyle.

- The Filipino American community of Stockton is aggressively trying to preserve its Manilatown as an historic district, even having its campaign listed in the 10 most endangered historical sites of America. The Fil-Am community of the San Francisco Bay Area is now celebrating the competing of the new International Hotel, celebrated vestige of a once-large and vibrant community of retired “manongs” (brothers), on the site of a live-in demonstration and violent eviction by corporate developers, that attracted national headlines in 1973.
- The Little Tokyo of Los Angeles was redeveloped to contain senior centers and housing for elderly Japanese Americans, a shopping district patterned in a Japanese style, and the Japanese American National Museum, built on the site of a once-major Buddhist temple, and one of the locations in February 1942 where Japanese Americans were to report to be sent to “assembly centers” (detention zones) while concentration camps were being built further inland.
- Not far from LA’s Little Tokyo is Oliveira Street, a Latino shopping district that is at once a major tourist attraction and an almost authentic neighborhood shopping mall – and just beyond that is Chinatown, still struggling to evolve beyond its past as a ghetto and stop for tourist buses, but competing with other towns (Monterey Park, San Gabriel) serving Chinese immigrants from Hong Kong, China, and Taiwan.
- In San Francisco, African Americans are struggling to revive the Fillmore Street Jazz District. During the early 20th century, a happily multi-racial neighborhood supported dozens of prominent jazz clubs, attracting Jellyroll Morton, Duke Ellington, and every other jazz musician worth hearing. Destroyed by redevelopment, by the widening of Geary Street into an auto corridor of near-freeway proportions, and by the eviction of Japantown during WWII, the s African American community is attempting to revive by building tourism around an art form no longer dominant, and in the face of competition for its real estate.

The Evolution of Transportation vis-à-vis Ethnic & Immigrant Communities

The above descriptions apply to the majority of Americans, cutting across classes. As noted, only children or the very poor walk or bicycle. The working poor rely on public transit or shared rides (e.g., the migrant labor from the 1920s Dust Bowl through the braceros of the current day riding to pick crops in jammed pickup trucks or contracted buses).

One must, with historic ethnic communities, respect their prior difficult experiences with the rest of the town or city outside their borders. Examples of the very poor and their transit situation:

- Factories that pay very low wages (or by the piece), notably assembly plants such as garment sewing, must be placed close to their labor sources because even the cost of a bus ride can be too high. In San Francisco, most of the garment factories (many are illegal in terms of wages and working conditions) have been in or within a mile of Chinatown. It is common to see groups of Chinese women walking back to Chinatown after 5 PM even today.
- For generations, Chinese in San Francisco were physically unsafe outside the core eight blocks of Chinatown, and the City fathers generally felt that the Chinese “took care of their own” so they did not bother to extend social services (health clinics) to those residents. Consequently, the Chinese HAD to take care of their own, and developed their own hospital and clinics, etc., before civil rights movements forced the government to budget a fair share of the public monies. As a result, community leaders are very pointed in their dealings with City Hall. Homegrown transit advocates insist on and lobby for bus lines connecting Chinatown with the several other newer Chinese districts.
- Mexican Americans in San Francisco settled in the Mission District and starting during the 1970s, their leaders developed a turf to defend at City Hall. However, political troubles in Central America brought waves of Salvadorians and Nicaraguans who challenged the Mexican Americans for a share of the attention and leadership. More recently, this Latino community has been “invaded” by first yuppies (displacing Latino residents, driving up property prices, and introducing night clubs and riotous revelers), and Chinese immigrants who are priced out of other neighborhoods.
- African Americans, like Mexican Americans, are facing economic competition from others. Their issues, statewide, are to maintain their communities from encroachment, and to improve poor transit connections, public education, and community health services.

Conclusions

1. In the historical and evolutionary senses, the general society has reached a transition point. Personal locomotion has attained a place in the transit picture that it has not had for over a century – except now, it is based on values, not on necessity.
2. While the greater society explores a return to less mechanized modes of transportation, at the individual level there is still great resistance to look backwards at the alternatives.

Thus, only the very poor will rely on walking or bicycling, especially as to the immigrants, these are seen to be activities without any status. Those agitating for walking and biking improvements tend to be Caucasian and as said, base their transportation decisions increasingly on values rather than necessity. For example: they do not want or need a personal auto (e.g., the urban denizen), or are walking/biking for essential health reasons (i.e., to lose weight, improve vascular conditioning).

3. Immigrants, especially from Pacific Rim and South Asian nations, regard walking and bicycling as symbols of the lives they are trying to leave behind. A good number of them are involved in heavy labor occupations for which the health benefits of a six-mile commute by foot or bike are not attractive!

Immigrant Communities

We postulate that HTN advocates must critically examine how two kinds of communities will react or respond to walking and biking plans.

ETHNIC communities will have mixed attitudes depending on a number of factors:

- High-immigrant ethnic communities will be either indifferent or opposed to attempts to improve walking and biking opportunities on their turf — unless the paths are shown to improve their connections to work, recreation, or markets.
- Stable ethnic communities may see advantages to these paths — IF they do NOT interfere with their internal rhythms. For example, designing a tourist-oriented walking path through a Saturday morning market may sound like a great cross-cultural idea, but it could be shunned by residents and businesses. It may be perceived that their already crowded aisles and streets will be jammed with tourists interfering with “their” essential activities.
- Redeveloped ethnic communities are often desperate for tourists — such as in San Francisco Japantown, Los Angeles Chinatown. Walking and biking routes may bring welcome opportunities, such as tourism or inter-community intercourse.

Recommendations for Strategies and Approaches

Ethnic communities and communities of interest are basic facts of life in any California municipality. Each clamors for recognition and share of municipal attention. A new or unusual issue, such as HTN, requires identifying and negotiating with local transit advocates, business leaders and community-based organization (CBO) directors who can grasp the impacts of new transportation ingresses.

As our starting point, we view the situation from the perspective of the HTN advocate, whether this is a municipal leader or a program director. Nowadays, such persons generally have working relationships with an ethnic community in his or her town, district, etc., if not personally, then at the staff level.

Do you or your staffer understand the basic issues and impacts of this HTN project in each ethnic community?

Economic revitalization is a banner worn thin. Any ethnic community is going to be wary of such promises. Better to not raise this flag on an HTN issue unless it is intrinsic to the project.

Do not rely on assumptions. Instead, identify each specific CBO with its specific transit agendas or issues, and trace the relationship between you or your staff and its leader and staff.

How well does your staffer connect with this specific community? A staffer of Salvadorian ancestry may not be effective (beyond speaking Spanish) in a Mexican community, ditto with a Japanese American staffer going into a Vietnamese community. It is often important to rely on a campaign supporter with the proper ties.

Sometimes, matching ethnicity and language are important. Sometimes, they are not. You must know which is the case.

Sometimes a community has guardians at the gate, or watchdogs of a specific issue. You will need to deal with such real (or perceived) leaders up front, realistically, and before anyone else.

You may not get good results, and the gains you achieve may prove shaky or illusory.

Don't forget, all communities have competing factions; this may guarantee that you have entree only into certain sectors, and that special negotiating efforts may be required to bring on the various factions.¹

?What are the potential benefits and potential detriments of the project, both from your perspective AND the viewpoints of the various factions in the community? Furthermore, who might be appropriate, positive members of ad hoc advisory committees?

Be especially cautious if creating commissions to support your project, whether blue ribbon or broad-based or ethnic. In our experience, CBO leaders see such bodies as turf to occupy, attack, or defend. Their name on the letterhead may be a badge of power. Often, they use the seat as a vantage point to try to direct programs and funds to their CBOs in preference to others.

Does the project stand to benefit any community members by offering them a share of the benefits at all stages?

I.e., one cannot just draw pie-in-the-sky projections. Does the project solve any longstanding complaints? Can the community recommend an architect to be a (paid) consultant or designer of the section that goes through their community? Will any consumer research involve hiring a firm or interviewers from their community?

¹ Once, this author wrote a column for a Chinatown newspaper. The leader of a faction competing with this publisher pointedly refused to speak with the author as long as his column was published. This became a problem when that competing leader was named by the mayor as his exclusive gatekeeper to City Hall of the Asian community.

Will the community be effectively informed as to developments? Will their needs be integrated?

Can youth be hired for summer or after-school construction jobs? Can a vacant lot be developed into a pleasant park? Perhaps your project can in cooperation with a CBO provide a recreational area and supervised activities for local youths.

If there are any maintenance or utility structures (bike lockers?), are these being created with community input on (design, location, size, etc.). Will they be unobtrusive or even positive elements to local neighborhoods? Are there public safety issues (e.g., theft and vandalism)?

Guideposts to Ethnic Communities & Communities of Interest

It is impractical to describe every ethnic community in California in the space of a dozen pages. However, some prominent examples are provided.

For most **Chinese** communities in California, the municipal Chinatown was often the first Asian enclave, dating back to about 1852 (San Francisco). It was often seen as an exotic den of sin (prostitution and opium shops) and strangeness (herbal cures, men wearing long pigtailed). It was often a virtual prison, in which the only Chinese who could leave its environs were those in specific service industries (houseboys, laundry houses, restaurants). Thus, over time, “turf” became identified and defended, and although it may seem anachronistic, some leaders may be defensive or wary about “outsiders” plans to include Chinatown in hiking or biking paths.

Japanese communities began to grow up in the 1880s. Most came as farm laborers, but sizeable numbers settled in urban Japantowns (San Francisco, San Jose) or Little Tokyos (Los Angeles). After the imprisonment and redistribution of Japanese Americans during 1942-44, the Nisei (second generation) began a concerted program of “Americanization”: they refused to teach their Sansei (third generation) children the Japanese language or culture and won the reputation of having become the most rapidly “mainstreamed” ethnic group in American history.

Turf issues in Japantown and Little Tokyo tend to be seen as cultural or legacy monuments. Consequently, Japanese American leaders would probably be the most open to inclusion in biking/hiking projects, among the historic ethnic communities.

The **Filipino** community in California has undergone an entire cycle, so that the American-born and immigrants since the 1980s have a different kind of tie to their history. The original “Fil-Ams” were those who immigrated either directly or indirectly, by serving in the American Navy and then settling. Many were farm laborers and fishermen. However, few women immigrated, which meant that by the 1970s, there was an elderly, bachelor colony of retirees living in low-rent SRO (single-room occupancy) hotels. They had few progeny, so most of the present community consists of immigrants during and refugees from the Ferdinand and Imelda Marcos years of the 1980s.

Few know that these populations were once quite large. San Francisco’s Manilatown, for example, extended from the International Hotel on Washington and Kearney and Columbus Streets, all the way to and beyond Market Street. The expansion of the downtown business sector on Montgomery Street eventually destroyed Manilatown.

The new Filipino community, thus, has no ancient ties to any particular real estate. They do consist of prominent communities in San Diego, Daly City, and Fremont, but their attitude is not colored by generations of turf issues.

APPENDIX D. HTN Discovery Survey

The Healthy Transportation Network (HTN) is a new program from the California Department of Services. HTN seeks to enable mayors and council members to implement walking and biking projects, policies and plans in California's communities. Please take a moment to tell us about your experiences so we can help you with your community's projects and plans.

1. Is your community currently...

Revising its general plan now or within the next year? Yes No

Planning or currently constructing any new community facilities like schools or sports facilities?

Yes No

Redeveloping a city neighborhood (downtown, residential neighborhood)

Yes No

2. Has your community recently completed any walking or biking projects or plans?

Yes No

2a. If yes, Please describe your project or plan.

2b. Did you seek outside assistance (consultants, technical advice, funding advice) from anyone for this project, either paid or unpaid?

Yes No

2c. If so, who provided this assistance and what kind of assistance did they provide?

3. In your community, do you think of walking and biking for:

Transportation? Yes No

Recreation? Yes No

4. What is the biggest barrier you anticipate facing or have faced when implementing walking and biking projects or plans?

5. In what way could HTN help you with a walking or biking project or plan?