



**Deliverable 6
Results & Recommendations**

Part 2: Policy Recommendations

Final Version

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Annex A – Checklists for Local Policy Makers and Practitioners

1. EU & Other Policy Directions

The principle of subsidiarity, which is empowered by the Commission's ability to legislate on transport issues, requires that the responsibility for implementation lies mainly with national, regional and local actors to combat transport problems and their impacts. The European Commission's White Paper "European Transport Policy for 2010: Time to Decide" makes this clear and stresses that individual national governments are responsible for developing their own national transport plans. Within this context the EC is able to provide help in spreading best practice and support pioneering local projects.

The Commission's agenda is driven by broad issues such as sustainability, quality of life, impacts of EU enlargement and harmonisation both between geographical areas and between modes. There is an apparent conflict recognised between the following three driving forces which the White Paper tackles head on:

- individuals' frustration at current levels of congestion;
- the need for expansion of the Trans-European Networks (TENs) in peripheral regions in the existing member states and to accession countries;
- the important position of environmental sustainability.

Hence breaking the historic link between increases in economic growth and transport growth using a range of strategies stemming from the policy guidelines in the White Paper becomes a priority.

It is also clear that transport is inextricably linked to other policy areas, including:

- Economic and fiscal policies;
- Urban, land use and social considerations;
- Scientific research and demonstration / deployment;
- Utilisation of public / private co-operations.

This leads to a range of policy drivers for transport at the European level such as:

- Quality improvements at all levels and in all modes;
- Encouragement of modal shift to more economic and environmentally efficient modes;
- Expansion of TEN infrastructure in specific locations in the periphery of the EU and subsequently to accession countries;
- Equalisation of the basis for transport pricing between modes, to approach coverage of full costs of impacts and benefits;
- Improving transport safety.

The EC's Transport White Paper provides a framework of measures to achieve these goals, contains guidance on priorities in specific areas and indicates where legislation and / or research will be targeted, but responsibility remains mainly at lower levels within this framework.

It is interesting to note how these policies are supported by related EC policy statements and other bodies with influence at a similar level. The 6th EU Environment Action Programme, as summarised in “Environment 2010: Our Future, Our Choice” is clear in stating that consideration of environmental impact must be included at an early stage of all actions, which is consistent with the prominence of environmental sustainability within the Transport White Paper. The 6th EU Environment Action Programme contains seven strategies, three of which (Clean Air for Europe, Urban Environment and Sustainable Use of Natural Resources) are of particular relevance to the transport agenda. Also of direct relevance to TAPESTRY is the focus of the Interim Report of the EU Expert Group on the Urban Environment, which proposes European action to support local mobility management plans and specifically highlights the role that campaigns can have in supporting strategies for improving urban transport.

2. National Perspectives

A review carried out within TAPESTRY has identified differences in the level of experience that different countries have in the use of communication strategies and awareness campaigns. These differences have led to the development of four country classifications according to the different levels the countries are at in terms of their development and use of communication strategies and awareness campaigns. Their stage of evolution reflects amongst other factors:

Structural

- the existence of an overall transport strategy at national, regional and local level;
- the existence of clear vision, strategic objectives and measurable targets;
- the degree of decentralisation and the period that local and regional authorities have experienced their extended role;
- the presence of an established framework within which different levels of government and other organisations such as lobby groups and NGOs can co-operate and build partnerships;
- the number of campaign initiators (people willing and able to launch campaigns).

Technical

- the number, continuity and repeatability of initiatives that are being launched;
- the way the target-groups are identified.

The four levels identified are defined as ‘accession countries’, ‘inexperienced’, ‘intermediate’ and ‘advanced’. Our classification of states in these levels cannot be absolute, as such judgement would be based solely on the selection of information reviewed within TAPESTRY. It is, however, a useful guide.

It is in this context of differing experience and expertise that the principle of subsidiarity must operate and this inevitably leads to differences in:

- statement of clear top-level policy objectives;
- prioritisation of soft measures, including utilisation of campaigns;
- provision of financial support;
- technical expertise in campaign targeting, design and assessment;
- provision of a support network for campaigns.

The differences between the member states in the various categories relate to all elements of soft measures, including communication strategies, travel awareness campaigns, public acceptability, number of actors, co-ordination of initiatives, level of implementation and other interrelated issues. States that are still developing their infrastructure or transport strategy are more likely to fall into the beginners' level as they are less likely to have considered the use of campaigns. In contrast, states facing congestion and severe urbanisation tend to be in the advanced level, since they are more likely to have been forced to deal with traffic-related problems and to have considered all possibilities for driving changes in travel behaviour.

It should be noted that during recent years the role of “soft” measures has been gradually recognised and their use has been expanded both in terms of number of initiatives launched and of issues promoted. However, it has also been noted that the potential of soft measures, and particularly campaigns, needs to be highlighted in those countries where experience and expertise is lacking so that these barriers to concerted action can be overcome.

3. Linking Policy with Campaign Action

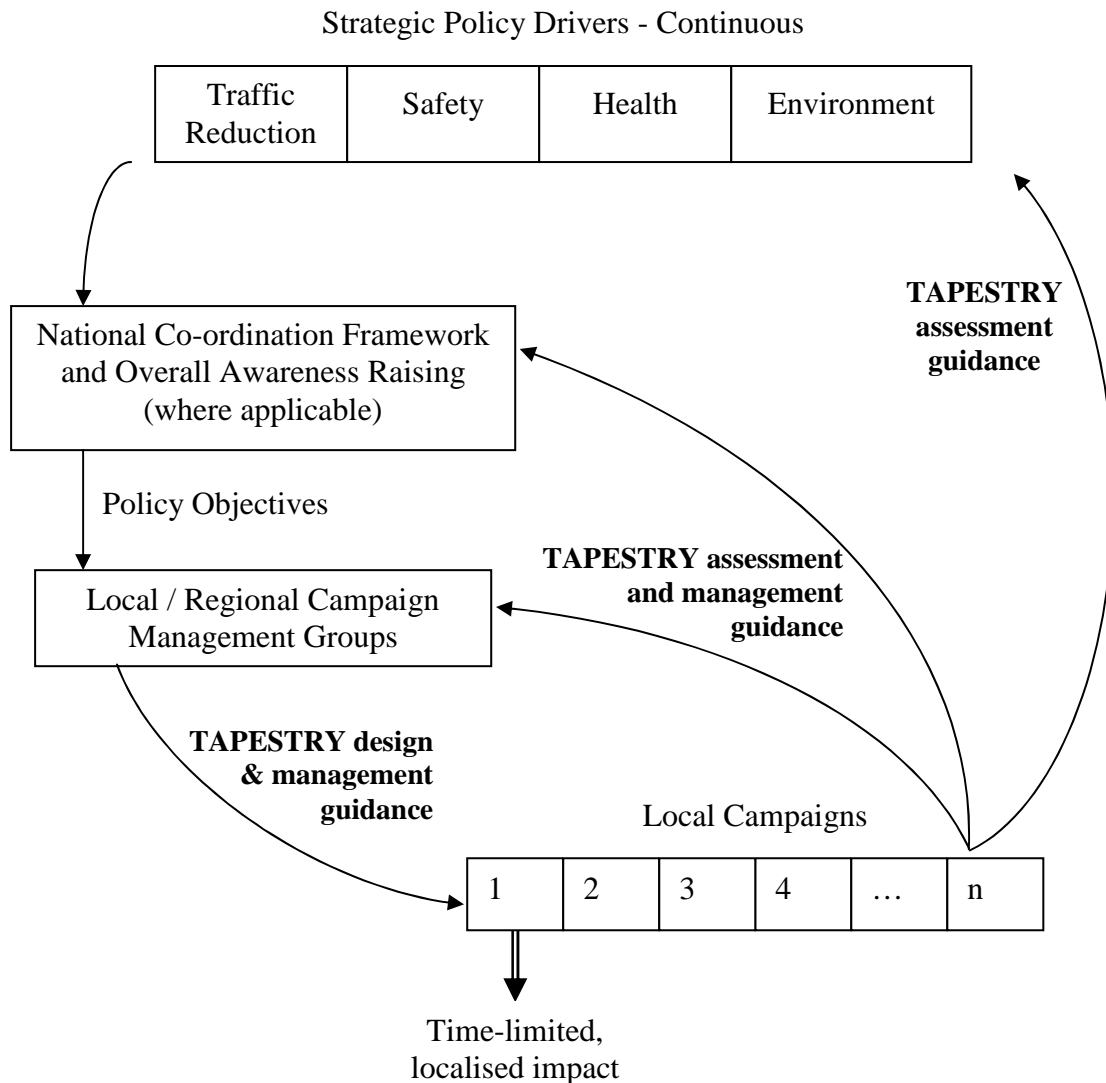
Working within this hierarchy, the TAPESTRY results shows how targeted planning and implementation, and robust assessment within a strong framework can provide a basis for ensuring consistency between campaigns and a programme that is most likely to meet the overall policy objectives.

The role of TAPESTRY in highlighting the benefit of a national or regional framework for campaign co-ordination and provision of campaign examples, tools and best practice guidelines is highlighted in Figure 1, which shows how feedback between local campaign actions and policy drivers is essential to ensure ongoing success.

For further information on how these linkages function:

- Annex A of this document reports on examples of some of the key elements in the linkage between policy and campaign levels;
- the TAPESTRY Best Practice Guidelines highlight the activities which have proved particularly successful in the preparation, implementation and assessment of the campaigns;
- full details of the measures that have been implemented in all the TAPESTRY case studies are contained within the individual case study reports.

Figure 1 How TAPESTRY Links Policy with Campaign Design and Outcomes



4. Support for Local Action

The benefits of communication actions are potentially significant in many ways. A key TAPESTRY finding is that campaigns are effective not only on their own but also in support of other measures - either ‘hard’ or ‘soft’. This means that they have a role to play both in improving the efficiency of existing infrastructure and ensuring that new strategies meet their objectives as part of an integrated transport plan. However, the impact of an individual campaign is time limited, specific and dependent on proper targeting.

We have also noted that campaigns at the national level tend to be more effective at the lower end of the process of change (e.g. raising awareness), whilst more geographically focused campaigns have given better results in terms of behavioural change.

Therefore, it appears that the principle of subsidiarity is appropriate in this case, as it will allow national governments to provide the appropriate steer to campaigns within their country. The role of the EU in this case should be to provide support for the less experienced

and less skilled countries to adopt campaign measures in conjunction with the other tools they intend to use.

For governments wishing to implement campaigns at a national level there are important contextual lessons to be learned so that they can help support the complete process at both national and local levels:

- Ensure campaigns are implemented in a well-structured overall framework where top-level messages support more-detailed initiatives at the local level. This involves keeping objectives and communication lines simple, well targeted and non-contradictory. Any perception of mixed messages in the target group can destroy the desired effect.
- Ensure a campaign programme which develops the message in a structured way. This will involve understanding the opinions of your target audience before designing the campaign and tracking their opinions through every stage to ensure each step is implemented at an appropriate stage. Be prepared to repeat or redesign individual stages if progress is slower than expected / desired.
- Be prepared for a campaign programme to take time to achieve results, both for each individual step on the journey from raising awareness to changing behaviour and for the achievement of overall goals. Remember that continual reinforcement is essential.
- Do not over-rely on campaigns. They can only work if the proposed change is credible in the view of the target audience. This is a key reason why targeting is important in all contexts and why campaigns can support new projects as they should have not have any negative perceptions associated with them.



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**Part 3: Recommendations for Further Research and
Application**

Final Version

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Annex A – Checklists for Local Policy Makers and Practitioners

1. Recommendations for Further Research & Application

Bearing in mind the results of TAPESTRY, the following research and implementation initiatives would have significant benefit at ensuring harmonisation of approaches across the member states:

- **Creation of a learning network to teach practitioners how to develop, conduct and assess / campaigns at the local level. The TAPESTRY outputs will form the basis for this, but require detailed exploration in order to provide their full benefit.**
- **Development of a network of cities to transfer knowledge at the strategic level, drawing upon the impacts of local campaigns conducted within each of the members cities - see Annex A.**
- **A programme of best practice workshops will provide in depth study to enable transfer, from those directly involved, of the detailed knowledge and best practice gained through TAPESTRY, and in particular to develop the key linkage between local level and strategic level campaigns and objectives.**
- **Emphasis should be placed on the transfer of experience, expertise and know-how from the countries in the advanced grouping to countries in the intermediate and inexperienced levels and to accession countries to ensure maximum benefit from existing initiatives and infrastructure and to maximise their potential.**

Implementation of the above as an integrated package of measures would ensure an increased profile for soft measures and campaigns as support tools for all other measures and strategies and would meet the stated goal of transfer of best practice to promote EU harmonisation.

A step in this direction would be the explicit incorporation of the TAPESTRY methodology and support from the TAPESTRY partners in the supported CIVITAS II projects and any similar integrated projects.

Finally the work carried out in TAPESTRY and other projects conducted independently in parallel provides the opportunity for **the development of a predictive model, and prospective assessment tool to assess the likely direction and scale of impacts (including contribution to strategic objectives) in advance of implementation.** This would build on the TAPESTRY design tools and allow the development of a menu of options for campaign implementation.

2. Menu of Measures

Transfer of Best Practice identified in TAPESTRY will be a key element of the use of the results. Within TAPESTRY there is an initial programme of best practice workshops planned for September and October 2003. This primarily focuses on providing benefits to those organisations that have been most active in following TAPESTRY either as formal followers or through receipt of the TAPESTRY newsletters.

The TAPESTRY partners, followers and active newsletter recipients form the basis for both learning networks and city networks as defined in section 1. However, without active support for dissemination activities at national and EU levels many of the formal TAPESTRY partners lack the resources to ensure consistent expansion. Active involvement of networks such as POLIS, ACCESS etc, which has been a feature of the TAPESTRY dissemination strategy will help with this process.

It is expected that in some countries support will be obtained for enhancement and customisation of the TAPESTRY guidelines for the national perspective. The TAPESTRY state-of-the-art review would suggest that such action would be most likely in countries defined as 'experienced', as these are most likely to be receptive to the TAPESTRY concept. Furthermore, it is hoped that within these national developments, topical guidelines covering issues such as travel to school or cycling campaigns might also be produced.

The danger that development activities will be concentrated in experienced countries requires external policy guidance from the Commission to national governments to overcome existing barriers. Within TAPESTRY the need to campaign to policy makers for the introduction of campaigns as a valuable tool in their toolbox has been recognised for one of our followers and will be followed through within the project. However, it would be a shame if this were an isolated action.

Further implementation of the TAPESTRY assessment guidelines will help break the cycle that without clear evidence of positive results it is difficult to justify implementation of campaigns. Proper assessment ensures accountability and can overcome this reluctance, but requires proper resourcing to achieve success.