INPHORMM
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Final Report

Promoting sustainable transport – the role of information, publicity and community education

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2. Executive Summary

The INPHORMM project is a research project funded by the European Commission's Transport Directorate DGVII as part of their programme of Research in Sustainable Mobility. It has brought together existing knowledge on the role of communication tools in changing travel behaviour (to reduce car use), and to analyse the evidence of the effectiveness of different campaigns and programmes. It has also been the first EU project to develop a model or framework to understand the process of changing travel behaviour, for use at local, regional and national levels.

It is hoped that the project has contributed to new thinking in a number of ways:

- The development of new insight into travel behaviour through qualitative research; reviewing current practice and the exchange of detailed case studies between countries
- Classifying the types of organisations involved in programmes to change travel behaviour and reduce car use, their reasons, targets and methods and their effectiveness
- A new understanding of the process of changing travel behaviour
- A multi-disciplinary model which recognises the role that different organisations can play in promoting sustainable transport, in different settings with different objectives
- A new paradigm for the marketing of public transport, identifying people according to their 'stage of change' and recognising the role of customised information to support people 'ready to change'.
- Demonstrating the role of 'soft policies' in transport planning – linking traditional 'hard' measures to communication strategies and community involvement programmes.
- Identifying the ways in which publicity, marketing and community programmes can be monitored and evaluated, and the use of different indicators and measures of change for different types of programmes.

The project results include:

- A review of transport information and publicity campaigns from over 150 organisations in Austria, Germany, Scandinavia, Spain and the UK. This includes information on over 120 campaigns and programmes and 30 case studies detailing a selection of campaigns with evaluation results. The case studies include the work of the INPHORMM project partners, plus other organisations from Australia, Austria, Denmark, Germany, Italy, Spain, Sweden, UK and USA.
- The development of a general model to understand how communication tools can be used to influence attitudes and travel behaviour. The model includes sections on the principles, strategy and implementation of programmes to change travel behaviour.
- Good practice guidelines for a range of organisations interested in using transport information, publicity and education campaigns. These include recommendations for local authorities and administrations, public transport operators, institutions and site managers, and environmental, cycling and walking groups. They also

outline how to develop a city or area-wide communications strategy, including public awareness campaigns, campaigns to targeted groups and settings and individualised campaigns.

The project has provided an input to EU and national transport policy thinking, through conference papers and presentations, on the role of 'soft measures' and their integration with other policies. It has also encouraged the development of new research projects looking at the use of communication policies at European level and among national governments of the partners' countries. A new EU project has been submitted by a new consortium, including the INPHORMM and CAMPARIE project co-ordinators, and others and has been accepted by the Commission for 2000-2003. This will demonstrate the model for changing travel behaviour in a number of different settings and organisations in different European countries, and track the impact and effects of different communication programmes.

Individual governments in a number of countries have shown an interest in the project and in developing their own travel awareness programmes. For example, the UK government refer to the project in their latest national transport policy, and government officials have been briefed on the findings from INPHORMM. A major conference was held in the UK, opened by the UK Minister of Transport, as part of the dissemination effort.

The main results show that:

- Using information, marketing and community education, as part of an integrated transport plan, can significantly increase levels of public awareness, influence public attitudes and enable people to make changes to their travel behaviour – to reduce car use and increase cycling, walking, car sharing and the use of public transport.
- Increasing the public's awareness of the problems caused by motorised mobility and creating an 'environmentally-friendly transport climate' among a community are essential for widespread, sustained behaviour change.
- Social and cultural change is most likely to be achieved through a combination of high quality information, high levels of public awareness of the impact of traffic growth, plus an understanding and acceptance of the opportunities available to change individual and community travel behaviour.
- Practical advice and ongoing support are essential if organisations and individuals are to maintain changes in travel behaviour. The evidence also suggests that complementary coercive measures to restrain traffic may also be required.
- Among the most effective campaigns and examples of marketing are those co-ordinated by partnerships (such as between operators and site owners or between Local Authorities, environmental groups and operators), where information and publicity is co-ordinated, consistent and sustained.
- Changing cultural norms is a long term process. There is evidence of successful cultural change in targeted sectors, which have been clearly delineated, including schools, workplaces, specific local neighbourhoods and individual households.
- Campaigns with individual travellers and 'individualised marketing' are effective tools for combining transport information and publicity, and produce results in terms of individual behaviour change.

- There are target events or times of change for individuals, organisations and communities, which can be used as a trigger for encouraging travel behaviour change. This is a promising area for future programmes, such as: targeting individual life events (moving house, having children, changing jobs); changes in institutions and businesses (re-developments, moving sites and personnel changes); and community changes such as the development of new housing areas, changes in public transport provision, and the regeneration of an area.
- 'New ideas for travel' are often not accepted immediately through simple promotions. Where new transport plans, new services, facilities or modes (such as car-pooling or park and ride) are introduced, a dialogue needs to be established with individuals and communities – to explain the perceived costs and benefits of 'making the change'.
- Greater public awareness and debate is generated when several individual organisations run parallel campaigns. The co-ordination of national and local campaigns and their messages also leads to greater media coverage and contributes to the creation of a climate of change.
- Information, marketing and community education programmes need to become an integral element of transport policy and planning – and form part of the implementation of all new systems and infrastructure, to maximise the impact of 'physical' measures.

Planning new communication strategies to change travel behaviour and reduce car use, requires a framework or model. Evidence from the INPHORMM review led to the development of such a framework. It is proposed that any organisation planning a programme to change attitudes or behaviour will need to work through issues of principle, strategy and implementation. These are explained in detail in chapter 5 of this report.

Different organisations can play different roles to encourage changes in travel attitudes and behaviour. The model is applied to four categories of organisation and considers the types of campaigns they could use. They are Local Authorities and administrations, public transport operators, sites and institutions and environmental, cycling and walking groups.

Three broad types of campaigns are described in detail – public awareness campaigns (to the general public); campaigns to targeted settings or groups (such as schools or workplaces) and individualised campaigns (aimed at individual travellers or households). The aims, strategy, implementation and market research and evaluation of each type are considered.

Overall, the plan for a co-ordinated city-wide programme is outlined as follows:

An overview of a co-ordinated programme

Changing travel behaviour across a city or town, requires action at several levels:

Levels of Influence

- Influencing political opinion and the media
- Influencing the opinion of the general public
- Influencing the behaviour of organisations and institutions
- Influencing individual travellers and households

Broad approaches

- Marketing sustainable transport and individual modes (cycling, walking, public transport, car-sharing)
- Lobbying and agenda-setting for changes in policy
- Improving transport information systems
- Community development projects to develop local solutions

Types of campaigns

- Public awareness campaigns
- Campaigns to targeted groups and settings
- Individualised Campaigns

Co-ordination

The co-ordination of campaigns can be planned at several levels:

- Co-ordinating individual campaign and projects into a communications programme
- Co-ordinating a communications programme as part of a broader traffic reduction strategy
- Co-ordinating communication programmes across an area, city, region – between different organisations (such as health, education and sustainable development)

Links to other measures

In addition to the main types of campaigns above, a co-ordinated programme to change travel behaviour, can link to the following activities:

- Promotion of new legislation/policy on transport, health or the environment
- Consultation on or promotion of local transport plans
- Marketing new public transport systems, cycling, walking or car-sharing facilities/services

- Health promotion campaigns promoting physical activity, or aiming to reduce the risk of coronary heart disease or asthma
- National/international events and conferences on transport, health and environment
- Local transport accidents/issues and news stories
- Other community involvement programmes locally – such as Local Agenda 21 projects

These different aspects can be combined to provide a model for a communications plan for a city:

A co-ordinated programme **Targeted campaigns are run in phases across an area, according to a population or community's readiness to consider changing their travel behaviour**
Campaigns to raise public awareness
Campaigns to targeted groups and settings (schools,workplaces, leisure sites)
Campaigns with individuals and households
Ongoing Action • Public relations and lobbying to community leaders, politicians and the media • Internal campaigns within organisations to build staff support for the programme • Improving public transport information systems • Marketing sustainable transport modes – cycling, walking, car-sharing and public transport • Developing community networks and partnerships • Promotions linked to new infrastructure
Stages of change
Awareness (of the problems of traffic growth)
Acceptance (of the need for change)
Attitudes (towards alternative modes)
Action (reducing car use)
Assimilation (maintaining the change)

3. Objectives of the Project

INPHORMM stands for INformation and Publicity Helping the Objective of Reducing Motorised Mobility.

It is a research project funded by the European Commission (DGVII – transport directorate), which investigated how transport information and publicity campaigns can influence peoples' awareness, attitudes and travel behaviour – and encourage cycling, walking and the use of public transport. It was designed to achieve the following objectives:

1. To provide a generic classification of information and publicity tools that can be used in a transport context to influence travel behaviour

2. To identify key target groups and the ways in which travel behaviour might be influenced by information and publicity initiatives

3. To provide a comprehensive review of different kinds of information and publicity campaigns, and the policy objectives they are seeking to achieve

4. To identify and describe a range of case studies demonstrating good (and bad) practice

5. To develop a general model setting out relationships between objectives, information and publicity strategies, use of specific tools and likely outcomes

6. To develop a number of 'concept campaigns' to illustrate how the principles derived might be applied in selected situations

7. To ensure widespread dissemination of the findings among relevant public and private sector organisations.

4. Means used to achieve the objectives

4.1 Summary of research work

The research work conducted in the project was organised into the following work areas:

- **A review** of the types of organisations involved in producing transport information or running publicity/marketing campaigns in the field of travel awareness. This included an analysis of their objectives, target audiences or settings, key messages, instruments and methods used, timing and phases of campaigns, monitoring and evaluation and their outcomes or impact.

- **Approx. 30 case studies** were identified and examined in more detail - dealing specifically with single/multi-modal campaigns, public transport information, campaigns targeting groups or settings (schools and business) and those linked to health and environmental programmes. The case studies were chosen from different countries, different organisations and from those programmes which had monitoring and evaluation data available for analysis.

- **An integration and assessment of current practice** through the preparation of a comprehensive summary of findings and examples of good/bad practice(from the review), and a detailed analysis of the organisational issues involved in providing comprehensive information and running successful campaigns

- **The development of a general model** showing which information and publicity strategies and tools are most effective at achieving given objectives through influencing the attitudes and behaviour of specific target groups

- **A number of concept campaigns** showing how these general principles can be applied to specific situations:

  Public awareness campaigns
  Campaigns to targeted groups and settings
  Individualised Campaigns

- **The development of guidelines** for different types of organisations on the use of communication tools, including: local authorities, public transport operators, sites and institutions and environmental, cycling and walking groups.

- **Communication and administrative tasks**, including the publicity for the project, production of reports and the dissemination of the findings and overall project management.

- **A pilot study** in Chisinau, Moldova with the City Council, the Technical University and the Public Transport Authority, supported by a UK transport consultant. This demonstration project has resulted in the production of a public transport information strategy, including the formation of a new public transport information and marketing unit in the Public Transport Authority and the printing of a city map for Chisinau – of the city landmarks and the public transport network.

4.2 The research process

The first stage of the project involved a review of the types of organisations involved in producing transport information or running publicity/marketing campaigns to encourage people to reduce their car use or use more sustainable modes. Over 150 organisations were included in the review, from Austria, Germany, Scandinavia, Spain and the UK. They provided information on more than 120 campaigns and programmes, most of which have taken place in the last five years.

Examples of the work of public and voluntary organisations, passenger transport operators, businesses and environmental groups in each of the partner's countries

were included. The review examined which organisations are involved in promoting sustainable transport, and their motives for doing so – such as environmental, economic, health-related, or to promote leisure or tourism. It also identified which groups or people or settings (such as workplaces and schools) are being targeted and the key messages and methods used to communicate them. The review also asked organisations about the monitoring and evaluation techniques they are using and any results which demonstrate the impacts of their programmes. Some publicity/marketing campaigns from health promotion and environmental campaigns were also included – to provide additional evidence about effective approaches to changing behaviours.

INPHORMM: Review Matrix

WHO?	AUDIENCE?	WHY?	HOW?	WHEN?	EVALUATION?
Type of Organisation and role	Customer/ target group, or settings	Primary and secondary objectives for the campaign	Approaches and methods used; and key messages	Timing and phases	Assessment of change and measures of success

In the second part of the review, approx. 30 case studies were identified and examined in more depth. The chosen studies included projects, campaigns and programmes from some of the INPHORMM partners, plus a range of other organisations, identified during the review. They were grouped into five categories according to their broad approach, main target group or target setting:

- General awareness campaigns – multi-modal
- General awareness campaigns – single mode (cycling, walking, public transport or car-sharing)
- Campaigns and programmes targeting key settings (workplace and schools)
- Campaigns and programmes targeting key groups and individuals
- Transport Information programmes
- Examples from health and environmental campaigns

The review work also included some examples of campaigns from the USA and Australia. The case studies were used to identify the critical factors for producing effective transport information and running publicity/marketing campaign, as the first step to developing the general model and good practice guidelines.

The underlying theories and concepts being used to understand the process of changing travel behaviour were identified from the case studies and are outlined in a review report. These were then analysed as the basis for developing the general model for changing travel behaviour. The model is a framework, describing the principles of mobility and communication; the strategy for changing travel behaviour across an area (such as a city) and the implementation process (creating a campaign or

programme or campaigns and projects). This included a summary for ‘co-ordinating a city-wide programme’.

A set of ‘concept’ or ‘model’ campaigns were then developed to illustrate the types of campaigns that could be implemented. Three broad types were identified:

- Public awareness campaigns
- Campaigns to targeted groups and settings
- Individualised Campaigns.

Each of these describes the aims of the campaign, the strategy to follow, the implementation process and the market research and evaluation needed.

From this, it was possible to then develop the guidelines for different types of organisations, illustrating how they could use the model and the different campaign plans to promote sustainable transport in their own spheres. Guidance has been written for:

- Local authorities and administrations
- Public transport operators
- Institutions and sites
- Environmental, cycling and walking groups.

4.3 Research reports and dissemination of results

The D3 report is entitled ‘A Review and Analysis of Transport Information Provision, Publicity and Marketing Campaigns to reduce car use in Europe’. This report provides an analysis of the development of campaigns, types of organisations using these approaches and their objectives, a classification of the campaigns and programmes in current practice, target audiences, techniques and messages used, the approaches to monitoring and evaluation and the impacts of campaigns. Key influences on success are also identified.

The D4 report ‘Reducing car use- Practical issues for successful soft policies’ was produced. It was used to produce the guides and brochures in the Resource Pack for Promoting Sustainable Transport. The report includes sections on why we should use ‘soft policies’, the options available for applying ‘soft policies’, raising support among politicians and community leaders, and how to run an information and publicity campaign/programme. This report is an internal working paper, not intended for the general public.

The D5 report ‘A Model for Changing Travel Attitudes and Behaviour’ was drafted at the end of 1998 and used to produce one of the guides in the Resource Pack.

‘The Resource Pack for Sustainable Transport’ is a complete set of the INPHORMM reports produced in an easy-to-read style and format. It was produced in February 1999 and contains four guides within a folder: An Introductory Guide (with sections aimed at different types of organisations); A Review of Current Practice, A Model for Changing Travel Attitudes and Behaviour and ‘Ideas for Campaign Plans – Developing a Communications Strategy’.

The project has also completed its pilot study in Chisinau, Moldova with the City Council, the Technical University and the Public Transport Authority, supported by a UK transport consultant. This demonstration project has resulted in the production of a public transport information strategy, which includes a number of development stages. The first few stages were taken forward as part of the study and have led to the formation of a new public transport information and marketing unit in the Public Transport Authority and the printing of a city map for Chisinau – of the city landmarks and the public transport network.

The major dissemination event for INPHORMM was an international conference 'Wheels of Change' which attracted over 260 delegates to London for two days of presentations and workshops, including over 50 speakers. One third of delegates were from other European countries. Reports on the review of current practice and a brochure about the model for changing travel behaviour were distributed as part of a package of information in conference packs. The summary report on the development of TravelWise Association UK was also included. The conference was accompanied by an exhibition of around 20 different displays and a theatre performance for schools about transport issues in family life. All conference delegates will receive a complete Resource Pack and printed conference report in April 1999.

INPHORMM has liaised with the CAMPARIE project during the final phase of the project. CAMPARIE contributed financially to the 'Wheels of Change' conference and provided several speakers for the main sessions and workshops. They also provided demonstrations of the MIRTO database of campaigns and used the conference to run an expert group to gather feedback on their software package.

A series of presentations and papers have been presented on INPHORMM. These are listed in the Exploitation and Dissemination Plan held by the Commission. National workshops or dissemination events have been run in Spain, Sweden and Germany during January 1999 and have been well received. A list of these presentations is included in the appendix.

National networks of interested groups and organisations have been set up in the partners countries during the project, to exchange examples of good practice and to disseminate the results of the project. These have led to national workshops or website discussions in each of the partners' countries at the end of the project.

An INPHORMM website was established throughout the second half of the project, and updated as new deliverables were produced. It contains information on the partners, the review and case studies and of the project findings.

5. Scientific and technical description of the project

5.1 The review of transport information and publicity/marketing campaigns
5.2 The general model for changing travel behaviour – principles, strategy and implementation issues
5.3 Developing a communications strategy and practical ideas for campaign plans

5.1 The review of transport information and publicity/marketing campaigns

The review involved the collection of information on a wide range of campaigns and programmes, by a variety of different organisations. The review report (D3) contains the following sections:

The development of information/publicity campaigns and programmes to reduce car use
Travel patterns in Europe
Public attitudes
Developments in transport information
Public transport marketing
The wider use of information and publicity to reduce car use

Types of organisations using information/publicity programmes and their Objectives
Government organisations
Public transport organisations
Environmental organisations
Other organisations

The objectives of transport information and publicity campaigns – a summary

A classification of the campaigns and programmes in current practice

Target audiences, communication techniques and messages
Target audiences
Communication techniques
Transport information provision
Publicity, marketing and community education techniques
Messages and themes

Measuring success – approaches to monitoring and evaluation

The impacts of campaigns and programmes

Key influences on success

Over 150 organisations were included in the INPHORMM review of transport information and publicity/marketing campaigns – from Austria, Germany, Scandinavia, Spain and the UK. They have provided information on more than 120 campaigns and programmes, most of which have taken place in the last five years. 30 case studies were also analysed. The summaries of these are included in the appendix. The results demonstrate that an ever-increasing number of organisations and agencies are developing campaigns and programmes to promote alternatives to the car or marketing their policies to reduce car use.

There are examples from national, regional and Local Authorities, City Councils and municipalities, public transport operators, environmental organisations, advocates of other modes such as cycling, walking and car-sharing, Health Authorities and health insurance companies, employers and sites with high volumes of traffic such as tourist attractions, airports, hospitals, universities and schools. All are involved in providing information or running campaigns/programmes to reduce car use. Many campaigns are co-ordinated by partnerships between these organisations and some are working with local community groups.

The objectives of their campaigns and programmes are wide-ranging and often combine:

- A general aim to achieve modal shift in favour of alternatives to the car
- Environmental objectives to improve aspects of the quality of the environment or reduce the negative effects of traffic growth, including improving air quality, reducing energy/fuel consumption, reducing noise pollution and increasing public space for cyclists and pedestrians
- Economic objectives to maintain or increase levels of public transport use, promote tourism, improve business efficiency or increase an organisation's membership (such as car-sharing agencies)
- Health/social objectives to increase physical activity/exercise levels, reduce traffic accidents, reduce the negative health effects of pollution or improve accessibility and mobility for disadvantaged groups
- Community involvement objectives; to promote public understanding of traffic reduction policies and measures or to promote participation among local people in the development of local transport plans.

Often, organisations identify a combination of environmental, economic, health promotion and accident prevention aims, which underpin their campaigns and programmes. Other secondary objectives may include improving public relations and creating a better corporate image, preparing the public for traffic restraint measures or explaining the introduction of new legislation or measures to encourage a reduction in car use.

The target groups identified vary widely, depending on the type of organisation and their objectives. Many Local Authorities running mass media awareness campaigns target 'the general public', but there is a trend for these campaigns to move, over time, towards more focused campaigns targeting key settings such as schools, businesses and defined geographical areas. Individualised campaigns targeting households or individual travellers are gaining popularity among both Local Authorities and public transport operators. Some Authorities are choosing to work with community leaders

and identifying ‘champions’ among local people such as business leaders and head-teachers in schools – through community development programmes. The media and politicians are also becoming a more important target group for statutory organisations concerned about their ‘environmental’ image.

Public transport operators also target the general public, but have identified a range of specific target groups among the population, including commuters, potential park-and-ride users, off-peak travellers, tourists, shoppers and certain age groups, notably young people and elderly groups. There is a tendency for operators to focus on existing users and promote specific tickets, offers and services to increase their market share. In some countries, there is a recognition among larger operators that marketing a ‘green’ image and developing a corporate identity among local populations is important for the long term viability of the organisation.

Environmental organisations and advocates of cycling, walking and car-sharing tend to target the media, policy-makers and politicians more intensively, to fulfil their objectives of achieving political as well as individual change. This is particularly the case at national level with campaigns to change transport policies as well as individuals’ travel behaviour. At the local level, their campaigns target people (particularly car drivers) through the workplace, schools, local cycling and walking clubs and environmental networks. They also support their members who cycle and walk. Local Authorities’ transport and environment departments are an important target for voluntary organisations who often aim to form alliances with Authorities and distribute publicity through the Authorities’ networks.

Institutions and sites (such as schools, hospitals, businesses, leisure/tourist sites) target their own employees, students, tourists and visitors to their sites. Some are building links with other local employers and sites in their neighbourhood, and seeking partnerships with public transport operators and their Local Authority – either to support promotional events at the site or to assist in their development of ‘green transport plans’.

A range of methods are used by organisations to promote their messages and to establish and maintain contact with their target groups. The review results highlight the importance of providing good quality, accessible and relevant information (on public transport, cycling or walking), as the basis for an effective campaign or programme. New technology is playing an increasingly important role in the work of operators and some Local Authorities, with electronic real-time information, CD Roms, trip-planners, the Internet and telephone/teletext services becoming popular. These are used to provide both static and dynamic transport information and for awareness-raising purposes. Computerised databases for car-sharing are being used in a few workplaces to encourage employees to join these schemes. Interactive CD Roms are used by a small number of Local Authorities to promote travel awareness in schools and with community groups.

The traditional tools of printed leaflets, posters, timetables, maps, press advertisements, resource packs and fact sheets are commonly used by all types of organisation. Television, cinema and radio advertising tend to be confined to the large campaigns with bigger budgets, although the evidence is that these are the most effective channels for reaching a mass audience and raising awareness across the

general population. In local programmes, where an organisation aims to establish a dialogue with a local community, the techniques of 'community involvement' and interactive workshops, forums and local newsletters are more popular. Some other innovative methods have also been piloted on a small scale, such as theatre in education, using drama to explore travel behaviour.

The messages of the campaigns and programmes in the review range from negative messages about the problems associated with traffic growth, to motivational and positive messages about the benefits of alternative modes. There appears to be a trend among organisations running programmes over several years, to move from publicity which explains the problems of traffic growth, to messages with positive themes, presenting 'solutions' and providing practical advice about behaviour change. There also appears to be a move towards the use of 'fun/leisure/lifestyle' messages which try to show the ways in which reducing car use can be a positive lifestyle change. Assessing the views of target groups is identified as the first step to successful marketing – to create messages which challenge negative views of public transport, walking and cycling, but also to avoid alienating car users with overly negative messages about the car.

The monitoring and evaluation of information and publicity/marketing campaigns is in its infancy. Many organisations do not monitor or evaluate the impact of their programmes in terms of their effects on travel behaviour. The success criteria used by different organisations depend on their original aims, and, for many, changing travel behaviour is a long term goal. There are, however, examples of evaluated campaigns which show that information and marketing campaigns and awareness programmes can lead to changes in peoples' attitudes and travel behaviour – in favour of cycling, walking or the use of public transport. The review and the case studies in this report provide examples of the following changes:

Political change

- Changes in politicians views of the need for sustainable transport policies and targets
- The introduction of cycling, walking and integrated transport strategies
- Acceptance by policy-makers of the need for improvements in information and marketing to encourage the use of sustainable modes
- Funding authorised for campaigns, programmes and community education to change travel behaviour and for increased investment in infrastructure which supports sustainable modes

Social and institutional change

- Increased acceptance by institutions and businesses of their role in promoting alternatives to the car to reduce traffic growth
- Increased membership of 'sustainable transport' networks between schools, hospitals, businesses etc
- Increased participation by community groups, institutions and business in local transport issues and involvement in transport planning
- Introduction of green transport/commuter plans, school transport plans and mobility management programmes in the workplace, schools and other sites to encourage individual behaviour change

- Increased media coverage and positive reporting of campaigns and programmes to reduce car use

Increased Knowledge and Awareness
- Awareness of public transport services, cycling/walking/car-sharing programmes
- Knowledge of the sources of transport information
- Knowledge of the benefits of other modes and the choices available
- Knowledge of the negative effects of traffic growth
- Understanding/recognition of campaign messages in favour of traffic reduction

Changes in Public Attitudes/Acceptance of the need for change
- To a more positive perception of public transport operators/public transport as a mode
- In favour of cycling/walking/car-sharing
- In support of traffic reduction – either at local level or in terms of transport policies
- In support of the idea that individuals can 'make a difference' to transport problems

Environmental/Health Improvement
- Improvements in individuals' physical/mental health (self-reported or physiological) due to increased physical activity
- Reduction in traffic congestion at key sites, on certain routes (such as schools, entrances to sites) or at peak times in city areas
- Reduction in cycle/pedestrian accidents involving motor vehicles
- Improved public perception of urban environments or quality of life in city areas

Changes in Individual Behaviour
- 'Greener' motoring behaviour – both in driving techniques and in reductions in shorter trips/car-sharing/combining trips etc
- Increased levels of cycling/walking (eg. to school or work)
- Increased membership of car-sharing schemes and increased car-sharing
- Use of public transport – increased use of specific services, tickets or for certain journeys
- Participation in programmes to promote sustainable transport (numbers of participants in one-off events, self-help programmes etc)

The report also identifies a number of key organisational, political, financial and cultural issues which play a crucial role in determining the success of campaigns and programmes. These include:

- The importance of internal marketing to ensure an organisation's own employees are supportive of a campaign or programme
- The need for campaigns and programmes to operate as an integral part of an organisation's policies and plans
- The targeting of key actors/players among politicians, the media and administrators to build support for a public campaign and the need for change

- The potential conflict between organisations running campaigns and programmes with different objectives, at both national and local levels
- The need for communication between organisations to co-ordinate their campaigns, programmes and marketing to maximise their impact among the target groups
- The need to identify local champions who can support the programme and provide access to community networks
- The crucial step of building a dialogue with local communities to identify their needs and local transport solutions
- The role of lifestyle images and slogans in mass media awareness raising campaigns, and the credibility of different organisations in promoting these messages
- The importance of direct contacts with individuals and personalised information as an essential part of the process of individual change
- The current lack of financial support to complete or evaluate programmes and campaigns
- Failure to build in appropriate monitoring and evaluation techniques to allow the process as well as the impacts of campaigns to be assessed
- The importance of sustained political support for a reduction in car use, to create a culture in which campaigns and programmes can be most effective.

Some important aspects of campaigns and programmes have been largely ignored by many organisations. This is due to the lack of a sound theoretical basis for understanding travel behaviour change and results in many campaigns failing to recognise important psychological and socio-cultural influences. 'Market research' into the views and information needs of target audiences is rarely carried out and messages are often communicated without pre-testing. Market profiles of specific target groups are rarely identified. Consequently, there is often insufficient information about their travel attitudes and behaviour from which tailored interventions can be developed. The examples of 'customised' campaigns and individualised marketing provide some examples of how this can be achieved. An understanding of the psychological stages of change and the ways in which people (and institutions) can be supported through these, is crucial and presently little researched in relation to travel behaviour.

On the basis of the monitoring and evaluation results found in the review, some general conclusions have been drawn which have been used to develop a general model to understand travel behaviour change and provide good practice guidelines.

- The use of information, marketing and community education, as part of an integrated transport plan, can significantly increase levels of public awareness, influence public attitudes and enable people to make changes to their travel behaviour – to reduce car use and increase cycling, walking, car sharing and the use of public transport.

- Public awareness of the problems caused by motorised mobility and the creation of an 'environmentally-friendly transport climate' among a community are a pre-requisite for wide-spread, sustained behaviour change.

- Social and cultural change is most likely to be achieved through a combination of high quality information, high levels of public awareness of the impact of traffic growth, acceptance of the need for change, plus an understanding of the opportunities available to switch from the car to other modes.

- Practical advice and ongoing support are essential if organisations and individuals are to maintain changes in travel behaviour. The evidence also suggests that complementary coercive measures to restrain traffic may also be required.

- Among the most effective campaigns and programmes are those co-ordinated by partnerships (such as between operators and site-owners or between Local Authorities, environmental groups and operators) – where information and publicity is co-ordinated, consistent and sustained.

- Changing cultural norms is a long-term process. There is evidence of successful cultural change in targeted sectors, which have been clearly delineated, including schools, businesses, discrete local communities and households. 'Individualised marketing' is an effective tool for combining transport information and publicity, and produces results in terms of individual behaviour change.

- There are specific events or times of change for individuals, organisations and communities, which could be used as a trigger for encouraging travel behaviour change. This is a promising area for future programmes and includes targeting individual life events such as moving house, having children, changing jobs etc; changes in institutions and businesses such as re-developments, moving sites, personnel changes etc; and community changes such as the development of new housing areas, changes in public transport provision, regeneration of an area etc. This highlights the need for campaigns which are integrated with other policies and plans.

- 'New ideas for travel' are often not accepted immediately through simple promotions. Where new services, facilities or modes (such as car-pooling or park and ride) are introduced, a dialogue needs to be established with individuals and communities to understand the perceived costs and benefits of changing to the new service/mode.

- Greater public awareness and debate is generated when several individual organisations run parallel and consistent campaigns. The co-ordination of national and local campaigns and their messages also leads to greater media coverage and contributes to the creation of a climate of change.

- Information, marketing and community education programmes need to become an integral element of transport policy and planning – and form part of the implementation of all new systems and infrastructure, to maximise the impact of 'physical' measures

5.1.1 Examples of Local Authorities campaigns

Kassel City Council, Germany faced a large increase in car traffic in the 1980s. The number of registered cars grew from 379 per 1000 inhabitants in 1982 to 461 per 1000 in 1989. Between 1982 and 1988, there was a dramatic decrease in walking trips, as the share of car drivers in the urban modal split increased by nearly one third. A new transport plan was developed which linked transport policy more closely with land use and environmental policy, and set a target to reduce the modal share of the car by 20% from 1988 to 2000. This was intended to reduce the negative effects of traffic on the population and improve the quality of life in the city. Public relations and publicity measures formed a central part of the plan, alongside restrictions to car parking spaces, extension of the public transport system, the mixing of urban functions and decentralisation.

Three main target groups were identified: local opinion leaders, employees of the public transport operator and the general public. The campaign had two parts:

- A campaign to the major institutions (to the first two groups above)
- A public awareness campaign to the citizens of Kassel

A set of messages and themes were developed from interviews with the public and public transport employees. A key message 'to make sure we are not running out of air in Kassel' has had a long-lasting impact. Other slogans described the community benefits of environmentally-friendly modes (and the economic and environmental costs to the city). Publicity materials added images to these themes and included targeted public transport information. The Federal Ministry measured a decrease in the modal share of the car and an increase in the use of other modes – during the years of the campaign (following years of increased car use). A large decrease was also measured in the number of people supporting pro-car planning (from 25% to 9% between 1988 and 1994). The campaign was believed to have contributed to these changes.

Karlstad City Council, Sweden

In 1993, a research report revealed that Karlstad was the Swedish city with the highest levels of hydrocarbons and that traffic was the greatest contributor to the air pollution. In 1995, the municipal council adopted an environmentally-friendly traffic plan aiming to cut traffic levels by 20% by 1997 and by a total of 30% by 1999 – through a combination of infrastructure measures and a promotional and education programme with city residents – to change attitudes and behaviour through dialogue. The campaign targeted the general public and major workplaces in the city. A questionnaire was distributed to workplaces and a selection of the public, competitions were held, and a transport advisory service was set up to visit sites and offer help in reducing car traffic. Publicity materials encouraged people to 'become an environmentally-friendly traveller'. By the end of 1997, traffic had decreased by 15% and the evidence showed that this was due to the combination of both physical and promotional measures.

Hampshire County Council, UK

Hampshire has also been facing the problem of a dramatic increase in personal car use. In 1993, 5% of the strategic road network was over-capacity and this is set to rise to 46% by the year 2011. There were many local political battles between environmentalists and politicians. A community involvement programme was developed in 1994 (called Headstart). This aims to raise awareness among residents, communities and businesses in the county, of the level and nature of the problems; to encourage these groups to recognise their role in finding more 'sustainable' solutions, and to change their attitudes and travel behaviour, in favour of alternatives to the car. The programme has run over 100 workshops with individual communities with specific transport problems, schools, businesses and community leaders, as well as the employees of the Council itself. Methods have also included the use of discussion groups, CD Roms in schools, presentations and seminars, action packs and printed publicity materials for different groups. Around 20,000 people have been involved in the programme. It has measured increased awareness and participation in transport planning among community groups, changes in business attitudes to support sustainable transport and changes in behaviour in individual sites – such as increases in the numbers of children cycling to school.

Hertfordshire County Council UK

In Hertfordshire, traffic is set to increase by a third between 1993 and 2003. A proposal for a motorway through the county was opposed by environmental groups and the public have become increasingly supportive of environmentally-friendly solutions. A TravelWise policy was established in 1993 to promote modes other than the car. This aimed to reduce congestion in the peak morning period, reduce environmental pollution and contribute to improving the health of the local population. The programme has included all kinds of techniques from mass media advertising, work in schools and businesses, theatre performances and action days, to a campaign to the Council's employees and a campaign to other counties to join the TravelWise network. Over 100 Authorities are now members and the network became a national Association in 1998. In Hertfordshire, the Council has monitored increased awareness of the campaign each year and increasing understanding and support for the messages (70% of the public surveyed). New schools and businesses are joining the targeted campaigns and setting up green transport plans, and there has been increased cycling and walking among children in the pilot schools.

5.1.2 Examples of campaigns by public transport operators

VDV (Verband Deutscher Verkehrsunternehmen), Germany

VDV is the umbrella organisation of the local and regional public transport authorities. Between 1981 and 1988, the mode share for public transport decreased from 22% to less than 17% and the number of passengers dropped from more than 7.7 billion to less than 6.5 billion. This was due to the increase in private cars, problems with the public transport network and a poor image of the services. A Public Awareness programme was developed by the VDV to replace the traditional advertising. It aimed to increase peoples' knowledge of the benefits of public transport, create a positive attitude towards it and encourage increased use. The

programme targeted opinion leaders and decision makers, employees of the operators and the general public. TV and newspaper/magazine advertising were used to reach the public. Events and presentations were used for the other groups, with some advertising in targeted publications. The VDV's public surveys show that attitudes towards public transport became more positive during the time of the programme and there were increases of over 17% in the number of passengers between 1988 and 1994. The joint national and local campaigns are believed to have contributed significantly to this.

Azienda Consorzio Trasporti Veneziano, Actv, Italy

A marketing department was created in 1996 in Actv to develop marketing actions in public transport and to carry out mobility studies to understand peoples' mobility needs. The company was experiencing a decrease in overall demand for their bus services, but overcrowding in peak hours; overcrowded water-bus services due to the demands made by tourists, increased local traffic congestion making bus services less attractive and the prospect of privatisation – creating competition with other operators. A marketing strategy has been developed which includes:

- customer surveys,
- the creation of targeted services and the introduction of new dedicated services for certain trips with an innovative logo,
- direct marketing to households in areas with new services,
- new information services to customers and
- networking with other operators marketing departments to work towards the co-ordinated promotion of public transport in the region.

The direct marketing projects have led to improved relations between Actv staff and customers in these areas and increased use of Actv services.

Consorcio de Transportes de Madrid, Spain

CTM co-ordinate public transport in the Madrid region. Despite investments in the system and new products such as new tickets during the 1980s, traffic congestion had reached alarming proportions and a political consensus was reached to promote public transport and restrict car use in the city. CTM developed a series of image and promotional campaigns across Madrid aiming to highlight the changes already made, improve the image of public transport and public transport users and encourage greater use of the systems across the city. The campaigns targeted all local population groups between 1989 and 1991 using TV, radio and press advertising, printed publicity (such as posters on telephone boxes) across the city, and stickers, brochures etc. The image of the car as a turtle was chosen – to highlight the problems of traffic congestion and a range of slogans promoting positive images of public transport were presented. CTM have also worked in schools with educational campaigns and materials for children. Public surveys showed that there was high recognition, recall, understanding and acceptance of the campaign messages. Attitudes towards public transport improved among certain groups and the campaign won a national award for its impact.

Scandinavian public transport operators

The results of campaigns and programmes from various Swedish and Danish operators show more positive attitudes and increases in public transport use among certain groups.

Gothenburg City Transport measured an increase in patronage of 8% in an area of the city with a reorganised service promoted by an extensive marketing campaign (compared to a 2% increase in the rest of the city). They also found improved attitudes towards public transport in this area. PTA Malmo, measured a 40% increase in the use of their express buses following an advertising campaign and some direct marketing to households. This increase was mainly in off-peak journeys. Copenhagen City Transport measured a 12% increase in bus use after their direct marketing campaign to households. Their advertising campaign to the public led to increased levels of public knowledge and more positive attitudes toward the Express Bus.

5.1.3 Examples of campaigns in institutions and sites

CykelBusters project, Aarhus, Denmark

Aarhus is the second largest city in Denmark. 70% of the journeys made in and out of the city are by car; 20% by bus and 10% by bicycle – leading to congestion, parking problems and air pollution. As part of a national target to transfer 4% of car trips to bus or bicycle, the Municipality set up the Cykelbusters project in 1995, to persuade commuters to use their bicycles to help achieve this target and to improve their health. 175 participants were selected from different sites through a recruitment campaign in the press. They all drove between 2 and 8 kms to and from work. They were provided with a bicycle, a bus pass, equipment and a free health check and in return, they committed to try and cycle to work for a limited period and record their behaviour. At the start of the project, the participants cycled half as much as the national average. During the study, they cycled three times as much as the national average – and reduced their car trips by 50%.

Safer Routes to School Projects, UK

These are run in various schools across the country by Local Authorities (often led by their TravelWise campaigns) and in some cases, with an environmental charity Sustrans. They have developed from specific transport problems or high accident rates at the schools and aim to increase the number of children, parents and staff cycling or walking to school. Methods have included travel surveys of these different groups, the development of school transport plans, workshops and presentations, theatre performances, the use of educational materials on transport in the classroom, and the establishment of new cycling and walking routes and traffic calming measures. These are then publicised through the schools and to local residents and parents. This type of programme has led to the development of new public transport routes around schools and increased use of public transport, increases in cycling to school and new transport plans for the school to promote long term change. Some innovative solutions have been designed by individual schools, such as a ‘walking bus’ – where children walk together to school with a guide.

The National Roads Administration, Sweden

The NRA ran an environmental education programme among its 3,300 staff during 1995-1997 as part of its environmental strategy. The programme used outside lecturers and internal 'champions' and provided information and discussion time for staff groups from different departments – on the role they could play in promoting sustainable transport within the organisation. The evaluation of the programme measured increased awareness and acceptance among staff of their role and a doubling of the number of staff with responsibilities for these public programmes.

The Lufthansa Centre, Hamburg, Germany and British Airport Authorities, Heathrow, UK have both developed green transport plans for staff and visitors to their sites – to reduce traffic congestion, improve the environment for local residents, and to reduce time wasted travelling to the sites. Lufthansa's plan included sustainable transport information, publicity and a car-sharing scheme and has led to savings of 900 car trips per day to the site. Heathrow Airport has also measured changes in staff and visitor behaviour in favour of public transport, cycling and walking through a co-ordinated programme of information, education and the promotion of new infrastructure (public transport services and cycling/walking routes)

Transport 2000, the national transport campaign in the UK set up a Healthy Transport Network to encourage hospitals and health facilities to promote sustainable transport at their sites. They targeted senior hospital managers and then provided support (by telephone and with a newsletter) to individual members of staff to develop green transport plans. In the first two years over 100 members had joined the network and a resource pack of ideas was produced. For example, Southampton NHS Trust introduced a plan which included information, staff workshops and new public transport, cycling and walking facilities. This has led to 700 fewer cars arriving at the hospital every day, a reduction in time spent queueing to park and an increase in cycling, walking and public transport use. Stockport Centre for Health Promotion launched and publicised a cycle leasing scheme at their hospital site – as part of the promotion of a sustainable transport plan. All 85 bicycles were leased by staff who reported improvements in their health through cycling to work.

5.1.4 Examples of campaigns by environmental, cycling and walking groups

Greenpeace, Germany ran a NOZON campaign as part of a long-running campaign against ozone smog which started in the early 1990s. It aimed to protect the climate and health (particularly the effects of air pollution on children's health) by lowering car emissions, and to do so by increasing public understanding of the issues, and changing attitudes and behaviour to reduce car use.

Friends of the Earth, UK proposed a Traffic Reduction Bill to Parliament – to change national policy. They ran a campaign to politicians to support the Bill and publicised the campaign to activists across the country to encourage them to lobby politicians locally. They were successful in getting the Bill approved as an Act of Parliament. Local traffic reduction targets now have to be set across the country. The lobbying and campaigning work was felt to have been crucial to this success.

Various UK groups and charities promoting cycling, walking and sustainable transport, have run annual events during the summer months to encourage the public to try a different mode or to 'leave their car at home'. These include 'National Car Free Day' (led by the Environmental Transport Association), 'National Bike Week' and 'Bike to Work Day' (led by the CTC) and Walk to School Week, (led by the Pedestrians Association). They target the general public, as well as specific settings (schools and businesses) and types of travellers (such as commuters) using events, publicity materials, resource packs and trial offers. The media and politicians are also a key target – to raise the profile of sustainable modes and to portray cycling and walking in a more favourable light. These events focus on the health benefits of cycling and walking, promote them for work as well as leisure trips and highlight the community and environmental benefits of less traffic on the roads, especially for young people.

Results show that all these events are increasing in size annually, with more and more organisations and individuals participating. The Pedestrians Association have found that, on average, an extra 50 children walk to each participating school during the week (1998). CTC recorded over 1200 events in National Bike Week 1998 with over 430 organisations involved; increased positive media coverage and increased CTC membership. Evidence from local events showed increasing numbers of people 'trying cycling' during the week.

Global Action Plan UK run an environmental programme called 'Action at Home' with individual households across the country, in collaboration with Local Authorities. This includes support to change travel behaviour as well as other environmental action, such as reducing waste and saving energy. In the first year, the charity targeted prominent politicians and built national support for the programme. Nearly 30 UK Local Authorities signed up to the programme initially and this has led to over 17,000 households targeted in the first phase of the programme. They were identified as interested households by their Local Authorities and provided with a self-help resource pack, questionnaires and support from local volunteers. The media are targeted through a comprehensive marketing strategy and media coverage has been high and very positive. The first results show that households have made reductions in short trips by car and increased their car-sharing.

More detailed examples are provided in the appendix – in the case study abstracts and the organisations and campaigns included in the review are also listed.

5.2 A Model for Changing Travel Behaviour – An Overview

A Model for Changing Travel Attitudes and Behaviour

Starting Point for Action: Why use communication tools to reduce car use?

The problems of increasing car use | The need to reduce car traffic | The role of 'soft policies' in transport planning

Principles

Understanding mobility behaviour

- Defining mobility
- The potential for change
- Perceptions of mobility
- Perceptions of different modes
- The effects of small changes
- Different trips, different modes

Influences on attitudes and travel behaviour

- Public opinion
- Community culture
- Key actors and organisations
- Local networks
- The organisation using 'soft policies'
- The existing infrastructure
- Transport policy and plans

Principles of communication

- The link between attitudes and behaviour
- Communication as a process
- Raising public awareness
- Personal concern and social acceptance
- Customised information and motivation
- The elements of the communication process

Strategy

How can communication programmes help to encourage behaviour change?

The importance of 'soft policies' | Linking hard and soft transport policies | Changing the image of sustainable transport

A Framework for Planning

- Adapting to public opinion
- Using transport plans and other policies
- Setting goals for achievable change
- Planning phased communications (step-by-step)
- Campaigning for the campaign
- Targeting audiences and settings
- Joining forces with other organisations
- Using different media & methods
- Challenging opposition to change

A Platform for Action

- Key messages or themes
- Building interest and understanding
- Useful facts and figures
- Encouraging new thinking
- The arguments for change
- The influence of others mobility ('passive mobility')
- Community values
- Empowering the majority

Monitoring & Evaluation

- Reasons to evaluate
- Options for evaluation
- Process measures
- Outcome measures
- Mobility indicators
- Measuring success

Implementation

Co-ordinating programmes
Objectives and Goals
Audiences
Themes and Messages
Communication tools

The results of the review were used to develop a model for changing travel behaviour – using best practice and evidence of successful campaigns. Each of the headings in the diagram are explained in more detail below.

5.2.1 Principles

These are grouped into three sections:

Understanding mobility behaviour **Influences on attitudes and travel behaviour** **Principles of communication**

Understanding mobility behaviour

We travel as part of every-day life and understand mobility in terms of the types of trips we make and the reasons for them. We also tend to perceive some modes (particularly the car), more positively than others. Many trips we currently make by car, could, potentially, be replaced by other modes – if we were persuaded of the benefits of switching. This is the starting point for identifying the opportunities for changing mobility behaviour.

- **Defining mobility**
- **The potential for change**
- **Perceptions of mobility**
- **Perceptions of different modes**
- **The effects of small changes**
- **Different trips, different modes**

- **Defining mobility**

Mobility is a need. We travel to perform our social roles and the activities of every-day life. Mobility is also a derived demand – in that we are required to travel between places of work, education, shopping, leisure and our homes. People who travel short distances between these sites are just as mobile as those travelling long distances; the number of trips made by each person (and for people in different countries) each year remains fairly constant. This means that mobility is a closed market – decreases in one mode lead to increases in another.

- **The potential for change**

In theory, we can make changes to the way we travel for any trip – where there is an alternative mode available and no obvious constraint for an individual to use it. Soft policies can encourage the potential for behaviour change in situations where people:

- are not aware of alternatives to the car, through lack of information

- do not want to use an alternative mode, because of a negative attitude towards it
- are in favour of using the car, although there is no practical advantage to using it
- just use the car as a routine or habit

- **Perceptions of mobility**

Behavioural decisions are influenced to a large extent by our individual perceptions of mobility – our 'subjective worlds'. These are in turn, influenced by a range of factors, such as our living environment and other members of our household, our habits and values, attitudes and preferences, our experiences, the perceptions we have about different modes, the knowledge and information we have about transport etc. Many people do not perceive themselves to have a choice in the way they travel, even though objectively, there may be other modes available.

- **Perceptions of different modes**

Many people do not perceive the benefits of environmentally-friendly modes (as faster, cheaper etc.) for certain trips. Research evidence shows that people usually value the car more highly. The car is generally perceived as the mode of choice; the most common and most convenient form of transport and most people like cars and like driving. If we see the transport sector as a market and the different modes as competitors – then it is clear that communication about the car has dominated the market over the last few decades. This has had a major influence on peoples' perceptions of different modes.

- **The effects of small changes**

For most trips, there are options for mode choice, but these are not necessarily perceived as a choice in an individual's mind. Our mobility patterns also change over time, as we move houses, change jobs etc and find ourselves unable to use certain modes at certain times. The 'customers' for each mode, are therefore in constant flux and there are regular shifts from the car to other modes and vice versa, during a person's lifetime. Small individual changes, such as one or two trips per person per month, can lead to large changes in mode choice. Once a person has made the first small changes, this influences subsequent decisions – as habits change and their knowledge and experience of using other modes grows. Rather than focusing on all car trips, soft policies need to focus on those trips where switching modes is a realistic option.

- **Different trips; different modes**

Every individual makes approximately 1000 individual trips per year, using different modes for different activities (car, cycling, walking, public transport, car-sharing, taxi etc). People can be encouraged to consider changing modes for each trip, or for groups of trips – if they are motivated to make changes. Mobility is not therefore, a typical 'consumer product' which can be promoted to specific social groups. Rather than classifying peoples' mobility options on the basis of their socio-economic group, it is more useful to define it on the basis of types of trips we make and our readiness for change.

Influences on attitudes and travel behaviour

There are a range of 'wider' factors, beyond our individual attitudes, which influence mobility behaviour. These include political, physical (eg. infrastructure), economic, cultural and social factors. The 'community culture' is particularly significant for the choice and success of a communication strategy to reduce car use. By mapping out these influences, it is possible to identify who can support or hinder change and where the community culture or physical environment can make it easier for individual behaviour change.

- **Public opinion**
- **Community culture**
- **Key actors and organisations**
- **Local networks**
- **The organisation using 'soft policies'**
- **The existing infrastructure**
- **Transport policy and plans**

- **Public opinion**

Soft policies are not implemented in a vacuum. The organisation running a campaign and their target audiences exist in a social framework, in a particular time and place. The 'climate of public opinion' can be described as the prevailing mood within a community. It is influenced by different forms of communication about an issue. In transport, this includes the campaigns by other organisations, car advertising, media reports and news bulletins etc

- **Community culture**

Current public opinion is one of the main determinants of the 'community culture' – along with traditions, social norms and values, the history of policies and plans in the area etc. The community culture greatly influences individual travel behaviour and the decision-making of policymakers and planners. Clearly, soft policies to reduce car use are more likely to be effective where the community culture supports this objective and is in favour of environmentally-friendly modes. In the longer term, soft policies can work to influence the community culture, to make individual decisions to reduce car use easier.

- **Key actors and organisations**

All members of a community are both influenced by and contribute to the community culture. Some organisations and individuals have a particularly important role in shaping this culture. These include 'opinion leaders' such as politicians, the media industry, businesses, local associations and pressure groups. These 'actors' can play a crucial role as public models, leading social change through their own behaviour change. They also link with many other individuals and organisations and can help to pass on information and ideas about reducing car use within the community.

- **Local networks**

A community has a communication system through which information is exchanged between key actors and organisations, individuals and groups. The relationships between these groups may be positive or negative and may either help or hinder the introduction and success of soft policies to reduce car use. The most important networks are those between key actors, where peer pressure plays an important role in how support for certain policies can develop.

- **The organisation using soft policies**

Any organisation, site or group using communication tools, is also part of the community networks and culture – and needs to identify the structures and other groups which support or hinder its own work. The organisation's purpose, aims and status in the community will all affect its ability to plan and implement soft policies and their effects on the audience. One particularly important factor is the level of support within the organisation's own staff/employees – as they are the main interface with the 'outside world'.

- **The existing infrastructure**

The existing transport infrastructure, such as streets layouts, stations, walking and cycling routes, pavements, crossings, bridges, tunnels, parking spaces etc) set the physical framework and boundaries for mobility behaviour within a community. This includes the performance of the network as well as simple the routes and services which exist. For example; does it offer the range of choices? Is it working properly? Is it maintained? More importantly, are the public perceptions of the infrastructure – does it have a 'good reputation'? Is it perceived as safe and reliable?

- **Transport policy and plans**

Political objectives and planning measures provide the institutional framework in which an individual makes choices about their travel behaviour. These include transport plans, traffic rules, taxation and fiscal policies (eg. car mileage allowance). Individuals are influenced not only by the policies themselves as they are implemented, but also by the ways in which they are introduced and promoted. Transport plans and their promotion can either enhance or discredit the 'environmentally-friendly' reputation and credibility of the local authority – which in turn, affects the level of support for behaviour change among individuals in the community.

Principles of communication

This section provides an overview of the process of behaviour change and outlines how communication tools can be used to support it. It maps out the main features of communication and why each is important in trying to achieve a change in attitudes or behaviour. The process of behaviour change can be described as a 'cycle' – for individuals, communities and institutions. Providing relevant personalised information, publicity and support at different stages can support the process of

changing travel behaviour. A communication plans needs to identify WHO says WHAT to WHOM, WHEN and through WHAT channel. The most effective targeting is to those groups and individuals who are interested and motivated to consider change – at home, school, work or at leisure.

- **The link between attitudes and behaviour**
- **Communication as a process**
- **Raising public awareness**
- **Personal concern and social acceptance**
- **Customised information and motivation**
- **The elements of the communication process**

- **The link between attitudes and behaviour**

It is useful to understand behaviour change as a process which links attitudes and behaviour, divided into a series of stages:

- Awareness (of the problems of increased car use)
- Acceptance (of the need for change and the role an individual or organisation can play)
- Attitude (towards alternative modes and towards making an individual behaviour change)
- Action (making changes –reducing car use or trying other modes)
- Assimilation (reinforcing and maintaining the change; forming new habits)

In reality, the link between attitudes and behaviour change may not be a linear process. People often try to match their behaviour with their attitudes (this is called cognitive dissonance) to avoid the discomfort of behaving in a way that does not match their beliefs. If an individual is persuaded of the benefits of trying to reduce car use, they are more likely to take positive behavioural steps to reflect this new thinking in their everyday travel behaviour. Changes in awareness and attitudes do not automatically lead to a change in behaviour – as there are all the factors described in the section above, which may prevent or hinder individual change. Individuals and organisations may also move backwards and forwards between different stages, and it can take many attempts to both change behaviour and to build the change into new travel patterns.

- **Communication as a process**

‘Soft policies’ aim to trigger and support the process of behaviour change. This is best achieved if communication programmes target people and organisations according to the stage of change they are ‘in’ and provide the information/support they need at that stage. Effective communication is a two-way process and this involves building a set of ideas, messages and information with an ‘audience’ over time. The process is ongoing and should continue after changes have been made – to reinforce these and prevent a return to old attitudes and behaviour when circumstances make it difficult to maintain the new behaviour. This is necessary for individuals, groups and institutions making change.

- **Raising public awareness**

Many people and institutions may see no benefit in reducing their use of the car or switching to other modes. Any communication programme needs to start from the current attitudes and beliefs of the target group. In Europe at the moment, the car is valued highly and is generally perceived as the dominant mode of transport. The first step of the process is therefore to raise awareness of the idea of sustainable transport, and of the impact that car use has on our cities, the environment etc. If public awareness of these issues and problems is raised, further steps to encourage behaviour change are more likely to succeed.

- **Personal concern and social acceptance**

Awareness-raising involves providing new information to people, or presenting information about mobility in a new way. In order to make a personal link with these ideas, the communication process needs to highlight the role that the individual or institution can play – both as a contributor to the problems of increasing car traffic and to the solutions. If people feel a sense of personal concern and perceive the problems as affecting their lives, they are more likely to accept the need for change. If they also recognise that they can improve the situation through their own actions, they are more likely to become motivated (and develop more positive attitudes) towards making personal changes in their travel behaviour (or the policies of their institution).

- **Customised information and motivation**

When an individual/group is prepared to change their travel behaviour (however large or small the change), they need information which is accessible, relevant and personalised – providing the practical details about how they can use other modes and where they can go for further information and support. The closer an individual gets to making a change, the more personalised and focused the communication needs to be, to match their needs. This information should explain the options available for alternatives to the car, for the different types of trips an individual/organisation makes. It should focus on encouraging the easier changes, where the systems and alternatives are available and accessible and require the smallest change at first.

- **The elements of the communication process**

The elements of the communication process which affect its success are:

- The communicator (their role, credibility, experience)
- The message (its style, tone and content)
- The channel (the coverage, focus and accuracy in reaching the relevant groups)
- The audience (their interest, motivation to change, ability to receive the information)

These elements can influence not only peoples' perceptions of the information and the communicator, but also the likelihood that they will take action as a result. The other key element is the influence of information and messages from other sources – which may reinforce the idea of change or challenge and oppose it.

5.2.2 Strategy

This section covers:
A framework for Planning **A Platform for Action** **Monitoring and Evaluation**

A Framework for Planning

This section presents some general 'rules', developed from the principles above, which are relevant for all types of soft policies. They can be seen as providing a basic framework from which a communication strategy can be developed for a specific area, system, service or plan.

- **Adapting to public opinion**
- **Using transport plans and other policies**
- **Setting goals for achievable change**
- **Planning phased communications (step-by-step)**
- **Campaigning for the campaign**
- **Targeting audiences and settings**
- **Joining forces with other organisations**
- **Using different media and methods**
- **Challenging opposition to change**

- **Adapting to public opinion**

The first step in planning a communication strategy is to survey public opinion on the relevant local mobility issues and map the current mobility behaviour of the local population. The results of these surveys will provide background information from which the aims of the strategy and possible targets for attitude and behaviour change can be selected. Changes in public opinion, as a result of a campaign or due to other factors, needs to be regularly monitored and plans adapted to reflect this.

- **Using transport plans and other policies**

Integrating a communication strategy within a broader transport plan can strengthen the arguments for change, gain support from key politicians and community leaders and save money. A communication strategy can form part of policies at national, regional or local transport level, or part of policies in other related fields such as education, health or environment. It is particularly important to link transport communication strategies with infrastructure plans – to give them more credibility and to link them in the public mind with tangible local improvements to the transport systems.

- **Setting goals for achievable change**

As described above, certain groups are more likely to be interested and motivated to make changes in their car use. A communication strategy should focus on these comparatively 'easy' groups in the first instance, where progress can be made and then used to promote change among other groups.

- **Planning phased communications (step-by-step)**

Generally, soft policies have been found to be more effective if they develop over time in a step-by-step fashion across a community or institution. In areas where no previous action has been taken, the first step is usually to raise public awareness of the issues of increasing traffic growth. From a level of raised awareness, various steps can be taken to promote individual and social acceptance of the need for change, followed by targeted support and information to those groups most able to take action 'on the ground'. These steps may run in parallel in different areas of a city or in series across a city/area.

- **Campaigning for the campaign**

Lobbying key actors and opinion leaders to support the use of soft policies and to 'sign up' to a communication strategy is essential. If their support is gained from the beginning and they are involved in the process of change, the work is more likely remain on the political agenda. This 'campaign for the campaign' also allows early identification of the likely opposition and ways to minimise this. Local politicians, the media, business leaders and heads of associations are priority groups at this stage. The staff of the organisation planning the communication strategy (whatever size it is), are also an important early target before campaigns are launched to the general public.

- **Targeting audiences and settings**

Target audiences range from the local population as a whole (the general public), to specific groups and organisations, to individual residents and travellers. Identifying appropriate audiences and target groups is only possible after local mobility behaviour and attitudes toward change have been analysed. Classifying people in terms of their socio-economic group is useful in traditional advertising. However, this does not reflect peoples' interest and readiness to make changes to their car use. Target settings are particularly useful as a focus for action – for example, in schools, hospitals, individual sites and so on. Within these settings, it is much easier to identify those people who are motivated to make changes.

- **Joining forces with other organisations**

A variety of different organisations can play a role in changing travel behaviour in a city/town or region. The effectiveness of each organisation's communication strategy can be increased if different sectors join forces and co-ordinate their soft policies – creating shared goals and targets for action. Each organisation can then identify how far its own goals and policies can contribute to an overall programme to reduce car use. They can also focus on audiences and groups with whom they have the greatest

contact and the most credibility. No one organisation can achieve widespread behavioural change by working in isolation.

- **Using different media and methods**

Mass media tools are the most appropriate for communicating general messages to a wide audience – and are therefore suitable for broad awareness-raising campaigns. They are not suited for developing a two-way dialogue or for explaining more complex arguments or ideas, or as a way of promoting local participation in a programme. The range of local media can be identified at the start of a communication strategy, to identify the options available and to match campaign objectives with the most suitable channels. Personalised information and support requires the use of more individual and face-to-face methods to build relationships with people and develop an ongoing dialogue about behaviour change and the barriers to it. Printed information, high quality transport information and resource materials are essential to reinforce messages and provide practical details of alternative transport options.

- **Challenging opposition to change**

Many different organisations have an interest in the effects of campaigns to reduce car use and some will act in direct opposition. Any campaign to promote sustainable transport may be distorted by opposing groups, who fear loss of business, freedom or employment if travel patterns change. Monitoring these opposing views and working with critics to build a common platform for action is essential, throughout the planning and implementation of a strategy.

A Platform for Action

Using the framework for planning above, a set of arguments can be created and used in different ways throughout a communication strategy. The points below highlight the important values and ideas which can be used as part of any type of individual campaign.

- **A key message or theme**
- **Building interest and understanding**
- **Useful facts and figures**
- **Encouraging new thinking**
- **The arguments for change**
- **The influence of others mobility ('passive mobility')**
- **Community values**
- **Empowering the majority**

- **A key message or theme**

The most obvious advantage of environmentally-friendly modes is that they are less damaging to the environment than the car, and have fewer negative impacts on

peoples' surroundings and their health. This argument is a key message for all campaigns and programmes. The fact that these are community benefits as well as individual ones, is particularly important as a theme – the idea of creating 'a better world'.

- **Building interest and understanding**

Transport policy and plans are of interest to most people in a local area – as everyone is affected by changes in policies and new systems. However, many people do not feel sufficiently able to contribute to the debate – because they have only heard about particular aspects of a plan or isolated transport problems. Communication strategies can therefore seek to consolidate and build on the high level of social interest in the subject of travel behaviour, while also aiming to raise the levels of public understanding of the issues.

- **Useful facts and figures**

One way of increasing understanding is to present clear, accessible and relevant facts and figures about the local transport situation, national and local traffic growth and the local opportunities for change. These need to be customised for different audiences and include specific examples of the use of different modes, the types of trips being made and the modes used for them, and the difference that an increase/reduction in traffic could make to congestion at particular sites or time spent travelling.

- **Encouraging new thinking**

Messages serve to 'encourage people to think' about their own travel behaviour and the options available for change. Telling people (either individuals or institutions) to change their attitudes, behaviour or policies is not effective. People prepare for change through 'self-discovery', as they consider their own situation and make decisions about the costs and benefits to them of making a change. Organisational change in institutions follows the same process. If behavioural change comes about through informed choice, led by the individual or organisation themselves, it is far more likely to be sustained.

- **The arguments for change**

There is a tendency for governments and operators to focus their communication strategies on the promotion of individual measures and developments – sometimes neglecting to explain the 'bigger transport picture' in which those decisions are made. It is easier to build support for soft policies if the general aims (such as cleaner air and less congestion) are presented to the local population first and to reinforce these every time a single new measure or initiative is promoted. This also makes criticism of the policies more difficult – as few people can argue against these general community benefits.

- **The influence of others mobility ('passive mobility')**

An individual spends, on average, one hour a day travelling. This can be described as their 'active mobility'. During the remaining 23 hours, each person experiences the 'active mobility' of others. Arguments which stress this important point and highlight the ways in which we are all constantly affected by traffic levels and car use, are relevant to all groups in society. They also reinforce the idea that we can all contribute to both the problem and the solution, and that we can all benefit from change – 24 hours a day.

- **Community values**

The majority of the population perceives the personal benefits of car travel as the most important – in terms of convenience, practicality and speed. These benefits are linked to their 'active hour', the time they spend travelling. However, environmentally-friendly modes have various positive features which offer greater community benefits – such as easier access in inner city areas, less noise, lower emissions and fewer accidents. Messages and arguments should stress these social advantages of sustainable transport, which benefit everyone whether they are travelling or not, and which help to fulfil other social needs in a community.

- **Empowering the majority**

The number of car drivers among politicians and opinion leaders is disproportionately higher than in the rest of the population. Among working men, the car is used for over 50% of all journeys. This group represents around a quarter of the population, but the majority of opinion leaders and politicians. Decision-makers in most of our cities and towns are therefore developing transport policy from the perspective of the car driver, and are not representative of the majority of the population in terms of how they travel. This lack of representation for environmentally-friendly modes can be highlighted to communities to encourage and empower them to promote change.

Monitoring and Evaluation

This section gives a general overview of the monitoring and evaluation of soft policies; the types of indicators that may be used to measure change and how results can be interpreted.

- **Reasons to evaluate**
- **Options for evaluation**
- **Process measures**
- **Outcome measures**
- **Mobility indicators**
- **Measuring success**

- **Reasons to evaluate**

Monitoring and evaluation is carried out to review the success of a campaign or programme. The evaluation process can identify the strengths and weaknesses of the programme, justify the usefulness of the work, inform future plans and demonstrate positive results to the participants and funders of the programme. It can also be used to demonstrate cost-effectiveness or the relative costs in comparison to other approaches.

- **Options for evaluation**

It is essential to develop a clear evaluation framework from the beginning of a programme and for each individual campaign, and to set funds aside for this purpose. At a minimum, some monitoring of the 'before' and after' situation should be carried out, along with some process evaluation during the programme. The priority is to identify indicators which relate to the programme aims, and the type of communication tools used, and to avoid the use of 'blunt instruments' which cannot separate the effects of the soft policies from other factors. For example, measuring changes in air pollution or traffic levels does not provide evidence, on its own, of the success of a communication strategy. A framework might include input, process, output and outcome measures – to monitor the investment made in the programme, the successes during its implementation and the final results in terms of attitude and behaviour change (individual and organisational).

- **Process measures**

Input and process measures can be identified fairly simply. These include measures such as the time and labour costs involved, the materials produced and disseminated, the partnerships formed and the levels of community involvement etc. Output measures are also fairly easy to identify for different types of campaigns. They include the level and nature of media coverage about the campaign, the amount of resources and written materials reaching the target groups or used by them, enquiries to information services, levels of participation in events and actions, the introduction of policies/programmes at sites and so on. These can be useful indicators of the levels of input required to achieve different outputs and of the internal organisation of the campaign. Output measures can also show the cultural/policy shifts being made by groups and organisations, which make it easier for individuals to make environmentally-friendly changes.

- **Outcome measures**

Insights into the overall impacts of soft policies can be achieved by measuring the levels of awareness, knowledge, attitudes, opinions and behaviour of targeted groups and individuals. The appropriate outcome measures depends entirely on the original objectives of the campaign. The planned outcome of a particular campaign may not be to change behaviour, but rather to increase knowledge, change attitudes or influence local policies and programmes. Behaviour change on a wide scale can be a long process and behaviour change measures should only be used where they are the planned outcome of the campaign. The most frequently used instruments for this are questionnaires mailed or handed to individuals for self-administration or filled in during face-to-face/telephone interviews. Mobility surveys using travel diaries are useful to measure individual behaviour change in detail.

- **Mobility indicators**

Observing mobility behaviour is the most reliable means of measuring changes in travel behaviour. The important indicators to evaluate may include: the number of trips per person per day, the average travel time and distance, the mode choice and the changes in the types of trips made by car – all measured in the same way before and after the campaign. People should also be asked the reasons why they have or have not made behavioural changes and the factors they think have been important in their decision-making.

- **Measuring success**

Short, medium and long-term goals require corresponding monitoring and evaluation periods. Intermediate successes such as positive media coverage, policy changes, increases in awareness of traffic problems, knowledge of alternatives to the car and more positive attitudes towards traffic reduction are essential steps in the long term process of cultural change. One-off behaviour changes for particular events are also useful indicators, particularly if the events grow in size and if follow-up evaluation shows further behaviour change. Behaviour change which is sustained over time and can be attributed to a communication programme, is the most comprehensive indicator of long term success. However, it is likely that behaviour changes will also have been due, in part, to new services or infrastructure, changes in the costs of different modes and/or policy changes or restraint measures. It is not possible to separate out these factors unless a project is carried out which defines groups who are subjected to different combinations of factors. In practice, this in unlikely to happen and organisations and funding bodies will also have to rely on qualitative feedback from the public, community leaders and other key actors about the perceived role played by 'soft policies' in the process of reducing car use.

5.2.3 Implementation

- **Co-ordinating programmes**
  - **Objectives and Goals**
    - **Audiences**
  - **Themes and messages**
  - **Communication tools**

- **Co-ordinating programmes**

Soft policies can trigger and support the process of changing behaviour by providing relevant information and support at the right time to motivated groups. Different approaches are needed for different groups, using different methods and messages. Campaigns can be used to:

- raise general mobility awareness to build a basis for later communication steps – Public Awareness Campaign

- get people involved in a process of changing behaviour on a community level by working with particular groups and institutions – Campaigns to Targeted Groups
- inform people individually, increasing their knowledge of alternatives to the car – Individualised Information (ranging from politicians to individual household members)

Other individual campaigns can also be used to support these main approaches:

- Advertising and Image campaigns, promoting particular products and services or promoting the credibility of an organisation among the population (public relations)
- Events, used to introduce systems improvements, launch services or as part of action days
- Test campaigns offering free public transport use, bicycles, etc to allow a group of participants to try using an alternative to the car.

Campaigns may also be linked to other measures, such as:

- The promotion of new legislation/policy on transport, health or the environment
- Consultation and promotion linked to the introduction of local transport plans
- Marketing linked to the introduction of new public transport systems, cycling, walking or car-sharing services
- Health promotion campaigns to increase levels of physical activity and reduce coronary heart disease or asthma prevention
- National or international events and conferences linked to traffic reduction and environmental/health issues
- A local transport accident or issue or a local news story
- Other community development and involvement programmes in local areas

The final decisions about the approaches to adopt in a programme depend on:

The type of organisation running the programme
The objectives and goals
The staff and budget available
The time schedule
The starting point for the programme
The support/opposition from other organisations and individuals

The overall programme should follow a step-by-step approach, using different approaches over time, which build on each other and reinforce the messages and information. One-off campaigns and individual events can be useful in attracting attention to an issue and in achieving some immediate short-term behaviour changes. However, they do not lead to sustained changes in awareness, attitudes or behaviour in the longer term, unless they form part of a co-ordinated programme.

Co-ordination can be understood at three levels;

- Co-ordination of individual campaigns and projects into a communication programme

- Co-ordination of a communication programme as part of a broader traffic reduction strategy
- Co-ordination of communication programmes across an area, city, region or country between different organisations

- **Objectives and Goals**

All types of campaigns can be carried out at national, regional and local level and by different types of organisation: for example;

- Local authorities to promote their transport policy and plans
- Public transport operators to promote their services
- Environmental groups lobbying for policy changes and promoting cycling and walking
- Traffic-generating site-based organisations running education programmes or introducing new site policies.

Campaigns to reduce car use are triggered by various problems or local needs. These include the need to limit traffic congestion and air pollution, parking problems, the need to increase public transport revenues etc. The specific objectives of organisations may be very different, and include:

- Economic objectives – increasing public transport patronage
- Environmental objectives – improving air quality and noise pollution
- Health-related objectives – increasing cycling and walking for health gain and reducing accidents
- Political and planning issues – gaining public support for new transport plans or speed restrictions etc

Setting out a vision for change is a first step – to provide a focus for the development of soft policies and to include as many different organisations who share the vision, to join forces. The vision should link traffic reduction and changing travel behaviour to other policies – such as economic and regeneration policies, health and education policies and environmental health policies. It will go beyond what can be achieved by soft policies alone, but should highlight where communication tools 'fit' in the work of the organisation and in the achievement of other social policies – to contribute to a reduction in car use.

Local long-term goals can then be agreed – by the lead organisation and then, in consultation with other partners. These may include targets for changing public awareness and attitudes towards the issue, increasing knowledge or skills among certain groups, improving information provision, policy development as well as institutional and individual behaviour change to reduce car use. A framework for these may be provided by national targets and goals from central government; eg. increasing the percentage of journeys made by bicycle.

The more specific objectives of the organisation (and its different departments) and of the other partners can then be integrated and linked to the appropriate long term goals. For example, a health authority may aim to increase physical activity levels among

certain population groups by promoting cycling and walking. This may link to a target to increase cycling and walking rates among certain groups. It could also be included in a long-term goal to promote sustainable transport for health gains.

These general targets and goals are essential to give all partners and employees a clear direction and purpose. More specific goals for the communication strategy also have to be set – against which individual campaigns and projects can be monitored and evaluated. A 'low-level' or basic goal would be to persuade a few key politicians or community leaders of the benefits of a public awareness-campaign. This is the starting point for a programme if;

- The image and credibility of the organisation is poor
- Important politicians and opinion leaders do not support the idea of traffic reduction or the use of soft policies
- The level of awareness of traffic problems is low.

A 'high –level' or more complex goal, such as changing travel behaviour across a range of different groups, could be set if:

- The population is well aware of the issues of mobility and traffic growth
- The staff within the organisation support and are skilled to run complex programmes
- The transport systems for alternatives to the car are good (or can at least be promoted) in the target areas.

An action plan can then be drawn up to show which audiences and settings, messages and communication tools will be used to achieve the goals.

- **Audiences**

All individuals, groups and organisations in a community are a potential audience for soft policies. Initially, it may be necessary to target people in certain areas, settings or people making certain kinds of trips – before a further segmentation in terms of their 'readiness to change' can be made.

The focus at the beginning of a campaign is to target influential organisations, groups and key actors – to gain their support for the programme. Politicians and opinion leaders should then continue to be a target group throughout the campaign, because of their important role in funding the work, publicising the results and influencing others to support the campaigns.

Employees within the organisation running the campaign are another important early target group – to build their support and involvement in the development of the programme and to provide them with the necessary information and skills to implement the different campaigns.

Two other important groups are the media and local businesses. Both have a considerable influence on public opinion and can lobby for support among politicians. Journalists and broadcasters involved in transport, health and environment issues are key targets in the planning stages. Large or influential businesses and associations

representing business, may not support attempts to reduce car use if they fear negative economic effects. Opening a dialogue with them to explore their concerns and to provide evidence of other successful campaigns is critical. From this dialogue, the champions and motivated business leaders can be identified for further collaboration.

The general public can be targeted as a whole – which is common in awareness-raising campaigns across a city or region. It is useful to begin to segment groups of the population according to particular trips or appealing to those people interested in making changes – even during an awareness-raising campaign using the mass media. This begins the process of attracting groups who may be targeted more directly in subsequent campaigns. These groups may be commuters travelling by car, people shopping in a particular town centre, tourists or visitors to particular sites and so on.

Cost-effective campaigns will focus resources and information to people in the following ways:

- Targeting geographical areas – where the potential for behavioural change is expected to be high
- Targeting times of change – when people have moved into a new housing area, a business has relocated, people have changed jobs etc and new behaviour patterns can be introduced
- Targeting individuals 'ready for change' - who may not use environmentally-friendly modes, but are supportive of them and interested in trying to use them.
- Targeting people who use environmentally-friendly modes– to encourage them to maintain their behaviour
- Targeting leaders and role models in the community, who can promote the messages through their own local networks

An effective approach for reaching these different audiences is to focus on target settings. The main advantages of this approach are that a setting provides a geographical boundary and is linked to a particular activity and types of trips. Specific information relevant to the groups in the setting can easily be disseminated through their existing communication channels. Schools are particularly important settings where partnerships and dialogue can be established about travel behaviour between the children, their parents and the staff. There is also the opportunity to establish sustainable transport as a socially desirable and accepted practice in childrens' minds, and to encourage them to use these modes in later life. Other target settings include a variety of institutions and sites:

The workplace
Schools, colleges and universities
Shopping, leisure and recreation centres, other stadia
Hospitals and health centres, community centres
Airports and other interchanges

- **Themes and messages**

Communication to encourage a change in car use is different from the advertising or promotion of a product or brand. The need to travel is a result of the way we structure our environment and our activities of living – it is not simply a consumer item. The

themes and messages used in campaigns should reflect this, and match the attitudes and information needs of the target groups. It is essential to find out peoples' concerns and identify their perceived barriers to change and then to provide explanations and arguments using a language or style understood by different target audiences.

A first step is to explain the aims of the policy or plan to reduce car use and the reasons for it. This includes an explanation of how people contribute to the problems (eg. by the number, types and times of car trips) and their possible contributions to the solutions (eg. identifying the car trips that can be replaced with another mode or avoided altogether). People also need to be provided with relevant reasons why they might consider making changes, followed by practical, local information which explains how to use other modes and contacts for further help or advice.

The most powerful arguments for the use of environmentally-friendly modes are the social and environmental benefits they offer to the community. These advantages should be used as the focus for campaign messages, along with those individual benefits which people do not usually associate with modes other than the car – eg. relaxation, health benefits, time (to read, work etc).

It is important that a clear link is made between a message and the subject of the campaign. Pre-testing materials will show if people are making the links. It is not enough for people to simply like a campaign – they also need to have accepted the messages and started to act upon them. Negative 'anti-car' messages should be avoided (eg. 'protect the environment' rather than 'less car use'). A brand image (name, logo, slogan) can be developed which becomes identified locally (or nationally) with the messages. As a communication programme develops, new images and slogans can be introduced to replace and build on the original ideas.

Different groups will respond to different themes. The media use 'human interest' stories, and will be more interested in the impacts of the policies on local people and institutions. Businesses and traders will be concerned, primarily, with their economic circumstances and the likely impact of future transport strategies on their profits and on recruitment of staff. Schools and many public services can make links between promoting alternatives to the car with their health and safety concerns. Messages to politicians can highlight the role of traffic reduction in urban regeneration policies and evidence of public support for change will strengthen these.

Individual communities are most likely to respond to very localised messages about the impacts of traffic on their immediate area and on their quality of life. The themes of quality time, convenience, cost and wellbeing can be used with the general public. However, different social and occupational groups will place different values on these themes – depending on their income, health status and so on. This is where more traditional market segmentation can be useful to test different messages with a range of audiences.

- **Communication tools**

The choice of the most appropriate communication tools depends on the objectives, audiences and messages to be used and the budget available. A wide variety of tools and techniques are available for different target groups and settings:

Wide range tools (for the general public or large population groups)

- TV and radio adverts and documentaries
- Newspaper adverts and supplements
- Magazines and journals
- Press articles
- Cinema adverts
- Roadside posters
- Bus-back posters and posters at public transport stops
- The internet

Medium range tools (useful at sites, targeted events or areas of a city)

- Timetables and maps for public transport users, cyclists and pedestrians
- Promotional materials (caps, stickers, badges, balloons etc)
- Mailings and newsletters
- Leaflets and brochures
- CD-Roms
- Educational materials (books, packs, games, cassettes etc)
- Raffles and other prize-winning contests
- Events (action days, parties, rallies)
- Public meetings

Short range tools (for more direct contacts)

- Home visits
- Telephone contacts
- Presentations
- Theatre performances
- Exhibitions (posters, pictures)
- Workshops and discussion forums
- Information desks/advisory services
- Education in schools (lessons, excursions, projects)
- Trials and pilot projects (free tickets for public transport, provision of bicycles etc)

Politicians and community leaders are best approached directly, through personal contacts and presentations – as part of the early preparatory work (campaigning for the campaign). Face-to-face discussions, meetings and workshops provide an opportunity to identify their attitudes towards traffic reduction and their levels of knowledge, to motivate them to support a programme and to provide customised verbal and printed information to match their needs.

Forums and workshops for staff involved in the campaign can also be established at this stage, to provide a safe environment for internal discussions and an exploration of

their awareness of the issues, attitudes, knowledge and relevant skills for implementing a communication programme.

Forums and discussion groups can also be established among important community group representatives or in target communities, both to discuss the options for the programme and also to involve people in the planning process.

The wide range methods are useful for raising awareness of issues to a large audience and may be the tools of choice in the early stages of implementing a city-wide programme.

The medium-range methods allow for more focused information and publicity at target sites or among smaller population groups or areas. The use of information packs and standardised publicity is widespread– but can be ineffective if it is aimed at too wide a target audience. People do not read large amounts of information, especially if it does not appear to be directed to them or is only partly relevant to their situation. Transport information, facts and figures about traffic growth and options for change are most effective if used in settings and ‘customised’ for certain target groups.

Short range tools are the most labour-intensive, but the most important in supporting individual behaviour change. As described above, they play an essential role in the early lobbying stages of a programme. These contacts need to be sustained and repeated throughout a programme, with all the relevant key actors. They can also be used in the work with individual travellers and households, who have expressed an interest in making behaviour changes. This is often at a later stage in a programme, when awareness campaigns and work in setting s has taken place and individual needs have been identified.

5.3 Developing a Communications Strategy and Ideas for Campaign Plans

Using the model above, it is possible to outline the options for a co-ordinated city or area-wide campaign.

An overview of a co-ordinated programme Changing travel behaviour across a city or town, requires action at several levels:
Levels of Influence • Influencing political opinion and the media • Influencing the opinion of the general public • Influencing the behaviour of organisations and institutions • Influencing individual travellers and households
Broad approaches • Marketing sustainable transport and individual modes (cycling, walking, public transport, car-sharing) • Lobbying and agenda-setting for changes in policy • Improving transport information systems • Community development projects to develop local solutions
Types of campaigns • Public awareness campaigns • Campaigns to targeted groups and settings • Individualised Campaigns
Co-ordination The co-ordination of campaigns can be planned at several levels: • Co-ordinating individual campaign and projects into a communications programme • Co-ordinating a communications programme as part of a broader traffic reduction strategy • Co-ordinating communication programmes across an area, city, region – between different organisations (such as health, education and sustainable development)
Links to other measures In addition to the main types of campaigns above, a co-ordinated programme to change travel behaviour, can link to the following activities: • Promotion of new legislation/policy on transport, health or the environment • Consultation on or promotion of local transport plans • Marketing new public transport systems, cycling, walking or car-sharing facilities/services • Health promotion campaigns promoting physical activity, or aiming to reduce the risk of coronary heart disease or asthma • National/international events and conferences on transport, health and environment • Local transport accidents/issues and news stories • Other community involvement programmes locally – such as Local Agenda 21 projects

Campaigns Plans

The three main types of campaigns are described below. These plans can be adapted by any organisation or combined within a wider co-ordinated programme for a city. For each one, there is a brief description of the overall aims and key themes, the strategy to follow and some ideas for implementation and evaluation.

5.3.1 Public Awareness Campaigns

Aims

This is the first step in the communication process across an area, aiming to:

- Increase public awareness of the current traffic levels, traffic growth and the associated problems
- Improve the perceptions of alternatives to the car and the local sustainable transport plans
- Influence the 'community culture' in favour of environmentally-friendly modes
- Create understanding of the need to change travel behaviour
- Build a platform for further more targeted programmes

The key themes to communicate are:

- The majority of the public want to reduce levels of car traffic
- There are opportunities for certain car journeys to be replaced by public transport, cycling, walking or car-sharing
- These environmentally-friendly forms of transport offer many community and personal benefits, which have not been fully recognised

Strategy

- **Run a 'campaign for the campaign'** – targeting your own employees and key 'actors'. These include politicians, community leaders, the media, business leaders, public transport operators and representatives of interest groups.

For the employees/staff of the organisation:

- To enable them to understand the principles of the campaign and the rationale for it
- To identify their roles and empower them to act as role models within the organisation
- To encourage them to act supporters of the campaign to external audiences, such as the media and the general public

For key actors/leaders:

- To persuade them of the benefits of using information and publicity campaigns
- To build a consensus of what 'the problem' is and the possible solutions
- To secure a budget for the campaign
- To encourage them to support the campaign and to act as role models

– To involve them in developing ideas for the campaign and consulting the potential audiences
– To reduce the chances of opposition at a later stage

- **Run a campaign to the general public**

– To increase public knowledge of the role of environmentally-friendly modes
– To increase awareness of the problems related to increased car traffic
– To encourage peoples' acceptance that they can contribute both to the problem of traffic growth and congestion, and the solution
– To encourage people to think about and review their own travel behaviour

Implementation

Target local populations on an area-wide basis (central government departments and national organisations can target regional/national populations)

Use the Government's/ Local Authority's sustainable transport plans as a context for the campaign, linking campaign materials to the content and implementation of these plans

Use 'wide-range' communication tools to maximise coverage levels across the target areas (see the General Model for details). Ideally, integrate television, radio, cinema and newspaper advertising, roadside and bus-back posters and maximise the use of ad-hoc or spontaneous media coverage linked to other stories

Provide local information on traffic levels and the opportunities to use other modes in the area, as well as the likely size and impact of forecasts of traffic growth. Use arguments and messages which point to the community benefits of choosing sustainable modes– such as health, safety, quality of life in the city/area etc. Give examples of how peoples' lives will be affected by traffic growth

Run the campaign over a 3 year period as a minimum, linked to 'one-off' promotions and publicity for new services, cycling/walking infrastructure and facilities

Link 'travel awareness' initiatives to other public relations and media work carried out by the Local Authority/Health Authority (particularly with health and environmental campaigns) using press releases, launch events, press articles and features

Integrate transport information into other types of public information and news across the mass media

Form partnerships – this type of campaign may need to be co-ordinated by a Local Authority, in partnership with the whole range of organisations shown in the checklist at the end of the booklet.

Market research and evaluation

Market research with samples of the general public (eg. using on-street interviews, focus group discussions or telephone surveys) before the campaign, can:

- Identify peoples' attitudes to reducing car use or using other modes
- Provide ideas for the messages to be used during the campaign
- Provide a picture of the potential for change – and identify future target groups
- Help to assess the current 'community climate' and the sort of information people need to encourage new thinking

Monitoring the implementation of the campaign may involve:

- Tracking the content and amount of media coverage about the campaign
- Recording and analysing enquiries to the organisation – such as telephone enquiries/letters etc
- Surveying the attitudes and actions of politicians and community leaders – for and against
- Surveying the attitudes and perceptions of the organisation's own employees towards the campaign
- Tracking the responses of other organisations – both those supporting the campaign and the pro-car lobbies
-

The evaluation of a Public Awareness Campaign may include 'before' and 'after' measures of:

- Attitudes and public opinion about traffic growth and congestion
- Knowledge of the negative effects of traffic growth
- Recognition and acceptance of the campaign messages, slogans and logos
- Peoples' motivation or intentions to make behaviour changes
- Behaviour changes linked to the campaign

Specific events can be monitored in terms of the participation of the target populations and the nature/level of media coverage. Enquiries for information and the uptake of publicity materials are also useful indicators of the acceptance of the campaign messages. Behaviour change during an event and peoples' stated intentions to change their behaviour as a result of an event, can also be measured and followed up – to measure the longer-term effects of the event. A database of contacts is needed to track people in this way.

Panel surveys, which interview the same group of people over time, are a useful method of tracking attitude changes and the 'community climate'. Other evaluation may require repeated on-street interviews or follow-up telephone surveys, questionnaires or more in-depth individual interviews with 'representative' members of the target audience.

5.3.2 Campaigns to targeted groups and settings

Aims

These campaigns can either run after a Public Awareness Campaign or certain 'test' groups/settings can be identified as a first step in the use of 'soft policies'. They may be co-ordinated by the Local Authority, supported by 'work on the ground' by environmental, cycling and walking groups. Public transport operators can also run these campaigns to promote new services or facilities, or to target the range of their services to different groups of users. Individual institutions and sites may organise their own campaigns or join forces with the Local Authority and operators to target their own employees and visitors. These campaigns aim to:

- Identify the needs of different groups in terms of transport information and mobility
- Demonstrate practically how people can contribute to solving local traffic problems, particularly at individual sites
- Encourage people to become actively involved in the process of change (and to take the ideas to others)
- Change the attitudes of people in the group or setting in favour of sustainable transport for certain trips
- Integrate sustainable transport issues into the everyday life of these groups – eg. at work, home or at play
- Create a climate for change inside a community – to encourage policy change and organisational development

Messages and themes need to be adapted for each group or setting, for example;

- In schools,
  - cycling and walking are good for your health (for parents, children and staff)
  - fewer cars at the school will make the roads safer for everyone
  - less traffic congestion around the school will help to improve the environment and reduce air pollution

- In business,
  - Increasing cycling, walking and the use of public transport to your site can lead to savings in car-parking costs and time spent travelling by staff and visitors
  - Cycling and walking to work can improve the physical and mental health of staff and reduce time lost through ill-health
  - Developing a green transport plan can increase the environmentally-friendly image of the organisation and help improve the local environment through reduced air pollution and congestion

Strategy

(see the section 'What can site managers and institutions do?' for more details of this type of campaign)

- Campaigns can focus on specific groups such as:

– Children/young people, teachers and parents
– Local Authority employees
– Public transport operators' employees
– Business leaders and managers of large institutions
– Health professionals
– Users of leisure and recreational centres, shopping and retail centres
– Local communities – in defined estates or neighbourhoods
– Public transport users and commuters

These groups are most effectively reached in specific settings:

- schools, colleges, universities
- the workplace and large businesses
- hospitals and health centres
- shopping, leisure and recreation centres
- community centres
- airports and other interchanges, car-parks etc

Each target group has specific needs and opportunities to change their behaviour – and to contribute to the process of change in the community.

Implementation

Identify 'champions' among the leaders of the group or setting, such as head-teachers, chief executives, site managers and community centre leaders

Set up or use an existing forum to present the local transport issues and begin a dialogue to explore and prioritise the specific transport problems experienced by the group or site**.** This will include conducting mobility studies and market research to assess current travel behaviour patterns and barriers – ie. who travels, by what mode, for what trips, at what times, from where, and what are the existing routes and services and the perceived barriers to using alternatives to the car

Review any policies or plans linked to transport in the setting or which affect the group – and which may encourage car use rather than the alternatives (eg. parking charges and priorities, car leasing schemes and essential car users allowances, flexible working arrangements and so on)

Establish a working group within the group or site including representatives who can take decisions from the different departments in an organisation (such as trade unions, parents, teachers, staff and managers, visitors or users of a shopping/leisure site etc)

Agree a vision, goals and a specific action plan to achieve these – possibly setting targets for reducing car use or increasing the use of other modes (eg. a 3-5 year timescale with 1 year intermediate targets)
Link these to the other relevant policies or plans of the site or group – such as business plans and development plans

Develop a transport information strategy (linked to existing public transport information and other communication channels) to include information on cycling, walking, public transport and car-sharing.

Identify clear roles and responsibilities for staff involved in implementing the plan – including specific objectives in their job descriptions

Network with other sites, groups and operators locally to form partnerships.

Use the 'medium-range tools' described in the General Model, and adapt these for different groups and settings. For example;

In schools: Displays and exhibitions on the local traffic issues, letters and questionnaires to parents, teaching resource packs on cycling, walking and public transport and the effects of car traffic, theatre in education programmes, workshops and discussion forums, and events such as Walk to School Week. These can lead on to the development of school transport plans. These include the provisions of new cycling and walking routes and public transport services for the site, linked to information and education throughout the school, including education programmes for teachers, governors and parents.

In businesses and other institutions: Mailings, questionnaires and newsletters to staff and visitors, presentations, exhibitions and displays, group discussions with different departments, events such as Bike to Work day, leading to the development of a green transport plan for the site. These links education and information programmes for staff with the provision of new routes and services, plus new policies on staff travel, parking etc.

In order to change the culture of the organisation in the longer term, work in this type of campaign needs to:

- extend to other settings and groups locally
- develop a self-supporting network between local organisations
- link to other local forums such as Local Agenda 21 projects

Overall co-ordination needs to be maintained by one organisation or lead group and a co-ordinator should strengthen contacts made within the group or setting – by repeating events or discussion forums at regular intervals. Goals and action plans should be reviewed quarterly and in the long term, new 'sustainable transport' goals could be integrated into other mainstream policies and plans.

Market research and evaluation

Mobility surveys and market research before the campaign will:

- Identify the current awareness and attitudes among samples of the targeted groups and their readiness to make behaviour changes
- Identify the most promising groups or settings (eg; individual schools or businesses)

- Assess the current travel behaviour of these groups or people at a site (see the list of measures above)

The mobility surveys can be adapted to the particular site. In schools, the important measures would include:

- The way children travel to school during each term
- Why they travel this way (their own and their parents perspectives)
- Current knowledge of alternatives to the car and information sources – children, parents and teachers knowledge
- Perceived barriers to using sustainable modes – again, from the perspectives of the different groups

Monitoring the development of the campaign includes:

- Recording inputs – such as time spent on the campaign, materials produced and resources required, and the contacts made
- Tracking attitudes among the groups towards the programme, including the process of on-site consultation itself
- Monitoring the uptake of materials and use of resource /education packs, levels of attendance at meetings and discussion groups or at specific site events
- Tracking the development of a green transport plan for a site, linked to the campaign

The longer-term evaluation may include;

- Changes in knowledge about the local traffic problems and the options for using sustainable modes
- Changes in attitudes about the role the group or site can play in reducing car use
- Changes in an organisations' policies or plans in favour of sustainable transport
- Behavioural changes among the group or at the site – reduced car use and increased use of other modes
- Reduced congestion at the site etc – linked to the work of the campaign

Focus groups and panel surveys are useful monitoring tools in settings – as it easier to gather a group of people together to explore their attitudes and experiences. The baseline data on mobility patterns is best collected using structured questionnaires or interviews.

5.3.3 Individualised Campaigns

General idea

Campaigns which are customised for individuals are best used;

- at the start of a new programme, when targeting 'individual champions'
- as part of a marketing strategy for individual modes or the promotion of new infrastructure (in a particular area)
- to reach individuals at times of change – such as when starting a new job/school, moving house etc (when they can be combined with campaigns in targeted settings)
- as a final stage to encourage behaviour change among motivated individuals, who have been identified through previous public awareness campaigns

Individualised campaigns aim to change the behaviour of individuals – to reduce their car use or increase their use of other modes by;

- providing direct, personalised information about the present transport systems/services – relevant to their needs
- developing a support network or advisory service for their future transport information needs

These campaigns are more likely to be effective if the awareness of transport problems among the general public is already high, such as after a public awareness campaign has been run either nationally or locally.

The specific aims are to:

- Increase peoples' knowledge of alternative modes and reduce misunderstanding/inaccurate perceptions of cycling, walking, car-sharing and public transport
- Develop a system of customised transport information provision
- Actively promote information to people about alternatives for specific trips they make
- Motivate and support individuals to try out alternative modes and then to integrate small behaviour changes into their daily routines

Messages and themes

The messages and themes for individualised campaigns need to concentrate on:

- the practical benefits that behaviour change can bring for that individual - such as time savings, costs savings, improved quality time with the family, health benefits etc
- the fact that small travel behaviour changes made by an individual can have a big impact on overall traffic problems
- the ways in which people can make the easy changes first, one step at a time – such as cycling or walking to work once a week, making one less short journey by car a week, combining two trips into one and so on.

Strategy

The target audiences for Individualised Campaigns are motivated individuals:

- in households in a particular area (contacted through direct marketing)
- identified among targeted groups or in settings (schools, workplaces etc)
- who are making other life changes (identified when moving house, trying to get fit, changing jobs/schools, seeking 'greener' lifestyles etc).

Campaigns promoting public transport directly to individual households are more likely to be successful in areas which have a high potential for travel behaviour change eg, where public transport provision is good, but current use is low.

Implementation

Individualised campaigns to households:

Recruit motivated household members through telephone contact, a letter and possibly an initial visit. This may be led by a Local Authority, a public transport operator or a partnership of these and other local organisations. The area may be selected because there are new public transport, cycling or walking routes/services to promote or because there is an identified transport problem which people want to solve.

Record the current mobility behaviour and patterns in the household using travel diaries or questionnaires. Identify the 'readiness to change' among motivated individuals – and the types of information they require to help them (for example, are they contemplating, actively planning or actually making changes)

Regular users of sustainable transport can be provided with further encouragement (such as a gift) to reinforce their current behaviour. Some of this group may also need additional or updated information about routes and services

Provide the specific information required, such as:

- standard timetables, maps and leaflets- sent individually,
- more detailed information such as personal timetables for particular routes and times, timetables for specific stops or stations, cycling/walking routes to/from particular places – sent or delivered in person,
- customised advice and support – through a telephone advice service, home visit or other face-to-face contacts. This may include planning a weekly travel diary, exploring barriers to change and finding practical solutions.

If appropriate, 'trials' can be offered to people who have little or no experience of using environmentally-friendly modes (eg. free public transport tickets for a limited period or cycling lessons/leasing). Individuals can also be put into contact with other people who will act as a regular support to them (using local volunteers or 'buddies' from cycling or walking groups)

Individuals need to be re-contacted at regular intervals following the initial assessment (eg. monthly for 3-6 months, with a pre-arranged follow-up) to build a positive 'customer' relationship and to support people as they try to integrate changes into their routines. Further incentives may be offered if they can increase their use of environmentally-friendly modes further (such as high profile media coverage, the provision of cycling or walking equipment etc)

Campaigns to households should be repeated regularly for several reasons:

- Information about public transport quickly goes out of date
- A local population is in constant flux as people move in and out of an area. New residents/employees may also be more receptive to trying a new mode
- New services and facilities may have been introduced - which can act as a trigger for people to try a new mode.

Individualised Campaigns can be used in a setting or institution – such as in a school, workplace, leisure centre etc. Individuals can be identified during a site-wide campaign and then contacted personally, to assess their individual needs. Customised information can also be used as part of an 'information package' for new residents (identified by housing associations or estate agents), new employees/students/pupils, new members of leisure and recreation centres (identified by the site managers or employers) and so on.

Market Research and Evaluation

The monitoring and evaluation of Individualised Campaigns is an integral part of the campaign process – as the details of an individual's travel behaviour patterns are recorded from the start. An evaluation of this type of campaign includes:

- a survey of an individual's knowledge of alternative modes, attitudes towards them and their travel behaviour at the start and end of a campaign (and their attitudes towards the campaign organisers) using face-to-face interviews, travel diaries and records of the distances travelled by car.
- recording the type and range of information required by individuals and their views on its usefulness - during the campaign
- follow-up surveys at the end of the campaign and then one/two years afterwards – to measure the longer term effects on attitudes and behaviour
- the option of surveying a control group of people in the same area or setting who are motivated to make changes but are not provided with the information and support. This can allow the effects of the campaign to be distinguished more clearly from other factors influencing the individuals' behaviour.

6. Conclusions and Recommendations

The role of transport information and publicity campaigns in changing travel attitudes and behaviour is an emerging field in transport planning – yet to be fully explored or developed. The conclusions below outline the reasons why communication programmes are needed to help reduce car use and the options for how they can be used most effectively. They summarise the main findings of the project and provide recommendations on the ways in which campaigns and programmes can be used by different types of organisations.

6.1 The problems of increasing car use

Traffic levels and car ownership have increased across Europe over the last twenty years to the point where governments, public transport operators, environmental groups, business and local communities are all beginning to question the sustainability of current travel behaviour. While car use has brought a wide range of benefits to both individuals, organisations and communities, there are increasing negative effects – including congestion, noise and air pollution, contributions to global warming, accidents, the increasing space taken up by the car in our environment and so on. Although efforts are being made to reduce these, most of the problems continue to affect large numbers of people and are increasing.

The problems associated with increasing car use are affecting our quality of life in a variety of ways and public opinion in many European countries is increasingly supportive of a reduction in car traffic. It is clear that some of the pollution-related problems of car use can be tackled by reductions in fuel consumption and 'cleaner' vehicles. However, other problems cannot be solved by improvements in motoring technology. These include the threats to our individual health (through lack of physical activity), the economy (through congestion and time lost), the environment (in terms of land use, noise and effects on wildlife etc) and our communities (severance and loss of community exchange space). Levels of car traffic need to decrease if these problems are to be solved.

6.2 The role of 'soft policies' in transport planning

Strategies for reducing car traffic have included a range of different policies – such as road pricing, the extension of cycling and public transport networks, parking restrictions and the introduction of new ways to travel such as Park and Ride schemes and car-sharing initiatives. There is increasing interest in the use of information technology to reduce the need for travel and to encourage tele-working, video-conferencing, home shopping etc. There has also been a gradual recognition of the role of 'soft policies' – the use of a range of communication tools, to change travel attitudes and behaviour in favour of a reduction in car use - by influencing peoples' perceptions and the community culture. These are seen as part of an integrated, multi-disciplinary approach to reducing car use and increasing the use of other modes; by promoting 'hard' physical measures and new transport programmes or used alone as an awareness-raising tool.

Transport information, publicity campaigns and education programmes to reduce car use have developed in response to problems linked to:

- Increased car ownership
- Increased road traffic
- Traffic forecasts predicting continued growth

For example, in the UK, overall road traffic is predicted to increase between 58 and 92% by 2025. In Scandinavia the number of cars is expected to increase by 16-18% by 2010. In Spain, the number of car kilometres travelled is forecast to rise by 35% by 2005 and in Germany, by 25% by 2010.

The marketing of public transport and the promotion of cycling and walking has developed in response to the declining use of these modes in many countries over the last two decades. Research into public attitudes towards transport policies show that there are common concerns in many countries about the increase in car use. The public is becoming increasingly supportive of measures to tackle the problems of traffic growth. In the UK in 1998, a poll of public opinion (by MORI) found that congestion, noise, danger and pollution associated with traffic is seen as the most important environmental issue today – with nearly two thirds of adults expressing concern. 94% think the predicted rise in traffic is a serious problem for the country and 60% believe it is a serious problem for them personally.

In addition to the challenges posed by increasing car traffic, there are also benefits to be reaped from the increased use of cycling, walking and public transport. These include gains for individual health and well-being, improvements in community areas (environmental and social) and the regeneration of neighbourhoods. An integrated approach to transport planning is needed to tackle these problems – integrating different modes, and integrating transport with other policies, such as education, health and the environment. Policies also need to integrate the 'hard measures' (such as building new cycling and walking routes and improving public transport) with 'soft measures'. The latter include providing high quality transport information to the public, publicity campaigns promoting the benefits of sustainable transport and community programmes to encourage people to make changes to their travel behaviour through practical projects in local areas and sites.

'Soft policies' can maximise the benefits of investments in infrastructure and public transport. The evidence shows that the use of transport information, marketing and community education can:

- significantly increase levels of public awareness of the problems linked to traffic growth,
- influence public attitudes in favour of changes to environmentally-friendly modes and
- enable people to make changes to their travel behaviour – to reduce car use and increase cycling, walking or car-sharing and the use of public transport (act as a trigger)
- generate additional revenue for an operator

6.3 Communication programmes and behaviour change

Traffic reduction can be achieved in different ways in different towns and cities. However, regardless of the geography, culture, politics, economy and climate of an area, 'soft policies' have a crucial role to play in talking to the public about the way we travel and the options for future transport systems. The evidence indicates that communication tools can be used to influence awareness, attitudes and travel behaviour – without necessarily making changes to the existing infrastructure. Improving public perceptions and cultural acceptance of environmentally-friendly modes can lead to a reduction in car use – where there are viable alternatives available. Without information, publicity and community programmes, other measures will not be as successful in achieving long-term behavioural change.

Attitudes and travel behaviour do not change through 'hard policies' alone. Restraint measures can force change in certain areas and can lead to acceptance of the need for change among some car users. However, these are not likely to be sufficient and they are unlikely, on their own, to build community support and involvement in the change process. 'Hard' policies (infrastructure, taxation, new services etc) for environmentally-friendly modes are accepted more readily and effectively, if public opinion is supportive and there is an understanding of the reasons for the measures. A combination of measures, linking 'hard' and 'soft' transport policies in a co-ordinated strategy, has the greatest chance of success.

Communication tools can also be used independently of other transport measures. Where alternatives to the car are limited or the potentials have not been explored, soft policies can be used to begin a dialogue with local communities and start to raise the profile of mobility issues on the political agenda. Where there are alternative systems in place, soft policies can be used to create a new more positive image of each mode or of individual services.

6.4 The use of communication programmes

Many different types of organisation can use communication programmes to influence travel attitudes and behaviour:

- National, regional and local governments (eg. transport, environment, health and education, tourism and planning departments)
- Public transport operators and authorities (national, regional and local)
- Environmental organisations and conservation groups
- Groups promoting cycling, walking and car-sharing/car-pooling
- Business and industry (national, regional and local) and their representative associations
- Institutions – schools, colleges, universities, hospitals etc
- Airports
- Tourist sites
- Leisure, music and sports venues
- Shopping and retail centres
- Community groups in city areas, estates and at street level

Information and publicity programmes can contribute to a variety of policies and plans within an organisation or institution:

- traffic reduction strategies
- environmental improvement policies
- economic growth and regeneration plans
- public transport strategies
- health, education and social policy
- community involvement processes

Communication tools can help achieve the following objectives:

Traffic reduction strategies

- Raising public awareness and increase knowledge of the growth in car use and its effects (such as economic and environmental costs)
- Changing public attitudes in favour of alternatives to the car as a mode of transport
- Changing cultural norms and values in favour of traffic reduction policies and restraint measures to control the use of the car
- Increasing awareness and knowledge of the advantages of public transport, cycling or walking
- Encouraging more 'sensible use' of the car, by reducing short trips, combining journeys and car-sharing,

For example:
- Encouraging cycling or walking by promoting new local infrastructure such as cycle routes and parking, pedestrian routes etc
- Promoting routes to key shopping, leisure and tourist sites by public transport, cycling or walking
- Promoting alternatives to the car for work and school journeys

Environmental improvement policies

- To improve air quality
- To increase the public space for cyclists and pedestrians
- To improve the natural environment for sustainable development/climate protection
- To reduce energy/fuel consumption
- To reduce noise pollution

Examples include:
- Promoting the use of bicycles on holidays/to tourists
- Campaigning for improved pedestrian environments in particular streets/city centres
- Raising car drivers awareness of their effects on pedestrians and easing conflict between cyclists and car drivers

- Promoting towns and cities as cleaner, more pleasant and attractive to live in if car use is reduced

Economic growth and regeneration plans

- Maintaining or increasing levels of public transport use
- Promoting tourism to a region/site
- Improving business efficiency by reducing the time spent travelling for work.
- Increasing membership subscriptions to an organisation (such as a car-sharing agency or environmental group)

Public transport strategies

- Building a brand image/market for public transport (based on environmental advantages, cost benefits and comfort)
- Promoting the use of a new transport system or service (especially light rail transit, city buses, park and ride, bike and ride)
- Promoting price changes or new tariffs
- Promoting the use of off-peak services (especially for shopping and leisure)
- Improving the quality of public transport through customer care programmes and increasing customer satisfaction with services
- Improving public transport information to keep existing users and increase the knowledge of new users about the services available

Health, education and social policies

- To increase physical activity levels of particular populations, with the aim of preventing heart disease, stroke and obesity
- To reduce traffic accidents and injuries – among car drivers, cyclists and pedestrians
- To reduce the negative health effects of pollution, for car drivers, cyclists and pedestrians
- To improve accessibility and mobility for disadvantaged groups for socially necessary journeys – by public or community transport and reducing social isolation

Community involvement processes

- Promoting understanding of transport plans to reduce car use and encourage public involvement in the development and implementation of these plans (raising mobility awareness)
- Promoting participation and political action among local people to change environmental policies of local governments
- Campaigning for national environmental targets to reduce traffic and reductions in road building programmes.

The role that soft policies can play also depends on the type and function of the organisation. For example, they may be a strand of the public relations plan of a Local Authority, part of the marketing work of public transport companies, the lobbying work of environmental groups or the educational work/policy implementation of institutions and businesses at sites.

6.5 The different types of communication tools

A **campaign** refers to a discrete, usually time-limited initiative, which may use information, publicity or education tools to change attitudes or behaviour towards car use among the general public or targeted groups.

A **programme** is a series of campaigns and projects, which operate as an integral part of an organisation's development strategy (eg. a traffic reduction or health programme, a marketing plan or a site development policy). It focuses on changing attitudes and behaviour in the longer term. A programme is built up using a range of approaches and steps. Raising awareness of the effects of traffic growth is seen as the first step or phase in the communication process. When awareness has been raised among a population or community or within an institution, a series of further phases are required. These include:

- Gaining public and political acceptance of the need for changes in travel behaviour
- Changing public attitudes in favour of alternatives to the private car for some trips
- Reducing individuals use of the private car and increasing the use of public transport, car-sharing, cycling and walking.

Each of these steps can involve different organisations and requires the use of different types of information, marketing and educational techniques.

Transport information

This refers to the factual information about services and networks, which can be developed for people in many different circumstances and settings – linked to the objectives above. It includes information:

- About different transport modes and aspects of service provision for each mode (from cycling routes to park and ride facilities to bus services in an area and walking times from one place in a city to another)
- Provided in a range of locations – such as at bus-stops, on-vehicles, at stations and interchanges, at the roadside, in the home, workplace, school or leisure centre etc
- Provided in a range of different forms, including written leaflets, maps and timetables, posters and signs, electronic displays, by telephone, via the Internet, in person at information centres or advice sessions at different sites.

The main types of campaigns

- Public awareness campaigns – multi-modal or single mode (promoting cycling, walking, car-pooling, public transport)
- Campaigns to targeted groups (in schools, businesses etc)
- Individualised Campaigns (eg. household members, politicians etc)
- Transport Information Programmes
- Health and environmental campaigns related to travel behaviour

Other types of campaigns used to support these include:

- Advertising and Image campaigns, promoting particular products and services or promoting the credibility of an organisation to the public
- Events, used to introduce systems improvements, launch services or as part of action days
- Test campaigns offering free public transport use, bicycle hire etc to encourage people to try an alternative to the car

- **Public awareness campaigns**

This includes both one-off campaigns and on-going programmes aiming to raise the general public's awareness of the effects of traffic growth, influence their attitudes and ultimately, to contribute to changing their travel behaviour. The methods used in these campaigns include both 'top-down' mass media channels, such as roadside advertising and TV, radio and newspaper advertising; and 'bottom-up' community development methods such as workshops and discussion forums.

- **Campaigns to targeted groups**

Key settings include schools, local businesses and large employers, hospitals and sites generating large volumes of traffic. These programmes combine information provision, education and community involvement to change the norms and culture of the organisation, as well as the attitudes and travel behaviour of the individuals within the settings.

- **Individualised campaigns**

These campaigns combine education, persuasion and the provision of personalised information and incentives to influence individual attitudes and motivate behaviour change – through one-to-one advice. They tend to be implemented as part of a wider awareness-raising campaign or linked to the introduction of new public transport routes and services. They focus on individuals who are interested and motivated to make changes – because they have moved to a new area, started a new job, want to be 'green' or get fit, or because new local services have been introduced which they are now able to access.

- **Transport information programmes**

The range of different types of transport information available to the general public is growing. New technology offers opportunities to use innovative methods for providing both static and dynamic transport information. Accurate, up-to-date and accessible information about passenger transport services, routes and timetables, needs to be provided in parallel to the implementation of awareness campaigns to change behaviour. In addition to the provision of printed information, new technology can also be used to increase the accuracy and accessibility of transport information and to customise information to individuals' needs more effectively. An individual operator, employer or site manager may develop high quality printed timetables, maps and leaflets for distribution. A regional public transport authority may create a range of co-ordinated printed, verbal and electronic information across a city for all modes.

- **Health and environmental campaigns related to travel behaviour**

Health promotion initiatives linked to travel behaviour aim to increase the levels of physical activity among the general population, by promoting cycling and walking; or to reduce road accidents. These also lead to a reduction in car use. Campaigns run by environmental organisations related to air pollution and energy saving also aim to reduce car use. Their impacts can contribute to increasing public knowledge, attitudes and behaviour in favour of cycling and walking and of sustainable transport issues more widely.

6.6 Linking campaigns to other measures

Campaigns are more effective when linked to other measures such as:

- The promotion of transport plans, and the objectives and specific measures within them
- Programmes to raise awareness of traffic problems and issues within particular organisations (such as business associations, the media and press) as part of public relations activities
- Marketing linked to the introduction of new public transport systems or services (eg. promotions and advertising).
- Campaigns run in parallel to those run by other organisations or local events linked to national campaigns (such as Car Free Days)
- Promotion of new legislation on transport, the environment or health (public education campaign)
- Introduction of green commuter plans to reduce motorised traffic for work trips, or trips to sites such as hospitals, leisure and retail sites
- Education programmes to encourage children to cycle and walk to school
- Reactive or opportunistic campaigns – in response to a local issue or news story

6.7 Recommendations for Local Authorities and administrations

Improving transport information and publicity

The provision of transport information has been part of traffic management and is becoming more important as a travel demand management tool – to influence the awareness, attitudes and travel behaviour of a local population. The term 'mobility management' has been developed to define this new approach. Local Authorities can develop packages of measures, which link information and education with the introduction of new services and infrastructure, to support environmentally-friendly transport in a variety of settings.

In addition to the traditional role of providing transport information about parking regulations, information about the road network, signs and city maps, many transport departments have also begun to make greater use of information technology to upgrade and expand their information provision. This can include the development of real-time information systems at roadsides, Internet sites about a city's transport network, telephone help-lines and transport information centres. Information about routes and facilities for cyclists and pedestrians, and 'green' tourist travel information are increasingly being produced and distributed in public places and at workplaces, schools etc

Co-ordinating a city or area-wide programme to reduce car use

To move from the provision of transport information to a co-ordinated communication strategy for traffic reduction, a Local Authority can:

- Gather baseline data on traffic levels, modal split, mode use for different trips, public awareness, attitudes and knowledge of the transport problems and the alternatives to the car
- Identify a vision for sustainable transport and the goals and targets to achieve it
- Link plans for promoting sustainable transport to other policy areas, public relations and communication strategies in the Authority
- Identify the role that different departments can play in reducing car use. For example:

Transport planning unit – develop a communication strategy linked to the local transport plan including public relations, community involvement programmes and a campaign to politicians

Public transport unit – develop an integrated transport information strategy with operators and users

Environment – link travel behaviour to other environmental programmes and as part of air quality and noise pollution targets

Leisure and tourism – develop and publicise sustainable transport information for local leisure and tourist activities, in partnership with tourist sites

Regeneration and economic development – build in programmes to promote sustainable transport in regeneration areas of the city. Develop campaigns to encourage town centre and local shopping, by public transport, cycling or walking or car-sharing – working with local traders and business

Housing – develop strategies to promote alternative modes to people as they move into new housing areas or new homes – with local property developers and estate agencies/housing associations

Education – include sustainable transport in the guidelines for school and college development plans and offer support and information for schools/colleges to develop green transport plans and safer routes for cycling and walking

Social Services – develop a strategy to promote and develop community transport services to local populations

Planning – encourage green transport plans to be established as part of new planning applications and developments

- Establish relations with the media and organise regular high profile events – linked to local transport and development plans. Include sustainable transport messages in other Authority news.
- Run public awareness campaigns to raise awareness of local transport issues – in different areas of a city
- Develop targeted campaigns among local businesses and pilot projects with local schools, colleges and hospitals interested in reducing car use at their sites. This can be followed by outreach work, providing resources and advice to individual sites
- Form partnerships with the local public transport operators to support projects in target sites and events/action days for people to 'try' public transport – and build these activities into their quality contracts
- Develop integrated transport information between all operators and modes, including a distribution strategy and outlets
- Involve environmental groups, cycling and walking groups in the development of campaigns and use their local networks for distributing information and encouraging local action. Link with the campaigns being run by these groups and health professionals, to maximise the use of resources
- Involve local people at all stages of the development and implementation of soft policies – and in their monitoring and evaluation. Use other forums or community participation programmes (such as Local Agenda 21 projects) to discuss transport issues with different sections of the public.

6.8 Recommendations for public transport operators

During the 1980s, the traditional 'passive' provision of public transport information started to be replaced by a more pro-active approach. Marketing communications, including publicity, public relations and the 'active' promotion of high quality transport information have become part of many operators' business plans. The privatisation of public transport (or the threat of privatisation) is also forcing operators

to reconsider their use of marketing and publicity. However, smaller operators, suffering declining patronage and with limited budgets, are more limited in the marketing opportunities open to them. Despite this, many are recognising the importance of providing clear and accessible information about their services. Lack of knowledge about public transport is a major reason why car drivers do not try the alternatives and it leads to a poorer quality service for current users. The following ideas could be developed by any size of operator or public transport authority, including:

National, regional and local operators
Bus, train, tram, underground, coach, minibus or boat operators
Public transport associations
Public transport authorities responsible for a city/region for all modes
Airports and station/interchange owners

Improving transport information and publicity

- Develop integrated transport information systems based on identified needs; including on –vehicle information, services at interchanges and at various outreach locations (such as large employers) in consultation with the Local Authority. Give priority to 24 hour telephone help-lines and dedicated information officers
- Create a development plan to extend information services to include electronic information via the Internet, computerised timetables and pagers/telephones/on-street displays for real-time information. This should allow for more customised information to be easily accessed.
- Develop integrated campaigns to promote combined bike/bus, bike/train or walk/bus and walk/train journeys with other groups and sites and develop information about these trips
- Target individuals living in areas of new services with information for households and offer personalised advisory services for people interested in reducing their car use

Developing a marketing strategy – lined to cycling and walking and car-sharing/pooling

- Improve customer relations and services for existing users – by consulting with them and setting/publicising customer care standards
- Promote a positive image of users through promotional materials – developing a strong corporate image for the services and the mode (as green, wise and community-spirited)
- Encourage people to try new services through marketing and advertising of new fares, new routes, new vehicles, new information etc as part of an ongoing marketing programme
- Use buses and trams, both inside and out for awareness campaigns to promote the community benefits of public transport and the local traffic problems caused by increasing car use
- Form partnerships with sites or groups of sites who are introducing green commuter plans – to offer new services or develop co-ordinated routes (such as

schools and business, in conjunction with Local Authorities outreach programmes).

- Provide advisory outreach services to support people wanting to switch to public transport – at work, at home and at leisure sites etc. – in collaboration with institutions and businesses
- Use events and action days run by other organisations to offer trials for public transport – such as reduced rates or combined entry to retail and leisure sites/events with a public transport ticket
- Lobby politicians and the media to support a more positive image of public transport as the mode of transport for the future

6.9 Recommendations for environmental, cycling and walking groups

Traditionally, these groups have tended to promote cycling, walking or public transport for leisure travel, to visit the countryside or as part of local tourist information. The larger national environmental groups have lobbied governments, focusing on the promotion of safer roads for cyclists and pedestrians. As traffic growth has increased, cycling and walking groups have extended their campaigning to aim for an overall reduction in car use. Conservation groups, civic societies and other environmental charities have joined this lobby, to promote sustainable transport policy and to press for improved media images of environmentally-friendly modes. Many groups are also involved in the production of cycling maps, pedestrian and walking guides, and integrated information such as ‘bikes on trains’.

Building campaigns for sustainable transport into other environmental and health campaigns

The range of actions that can be taken will depend on the budget available, and can include:

- Lobbying politicians at local and national level to promote new thinking to encourage traffic reduction. This could include a submission of a new law for the parliament, media action days to promote cycling/walking, presentations to key politicians giving facts and figures about the local traffic situation and feedback from the public on how to make changes to reduce car use.
- High profile media events to promote individual modes in a positive light, focusing on the health and community benefits of non-motorised transport. These are best linked to national campaigns or other events which attract media attention, such as visits by politicians, international conferences, openings and ceremonies.

Networking for change

- Develop networks of local supporters through individual cycling and walking groups, institutions and other interest groups. Provide these groups with resource materials, ideas for local action, examples of successful promotions and contacts with community leaders who support change

- Lobby Local Authorities to develop sustainable transport plans and link local awareness campaigns to their programmes of infrastructure developments and new services
- Establish links with operators to raise their awareness of the cycling and walking information needs of their service users, and develop integrated information, maps and guides with local operators for sites, local communities and major routes
- Work with health professionals to link campaigns with health promotion programmes – such as promoting physical activity (cycling and walking), preventing road accidents or raising awareness of the health problems linked to air pollution.
- Set up pilot projects with employers and other traffic-generating sites (in conjunction with Local Authorities) to advise managers on the needs of cyclists and pedestrians.
- Use the membership of the organisation to publicise these modes and encourage them to run local projects and distribute promotional materials/information.

6.10 Recommendations for site managers and institutions

Individual sites and institutions are usually prompted to take action to reduce car use because of a local problem with parking or their transport services, their image with local residents/ employees or because their daily business or future development plans are being jeopardised by traffic congestion. Some also perceive they have a role in the community to promote sustainable transport – particularly the public institutions. The sites and institutions who may benefit from such a programme include hospitals and schools, colleges and universities, tourist sites, leisure, music and sports venues, shopping and retail centres as well as businesses or industry based on particular single sites or industrial estates.

Regardless of their size or function, certain actions are necessary to create a climate of change within an institution and to make it easier for individual employees, 'customers' and visitors to make changes in their own behaviour. The following steps provide a framework for any site-based programme:

- Set up a framework for a green transport plan within the policy development process of the organisation – with senior managers
- Survey current mobility behaviour, existing services and infrastructure and assess employees/visitors current attitudes and perceptions of sustainable transport to/from the site
- Set goals and objectives for reducing traffic to the site or increasing the use of other modes
- Build these objectives into the organisation's development plans
- Identify the actions needed to achieve these goals and include them in the relevant work of different departments in the organisation. For example, the personnel, occupational health, finance, environment and transport sections, the marketing and communications department and related groups such as unions, staff groups and associations.
- Raise awareness of the roles that other departments can play in helping employees and visitors make changes to the way they travel to and from the site/institution –

by distributing information, holding discussion groups and providing contacts for further support.

- Identify the range of communication channels in the organisation – and develop a transport information strategy for the site. This could include producing local site-level information, maps and timetables, as well as promotional materials to explain the traffic issues at the site and the ways that people can contribute to solving the problems. Internal newsletters, noticeboards and electronic notices can be used to distribute these.
- Make contact with other local institutions and groups to promote the idea of change in the wider community. Identify common problems and develop co-ordinated solutions – such as a partnership with local operators to provide services for staff at several locations in the area.
- Liaise with operators to negotiate new services and routes and reduced rates for employees – this could be negotiated as a package with other sites nearby. Public transport information can be distributed across the site.
- Run events and action days to encourage people to try new modes and to meet others using sustainable transport
- Develop safer routes for walking and cycling to and from the site – in conjunction with the Local Authority (especially important for schools and sites used by groups experiencing greater risks on the roads). Promote and publicise these to staff, visitors, parents and children etc
- Include sustainable transport issues in educational programmes at the site – such as the school curriculum, induction for new employees and students, driver training, site management courses etc
- Visitors to sites can be provided with information prior to their visit or to take away and distribute in other outlets (such as hospital patients, students coming to universities). Places where potential visitors may need information about 'getting to the site' can be identified and targeted (such as local community centres and libraries, direct to households in an area, or via specific publications, the local press etc)

6.11 Monitoring and Evaluation

Successful soft policies require a budget, but they can also produce significant revenues. In the transport sector, a budget for 'communication' needs to be built into the costs of the organisation's broader traffic reduction strategy. In other sectors, campaign budgets also need to be integrated into the broader policy or strategy to which it is linked – eg. a site development budget, regeneration budget for a city quarter, the maintenance or capital budgets at a site etc. Resources can be maximised by linking campaigns with local events and the work of other organisations. Changing travel behaviour requires an investment over a minimum 3-5 year period. One-off events can be effective at raising awareness of an issue, but have limited impact in terms of long term behaviour change.

In order to achieve substantial and lasting change, it is necessary to run a series of campaigns and co-ordinate a range of targeted activities within one long term programme. Different organisations and institutions may take the lead on certain projects or campaigns – as part of a wider strategy for a city or region.

The impacts of a campaign or broader programme can be measured in different ways – depending on the original objectives. The following provides a list of different output and outcome measures from which appropriate indicators of success can be selected.

Broad measures of change for soft policies to reduce car use
Political change
Social and institutional change
Increased Knowledge and Awareness
Changes in Public Attitudes/Acceptance of the need for change
Environmental/Health Improvement – linked to changes attributable to campaigns
Changes in Individual Behaviour

The evidence shows that 'soft policies' can contribute to achieving changes in all these areas. However, it is essential to distinguish between the effects of the campaign or programme and other factors influencing travel attitudes, knowledge and behaviour. This requires the use of qualitative measures – asking people not only about their attitudes and behaviour directly, but also whether they were aware and influenced by a campaign, and by the information and the support provided.

Behavioural measures (such as increased cycling or walking) are only one type of outcome. 'Indicators of progress' (such as awareness, attitude and policy changes) can be identified and used to measure successful steps towards behaviour change.

Details of the results of the INPHORMM case studies are shown in the appendix and some evaluation results are described in chapter 5.