

**SEMINOLE COUNTY GOVERNMENT
AGENDA MEMORANDUM**

SUBJECT: 2007 Water Conservation Public Awareness Campaign Partnership
Participation funding between St. Johns River Water Management District
and Seminole County

DEPARTMENT: Environmental Services **DIVISION:** Water & Wastewater

AUTHORIZED BY: *[Signature]* **CONTACT:** Gary Rudolph **EXT.** 2121
John Cirello, Director Utilities Manager

Agenda Date 11-07-06 **Regular** **Consent** **Work Session** **Briefing**
Public Hearing – 1:30 **Public Hearing – 7:00**

MOTION/RECOMMENDATION:

Approve participation in the amount of \$25,000 in the St. Johns River Water Management District 2007 Water Conservation Public Awareness Campaign. Authorize Department Director or designee to submit participation form.

BACKGROUND:

Every year, the St. Johns River Water Management District implements an advertising campaign to educate the public about water conservation practices, with the goal of changing water use behavior. Currently, the focus of the campaign is on outdoor irrigation, educating the public on the District's two days a week lawn and landscape irrigation rule and other water conservation practices, such as installing rain sensors. Last year 22 water supply utilities excluding Seminole County partnered with the District to implement this campaign. The campaign will include mass media advertisements, such as TV and radio, direct mail, billboards, a campaign Web site, and other elements. Participating in a joint campaign enables utilities and the District to provide a clear, consistent message to the public. Participation in the campaign will enable Seminole County Environmental Services Department in meeting the water conservation education requirements of the consumptive use permits.

Reviewed by:
Co Atty: _____
DFS: _____
Other: *[Signature]*
DCM: *[Signature]*
CM: *[Signature]*

File No. CESWW01

St. Johns River Water Management District

Water Conservation
Public Awareness Campaign
2006

Annual Report

SEPTEMBER 29, 2006

Background

The year 2006 marked the fifth year the St. Johns River Water Management District embarked on a mission to encourage water conservation through a paid media public awareness campaign. A mix of television, radio, and newspaper public awareness ads were produced to support the message.

The first three years focused on broad messages designed to encourage water-use behavior change among District residents. Each year had a general theme, as follows:

- 2002 – General Awareness
- 2003 – Water Conservation Tips
- 2004 – Social Responsibility

More than 20 water supply utilities participated in the program as funding partners.

When preparing for the 2005 campaign, the District staff and Governing Board wanted to target homeowners with in-ground irrigation systems to encourage watering lawns no more than two days a week.

Focus group research was conducted in North Florida (Orange Park) and Central Florida (Winter Park) and targeted heavy users of water (who reported to irrigate their lawns three or more times per week) and lawn and landscape professionals. Twelve focus groups were conducted, six in each market.

Results of the focus group research suggested that a two-day-a-week message should be:

- Upbeat
- Memorable
- Informative

We also tested using, for the first time, a music jingle – a remix of Marvin Gaye's 1960s song *It Takes Two* – and a credentialed lawn and landscape professional to help deliver the message. Both concepts were well received during focus groups and were incorporated into the campaign for 2005.

Creative for the 2005 campaign used the music jingle, humor and an upbeat tone. We also featured Tom MacCubbin, an extension agent for the University of Florida-IFAS, as our credentialed spokesperson.

The 2005 campaign was designed to educate District residents on proper watering techniques and to encourage watering lawns no more than two days a week (even less when it rains and in the fall and winter). Watering up to 3/4 inch each time was also encouraged. This laid a message base for when the District would amend its lawn and landscape rules.

In July 2005, a mini-campaign was launched to emphasize that the rule may go into effect and to invite public comment. This effort used no utility partner dollars. Messages were disseminated using television and newspaper.

A June telephone survey was conducted among District residents to measure campaign effectiveness. Several key findings were notable:

- 83% of respondents reported being familiar with the two-day-a-week message
- Aided recall of the message was 81%
- Each television ad had similar rates of recall
- 16% reported watering more than twice a week – a 31% decline from 2004

The 2005 campaign prepared the public for the potentiality of a permanent change in lawn and landscape irrigation rules.

Amendments to these rules – with some exceptions – were adopted by the District's Governing Board to take effect March 1, 2006. Lawn and landscape irrigation is now limited to no more than two days per week throughout the District.

The 2006 Water Conservation Awareness Campaign would need to communicate that watering lawns no more than two days a week is not only good to do, but it is now a rule.

2006 Water Conservation Campaign Research

The District's communications staff launched a public relations effort to inform residents of the rule amendment and most media coverage occurred as the rule became effective March 1. Reminding residents that the rule is in effect was the central theme of the 2006 public awareness campaign.

Pre-campaign focus groups were conducted to gauge attitudes about the rule change and test creative concepts.

Eight focus groups were conducted; four in Orange Park (Northeast Florida) and four in Winter Park (Central Florida). Groups were recruited based on the following criteria:

- Affluent (\$100,000 household income and above) owners and renters of single family dwellings
- Owners and renters of single family dwellings under age 35
- Mix of the above
- Lawn and landscape professionals

More men than women were recruited to participate because previous research indicated that men are the likely decision-makers for lawn care.

General findings include:

- Most knew of the two day a week message
- Most were familiar with irrigation timers and were comfortable in setting them
- Many admitted not having a rain sensor
- Many did no regular maintenance of their irrigation systems

North Florida focus group participants were mostly skeptical of the rule and thought it would not work without strict enforcement. They additionally expressed:

- They wanted to do the right thing but wanted to know why restrictions were necessary
- They, individually, do not overuse water – but their neighbors do
- The best communications channel is through television

Central Florida participants were less skeptical of the rule and generally believed that water restrictions would not harm their lawns' health. District officials attributed this attitude to the fact that temporary water restrictions of two days a week had been in place in six Central Florida counties for a number of years.

North Florida professionals were doubtful residents would comply and expressed concern that they would be blamed for lawn problems resulting from too little water. Professionals in Central Florida were less concerned about adapting to the restrictions.

Creative Testing

Logical progression of moving the campaign's message, from *encouraging* two days a week watering to *stating that it is now a rule*, is to build on the successful use of a music jingle and credentialed expert. Concepts using these and humorous and upbeat messaging were presented during the focus groups. Also tested were straightforward, serious messages to drive home the point that a rule is in effect.

Findings from the groups included:

- People related to upbeat and humorous messages
- They did not want to be threatened or lectured
- They wanted credible reasons why the rule is needed
- They respond best to clear, simple messages

These findings help form the basis for message development for the 2006 campaign.

2006 Campaign Target

Analysis of the 2005 campaign suggested the target audiences for 2006 should be similar but with emphasis given to targeting affluent (household income of \$100,000 or more) and younger (under 35) audiences. The campaign's target audience was:

- Homeowners/renters age 24 and older
- Primary target: men (because of tendency to control lawn care)
- Lawn and landscape professionals

(Lawn and landscape professionals were reached using direct mail.)

Messaging and Creative Strategy

There were two key message goals for the 2006 campaign, to:

- Develop messages that appeal to different audiences to achieve greater reach
- Repeat the message enough – and through different media – to achieve sufficient frequency to be memorable

Focus group testing led to developing five message points that were then reflected in the campaign's creative execution. These include:

- Two-days-a-week watering is now a permanent rule
- Rain sensors should be properly installed and maintained
- Irrigation timers should be set to no more than two days a week
- Lawns don't need as much water as currently used
- It's the right thing to do

While a variety of media, discussed later in this report, was used to drive these points home, television continued to be the best way to reach the largest number of people with the greatest impact, for the least amount of dollars spent per contact. The campaign's message strategy focused on:

- Television to deliver a single message with high impact
- Radio to deliver short, reminder messages
- Print to explain why the rule is necessary and give more details on how to adjust to the rule
- Outdoor as a reminder medium
- Alternative/internet to prompt links to additional information

Creative was developed as follows:

- Four television ads were developed to deliver the campaign's main message points
 - Tom MacCubbin appeared in two ads that gave credible reasons why the rule was put in place (watering more than two days a week is unnecessary and that we have a limited supply of fresh, usable water)
 - The *It Takes Two* music jingle was prominently used to remind people of the rule and to set their irrigation timers and get and use rain sensors
 - The fourth ad used a humorous approach that encouraged people to get and use rain sensors; this ad featured a late night visit by the Grim Reaper to a homeowner with no rain sensor
- Three newspaper ads were created to reinforce the reasons for why the rule amendment is necessary and good for us all.
- A freestanding newspaper insert was developed to explain the rule and proper lawn watering techniques; this featured Tom MacCubbin as expert
- One outdoor board design was used in locations throughout the District to remind people of the rule
- A banner ad was created for use on newspaper websites as a reminder and to link viewers to the District's website for additional information
- Reminder messages were designed for use on radio stations during news, traffic and weather breaks
- Movie screen advertising was used for the first time as another way to reach an out-of-home (potentially younger) market
- A special direct mail package (with flyer) was developed for the lawn and landscape professionals to inform them of the rule, why it is in effect and to ask for their cooperation in reminding their customers

Copies of creative execution, including scripts and storyboards, follow:

Media Strategy and Implementation

With the creative strategy in place – developing messages that appeal to different audiences – our media strategy focused on achieving sufficient frequency.

District research continues to reveal that television is the most effective and cost efficient way to communicate the campaign's overriding message. Our focus groups reinforced these findings, as most participants indicated to prefer to be reached via television. Previous years' water campaigns have also shown that message retention is greatest through the use of television.

Print media – including newspaper ads and inserts – supported the television spots by offering more detailed information. Radio and outdoor were used to offer additional message support. Direct mail was also used to reach lawn care professionals and to help them better communicate with their customers.

TELEVISION

Four 30-second spots were used to deliver the campaign's main points. The spots ran in the Orlando and Jacksonville DMAs – as well as other markets, including Lake County, Brevard County, Indian River County, and the Village Center Community Development District.

The specific stations used in these markets were as follows:

Jacksonville:

WJXT (IND)
WAWS (FOX)

WTLV (NBC)
WJXX (ABC)

WTEV (CBS)
Comcast (Duval)

Orlando:

WFTV (ABC)
WOFL (FOX)

WESH (NBC)
WRBW (UPN)

WKMG (CBS)
WKCF (WB)

BrightHouse (Lake & Brevard)

Other:

Adelphia Media (Vero Beach)

RADIO

We used a series of ten-second and fifteen second radio announcements – tagged with partner information – to deliver reminder messages. These announcements were broadcast on the following stations:

Jacksonville:

WAPE, WBGB, WEJZ, WFYV, WJGR, WFGL, WMXQ, WOKV, WKQL, WHJX, WZNZ, WJSJ, WGNE, WCGL, WZAZ, WFJO, WJO, & Metro Traffic Center

Orlando:

WCFB, WDBO, WHTQ, WMMO, WWKA, WQTM, WMGF, WNUE, WLBE, WLRQ, WMMB

Other:

WNDD, WNDR, WSKY, WKTK, WOGK (Gainesville); WGYL, WOSN (Vero Beach)

INTERNET

The campaign website – floridaswater.com – was revised to feature updated information about the rule and included a link to view the television spots.

BANNER ADS

As with previous years' campaigns, we negotiated the use of banner ads that were placed on the websites of television stations airing the TV spots. These provided a click-through to the campaign website. They included:

www.jacksonville.com

www.orlandosentinel.com

NEWSPAPER

Print ads provided opportunities to offer additional information about why two-day-a-week watering is important and how to comply with the new rule. Tom MacCubbin was featured to help provide a link with the television spots and to add credibility to the print message.

The newspapers included:

Jacksonville:

Florida Times-Union
Folio Weekly
St. Augustine Record

Eco Latino
Jacksonville Advocate
Palatka Daily News

Orlando:

Orlando Times
Orlando Sentinel
Lake Sentinel
Florida Today

Central Florida Advocate
El Sentinel
Ocala Star Banner
Daytona Beach News Journal

Other:

Gainesville Sun

Vero Beach News Press

INSERTS

A four-page, color insert was also distributed in the Orlando Sentinel, providing complete details about the campaign, its rationale, and lawn care tips.

OUTDOOR

Outdoor boards was used slickly as a reminder medium and included the following areas:

Jacksonville DMA:

E/S of San Jose @ St. Augustine
N/S of I-10, west of Edgewood
I-95 South @ Emerson
Baymeadows east of I-95
Beach Blvd. west of San Pablo
Blanding Blvd. south of I-295

Orlando DMA:

I-4 east of 17/92 US 441
US 17/92 north of SR 427
I-4 east of SR 434
I-95 north of SR 50
US 1, north of 528

Other:

SR 19, north of CR 44
US 27, south of Lakeridge Winery

DIRECT MAIL

As with last years' campaign, we also included for the 2006 campaign a mailing targeting lawn care professionals and select neighborhood associations. These mailings provided details about the rule, tips from Tom MacCubbin, and additional information to encourage professional buy-in.

BROCHURE

The 2005 campaign's "Think Two" brochure was revised to reflect updated information about the rule.

MOVIE SCREEN ADVERTISING

The campaign's television message was further enhanced by utilizing selected movie screens to feature the spot entitled, "The Grim Reaper." The spot was presented at theaters in Orlando, Jacksonville, and Vero Beach. These theaters included:

Jacksonville:

Orange Park 24	Regency Squares 24
Avenues 20	Tinseltown 20
St. Augustine Mall 6	Beach Boulevard 18

Orlando:

Altamonte Mall 18	Lake Square 18
Volusia Square 8	West Oaks 14
Port Orange 6	West Oaks 14
Hollywood 16 (Ocala)	Ormond Beach 12
Oviedo Marketplace 22	Waterford Lakes 20
Winter Park Village 20	Market Place 8
Movies @ Wekiva 8	Searstown Mall 10

Other:

Indian River 24 (Vero Beach)

MEDIA ALLOCATION

Media dollar allocation and results for the main campaign are as follows:

Orlando DMA

Media	Budget
Television	\$804,282.00
Radio	\$55,720.50
Newspaper	\$137,654.03
Outdoor	\$75,845.00
Web	\$15,193.50

Jacksonville DMA

Media	Budget
Television	\$339,511.90
Radio	\$37,400.00
Newspaper	\$41,175.76
Outdoor	\$29,399.80
Web	\$4,590.00

Vero Beach and Gainesville

Media	Budget
Television	\$35,895.50
Radio	\$13,464.00
Newspaper	\$18,298.56
Outdoor	N/A
Web	N/A
Movie Ads (All)	\$50,865.00

TOTAL MEDIA EXPENDITURE \$1,802,500.80

Media	GRPs	Reach	Frequency
<u>Jacksonville DMA</u>	6,984	97.1%	72.2
<u>Orlando DMA</u>	6,174	98.9%	64.1

Budget and Campaign Partners

A number of the District's previous utility funding partners once again gave generously to this vital educational and awareness program. The contributions of one new partner, OUC, and one returning partner, GRU, helped push partner contributions to some of their highest levels.

The budget revenues were as follows:

* District contribution	\$ 2,000,000
* Partners contribution	422,000
Total	\$ 2,422,000

Funding partners include:

Brevard County	City of Port Orange
City of Atlantic Beach	City of Titusville
City of Casselberry	Intercoastal Utilities
City of Clermont	JEA
City of Cocoa	Orange County Utilities
City of Eustis	OUC
City of Green Cove Springs	St. Johns County Utilities
GRU	Town of Lady Lake
City of Jacksonville Beach	Town of Orange Park
City of Melbourne	Village Center Community Development
City of Neptune Beach	
City of Oviedo	

Each partner was given appropriate recognition by co-branding ads that ran in newspapers, television, and radio in their market areas.

Campaign Effectiveness

Marking the fifth year of water conservation awareness advertising within the 18 counties that comprise the St. Johns River Water Management District, the 2006 campaign made significant strides in its ultimate goal – that is, to persuade water use behavior change.

Of course, particular interest is in the impact that the campaign's message has had in informing District residents that the lawn and landscape irrigation rule has been amended.

The District's January 2006 survey (conducted prior to the campaign start on commercial media) pointed to a clear need for the spring campaign's message to state boldly that the rule is in effect.

In June 2006 (near the close of the major campaign), a telephone survey of District residents indicated that the 2006 campaign exceeded its awareness goals. Research highlights include the following findings:

- 87% of respondents reported being aware that lawns should be watered no more than twice a week
- Some 94% of District residents water their lawns during permitted hours
- The percentage of households which water more than two days a week declined by nearly half
- Respondents continue to indicate that television is the best way to reach them with a water conservation message
- Some 62% of the public were aware of the lawn watering rules
- Of those aware of the lawn watering rules, 78% were aware that the rules allowed them to water no more than two days a week
- Post-campaign awareness in 2006 was significantly higher than post-campaign awareness in 2005
- Unaided recall of the central message (watering lawns no more than two days a week) was 55% (and 8% increase over the 2005 campaign)
- Aided recall of the central message stood at 72% (which met the targeted campaign goal of 70%)

By all measures, the 2006 campaign was a success. The themes of *It Takes Two* and *Think Two* had significant resonance with the targeted public and began the process of altering water use behaviors.

Regular research has also uncovered information that is valuable to future campaigns. The 2006 post-campaign survey shows:

- Well constructed television ads are well received and comprehended by the target markets; they tend to assimilate the message
- The north central and northern areas of the District still water their lawns more than two days a week at a significantly higher rate than in the central area (19% to 6%)
- The public shares no common definition of routine maintenance of irrigation systems, a point that may need further exploration

It is important to consider the impact of the long-term nature of messaging to which the District has committed. Five years of repeated exposure to a water conservation that encourages reduction in common water use has had a direct impact on the public's perception of the importance of altering water-use behaviors.

The District's commitment to long-term water conservation messaging is working. But such messaging needs consistent reminders that conserving water is a communitywide responsibility. Conserving water is simply, the right thing to do.

Please complete and return this form by Oct.31, 2006. Mail form to: Malissa Dillon, Office of Communications and Governmental Affairs, St. Johns River Water Management District, P.O. Box 1429, Palatka, FL 32178-1429.

For more information, call Malissa Dillon at (386) 329-4571.

2007 Water Conservation Public Awareness Campaign

Utility/Agency name: _____

Utility/Agency contact: (contact for campaign development and implementation)

Name:

Title:

Phone:

Fax:

E-mail:

Mailing address:

Shipping address:

1. Check here if you would like to participate in the 2007 Campaign. _____

2. Your contribution amount will be: \$ _____

3. Check here if you are interested but require additional information. _____

4. The types of additional information you need include the following: _____

5. Check here if you are interested but require approval of commission/council. _____

You will seek approval for the contribution amount: \$ _____

You will seek approval on the following date: _____

Check here if you require District assistance in seeking commission/council approval. _____

Type of assistance required: _____

6. Check here if you are not interested in participating. _____

7. Please let us know why you are not interested in participating. _____

This form was completed by:

Print name: _____

Signature: _____

Date: _____