

8.0 Encouraging People to Walk

Public awareness and education programs are important complements to the proposed pedestrian improvements in this Plan. In addition to programs merely promoting walking, an educational effort should be made to cover pedestrian and motorist laws. For example, many people do not understand that motorists must yield to pedestrians crossing at intersections, regardless of whether there is a marked crosswalk in place or not. Others may be confused as to when crossing a street mid-block constitutes jaywalking. The recommended projects in this Plan promise to be most effective when accompanied by a robust campaign of enforcement of the existing laws that protect pedestrians.

8.1. Pedestrian Awareness Programs

A public awareness campaign that promotes walking as a means of transportation and emphasizes safe behavior will contribute to helping people make healthier lifestyle choices. Carlsbad's population covers a wide spectrum that can benefit from walking, including an active senior community, students, families, and employees. In a time of escalating rates of obesity and diabetes, encouraging people to walk can provide the invitation necessary to start a lifestyle change.

8.1.1. Trail Blast Fitness Program

The City of Carlsbad Recreation Department organizes annual Spring and Fall Trail Blast events to encourage use of the Citywide Trails System for walking, hiking and running. Trail Blasts are a series of trail walks/hikes led by a professional fitness instructor and held on four consecutive Saturdays during the Spring and Fall. The program's emphasis is promoting physical fitness but Trail Blasts have also been combined with civic activities such as a clean-up day on National Public Lands Day. It is recommended that the City continue its Trail Blast Fitness Program and consider expanding it to serve as a broad pedestrian awareness/encouragement program. Similar to the National Public Lands celebration, the final day of a Trail Blast series could incorporate information, promotional materials and other media related to the benefits of walking and pedestrian opportunities. Bumper stickers, posters, window signs, and brochures could include the following information:

- Easy ways to incorporate walking into daily activity
- Rules of the road for motorists and pedestrians
- Health benefits of walking
- Website/telephone number for more information

Existing educational materials are available through national and state agencies, or the City could develop materials for distribution that specifically promote the Trail Blast program and walking in Carlsbad. If materials are generated, sponsors could be secured to offset the cost of design and printing to the City. Sponsors' logos can be added at the bottom of the materials. Brochures, maps, and bumper stickers could be distributed in and around Carlsbad at civic buildings, libraries, schools, local businesses and merchants associations, and community groups. The City could also develop a "Trail Blast and Walking in Carlsbad" webpage linked to the Parks and Recreation webpages that includes downloadable files and provides information on current walking events and activities in Carlsbad.

City of Carlsbad staff or a consultant can produce and arrange the distribution of printed materials and identify sponsors and funding sources to offset the costs associated with the printed material.

8.1.2. Walk to School

During the first week in October, schools around the world celebrate International Walk to School Week. The purpose of the week-long event is to educate children and their families about the social and physical benefits of walking, to teach children safe walking behaviors and to advocate for walkable communities. The National Center for Safe Routes to School promotes this event and maintains an International Walk to School in the USA website which contains promotional material and media resources. California Walk to School also assists schools throughout California with organizing Walk to School events. In Carlsbad, Calavera Hills Elementary School held a successful Walk to School event in October of 2007. It is recommended that the City promote Walk to School by coordinating with Carlsbad Unified School District to make internet resources and printed information about Walk to School available to schools, associations, parents and teachers. The City could also distribute information to the public during events such as the Trail Blasts. Walk to School promotion could serve as a facet of a citywide pedestrian safety education campaign.

8.1.3. Public Service Announcements

A cost-effective way for the City of Carlsbad to promote walking as an effective and enjoyable way to travel is to use existing television public service announcements (PSAs) made available through the National Highway Traffic Safety Administration (NHTSA), Safe Kids Coalition, and the California Office of Traffic Safety (OTS). These agencies provide existing award-winning television public service announcements on the following topics:

- Pedestrian education for seniors
- Pedestrian education for the general public
- Pedestrian education for children and their families
- Driver education on pedestrians
- Drivers running red lights

In addition to running the PSAs on local television, the City of Carlsbad could provide local movie theatres with the public service announcements to be included as trailers on-screen.

Finally, to further utilize television and radio media to promote walking, the City could solicit the interest of local television and radio public service directors to interview a Carlsbad spokesperson to discuss the importance of walking as an alternative mode of transportation in Carlsbad. The production, arrangement, and distribution of public service announcements can be done by either City of Carlsbad staff or consultants. In addition, costs associated with production and promotional activities can be offset by sponsors and other funding sources. All activities can be conducted under the supervision of Carlsbad staff.

8.1.4. Walking Maps and Guides

One of the most effective ways of encouraging people to walk is through the use of maps and guides to show that the walking infrastructure exists, to demonstrate how easy it is to access different parts of the city on foot, and to highlight unique areas or routes. Excellent trail maps are already available including an overview map of the entire Citywide Trails System as well as digital aerial maps of trails within the citywide system. The City should consider developing similar maps that highlight pedestrian facilities intermixed with streets and roadways. An effective map could display the entire City of Carlsbad and include information on popular walking destinations including schools, parks, civic buildings, libraries, key grocery stores and markets and restaurants. Pedestrian-friendly amenities and routes could be indicated and street grades could be color-coded so that pedestrians know how steep the streets are.

8.1.5. Other Promotions

A variety of other promotions or programs could be implemented to promote walking as an effective, fun and economical way to travel in Carlsbad.

Commuter of the Month – Implement a contest for residents and employers to nominate a person who walks and/or uses transit to get around Carlsbad. Entry forms available at employer sites, retail sites, churches, and recreation and community centers could promote the contest. Monthly winners could receive prizes that may include gift certificates to dinner, retail stores, and merchandise.

Murals – Murals have successfully been used to promote ideals and inform the community of important issues. The mural program could solicit help from local volunteers, artists, children, seniors, and other community members. Costs for the production of the murals could be generated by grants through public art foundations or as part of a City of Carlsbad Cultural Arts project.

Walk Exhibit – Carlsbad could produce a traveling mobile exhibit promoting walking and bicycling. The exhibit could feature the following elements:

- Photo displays of new facilities
- Photos of residents and employees walking
- Walking maps and guides

This exhibit could be featured at all community events including the EGGstravaganza Spring Festival, Carlsbad Loves Kids Day, Pumpkin Plunge, Fall Festival, Trail Blasts, and other events. The exhibit could be built to allow assembly and attendance to be done by one person.

Event Producers' Obligation – Carlsbad could require all community events to promote walking (and bicycling) in all event literature, advertisements, and other collateral materials as a mode of transportation to their event. The City could include this requirement as part of the permit process for events.

Monthly Events – *First Wednesday Walks*. The first Wednesday of every month could be designated as Everybody Walks day. This type of promotion has been effective in communities throughout California, such as the City of Berkeley. *Sidewalk Strolls* - Organized walks could be implemented for seniors at local centers. The goal of these events could be to generate interest in recreational walking for health reasons with the ultimate goal of promoting walking as a form of transportation. The production, coordination, and implementation of all promotional activities can be done by either City of Carlsbad staff or local volunteers. In addition, costs associated with the promotional activities can be offset by sponsors and other funding sources.

8.2. Pedestrian Education Programs

Education can make pedestrians and motorists more aware of potentially hazardous environments and teach them the skills needed to make walking a more effective and enjoyable way to travel. A number of broad-based educational subjects address particular issues, with individual programs that can be tailored around a specific theme or themes.

8.2.1. Safety Education Campaign

A variety of safety education campaigns could be undertaken by the City in order to educate motorists on the rights of pedestrians, and to educate pedestrians on safe behavior. The campaign could include messages related to speeding, yielding to pedestrians in crosswalks, stopping at stop signs, red light running, or jaywalking. Particular emphasis should be given to the safety of children, seniors and people with disabilities.

Sample messages might include:

- “Save A Life – Your Own. Don’t Jaywalk.”
- “STOP! It could be someone you love in the crosswalk.”
- “Use the other pedal and slow down.”
- “Slow Down! It could be someone you love.”
- “Want to meet cops? Don’t stop for pedestrians in the crosswalk.”

Elements of a successful pedestrian education program would include:

Media Coverage and Events – including statements of support from city officials, support of the Carlsbad Police Department, and development of a press kit outlining the program to get media coverage.

Print Campaign – incorporating the promotional themes in maps, posters, bumper stickers, guides, and television public service announcements.

Street Banners – that display a safety message such as “SLOW DOWN.” Rotating the banner to different neighborhoods on a regular basis can keep the message fresh and reach new audiences.

8.2.2. Enforcement Education

City staff should cooperate with the Carlsbad Police Department on ways to educate motorists during enforcement of pedestrian violations. This could include distributing materials on pedestrian rights and the benefits of walking to motorists. Bicycle patrol officers are in a particularly good

position to educate pedestrians on safe and proper behavior as part of their routine activities. City staff and the Police Department should coordinate on ongoing programs to encourage pedestrian activity.

8.2.3. Senior Citizen and Disabled Pedestrian Education

This program could include instructors and guest speakers to provide information specific to the needs of the seniors and disabled. Presentations would be conducted by an instructor, either City of Carlsbad staff or a consultant, at community centers, churches, clubs, senior citizen centers, physician offices, and hospitals. The presentation could address the sensitive issues of physical limitations of many seniors and the crucial need for them to reach their destinations (e.g. medical appointments, food shopping, etc.). In addition, presentations can include guest speakers including officials from Carlsbad, transit providers, retailers, physicians, and officers from the Police Department. City of Carlsbad staff or a consultant can coordinate the participation of guest speakers and identify sponsors and funding sources to offset the costs associated with the presentations.

8.2.4. Teen & Adult Pedestrian Education Video

The program could produce a video and encourage teens and adults to walk for commuting, improved health, and fun. The City could coordinate with the Carlsbad Unified School District and San Dieguito Union High School District to have the video be produced by video production classes at Carlsbad Village Academy, Carlsbad High School and La Costa Canyon High School. The video could be made available to employers, recreational centers, libraries, community groups and Neighborhood Watch organizations. In addition, the video could be made accessible to the general public via the City's website. Existing technology could allow the production of this interactive video to be cost effective and a valuable source of on-going education.

8.3. Safe Routes to School Program

Safe Routes to School (SR2S) refers to a variety of multi-disciplinary programs aimed at promoting walking and bicycling to school, and improving traffic safety around school areas through education, incentives, increased law enforcement, and engineering measures. Safe Routes to School programs typically involve partnerships among municipalities, school districts, community and parent volunteers, and law enforcement agencies. SR2S efforts in Carlsbad can serve as an important

component of the Pedestrian Master Plan, as they help facilitate the implementation and funding for specific improvements that will help meet the Plan goals of making walking an integral mode of transportation in Carlsbad. Comprehensive Safe Routes to Schools programs are developed using a four complementary strategies, referred to as the “Four Es”:

Engineering – Design, implementation and maintenance of signing, striping, and infrastructure improvements designed to improve the safety of pedestrians, bicyclists, and motorists along school commute routes.

Enforcement – Strategies to deter the unsafe behavior of drivers, bicyclists and pedestrians and encourage all road users to obey traffic laws and share the road.

Encouragement – Special events, clubs, contests and ongoing activities that encourage more walking, bicycling, or carpooling through fun and incentives.

Education – Educational programs that teach students bicycle, pedestrian and traffic safety skills, and teach drivers how to share the road safely.

A fifth “E”, Evaluation, is sometimes included in Safe Routes to Schools programs. Evaluating the success of a program helps to determine which programs are most effective and helps to identify ways to improve programs. Although most children in the United States walked or biked to school pre-1980’s, since then, the number of children walking or bicycling to school has sharply declined. This decline is due to a number of factors, including urban growth patterns, increased traffic, and parental concerns about safety. The situation is self-perpetuating: as more parents drive their children to school, there is increased traffic at the school site, resulting in more parents become concerned about traffic and driving their children to school.

According to a 2005 survey by the Center for Disease Control, parents whose children did not walk or bike to school cited the following barriers⁸:

- Distance to school 61.5 percent
- Traffic-related danger 30.4 percent
- Weather: 18.6 percent
- Crime danger 11.7 percent

⁸ U.S. Centers for Disease Control and Prevention. Barriers to Children Walking to or from School United States 2004, Morbidity and Mortality Weekly Report September 30, 2005. Available: www.cdc.gov/mmwr/preview/mmwrhtml/mm5438a2.htm. Accessed: December 28, 2005.

- Opposing school policy 6.0 percent
- Other reasons (not identified) 15.0 percent

A comprehensive Safe Routes to Schools program addresses the reasons for reductions in biking and walking through a multi-pronged approach that uses education, encouragement, engineering and enforcement efforts to develop attitudes, behaviors and physical infrastructure that improve the walking and biking environment.

8.3.1. Benefits of a Safe Routes to School Program

Safe Routes to Schools programs directly benefit schoolchildren, parents and teachers by creating a safer travel environment near schools and by reducing motor vehicle congestion at school drop-off and pickup zones. Students that choose to bike or walk to school are rewarded with the health benefits of a more active lifestyle, with the responsibility and independence that comes from being in charge of the way they travel, and learn at an early age that biking and walking can be safe, enjoyable and good for the environment. Safe Routes to Schools programs offer ancillary benefits to neighborhoods by helping to slow traffic and provide suitable facilities for walking by all age groups. Identifying and improving routes for children to safely walk and bicycle to school is also one of the most cost-effective means of reducing weekday morning traffic congestion and can help reduce auto-related pollution. In addition to safety and traffic improvements, a SR2S program helps integrate physical activity into the everyday routine of schoolchildren. Health concerns related to sedentary lifestyles have become the focus of statewide and national efforts to reduce health risks associated with being overweight. Children who bike or walk to school have an overall higher activity level than those who are driven to school, even though the journey to school makes only a small contribution to activity levels⁹. Core strategies of a Safe Routes to School Program are its educational and encouragement programs. Educational programs serve to identify safe behaviors and encouragement programs can serve to encourage people to bike, walk and drive safely.

⁹ Cooper A, Page A, Foster L, Qahwaji D. Commuting to school: are children who walk more physically active? *American Journal of Preventive Medicine*. 2003 November; 25(4):273-6.
Cooper A, Andersen L, Wederkopp N, Page A, Frosberg K. Physical activity levels of children who walk, cycle, or are driven to school. *American Journal of Preventive Medicine*, 2005 October; 29(3):179-184.

8.3.2. Educational Measures

Educational programs can teach pedestrians, bicyclists and drivers safe behaviors and can create awareness of the benefits and goals of a Safe Routes to Schools program. In developing an educational strategy, each school's stakeholder group should consider **who** the audience is, **when** the education should be delivered, **what** information should be shared and **how** the message should be conveyed. Curriculum programs implemented in schools can teach children the basics regarding pedestrian and bicycle safety. Classroom educational materials should be presented in a variety of formats (safety videos, printed materials, and classroom activities) and should continually be updated to make use of the most recent educational tools available. Classroom education programs should also be expanded to promote the health and environmental benefits of bicycling and walking. Outside schools, educational materials should be developed for different audiences, including elected officials (describing the benefits of and need for a SR2S program), parents (proper school drop-off procedures, obeying speed limits near school, yielding to bicyclists and pedestrians and safety for their children) and neighbors (keeping pedestrian ways clear, obeying speed limits, yielding to bicyclists and pedestrians). Educational programs should be linked with events and incentive programs when appropriate, and students should be included in task force activities, such as mapping locations for improvements. Instruction may include:

Pedestrian Safety Topics

- Crossing the street with an adult • Crossing at intersections and crosswalks
- Crossing around school buses • Walking at night
- Driveways and cars backing up • Using sidewalks
- Understanding traffic signals • Crossing around parked cars
- Walking where no sidewalks exist

Bicycle Safety Topics

- On-bike skills training • How to adjust and maintain a bicycle
- Night riding (clothes, lights) • Rules of the road
- Riding on sidewalks • How to negotiate intersections
- Riding defensively • Use of hand signals
- Importance of wearing helmets • Common crash causes

The City may want to consider working with local pedestrian groups (e.g. School Traffic Safety Committees), as well as the School Districts, to develop a standard safety handbook and make it

available to each school in a digital format for customization. Each school should develop a school area pick-up/drop-off circulation map of the campus and immediate environs to include in the handbooks, clearly showing the preferred pick-up, drop-off and parking patterns and explaining in text the reason behind the recommendations. This circulation map should also be a permanent feature in all school newsletters and can be based on maps already created by the city's Traffic Engineering division. More ideas for classroom activities and lessons, including lessons tailored to specific subject areas, can be found through the National Highway Traffic Safety Administration's (NHTSA) website.

8.3.3. Encouragement Measures and Incentives

Encouragement strategies are meant to be fun and are intended to generate excitement and enthusiasm about biking and walking. Encouragement activities can be quick and easy to start and relatively inexpensive. Programs include special events, such as International Walk to School Day (described in section 8.1.2 of this chapter), contests such as a mileage club, and ongoing activities such as a walking school bus. Several encouragement programs are described below. Additional programs can be found in the on-line Safe Routes to School Guide published by National Highway Traffic Safety Administration (www.saferoutesinfo.org/guide/). Schools may also designate additional days or weeks during the school year as special "Walk and Roll to School Days," or may piggyback on an existing day such as Earth Day or Bike to Work Week. Mileage clubs and contests can be established to encourage children to increase their levels of activity in general, and to walk to school specifically. Children are asked to keep a record of the number of miles they bike or walk. Contests are generally established as an individual child monitoring their progress, as a classroom tracking their combined progress, or as schools competing against each other. Winners are rewarded with gift certificates or prizes. Some programs set up a "Walk Across America" program where children keep track of how far they walk, with the ultimate goal of walking enough distance to walk across America. Other contests and event ideas to encourage bicycling and walking to school include: competitions in which classrooms compete for the highest proportion of students walking or biking to school, themed or seasonal events, and keeping classroom logs of the number of miles biked and walked by children and plotting these distances on a map of California or the US.

Ongoing activities are used to promote biking and walking on a daily or weekly basis. They include programs such as a Walking School Bus, which involves parents taking turns walking (or bicycling in

a “Bike Train”) with groups of children to school. In areas where students cannot easily or safely walk or bike to school, programs such as “Park and Walk,” which ask parents to park at a designated spot and walk their children the rest of the way to school, allow all students to participate. Park and Walk programs also can reduce traffic congestion at schools. Events related to bicycling and walking should be incorporated into existing curricula when practical. Involving local celebrities or publishing the names of student participants in events can be an effective means of encouraging student involvement. Another key to successful events is promotion. Ensuring that parents are aware of events, whether classroom-specific or district wide, is key to gaining maximum student participation.

8.4. Enforcement of Pedestrian Laws

Targeted enforcement of pedestrian laws should be focused in those areas with high pedestrian volumes or where pedestrians are especially vulnerable. Law enforcement efforts should be scheduled during periods and at locations where motorists and the general public can become aware of pedestrian laws and their penalties. It is recommended that such targeted enforcement occurs at least four times per year and last one week. Focused enforcement should also take place at the start of the school year at selected schools near their primary access points for children walking. The Carlsbad Police should also be surveyed for input on appropriate educational materials, advisory and warning signs, and other tools to help them accomplish their mission. Finally, it is recommended that in the event of a pedestrian fatality or injury, the Police Department and eventually the District Attorney vigorously pursue legal action against the responsible motorist. Pedestrians are protected in the public right-of-way by the California Vehicle Code, as enforced by the Carlsbad Police Department.

8.4.1. Targeted Enforcement

Law enforcement agencies can increase the presence of police near schools or high-conflict areas in order to curb unlawful behavior. People tend to slow down and improve their driving behavior if they expect law enforcement to be present. These targeted enforcement activities can be effective but are labor intensive in that they require dedication of police officer resources in a single location. In addition, once the targeted enforcement period has ended and motorists realize that the police presence is gone, they may revert to speeding or driving unsafely. Grant funding is available for these types of programs through the California Office of Traffic Safety (<http://www.ots.ca.gov>).

8.4.2. Crosswalk Sting

In a crosswalk sting operation, the local police department targets motorists who fail to yield to pedestrians in school crosswalks. A plain-clothes “decoy” police officer ventures into a crosswalk or crossing guard-monitored location, and motorists who do not yield are given a citation by a second officer stationed nearby. Typically a motorcycle officer issues the citations, hidden between nearby parked vehicles. The police department or school district may alert the media to crosswalk stings to increase public awareness of the issue of crosswalk safety, and news cameras may accompany the police officers to report on the sting.

8.4.3. Radar Trailer

Speed Radar Trailers can be used to reduce speeds and enforce speed limit violations in known speeding problem areas. In areas with speeding problems, police set up an unmanned trailer that displays the speed of approaching motorists along with a speed limit sign. The trailer can be used as both an educational and enforcement tool. By itself, the unmanned trailer serves as effective education to motorists about their current speed in relation to the speed limit. As an alternative enforcement measure, the police department may choose to station an officer near the trailer to issue citations to motorists exceeding the speed limit. Because they can be easily moved, radar trailers are often brought to streets where local residents have complained about speeding problems. If frequently left in the same location without officer presence, motorists may learn that speeding in that location will not result in a citation and increase their speeds.

8.4.4. Neighborhood Speed Watch

In areas where potential speeding problems have been identified by residents, a Neighborhood Speed Watch can be used to warn motorists that they are exceeding the speed limit. A radar unit is loaned out to a designated neighborhood representative to record speed information about vehicles. The person operating the radar unit must record information, such as make, model, and license number of offending vehicles. This information is sent to the local law enforcement agency having jurisdiction at the location of the violations, and the department then sends a letter to the registered vehicle owner, informing them that the vehicle was seen on a specific street exceeding the legal speed limit. Letters are typically sent out to those driving at least 5 mph over the speed limit. Although not a formal citation, the letter explains that local residents are concerned about safety for their families and encourages the motorist to drive within the speed limit.