



**Deliverable 6
Results & Recommendations**

Final Version

**TAPESTRY
Contract No: 2000-RD.10988**

**ANNEX A
CHECKLISTS
FOR LOCAL POLICY MAKERS AND
PRACTITIONERS**

October 2003

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Introduction

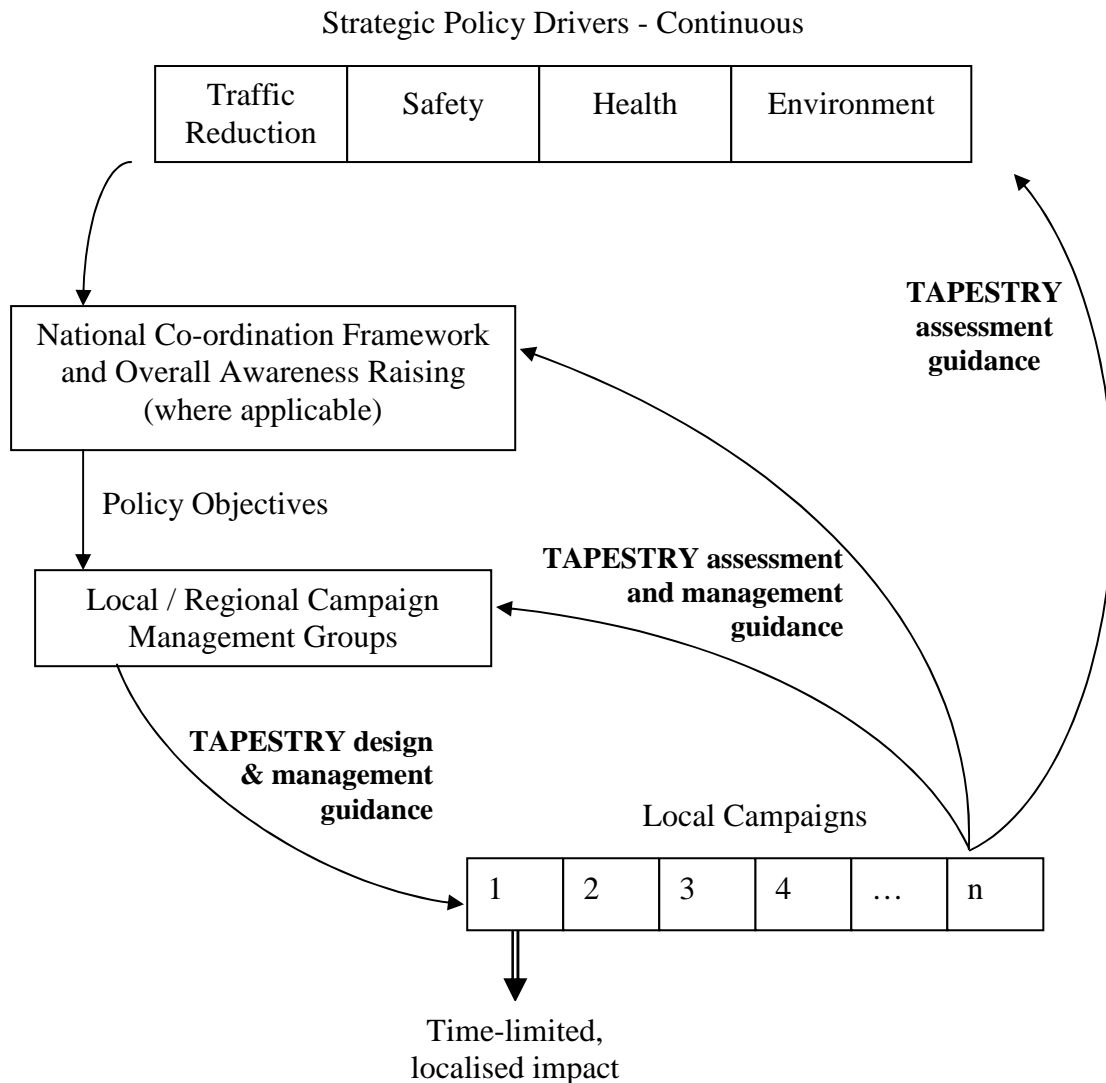
The following checklists are provided for organisations or campaign managers who are developing policy-driven transport-related campaigns at local regional or national level. This information should help enable the formulation of effective and successful campaigns.

The Role of Policy Objectives in Determining Action

Figure 1 shows how the TAPESTRY outputs provide guidance that links local campaigns to policy drivers, where actions are initiated at a local level within a hierarchical framework.

Policies and related objectives can be achieved using many alternative or complementary methods. Local policy makers have the opportunity to select the most appropriate method or combination of methods for meeting these policy objectives and to address in particular those which are most appropriate to their area. Campaigns may form an important part of the chosen approach, either in their own right or as a support to other measures.

Figure 1 How TAPESTRY Links Policy with Campaign Design and Outcomes



Campaigns have commonly been used to address the environment, health and road safety policy areas. Such campaigns have been based on clear messages aimed at individuals explaining a clear benefit to either the individual or society as a whole from a particular change in behaviour.

Although campaigns that address individuals’ transport behaviour directly from a policy-driven perspective are relatively new, there is already plenty of evidence of their success as short-term actions, as proved by the success and expansion of the annual ‘In Town Without My Car’ events.

The decision about whether running a campaign is appropriate is dependent upon a combination of factors, including the adequate provision of existing infrastructure and transport services to support the campaign, the level of political and management support and a clear understanding of the target group’s perspective following detailed research.

Creating the Right Institutional Framework

Using National Support

The establishment of a national or regional co-ordination group or funding mechanism can be extremely helpful in providing advice, support and funding to local campaigns.

Such structures must be flexible enough to recognise the wide range of potential campaign approaches available to achieve a certain outcome.

Any campaigns run at the national level must ensure that they are general in nature (maybe limiting their remit to awareness raising) so as to avoid clashing with the message of more detailed campaigns implemented at the local level.

Local policy makers must ensure that their campaigns are well designed and targeted and are truly compatible with the national message.

A good example of this from TAPESTRY is “The Flanders Mobility Covenant” created by the Flemish Regional Government (see Case Study C4). This is a framework they have established for working with partner organisations which meant that although there was no existing structure for implementing a school travel campaign in Mol and Geel, the experience gained in other sectors through having good structures in place meant that it was relatively easy to implement within the local schools.

Creating the Right Local Framework

Creating the right local framework within which to develop the campaign is vital.

Make links to both existing national and regional campaigns and to all relevant local organisations that might support the planned initiative.

Partners / links do not have to be restricted to transport related campaigns - health programmes, environmental campaigns and social inclusion policies are examples of where the link to sustainable transport campaigns can be directly applied.

All TAPESTRY campaigns were to some extent operated in partnership. In many cases campaigns were initiated and led by local authorities in partnership with transport operators or specialists in the field of communication and marketing - the partnership being formed in the context of the local circumstances and generally worked well.

It is worth highlighting the case of Hampshire County Council, which was aiming to promote bus services in a rural area within the particular case of the deregulated UK bus market. They co-operated with local parish councils (representing the local community) and the bus operators in the area, providing support, resources and information. Without their initiative it is unlikely that such a project would have been accomplished, even within the current service driven economy.

Political and Management Support

Political support is vital for a publicly financed campaign, not only for securing funds to implement measures but also to provide a link to other policies and programmes.

Open political support provides campaign managers the opportunity to do their job without inhibition and if the responsible politician has an effective media presence this can significantly reinforce the campaign message so increasing its value for money.

Although campaigns are generally less expensive than infrastructural measures, particularly when compared with their geographical area of influence, their novelty in the transport sector and intangible nature compared with competing schemes provide a barrier to implementation. Political support can add significant weight to the argument for a campaign in the inevitable competition for available funding.

The appointment of a campaign manager, with ultimate responsibility for overseeing the project, is a step strongly recommended in the TAPESTRY Best Practice Guidelines and a step which all the TAPESTRY case studies followed.

The choice of an appropriate lead organisation is heavily dependent upon the structure of the local decision making process.

Some TAPESTRY campaigns were led by a policy framework dictated by regional or local government structures (e.g. SEMITAN, Case Studies C8 & C9; Hampshire County Council Case Study C12 etc.), whereas others were run by a company or organisation which had a vested interest in affecting behaviour change – usually where the impact would be beneficial in economic terms (e.g. Dublin Bus, Case Study C13).

From a management perspective, the campaign manager must be associated with an organisation which has direct involvement in the campaign area. If you have found the right person and they do not work for the appropriate organisation then consider if a secondment is possible to ensure the right combination.

The choice of lead organisation for a campaign is also important from the perspective of the target group. This organisation is the one which the target group will associate with the campaign. Hence an organisation with good public image is ideal. Non-Governmental Organisations (NGOs) often fall into this category. Such organisations have been extremely successful in developing credibility with sections of the public receptive to their individual messages. They do not always have sufficient influence within the decision making process to be the leader, but cultivate cross-sector partnerships, co-ordinate and support local initiatives and make good partners to build a credible public face for a campaign.

Non-Governmental Organisations (NGOs) were not heavily involved in the TAPESTRY campaigns, but this was not a deliberate policy. A good example of NGO involvement in campaigns is Sustrans in the United Kingdom, which is well known for its work on building and promoting the National Cycle Network and the Safe Routes to School programme.

The Campaign Strategy

Development or adoption of a communication strategy prior to attempting to influence travel behaviour and / or attitudes of a certain group of people is necessary for every actor (organisation, agency etc) and at any implementation level (national, regional, local).

The communication strategy leads the development of a number of sequential steps, which set out specific strategies, tactics and campaign programmes which lead towards achievement of the overall goals and the particular campaign objectives.

The existence of a national transport strategy (and possibly targeted regional / local variants) has already been identified as an essential starting point and it is important that the transport and communication strategies are developed in a compatible / integrated manner.

The development of successful communication programmes should consider the following points:

- All efforts should firstly be directed at groups that show a willingness to change attitude or behaviour at the level of the planned campaign objectives;
- To achieve this it is essential to conduct targeted research prior to a campaign in order to fully understand public opinion and take into account any local particularities and cultural aspects prevailing in the area;
- At the campaign planning stage it is suggested that all potentially interested partners are brought together to try to gain the positive support of organisations at all levels. Integration of campaigns with transport, environmental, social, educational or health planners and other social or pressure groups is often a key element for a successful campaign, but must be achieved without obscuring the primary objective with conflicting or distracting subsidiary objectives;
- For the best chance of success, especially for an initial campaign when you might need to prove the usefulness of the campaign approach choose a location / situation that supports change: e.g. where a particular service or infrastructure exists and where the necessary support and resources are available (campaigns appear to be more efficient when linked to physical or “hard” measures, e.g. a new transport plan or new infrastructure).

Understanding your Target Group

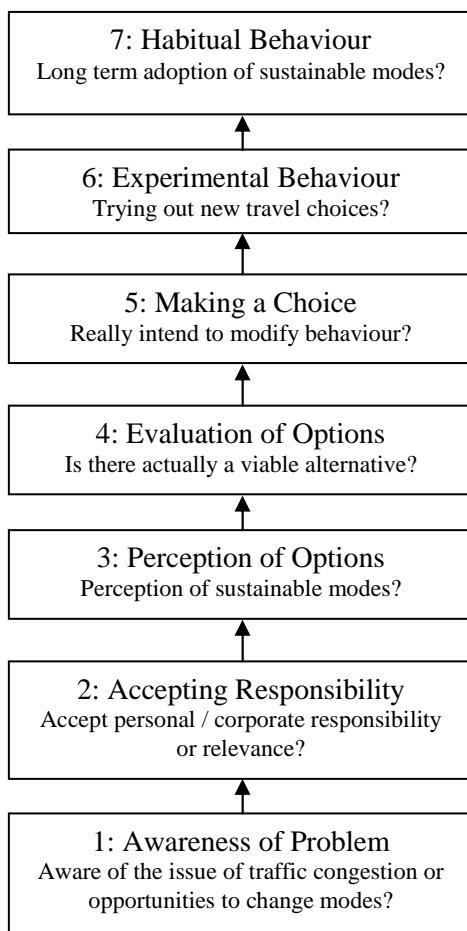
It is important to fully understand transport availability in the target area together with your target group’s knowledge and opinion of their choices.

Preliminary research conducted prior to setting campaign objectives will boost the success of a campaign. Initial research into the relevance of your objectives, the target group, the nature of the area etc. will all contribute to focusing the campaign.

TAPESTRY campaigns where preparation and research were a pre-requisite tended to be more effective at behaviour change as well as awareness-raising. The preliminary research can actually take on the role of an awareness-raising tool prior to the implementation of a campaign and in turn add value to the campaign message.

Preliminary research also has an institutional role within the campaign organisations, as it can help to ensure awareness of new campaigns and projects so that campaigns supporting the appropriate links can be established.

Hertfordshire County Council targeted people who had responded positively to an initial survey about environmental attitudes and awareness to select a particular section of their population as potentially receptive to a targeted campaign. Having already interested them in a range of possible local actions and so raised their awareness the council were also able to identify the best route to deliver their message.



TAPESTRY has developed the ‘Seven Stages of Change’ Model which is an effective tool to identify progress of the target groups towards behavioural change and assist with the selection of appropriate campaign strategies.

Once you understand the opinions of your target group you can assess what are the realistic goals for your campaign and hence how to target it.

The higher the “stage”, the greater the targeting that is needed to achieve a successful campaign, both in terms of target group and journey type. (The ‘Seven Stages of Change’ are explained in the TAPESTRY Campaign Assessment Guidance Deliverable.)

The ultimate choice of campaign strategy may not be the most obvious one at the outset of the planning process. For example, Dublin Bus identified a problem of low off-peak bus patronage on a quality bus corridor. However, rather than directly targeting potential bus users, they identified the most important barrier to off-peak bus use on this route and then used a campaign to tackle this (see Case Study C13).

The following diagram shows the ‘stage’ at which each of the TAPESTRY case studies targeted their campaign according to the opinions and awareness of their target audience.

Campaign Objectives

The process of changing behaviour is not quick. It is unrealistic to believe that just one campaign can have an effect dramatic enough to fulfil one or more policy objectives.

The campaign objectives encompass the fundamentals of the campaign, and should be taken into account during every phase of its lifetime. The objectives must be consistent with the strategic / policy objectives, so ensuring the link with the overall national framework.

As part of your campaign programme, each campaign must have clear, simple and specific objectives: state what is to be accomplished, for whom, by when, and where.

Depending on which stage in the process of behavioural change the target group is at, campaign objectives can be formulated in terms of raising awareness, changing attitudes, or changing behaviour. A campaign which tries to tackle more than one of these is likely to be too poorly targeted at a particular target group and so risks failure by lacking focus.

Therefore, campaign objectives can be defined both in terms of behaviour (e.g. increase in public transport patronage) or in communicative terms (e.g. increase of awareness).

Campaign objectives should be measurable (i.e. quantified) and share as many as possible of the key characteristics that are described by the acronym ‘SMART’:

- **Specific.** Campaign objectives should be written and expressed in clear, simple terms so that all parties involved understand exactly what they are trying to achieve.
- **Measurable.** Campaign objectives should be measured precisely and accurately (quantified) so that it is easy to determine if / when the objectives have been achieved.
- **Acceptable.** Campaign objectives should be shared and backed by all the involved parties.
- **Realistic.** Campaign objectives should be attainable. Setting unrealistically high or low expectations leads to many problems including demoralised staff and wasted resources.
- **Time related.** Campaign objectives should specify a time frame for their accomplishment.

Example campaign objectives from 2 TAPESTRY Case Studies:

Mol & Geel (see Case Study C4)

- To increase awareness among schools and acceptance of their role in encouraging sustainable methods of travelling between home and school
- Induce a modal shift away from car use

Schools involved in the campaign were encouraged to set their own target of reducing the number of children being driven to school by 5%.

Gävle (see Case Study C16)

- Increase the market share of environmentally-friendly modes to and from school
- Decrease the parents’ number of car trips to work
- Increase the school administration’s awareness and knowledge of the importance of the use of environmentally-friendly modes

* Note: Ideally these objectives should be quantified by a phrase such as “by 10%”

Limit campaign objectives to a simple target rather than trying to tackle too many issues at once. This was one of the reasons why the walk to school campaign in Dublin did not achieve any impact (see Case Study C18).

Implementation Strategy

Campaigns work best if they have a chance to develop a message over a period of time. A common thread running through a series of campaigns which can pick up a target group and pull them through the ‘Seven Stages of Change’ would be ideal.

The pro-cycling campaigns run in the city of Gävle as part of TAPESTRY have been developed in the context of the well established message “Gävle as a cycling city” (see Case Studies C16 and C17).

The nature of campaigns which raise awareness, change attitudes and eventually change behaviour tends to differ, with an ever more targeted approach appearing to be more affective as you approach the stage of behavioural change. This is partly because interactive involvement of the target group in a campaign is more practical at the local level.

Within TAPESTRY it is targeted local campaigns that have tended to succeed in promoting a service to local people who will directly benefit through a change in behaviour. Such campaigns can be more easily targeted to offer a more personal or less formal message. Examples include the ‘line marketing’ campaign in Nantes, which developed new campaign material for people living close to a promoted bus corridor (see Case Study C8) and the household individualised marketing campaign in Viernheim which took existing information materials to those residents who expressed some interest in receiving it.

As part of your campaign programme it is worth considering the use of a roll out programme for campaigns. Particularly by working within a regional framework it may be that once you have used a campaign style for a regional awareness campaign it can be adapted to more localised campaigns further along the process of change model. After testing in one local area it may be possible to produce a series of related campaigns targeted at various local services.

Campaigns as a Support Mechanism

In TAPESTRY we have tended to focus on the role that campaigns can have in their own right in meeting transport policy objectives. However, campaigns are also useful as a support tool for other new initiatives including new infrastructure, transport plans or fare structures which are also aimed at meeting the same objectives.

The presence of an existing campaigning framework will also make it much easier to integrate such a supporting campaign to reinforce a positive transport message.

Assessment

It is essential to measure campaign outcomes, to see the extent to which the campaign objectives have been reached. This is particularly important if you need:

- To demonstrate whether the type of campaign chosen has met your objectives and therefore been a good investment;
- To determine which elements of your campaign were the most effective and efficient, to enable better planning of future campaigns.

The TAPESTRY State-of-the-Art Review identified the lack of assessment as a critical problem in almost all campaigns conducted to-date, even in the so-called “experienced” countries.

For this reason TAPESTRY has invested significant effort in developing a comprehensive assessment methodology for campaigns which covers the full life-cycle from the initial research needed for campaign targeting and setting of campaign objectives, through process and efficiency issues to assessing overall outcomes against the stated objectives. This information is available in the TAPESTRY Campaign Assessment Guidance Deliverable.

Campaigns should not be seen as one off events. A campaign’s success should be measured over a long period of time, particularly if it is part of a wider, long-term programme of the sort recommended by TAPESTRY. Tracking of target group opinions and behaviour is a key to determining such success.

A combination of circumstances must be right for the individual to change behaviour, even if preliminary campaigns have succeeded in changing awareness and attitudes. This means the campaign impacts may only be seen after the campaign has been running for a number of years. Hence, consistent monitoring is vital to measure the gradual change over time.

Other TAPESTRY resources available include:

TAPESTRY Deliverable 2: State-of-the-Art Review

TAPESTRY Deliverable 3: Campaign Assessment Guidance

Chapter 2: Principles of Assessment

Chapter 3: Campaign Management and Design

Chapter 4: Inputs and Outputs

Chapter 5: Measuring Outcomes

Chapter 6: Toolkit - Guidelines on Measuring Change

TAPESTRY Deliverable 5: Best Practice Guidelines

Chapter 1: The Role of Campaigns

Chapter 2: Policy/Strategic Level Considerations

Chapter 3: Campaign Management and the Campaign Manager's Role

Chapter 4: Designing Your Campaign

Chapter 5: Implementation Monitoring

Chapter 6: Measuring Campaign Outcomes

Chapter 7: Interpreting and Presenting Your Results

Annexes: Design and Assessment Checklists

TAPESTRY Deliverable 6, Recommendations and Results

TAPESTRY Cross-Site Analysis

TAPESTRY Case Study Reports C1-18

All this information will be available on the TAPESTRY CD-RoM, to be released in October 2003.