

County of Los Angeles  
Department of Public Works

Storm Water/Urban Runoff

Public Education Model Program

**2002**

County of Los Angeles  
Department of Public Works

Storm Water/Urban Runoff Public Education Program

**Executive Summary**

**Public Education Plan Overview**

◆ Situation Analysis

Urban Runoff and Its Impact on the County's Resources  
Opportunities for the Public Education Plan  
Our Greatest Challenges  
Maximizing Public Education Budgets  
The Public Education Plan -- In A Nutshell

◆ Overall Goals

◆ Overarching Approach

Benefits of the Overarching Approach -- Los Angeles County  
Benefits of the Overarching Approach -- Co-permittees  
Common Elements of the Overarching Approach  
Campaign Signature

◆ General Public/Residents

Situation Analysis

Overview  
From Awareness to Behavior Change  
Regional Considerations  
What the General Public Knows or Believes  
Issues of Importance to the General Public  
Themes and Messages Targeted to the General Public/Residents

Communications Approach

Activities 1 - 7

◆ Corporate Outreach

Situation Analysis  
Communications Approach  
Activities 1 - 3

◆ School Education

Situation Analysis  
Goals

# EXECUTIVE SUMMARY

## **Purpose of the Public Education Plan**

Under the 1996 NPDES Los Angeles County Municipal Storm Water Permit, the County was required to develop a comprehensive educational storm water and urban runoff outreach program to reach as many County of Los Angeles residents as possible. The County will continue with a public education and outreach program based on the results of research conducted during the final year of the campaign and in compliance with the 2001 NPDES permit. The County will choose an appropriate combination of educational outreach tools and activities to measurably increase the knowledge of the target audiences about the impacts of storm water pollution and potential solutions to reduce the problems caused; to measurably change the behavior of target audiences in implementing appropriate solutions; and to involve and engage socio-economic groups and ethnic communities in the County to participate in mitigating the impacts of storm water pollution.

## **What Can the County and the Co-permittees Accomplish Through the Plan?**

In developing and implementing the second Public Education Plan, the County of Los Angeles and its Co-permittees will meet the requirements outlined in the Permit using methods that are cost-effective and that attempt to change behavior. Through a unified and coordinated effort, the plan can:

- ◆ change the mind-set of a large, diverse population while educating target audiences about solutions to storm water pollution;
- ◆ create synergy by using an overarching campaign approach, “look” and tone, and by unifying multiple pollution prevention efforts;
- ◆ impact more than one audience at a time with a single campaign;
- ◆ build bridges and forge partnerships that integrate city and jurisdictional programs; and,
- ◆ document whether the education outreach effort resulted in behavior change that reduced pollution.

# EXECUTIVE SUMMARY

## Addressing the Greatest Challenges

Research will continue to play an integral role in the development of the Public Education Plan. Through focus groups, quantitative surveys, school program assessment, behavioral change assessment based on meeting numerical targets for behavior change, pilot programs to assess pollutant-specific and community-specific outreach efforts, as well as secondary research, the challenges listed below will be addressed.

- ◆ Allocating limited budget dollars toward the **greatest polluters most likely to change behaviors**
- ◆ Discovering exactly what motivates or influences behavior change in each target audience
- ◆ Addressing the ethnic, cultural, geographical and socio-economic diversity of the County
- ◆ Determining which public education efforts have helped to reduce storm water/urban runoff pollution
- ◆ Finding the most effective, and cost-effective means of educating the public.

## The Public Education Plan -- In A Nutshell

- ◆ Founded on research
- ◆ Meets the requirements of the NPDES Permit
- ◆ Broad-based with an overarching theme
- ◆ Flexible, adaptable, cost-efficient
- ◆ Provides simple, everyday actions that will make a difference
- ◆ Integrated and coordinated
- ◆ Results-oriented

## Overarching Approach

In order to achieve maximum effectiveness, and build on the recognition already gained under the first Plan, the communications program developed for this Public Education Plan will continue to use the overarching Project Pollution Prevention approach developed in 1996. The overarching approach provides a campaign identity, a personalized feel and user-friendly

# EXECUTIVE SUMMARY

information about how to solve the storm water pollution problem. The approach is defined for the Education Plan as a whole and remains consistent throughout the life of the Plan; however, the components within the phases that roll-out over the next four years will be fluid to reflect the evolving message for each targeted audience.

Research supports the value of a “problem/solution”-oriented approach with strong, impactful visuals and an identifying “signature.” The common elements of the overarching approach include: (1) an identified problem caused by storm water pollution; (2) an identified solution(s) to the particular problem; (3) the campaign theme tagline; (4) 1-888-CLEAN-LA hotline number and [www.888CleanLA.com](http://www.888CleanLA.com) website; and (5) **Project Pollution Prevention** identifying signature.

## **Advisory Committee**

The Permit requires the County to coordinate an Advisory Committee (Committee) to provide input and assistance in meeting the goals and objectives of the Public Education Campaign (Campaign). The Committee is comprised of representatives of the environmental community, Permittee cities, Regional Board staff, and experts in the fields of public education and marketing. The County will ensure that the Committee meets at least once a year.

The Advisory Committee provided comments and advice during the process of preparing a Request for Proposals for a storm water public education contractor, and will be consulted during the process of developing the Campaign. Committee members may participate as part of a working group that evaluates contractor proposals and other tasks as appropriate.

## **General Public/Residents**

Past research shows 63% of the County’s population can be reached through an integrated, multi-faceted communications campaign which focuses on a desire to “do the right thing” and provides “how to” information about alternative, anti-polluting behaviors. This population group also will be impacted by credible messages that imply that a change in their behavior will help protect children, and preserve the environment for the future. An additional 9% -- a harder-to-reach, but

# EXECUTIVE SUMMARY

high polluting population -- needs a more highly-focused campaign and is not likely to be motivated by doing the right thing, or preserving the environment. However, they will listen to messages that involve protecting children and the beach or other watersport areas.

Mass media has proven to be a key source of pollution prevention information for the general public. Other communications tools -- media relations, public service announcements (PSAs), instructional materials, corporate and entertainment industry tie-ins, community-based education efforts and events, and the 1(888)CLEAN LA hotline and [www.888CleanLA.com](http://www.888CleanLA.com) web site -- are planned to work in-concert with the advertising to achieve the necessary behavior change.

## **Corporate Outreach**

A Corporate Outreach program to educate and inform managers about storm water regulations will be developed and implemented. The target audiences for this outreach are all gas station and restaurant chain executives in the unincorporated areas of the County. The County may include other target audiences during the Permit. We will make our materials available to Co-permittees upon request.

## **Business Assistance Program**

This is an optional program to provide technical assistance to small businesses regarding BMP implementation to reduce the discharge of pollutants. The target audience for this program is businesses that employ less than 100 employees and lack access to the expertise necessary to understand and comply with storm water regulations. The outreach methods may include:

- ◆On-site technical assistance or consultation by telephone to identify and implement BMPs; and
- ◆Distribution and discussion of applicable BMP and educational materials.

## **School Education**

Given the existence of current and successful school education programs in the County of Los Angeles, an alliance with one or more of these programs is the most effective and cost-efficient method of educating a minimum of 50% of all school children (K-12) every two years on storm water issues. For the 945,000 K-6

# EXECUTIVE SUMMARY

children, the County's school program and youth events will provide the vehicle to teach children about storm water, source reduction and proper disposal of household hazardous waste. For the County's more than 800,000 middle- and high-school children, the County-sponsored Secondary Student Environmental Education Program presented by TreePeople will create a higher understanding of environmental issues and motivate teenagers to take action.

The assessment methods and tools used to evaluate these programs were accepted by the Regional Water Quality Control Board as meeting Permit requirements. Any Co-permittees wishing to take advantage of these programs is encouraged to contact us. Programs can also be adapted to meet individual permittee needs and address watershed-specific pollutants upon request.

## **Measure of Effectiveness**

### General Public

To assess the overall effectiveness of the Public Education Program, the following types of research will be conducted:

- ◆ A comprehensive Countywide survey in the second or third year of the Permit which identifies changes in awareness and waste disposal behavior.
- ◆ Telephone surveys, questionnaires completed by the general public, focus groups, calls to the (888)CLEAN LA hotline web site hits to the [www.888CleanLA.com](http://www.888CleanLA.com) web site, amount of household hazardous waste and used motor oil collected through County sponsored events.
- ◆ Develop pilot programs in small areas to reduce the number of variables influencing results as much as possible.
- ◆ Determine statistically sound and relevant performance measures and benchmarks for evaluating behavioral change.
- ◆ Add numerical targets for behavior change to our existing survey methods based upon the results of the 1997 baseline research regarding polluting behaviors.

### School Education Programs

To determine the effectiveness of our school programs, the following assessment methods will be implemented:

- ◆ Pre- and post-exposure evaluations of student knowledge, comprehension and retention.
- ◆ Pre-use evaluation of curriculum and materials utilized for the County's elementary and secondary school programs.
- ◆ Focus groups to evaluate teachers' opinions about educational materials and students' knowledge of storm water pollution problems and solutions before and after educational efforts are conducted.
- ◆ Evaluation forms completed by elementary school teachers, principals, and administrators.

## **Format of the Public Education Plan**

The Public Education Plan contains two sections:

1. Overview
2. Implementation by Target Audience

Within Section 2, Implementation by Target Audience, the audience subsections detail the situation analysis for each respective audience, goals and overall communications approach, and an idea of the activities to be implemented.

### ◆ S I T U A T I O N   A N A L Y S I S   ◆

## **Urban Runoff and Its Impact on the County's Resources**

On a daily basis, millions of gallons of untreated water flush into regional rivers and the Pacific Ocean. On rainy days, it can jump to six billion gallons. These polluted flows cause public health and safety concerns at the beaches, and leave behind hundreds of tons of solid waste to be cleaned up, costing millions of dollars annually.

Even after a generation of fighting water pollution, studies continue to show the danger of illness to people swimming in waters near urban storm drain outfalls. The urban runoff that drains into the County's storm channels first picks up litter and contaminates from neighborhood streets and sidewalks. Fertilizers, pesticides, automobile soot and oil drippings, pet waste, and deteriorating leaves and plant debris not only make our communities unattractive, but also are swept untreated down the storm drains into our waterways.

In total, the impacts of storm water/urban runoff pollution encompass:

- ◆ losses to the County's \$2 billion a year tourism economy
- ◆ health risks associated with swimming in areas near storm drain outfalls
- ◆ loss of recreational resources
- ◆ dramatic cleanup costs
- ◆ impaired function and vitality of our natural resources
- ◆ losses to Southern California's commercial and sportfishing industry
- ◆ contamination of marine life

## **Opportunities for the Public Education Plan**

In developing and implementing this Public Education Plan, the County of Los Angeles has an important opportunity to meet the basic requirements outlined in the NPDES Permit using methods that are cost-effective and that effectively change behavior. Through a unified and coordinated effort, the plan can:

- ◆ change the mind-set of a large, diverse population and educate target audiences about solutions to storm water pollution;
- ◆ create a broad-based model with a long-term vision for pollution prevention in large geographic areas;
- ◆ create synergy by unifying multiple pollution prevention efforts (such as recycling and household hazardous waste) rather than conducting individual, splinter programs;
- ◆ build bridges and forge partnerships that integrate city and jurisdictional programs, combine educational outreach with technical understanding, and leverage resources; and,
- ◆ document whether the education outreach effort resulted in a behavior change that substantially reduced pollution.

This program will continue to be research-based. It will draw from the experiences and best programs of existing local, state and national programs, as well as create original qualitative and quantitative research to support the development of a comprehensive public education plan. A united effort is the most viable and cost-effective way to achieve success.

Additionally, the County and the Co-permittees are in general agreement about the concept of a campaign overarching approach, "look" and tone that clearly and concisely identifies the program, breaks through the information clutter and, at the same time, allows tailoring by Co-permittees for specific needs.

Additionally, and of equal importance, the overarching approach should not be exclusive to storm water pollution. Rather, multiple pollution prevention efforts -- solid waste recycling and disposal, household hazardous waste and used oil recycling --

should be coordinated within the overarching approach in their respective efforts and messages.

## **Our Greatest Challenges**

Research served as part of the Plan development process, and on-going monitoring will allow for program adjustments throughout the next five years. Overall challenges are:

- ◆ discovering exactly what motivates or influences behavior change in each target audience;
- ◆ deciding the best methods to reach the identified target audiences; Neat Neighbors - affluent, home-owning, family oriented professionals; Fix It Foul-Ups - predominantly male, avid do-it-yourselfers; and Rubbish Rebels - mainly single males in their teens and twenties from large families, car enthusiasts.
- ◆ addressing the vast ethnic, cultural, geographical and socioeconomic diversity of the County; and
- ◆ demonstrating whether the education effort has indeed helped to reduce storm water/urban runoff pollution.

## **Maximizing Public Education Budgets**

The estimated budget for the Los Angeles County Department of Public Works Storm Water/Urban Runoff Public Education Program is \$7.5 million, with the Co-permittees having individual budgets for local education efforts. While \$7.5 million over five years appears to be a large sum of money, there are almost 10 million people within the County to reach with storm water pollution prevention messages. With an audience of this size, the funds available to the overall effort -- even combined with the Co-permittees' funds -- must be allocated carefully and effectively so that each dollar is directed towards changes in behaviors. Therefore, targeted audiences, and the communications programs aimed at each of these audiences, must be prioritized according to their relative impact on pollution and their willingness to try new behaviors that will reduce the greatest amount of pollutants entering the storm drain system.

### The Public Education Plan -- In A Nutshell

- ◆ Founded on research
- ◆ Broad-based with an overarching approach
- ◆ Flexible, adaptable, cost-effective
- ◆ Provides simple, everyday actions that will make a difference
- ◆ Integrated and coordinated
- ◆ Results-oriented

## ◆ OVERALL GOALS ◆

- ◆ Reduce the amount of storm water pollution in the County of Los Angeles.
- ◆ Integrate County, city and jurisdictional programs.
- ◆ Appropriately mix educational outreach with technical understanding, and leverage resources.
- ◆ Improve general understanding of storm water/urban runoff pollution prevention methods.
- ◆ Incorporate storm water activities into other County environmental education programs.

## ◆ OVERARCHING APPROACH ◆

The overarching approach was defined for the 1996 Public Education Plan and remains consistent. However, the components that roll-out over the next five years will be fluid to reflect the evolving messages for each targeted audience. The overarching approach will provide a campaign identity, a personalized feel and applicable “how to” information on solving the storm water pollution problem.

### **Benefits of the Overarching Approach -- Los Angeles County**

- ◆ Builds a distinct and distinguishing identity that is visually impactful
- ◆ Sends clear, concise and applicable message to the target audiences
- ◆ Sets a consistent tone and feel for the entire communications program
- ◆ Provides specific information in a personal manner making it more identifiable to the recipient
- ◆ Creates unity between all pollution prevention programs (e.g., recycling, household hazardous waste, water pollution)
- ◆ Tailorable to and flexible for specific programs, localities, topics and messages

### **Benefits of the Overarching Approach -- Co-permittees**

- ◆ Increases efficiencies in cost and production
- ◆ Enables Co-permittees to tie-in to the County’s program without feeling they are losing their own identity

- ◆ Raises the synergy and broadens the reach and impact of local campaigns through multiple communications contacts on a variety of levels -- community to countywide -- and through a variety of communications tools

### **Common Elements of the Overarching Approach**

- ◆ An identified problem caused by storm water pollution
- ◆ An identified solution(s) to the particular problem
- ◆ Campaign theme tagline
- ◆ An appeal for personal responsibility to do the right thing
- ◆ 1(888)CLEAN LA hotline number and web site (local information can be added for Co-permittee tailoring)
- ◆ Project Pollution Prevention identifying signature (city logo/name can be included for Co-permittee tailoring)

### **Campaign Signature**

The Plan will continue to use the “signature” developed for advertising, collateral materials, media relations and other campaign components to identify a united alliance in preventing pollution in all communities within the County of Los Angeles.

Potential adaptations/usage in advertising and collateral materials include:



County signature:	County of Los Angeles (seal optional) <b>Project Pollution Prevention</b>
Co-permittee signature: (example only)	City of Long Beach (w/logo, optional) <b>Project Pollution Prevention</b>
STOPP signature:	East Los Angeles <b>Project Pollution Prevention</b> <i>“Clean Communities for Economic Growth”</i>

## ◆ GENERAL PUBLIC/RESIDENTS ◆

### Situation Analysis Overview

Cities within the County of Los Angeles and the unincorporated area encompass nearly 10 million people whose socioeconomic levels vary from great wealth to poverty, and who collectively speak more than 90 languages/dialects. It is important that the education program make an impression on as many of these people as possible and that they understand the actions of **each individual person does make a difference.**

Unfortunately, there is no simple solution, no single action, no easy “fix” to prevent storm water pollution. A combination of efforts – education, technology, partnerships with business and industry – will be necessary to meet our goals.

The problem is complex from both an action and result standpoint. Storm water carries nonpoint source pollutants from different and unidentified sources and flow rates can fluctuate from thousands to billions of gallons in a short time. The education program and prevention solutions must take into account the impact of these many sources of pollution.

### **From Awareness to Behavior Change**

The ongoing storm water public education programs in the County of Los Angeles have heightened *awareness* of the problem among media, influential businesses and government leaders, and certain segments of the general public. These programs have laid a foundation to make the transition from basic education to a call-to-action that motivates and allows for behavior changes. As outlined in the first section, one of the greatest challenges to the program will be to measure behavior changes that actually reduce storm water pollution.

### **Regional Considerations**

With many issues within the 4,070-square miles of the County of Los Angeles being regional in nature, the Permit defines six Watershed Management Areas (WMAs) and calls for the cities within these WMAs to work collaboratively to address education and outreach efforts countywide as well as in their watershed. Currently, many cities have widely differing goals and resources and it is a challenge to forge the cooperative partnerships necessary for Co-permittees to work collaboratively beyond their jurisdictions for the benefit of the entire watershed, and the entire County.

The term “watershed management area” is not part of the general public vocabulary and research has indicated that educating the public about simple everyday actions to enable behavior changes is a more efficient use of funds than educating them on WMAs. This is even more true for the County of Los Angeles which must address six different WMAs -- many of which are concrete channels, not bucolic creeks or rivers.

Given the need to change specific behaviors in order to improve water quality, the Principal Permittee shall provide guidance to Co-permittees to develop outreach programs that focus on the watershed-specific pollutants listed in the current Permit in Part 4, Section B1.d. The Principal Permittee will address region-wide pollutants in mass media outreach efforts.

## **What the General Public Knows or Believes**

Based on the Resident Population Final Evaluation conducted in October 2001 for the County by Pelegrin Research Group, the Campaign that ended in 2001 achieved several important milestones including:

- ◆ A significant impact on residents specifically targeted with the campaign messages **Neat Neighbors** found the campaign messages more meaningful, thought-provoking, enlightening and motivating than did other segments.  
**Fix It Foul-Ups** were more likely to remember that the campaign mentioned fertilizers as a harmful pollutant.  
**Fix It Foul-Ups** were also more inclined to change their behavior now than they were five years ago, indicating that the campaign had a significant impact on this group’s beliefs and intentions.
- ◆ The campaign increased general public concern about water pollution.
- ◆ The campaign demonstrated success in educating the public about the connection between pollution of storm water and pollution of the ocean.

## **Issues of Importance to the General Public**

Residents are concerned about the aesthetics associated with storm drains including unsightly garbage, unpleasant smells and the resulting attraction of undesirable pests. Pollutants that offend the senses are universally disliked. Cigarette butts are in this category, not only as a pollutant, but because they are perceived as a sign of uncleanness. Garbage in the gutter is seen as both offensive to the eyes and nose as well as a great threat to the environment.

Toxicity and health are also important issues with residents. However, national research,<sup>1</sup> as well as local focus groups,<sup>2</sup> confirm there is a lack of understanding about how certain substances people consider to be harmless actually hurt the environment. In the research and in the focus groups, people thought of dog droppings as “fertilizer” and not connected to bacteria found in stormwater. Leaves and yard trimmings are “natural” and not understood as causing an imbalance in the supply of oxygen in the water needed by marine plants and animals. Lastly, sediment actually smothers aquatic plants, but the public typically thinks of it in terms of being soil -- a basic component of raising food.<sup>3</sup>

Many residents fear gutters because of health reasons ... “all the diseases down there.” Avoidance of floods was discussed in focus groups as another reason to keep storm drains clean; however, the segmentation study research indicated that only 27% of the general population are very concerned about flooding. And while runoff from sprinklers was considered wasteful, it was not seen as a potential carrier of pollutants. A few residents, however, made the connection between water runoff and dissolved chemicals that can seep from lawn fertilizing and be carried in flowing water to the storm drain.

## **Themes and Messages Targeted to the General Public/Residents**

During previous focus groups, participants were exposed to a series of test themelines and asked to choose the ones they found most compelling. Because general public/residents were less educated about stormwater pollution prevention than the commercial/industry sector participants, they were more attracted to broader themelines (e.g., “You’re the solution. Prevent pollution.”). Abstract themelines (e.g., “Gone, but not for long.” “Can it. Don’t dump it.”) were seen as confusing and meaningless to residents.

The focus groups revealed common threads that can be of assistance in designing the Public Education Program. In addition, segmentation research provided some additional information about what would motivate key targets to change their behavior. These recommendations are summarized:

- ◆ **Give action-oriented, specific messages.** Short, specific “do’s and don’ts” are favored by many because they are unambiguous, implementable and point to tangible practices that can be adopted or changed.

---

<sup>1</sup> *National Geographic*, “Our Polluted Runoff,” February 1996.

<sup>2</sup> *Residents and Industry Stormwater Awareness, Practices and Communications Report*, -- Focus Groups, Los Angeles County Department of Public Works, conducted by Pelegrin Research Group, November 1996.

<sup>3</sup> *Residents and Industry Stormwater Awareness, Practices and Communications Report* -- Focus Groups. Ibid.

- ◆ ***Emphasize personal responsibility and empowerment.*** Messages that indicate that the individual can make a difference are generally motivating and well received. This type of message is uplifting and diminishes the feeling of powerlessness or despair tied to the perception of a rapidly deteriorating environment.
- ◆ ***Build on existing aesthetic concerns for the immediate neighborhood.*** Since the general public is concerned with the offensive effects of urban pollution within their immediate surroundings and neighborhoods, messages that address such concerns have a wide appeal. The well-being of the ocean and beaches, while theoretically important, is not as compelling, especially for those who live away from the coastline.
- ◆ ***Build on concerns for children's future and welfare.*** The need to protect children from dirt and disease within their immediate surroundings is a powerful incentive to maintain storm drains that are clean and free of pollutants.
- ◆ ***Build on existing knowledge or existing positive practices.*** Messages that amplify and connect to existing positive practices are well received. Messages that connect recycling with urban runoff have the potential to build on an existing momentum as well as increasing awareness of specific pollutants. The well-established fear of motor oil can be expanded to other pollutants by establishing a similarity.
- ◆ ***Build on guilt or shock.*** Messages based on guilt or shock are appealing to those who give pollution a low priority or to those who are cynical about the willingness of others to change behaviors.
- ◆ ***Minimize differences by adopting an overarching approach.*** Since there are significant differences in the degree of knowledge and compliance with good practices within the general public audience and between audiences, an overarching message accompanied by different sub-messages can specifically address such differences and be tailored by audiences.
- ◆ ***Make information easily accessible for those who want it.*** Ease and convenience are keys in getting people to change behaviors. Those individuals who express an initial interest in pollution prevention practices should be able to obtain additional information in an easily accessible manner.

## Communications Approach

There is little disagreement that the general public, as a whole, is concerned about the environment and that most people want to “do the right thing.” Research<sup>4</sup> supports this belief and further concludes that “doing the right thing” messages would be well received by some target audiences. The residents in these groups will be motivated by credible messages related to protecting children and would be inclined to act upon basic information about alternative behaviors.

Other general public communications tools -- media relations, public service announcements (PSAs), instructional materials, corporate and entertainment industry tie-ins, community education efforts and events, and the 1(888)CLEAN LA hotline and [www.888CleanLA.com](http://www.888CleanLA.com) web site -- will be planned to work in-concert with the advertising campaign. A single communications tool should not function as a stand-alone component. Working alone, a single component cannot have the impact that a group of well-timed and integrated activities will have on the target audiences. Messages must be heard repeatedly through a variety of tools and applications in order to make an impression and change behavior.

### Snapshot of Activities

1. Advertising
2. Media Relations
3. Public Service Announcements (radio, cable television, print)
4. Instructional Materials Distributed in a Targeted and Activity-Related Manner
5. Corporate/Entertainment Industry Tie-Ins
6. 1(888)CLEAN LA and [www.888CleanLA.com](http://www.888CleanLA.com)
7. Events Targeted to Specific Activities and Population Sub-Groups

---

<sup>4</sup> Los Angeles County Stormwater Segmentation Study, Resident Population. Ibid.

## Activity 1 Advertising

### Description -- Overview

The advertising campaign will be “problem/solution”-oriented and designed to communicate using an overarching approach with strong visuals and “how to” messages throughout all media components. Messages will emphasize each person’s ability to prevent storm drain pollution through simple behavior changes, and potential consequences if behaviors are not changed. All advertising campaigns will include the 1(888)CLEAN LA hotline and [www.888CleanLA.com](http://www.888CleanLA.com) web site, the theme tagline and the signature **Project Pollution Prevention**.

Advertising buys will be planned on an annual basis, and in conjunction with the buy, free media time and space will always be negotiated to maximize reach and dollars spent. Co-permittees can help expand the reach of the campaign by contributing to this annual buy to purchase the most media for the money. They can also play an important role in securing local public service announcements and free media opportunities.

### County Responsibilities -- Activity 1

- ◆ Concept and production of advertising campaign
- ◆ Develop a strategy to educate ethnic communities and businesses through culturally effective methods
- ◆ Adapt advertising to other languages as needed
- ◆ Provide artwork on disk or photostat to Co-permittees for local tailoring and placement; provide hard copy or tape of radio advertising with a spot for local identification; provide video PSAs in VHS or beta format.
- ◆ Create a countywide media plan; initiate countywide media buy and negotiate PSA placements
- ◆ Provide counsel and information to Co-permittees for localizing and placing advertising messages within individual cities for pollutant-specific outreach campaigns
- ◆ Enhance the existing outreach efforts to residents and businesses related to the proper disposal of cigarette butts

- ◆ Organize public outreach strategy meetings for Co-permittees on a quarterly basis.
- ◆ Provide guidance to Co-permittees to augment the countywide outreach and education program.

Co-permittee Responsibilities -- Activity 1

- ◆ Write endorsement/encouragement letters to local radio stations and newspapers supporting and encouraging them to extend or increase usage of PSAs
- ◆ Coordinate regional and local outreach education to reduce duplication of efforts.
- ◆ Follow the media guidelines above to take advantage of the research already conducted with County residents.

<b>Activity 2      Media Relations</b>
--

Description

A successful education and outreach program will require the support of print and electronic media to report on the activities of the program and communicate “how to” messages to residents. Components of a comprehensive media relations program that will ensure the media receives accurate, timely information include:

- ◆ media kit
- ◆ media releases and advisories
- ◆ fact sheets, issue papers, update reports, feature articles, case studies
- ◆ editorial board meetings and press briefings
- ◆ community/public affairs talk shows
- ◆ on-line reporting

Many of the collateral materials developed for the General Public/Residents, School Programs, and Corporate Outreach will be included in media information kits along with specific, localized information from the Co-permittees.

Reporters will be approached with relevant stories timed to coincide with the advertising campaign, seasonal activities and other events planned within the Public Education Campaign. For example, media releases and advisories update the media on new information, specific program elements, upcoming meetings and activities, and are normally followed by a telephone call to pitch the story. Issue papers will be used to highlight and analyze a specific aspect or topic, provide an expert opinion, and/or propose solutional measures. Update reports are results, successes and/or failures of certain programs, pollution monitoring, regulatory measures enacted; in essence, the “State of Storm Water.”

### **Description -- “Guide to Local Media Relations”**

Each Co-permittee will receive an updated “Guide to Local Media Relations” that provides the following “how to” information for working with media in their individual communities:

- ◆ tips for working with local print and electronic media
- ◆ tips for communicating/pitching stories and the types of stories/opportunities to be on the lookout for
- ◆ format and examples of media releases, advisories, fact sheets
- ◆ distribution practices/policies
- ◆ protocol for media interviews
- ◆ how to place public service announcements

### **County Responsibilities -- Activity 2**

- ◆ Create and produce overarching media kit cover and enclosure information. Media kit cover available for Co-permittee purchase through “group printing” system
- ◆ Update a countywide media contact/outlet database
- ◆ Update media lists, information, case studies; main source of countywide media information
- ◆ Develop and implement annual countywide media relations plan
- ◆ Distribute “Guide to Local Media Relations”
- ◆ Produce appropriate artwork photostats

### **Co-permittee Responsibilities -- Activity 2**

- ◆ Provide local media contacts/outlets for database
- ◆ Use the “Guide to Local Media Relations” to implement local media relations

<b>Activity 3 Public Service Announcements</b>
--

## **Description**

A Public Service Announcement (PSA) is defined by its message, not whether it is free or paid. In reality, a PSA can be either a paid spot or a free spot, and its definition reflects the fact that the message is not based on a product sale, but is a service or information provided in the public interest.

While the ultimate goal of a PSA is to have it placed pro bono (free), it is sometimes necessary to pay for the spot, possibly at a reduced rate, to ensure a strong air time or specific newspaper section targeted to the primary audiences. Advertising media negotiated for PSAs will be based on the results of the research and supported by budgetary parameters.

### **County Responsibilities -- Activity 3**

- ◆ Development and production of PSAs
- ◆ Distribute PSA templates, copy, tape to Co-permittees for local placement
- ◆ Negotiate countywide PSA time and placement
- ◆ Track and evaluate PSA placement

### **Co-permittee Responsibilities -- Activity 3**

- ◆ Play broadcast PSA on city news outlets or cable station and place print PSA in city newsletter
- ◆ Provide information about PSA placements or local ads to County for reporting to the Regional Board

### *Optional*

- ◆ Negotiate PSA time and space in the local market

<p><b>Activity 4</b>      <b>“How To” Instructional Materials Distributed in a Targeted and Activity- Related Manner</b></p>
--

## **Description**

In the focus groups, general information brochures were rated very low by the general public, mainly due to the time it takes to read them. However, in keeping with the “problem/solution” communications approach, “how to” instructional materials can prove valuable if the information is simple -- stating the problem and a personal, easy solution -- and is distributed in a manner that makes the material meaningful and increases the probability that the recipient will actually read the piece.

“How to” instructional materials should be produced to correspond with the advertising campaign and seasonal activities. For example, during the Spring and Summer, lawncare tip cards can be distributed through nursery/garden stores, garden and horticultural clubs, botanical gardens, lawncare services and homeowners associations.

The basis of the information for the tip cards should be the BMP fact sheets and the many excellent brochures that already exist, having been prepared by the County program or by individual Co-permittees. Technical information and other educational materials will be adapted for general public understanding and relevance.

### **County Responsibilities --Activity 4**

- ◆ Determine “how to” materials to be developed and develop format of each
- ◆ Write copy for materials and obtain technical and information approvals
- ◆ Design and produce materials. Ensure availability of materials to Co-permittees through “group printing” system
- ◆ Develop and implement countywide distribution plan

### **Co-permittee Responsibilities -- Activity 4**

- ◆ Obtain materials through the “group printing” system and distribute through local channels
- ◆ Provide input on “how to” materials needed, preferred formats, or distribution methods.
- ◆ Provide data about materials distributed to County for reporting to the Regional Board

## **Activity 5 Corporate, Community Association, Environmental Organization and Entertainment Industry Tie-ins**

### **Description**

Partnerships with corporations and businesses, environmental organizations and the entertainment industry are essential to reach audiences on a variety of levels. In many cases, messages tied-in to these types of organizations have more credibility and therefore more potential to be effective. Relationships and partnerships with corporations, environmental organizations and the entertainment industry can expand the message distribution avenues and activities, and supplement program budgets through the following:

- ◆ Personal and business endorsements
- ◆ Cooperative traditional and non-traditional advertising in the consumer marketplace
- ◆ Information distribution through POP displays, product neck-hangers, mailings, tip cards
- ◆ Sponsorship of community events and special activities
- ◆ Celebrity spokespersons to media and at events
- ◆ Special messages on established product packages (e.g., Northern California Coca-Cola and Sprite cans carrying a storm water awareness message and a 1-800 information number, Spring/Summer 1997)

### **County Responsibilities -- Activity 5**

- ◆ Identify countywide corporations, environmental and entertainment industry organizations. Develop and maintain database
- ◆ Solicit and implement countywide partnerships
- ◆ Provide materials (i.e., advertising, POP display materials, tips cards) as needed for mailings, information counters, ad placement, etc.
- ◆ Develop specific materials co-sponsored with corporations and organizations

### **Co-permittee Responsibilities -- Activity 5**

- ◆ Identify and pursue any appropriate local partnerships with corporations, and community and environmental organizations to assist in distribution of stormwater education materials. Templates for local tailoring or materials for purchase are available through the County's "group printing" system.
- ◆ Utilize the "Guide to Local Partnerships"

- ◆ Support the countywide efforts with a local “thank you” to stores/partners in the local community. Have a telephone conversation with and send a letter to the participating store manager/partner.

## Activity 6

1(888)CLEAN LA and [www.888CleanLA.com](http://www.888CleanLA.com)

### Description

The County of Los Angeles currently advertises and operates 1(888)CLEAN LA and 888CleanLA.com to disseminate information about programs throughout the County. Although some of the Co-permittees have their own hotline numbers, the 888Clean LA resources will continue to list programs available to all residents. Providing one number to call instead of a different one for each jurisdiction is what makes it possible to do mass media advertising and include a number as a call to action. The County’s 24-hour hotline number allows callers to find out about household hazardous waste roundups and used oil recycling, as well as serving as the general public reporting contact for reporting clogged catch basins and dumping and illicit discharge violations as required by the Permit. The County has placed this phone number in all appropriate telephone directories.

The County infrastructure capability and capacity of the 1(888)CLEAN LA phone number makes it able to handle thousands of calls per day. Coordination between the County and the Co-permittees with individual hotline numbers is important for dissemination of consistent information and call handling. Many cities uses the 888 number and [www.888CleanLA.com](http://www.888CleanLA.com) web site to provide information for their residents.

### County Responsibilities -- Activity 6

- ◆ Operate effectively and continue to expand the information provided by the 1(888)CLEAN LA hotline and [www.888CleanLA.com](http://www.888CleanLA.com) web site
- ◆ Promote 1(888)CLEAN LA through as many vehicles as possible
- ◆ Provide a list of reporting contacts from all Co-permittees to the general public through the [www.888CleanLA.com](http://www.888CleanLA.com) web site.

### Co-permittee Responsibilities -- Activity 6

- ◆ If a Co-permittee hotline already is in operation, it should be reviewed and updated once annually to ensure that it is easy for the public to use and contains accurate information
- ◆ Provide contact information for staff responsible for storm water public education activities to the County and notify the County of changes to contact information no later than 30 days after a change occurs.
- ◆ Provide hotline and website data to County for reporting to the Regional Board
- ◆ Coordinate the listing of the County’s hotline number or city hotline number in public information, and the government pages of any local telephone books as they are developed or published.

**Activity 7 Events Targeted to Specific Activities and Population Sub-Groups**

**Description**

Events can serve as focal points for the diverse communities within the County of Los Angeles and they bring added dimension to the Public Education Plan when incorporated with other communications components. Events provide an opportunity for people with similar interests and a positive inclination to do the right thing to gather and gain “how to” information about preventing storm water/urban runoff pollution.

Samples of potential events include:

Event	Pre-Qualified Population
◆ Already-scheduled County and local household hazardous waste round-ups	Attending residents are already doing the right thing by recycling HHW, and most are likely to take another step in pollution prevention if handed simple “how to” information as they drive through the round-up.
◆ Cleanup/beautification campaigns (i.e. Coastal Cleanup, neighborhood cleanups, tree-planting)	Residents are already demonstrating their willingness to do the right thing by volunteering to make a community beautiful. If given information in conjunction with this type of event about

- ◆ Community fairs and festivals
 

simple things to do at home or work, these people are most likely to take another step in pollution prevention.

Fairs and festivals targeted to neighborhoods where specific issues have been identified and can be addressed.
- ◆ Large events (e.g., Earth Day Celebrations, LA Times Festival of Books, LA County Fair)
 

These events normally attract people who either are already participating in some form of pollution prevention/recycling activities or belong to one of the two primary target audiences.
- ◆ Ethnic Events (i.e., Cinco de Mayo, Fiesta Broadway)
 

Latino events are a potential means of reaching the Neat Neighbors, Fix It Foul-Ups and particularly the Rubbish Rebels, who are an important audience due to the amount of pollution they create but need a customized message and theme.

### **County Responsibilities -- Activity 7**

- ◆ Determine the most cost-effective countywide events to participate in
- ◆ Distribute potential event information to Co-permittees on a regular basis
- ◆ Collaborate with Co-Permittees on countywide event participation whenever possible
- ◆ Distribute Co-Permittee materials at events attended whenever possible

### **Co-permittee Responsibilities -- Activity 7**

- ◆ Provide local event data to county for reporting to the Regional Board
- ◆ Participate in countywide events
- ◆ Target local events and participate on a city-level

## ◆ CORPORATE OUTREACH ◆

### **Situation Analysis Overview**

For the corporate and business communities many of the salient points of the general public apply. The corporate community *as a whole* needs more information and better knowledge of good, anti-polluting business practices. Best Management Practice (BMP) materials and training

materials provide basic education and specific industry-related information and “how to” activities that are meaningful and motivate corporate management to implement BMPs.

### **Target Audiences**

The target audiences for this outreach are all gas stations and restaurant chain executives within the County. Additional target audiences may be added.

### **Compliance Can Be As Easy As “Good Housekeeping”**

In many instances, implementing BMPs is a simple matter of good housekeeping. However, the degree of thoroughness and completion is impacted by time, convenience and equipment. Also impacting BMP compliance is training the appropriate personnel -- management as opposed to the workers who are most responsible for basic housekeeping jobs such as cleaning, disposal of waste, tidying areas and putting things in proper places. The high rate of turnover in many industries and the consequent need for ongoing training can be a burden to businesses.

### **Community Reputation**

A company’s or business’s desire to continue to enhance its good reputation within the community can provide a strong motivator in complying with BMPs -- particularly if the company can tap into a customer base that shows a preference for doing business with an environmentally friendly enterprise. In order to take advantage of this motivator, appropriate publicity for compliant businesses should be part of the plan.

### **Threats to Compliance**

While some BMPs are as easy as good housekeeping, others can be more difficult to implement. There can be increased costs of doing business with some BMP implementation, especially when a business lacks the specialized equipment or the facility set-up, and can’t afford the cost of obtaining this equipment. Costs of compliance would be passed on to the customer in higher charges. These can decrease a business’ competitiveness. The challenge is compounded when established businesses that have always done business a certain way are expected to implement changes that cost money.

### **Reasons for Adherence to BMPs**

According to focus group findings, individuals in the business sectors follow waste disposal rules for a variety of reasons:

- ◆ personal safety
- ◆ fear of fines and penalties
- ◆ fear of exposure to carcinogenic materials
- ◆ customer expectations

◆ C O R P O R A T E O U T R E A C H ◆

**Communications Approach**

The corporate outreach component of the Public Education Plan is intended to be practical, efficient, and good for businesses as well as the environment in the County of Los Angeles. The activities described in this section will meet the requirements of the NPDES Permit and work within the parameters of the Model Programs.

The communications activities for corporate audiences also will take into account that many County of Los Angeles gas stations and restaurants are trying to do the right thing, but have achieved limited success because of the lack of funds and/or a misunderstanding of their own potential to pollute. Education activities implemented in the General Public/Residents Audience will have a spillover effect on the individuals working in the targeted industries.

**Snapshot of Activities**

1. Develop collateral materials and implementation plan for corporate managers
2. Other Educational Printed Materials (Posters, Signage)
3. Advanced Technology and Telecommunications

Note: The County will continue to develop and offer to Co-permittees modular BMP “how to” materials and specific BMP fact sheets-by-industry for purchase at a nominal fee to cover printing costs.

<b>Activity 1</b>	<b>Implementation Plan for Corporate Managers</b>
-------------------	---

**Description**

The County will develop an implementation plan for outreach to corporate managers that will include information, collateral materials and BMPs for gas stations and restaurants.

### **Distribution -- Activity 1**

- ◆ Through meetings and workshops scheduled with corporate managers
- ◆ 1(888)CLEAN LA and [www.888CleanLA.com](http://www.888CleanLA.com)

### **County Responsibilities -- Activity 1**

- ◆ Communicate and inform corporate management of the importance of complying with storm water regulations
- ◆ Distribute and discuss educational materials regarding storm water pollution and BMPs
- ◆ Provide managers with recommendations to motivate employees to comply with storm water regulations.

## **Activity 2 Other Educational Printed Materials**

### **Description**

The purpose of posters, flyers, signage and other similar printed materials is to relay relevant information about storm water/urban runoff BMPs in a graphic format that is space-effective and can be understood at a glance. These materials are typically displayed in high-traffic areas of businesses, so information can be viewed by employees repetitively, reinforcing the messages.

Factors to consider when selecting or developing BMP posters, flyers and signage are:

- ◆ Illustrations that are striking and show BMPs so well that only a short caption or written explanation is required
- ◆ Information that is fundamental, rather than in-depth or detailed
- ◆ Information that is reflective and supportive of the BMPs developed by the Model Programs
- ◆ Size of the material should take into account the potential of limited available space
- ◆ Production of the materials should take into account interior or exterior (weather-proof) posting and should be easily movable if the job is progressive
- ◆ Languages -- the most frequently used languages are English, Spanish and Chinese

### **Distribution -- Activity 2**

- ◆ Gas Station and Restaurant Corporate Offices
- ◆ 1(888)CLEAN LA and [www.888CleanLA.com](http://www.888CleanLA.com)

### **County Responsibilities -- Activity 2**

- ◆ Make existing posters (food and restaurant industry, auto repair, gas station) available to corporate managers
- ◆ Develop additional posters for the target audiences
- ◆ Provide appropriate language translation/interpretation as needed

**Activity 3      Advanced Technology and Telecommunications**

**Description -- 1(888)CLEAN LA and www.888CleanLA.com**

The County of Los Angeles currently advertises and operates 1(888)CLEAN LA and the www.888CleanLA.com web site. The County’s 24-hour hotline number allows callers to find out about household hazardous waste roundups and used oil recycling as well as to report clogged catch basin inlets, and dumping and illicit discharge violations. The web site offers this information online as well as additional information that cannot be accommodated by a telephone system.

The County infrastructure capability and capacity of the 1(888)CLEAN LA phone number makes it able to handle thousands of calls per day.

Coordination between the County and the Co-permittees with individual hotline numbers is important for dissemination of cohesive information and call handling.

**County Responsibilities -- Activity 3**

- ◆ Include these resource web sites in the County News Bureau
- ◆ Operate effectively and continue to expand the information provided by the 1(888)CLEAN LA hotline number and www.888CleanLA.com web site
- ◆ Promote 1(888)CLEAN LA and www.888CleanLA.com through as many vehicles as possible (media relations, flyers, posters, advertising, etc.)

**◆School Education ◆**

**Situation Analysis Overview**

While there is little existing statistical information on children and their polluting and pollution prevention behaviors, it is generally accepted that children are commonly the trend setters or “influencers,” the people who break ground for the widespread changes of the future. For example, children have been the critical players in the education/action process for the

recycling movement. Recycling activities that are conducted in the classroom and schoolwide, either curriculum projects or as fund-raisers, almost always translate into direct or indirect parental involvement. Either the parent has to collect glass, aluminum or plastic for their children to take to school, or they are reminded by their children during the course of normal family life to recycle that glass, aluminum or plastic bottle.

While children have been very successful home messengers for recycling; in reality, they don't naturally segment environmental issues into individual topics like recycling, used oil or water pollution. Teachers and other adults tend to do that and present them as specific topics -- sometimes in a related context and sometimes as separate subjects presented throughout the year. Pollution prevention should be taught to children as a single overarching topic and reinforced as such throughout the year.

### Curriculum Challenges

The challenge faced by Los Angeles County and its Co-permittees -- the same challenge found with the General Public audience -- is to rise above the clutter and become known for materials that are teacher-useful and student-helpful. This means the materials must be:

- ◆ linked to State Standards for education;
- ◆ fun and enjoyable;
- ◆ flexible with supportive resources;
- ◆ appropriate for specific grade levels;
- ◆ doable within potentially limited classroom budgets, resources, and time;
- ◆ expandable beyond the curriculum and the classroom; and,
- ◆ contain practical and usable information that can be interwoven into science, math, art and other curriculum subjects for greater reach and re-enforcement.

The effectiveness of the school education program will be reinforced by the materials, activities, the "messenger," and its ability to carry beyond the classroom. This is particularly true when activities can be developed that require family involvement and that tie back into and support programs within the General Public/Residents. There is a vast amount of high-quality curriculum existing. Every effort should be made to use what has been developed by professional educators rather than creating new amateur curriculum.

### Youthful Motivation

Information from teachers indicates that children in the K-3 grades have the most natural curiosity and are the most motivated and enthusiastic to carry messages home,

and to share activities with their parents or guardians. As children get older -- 4th through 7th grades -- they more often share ideas and activities with their peers than with their parents, and curriculum activities should reflect this inclination. Activities have been designed for teams or groups of youth so they are part not only of the implementation process, but also in decision making and have some form of control over the final result. These children also can become team peer teachers, presenting their projects and accomplishments to the children in the lower grades. High school students require a different focus. While most are more concerned about themselves and their future, this self-interest can be translated into environmental "lessons" through service learning projects.

### **The Los Angeles County School System**

The 1,650 public schools, 1,320 private schools and 2 percent home-taught student population in Los Angeles County make the diversity of this population as daunting as the general population. Added to this challenge are the restrictive budgetary parameters that prevent schools from doing many of the basic educational activities they would like to do. This situation is complicated by the bureaucratic approval process to implement new programs even when funding is supplied.

### ◆ SCHOOL EDUCATION -- GOALS ◆

- ◆ Introduce and initiate an anti-pollution ethic at an early age that will carry through to adulthood and to future generations.
- ◆ Develop (or integrate) this ethic into an umbrella pollution program that can be implemented with various grades of school children.
- ◆ Provide information to school districts about environmental/stormwater education resources.

### **Communications Approach**

Given the existence of current and successful school education programs in the County of Los Angeles, an alliance with one or more of these programs is the most efficient and cost-effective method of communicating with school children.

More than 945,000 elementary school children are enrolled in County of Los Angeles schools. For these K-6 children, the County's school program and coordinating youth events will provide the vehicles to teach pollution prevention activities. For the County's more than 800,000 middle- and high school children, the Secondary Student Environmental Education

Program (SSEEP) will create a higher understanding of environmental issues and motivate teenagers to take action.

Both of these programs encompass a variety of environmental subjects, including storm water pollution. The subject content is in keeping with the findings of the focus group research and segmentation study which concluded that the education emphasis should be on providing practical, “how to” information rather than an analysis of the storm drain system.

#### County Responsibilities -- School Education

- ◆ Examine all existing, comprehensive school programs and develop an alliance with the programs best suited to meet the Public Education Plan and NPDES goals and objectives:
  - integrate multiple environmental messages (e.g., recycling, water pollution, solid waste)
  - expand beyond the curriculum and classroom
  - utilize program activities/format that already has been approved by the schools and teachers
  - take into account potentially limited classroom budgets, resources and time
  - provide schools within each School District in the County with storm water pollution prevention educational materials to educate a minimum of 50% of all school children (K-12) per Permit requirements
  - utilize Regional-Board approved methods to measure the effectiveness of in-school education programs

#### **Co-permittee Responsibilities -- School Education**

- ◆ Encourage local school districts/systems to take advantage of selected Countywide programs
- ◆ If jurisdictions implement their own school program, inform the County to prevent the duplication of efforts and wasted resources.
- ◆ Provide information to the County about other school programs offered for reporting to the Regional Board. Programs provided by jurisdictions should meet Permit requirements.

#### *Note:*

Co-permittees will not be responsible for distribution of materials to public or private schools within their respective jurisdictions unless they choose to do so.