



NEW MOBILITY HABITS REQUIRE **EXTRA ATTENTION**: INFORMATION
ENCOURAGEMENT AND **PROMOTION** FOR A SMOOTH **MODAL TRANSITION**



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CHAPTER 10. NEW MOBILITY HABITS REQUIRE EXTRA ATTENTION: INFORMATION

Because cycling is influenced by long established perceptions and mobility habits, programmes must work substantially on the behavioural aspects of modal change. Whether it is based on infrastructure, softer types of provisions, or both, the design of a cycling programme cannot overlook appropriate communication and marketing techniques. The effectiveness of urban mobility policies is increasingly reliant on the ability to speak to the heterogeneous audience of intended users, which must be reached and convinced with ad-hoc messages. Lessons learned on this topic are shared by London and Berlin.



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"There are some messages that need to be properly targeted to certain citizen groups and the collaboration with the users has been absolutely fruitful."

Juan Carlo Aparicio,
Lord Mayor of the City of Burgos

ENCOURAGEMENT AND PROMOTION FOR A SMOOTH MODAL TRANSITION

10.1 Personal and social influences on the behaviors of diverse user groups

For many decades, transport policy, planning and mobility patterns in communities all over Europe centered around the car, which became the dominant mode in the minds of the mobile population, or users. In order to facilitate the change of these long established perceptions and habits, communication and marketing techniques become essential.

While traditional marketing and promotion strategies and services such as advertising campaigns, online route planners, and free cycle maps are essential in promoting and encouraging an uptake in cycling, this approach may provide insufficient incentives to the individual needs of the many population groups. Though different population groups face different barriers to cycling, depending on a city's infrastructure and socio-economic make-up, barriers can generally be grouped in three categories¹:

- ▶ Personal factors deterring people from cycling include concerns about cycling in traffic, a lack of confidence in their cycling skills, and uncertainties about how to make sure a bicycle is roadworthy and how to fix minor repairs.
- ▶ Social factors and the extent to which cycling is accepted as a norm within a given social group. Such social norms vary from group to group but can exert a great influence on the behaviour of an individual. For example, some groups perceive car ownership as a status symbol reflecting a certain level of income. Conversely, using a bicycle as a primary mode of transport may then be interpreted as conferring a lower social status.
- ▶ Context factors, such as concerns about the climate, hilly conditions and gradients, and concerns about the lack of sufficient infrastructure and economic incentives. Adequate cycling infrastructure provision and financial disincentives to driving such as road pricing, or higher car parking charges can make the economic case for cycling.

In order to successfully facilitate behavior change, each set of factors needs to be understood and addressed. Context factors are best addressed within the policy sphere, as discussed in chapters 1, 2 and 3. These chapters focus on the personal and social challenges that individuals from different communities face and how community cycling programmes can provide the information, training and encouragement required to overcome them. While this chapter focuses on techniques to influence individual user groups, the importance of influencing politicians and decision-makers should not be forgotten (see also chapters 1, 2, 3).



¹COI, Communications and Behaviour Change, p.11



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10.2 Participatory approaches

While some audiences perceive cycling in a positive light and are held back mostly by personal factors, other groups hold more negative attitudes to cycling linked to social factors. Both sets of factors can be tackled through participatory approaches to planning enabling communities to be an active part of a modal transition.

For instance, the provision of start-up funding together with organisational and technical assistance allows relatively inexperienced and informal groups to create small-scale projects that address the barriers to cycling specific to their communities such as teaching bike maintenance skills, providing secure storage for bicycles, or offering women-only cycle training. Originally pioneered in 2000 by the London

Cycling Campaign with charitable funding, (at the time there was no access to government funding for such projects), the success of the projects launched in this way, some of which developed into self-supporting social enterprises, led to the direct involvement of institutional funders. These funders include Transport for London², but also third sector and corporate funders. In 2003, the Community Cycling Fund for London (CCFL) was formally launched with Transport for London as its main supporter and the London Cycling Campaign as the administrator. The fund works with communities to build role models and enable groups to set up and run their own cycling schemes by providing seed funding to get cycling projects off the ground³.

²Transport for London is the city's primary public transport provider and the highway authority for major roads. It answers to the Mayor of London.

³Set up in 2003, the Community Cycling Fund for London promotes, encourages and supports cycling across London in line with Transport for London and the Greater London Authority's targets to increase cycling levels.

Working with a wide variety of different groups from schools and nurseries to special educational needs, mental health, and refugee groups, the fund focuses on establishing successful sustainable cycling projects and strengthening community groups' capacity for continued development. During an annual funding round, individuals and not-for-profit groups can apply for grants of up to £6,250 to set up a cycling project within their community. The funding period covers one year from receipt of the grant during which successful applicants are supported by experienced London Cycling Campaign staff to deliver their project.

In this process, an individual or group self-selects to apply for the funding and agrees to be responsible for the project. This ensures the buy-in from a member of a social group who then acts as a role model and community leader making it easier to reach and engage others of the same group. The grant funding covers capital costs such as bikes, storage, maintenance tools, and spare parts as well as the cost of training cycling instructors and bike mechanics. By funding projects to acquire new skills and to apply them within their communities, it has been possible to support the very hard to reach groups from low income, NEET⁴, and BAME⁵ backgrounds to increase cycling in their communities. At an average per capita cost of between £18 and £37,⁶ the bottom-up approach of this funding programme has been particularly successful in engaging groups resistant to top-down change and has enabled the creation of unique projects that address the specific needs and requirements of the intended beneficiaries⁷.

Even though the programme today benefits greatly from the wider investments in cycling that have been made over the past decade in London, from the 'Bikeability' cycle training scheme (a government standard for training adults and children to cycle in today's conditions), availability of detailed cycle route maps free of charge, and participation in large organised bike rides, to improved cycling infrastructure and cycle hire facilities, the key to its success has been its ability to consider and cater for the needs of a heterogeneous population. For example, projects working with older people run activities near participants' homes and during the day-time; those working with disenfranchised young people focus on teaching employability skills such as bike mechanic training; and activities geared towards women are run by female cycle instructors and bike mechanics.

⁴Not in Education, Employment or Training

⁵Black, Asian, and Minority Ethnic

⁶In 2011, the Community Cycling Fund for London (CCFL) supported 27 cycling projects that worked with 3,437 participants (cost per capita £ 36.37). A further 3,304 Londoners attended events and bike rides organised by CCFL funded projects (cost per capita £ 18.54).

⁷Community Cycling Fund for London annual reports and case studies of individual cycling projects including videos available from <http://cc.org.uk/pages/success-stories>





"Improving the conditions for bicycle users is a measure towards greener capital. Today there are about 218 km of bike paths and 192 additional bike parking places were installed in the city centre. During the bicycling high season from May to September, the city provides guarded bicycle parking, which has become more popular year by year. Bicycle use is a growing trend in Tallinn, people are more aware of mobility choices and make smart decisions. Many have decided to abandon the car for shorter trips and use bicycle or PT instead."

Mr Taavi Aas, Deputy Mayor in charge of mobility in Tallinn

"Communications, education, public awareness and participation must play a very important role in this process of promoting the use of bicycles."

Idoia Garmendia, Deputy Mayor of Vitoria-Gasteiz, Spain

Case Study: Community Cycling Programme in London

For any recent visitor to London the new visibility of cycling is very noticeable: not only the bright blue public hire bikes in the centre of town but the hundreds of cycle commuters passing Buckingham Palace daily or riding through Hyde Park. It is also no longer uncommon to see men and women from minority ethnic groups riding on the streets of the capital, or pedaling in London parks.

While the bulk of local government funding for cycling in London (total central funding according to Transport for London increased from approximately £10 m in 2003/2004 to £100 m in 2010/2011) has been spent on infrastructure and a new public cycle hire scheme, a small but important allocation has gone to community cycling programmes. These programmes are often match-funded or replicated by third sector or corporate funders and are dedicated to overcoming barriers to cycling not easily addressed through infrastructure investment and top down marketing and promotion techniques.

As part of its Travel Active Cycling & Walking programme, the National Health Service (NHS - the UK's state health services provider) in Greenwich, London, has been working with the London Cycling Campaign and a local bike retailer to encourage residents to cycle to improve their health and to introduce them to cycling as a cheap and convenient mode of transport. A bicycle loan scheme enables those who are interested in getting cycling to loan one of a pool of 50 bicycles for up to a month. The programme provides the support to help participants incorporate cycling beyond the four-week loan period by offering an induction session to each participant which includes a bike fitting and adjustment, cycle safety advice and cycle training for those who are not comfortable cycling in traffic. In addition, participants are able to purchase the bike at a subsidised price at the end of the loan period and make the payment in installments over four months making it much more affordable.

Participants are initially recruited through advertising in the local newspaper and through NHS Greenwich's outreach workers. Regular e-newsletters ensure a continued channel of communication, including useful tips and advice, and details about social rides and other events.

By pooling the resources, experience and knowledge of the London Cycling Campaign, bike retailers, cycle instructors, and NHS Greenwich, it has been possible to conceive a scheme able to initiate real behaviour change. In the first six months alone over 250 people registered on the programme.

Project participant Ignatius used his bike to cycle into work, to do the shopping, and he purchased the bike at the end of the loan period. He has since lost weight, reports to feel healthier and has bought bicycles for his children, Dan, Joyce and Michelle, to cycle to school. He says 'everyone in my local community has been asking about the scheme and wants to find out how they can get involved.'



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10.3 Social campaigns to appeal to emotions

Social marketing campaigns integrate advertising methods with sociology, psychology and behavioral science. In Berlin, the campaign “Kopf an - Motor aus”, or Turn your brain on, shut your engine off, followed a competition promoting Zero Emission Mobility. The campaign included creative and emotional activities and giveaways like small gifts for people who walk or cycle, posters and movie tickets. Kopf an - Motor aus was initiated and co-funded by BMU, the ministry for environment, to reduce carbon dioxide. The motto “Kopf an - Motor aus” was selected by an independent jury among competition entries from more than a dozen agencies with different approaches. Finally, nine cities were selected out of 94 applicants by a national application procedure to take part in the campaign, according to its own involvement, its mobility pattern and various sizes. By participating, all 94 cities committed themselves to convincing people to replace the car with cycling and walking, by showing how good this is for health, finances and the environment.

“Kopf an - Motor aus” is based on the assumption that if you want to change behavior, you should not communicate your message with a wagging finger. Instead, recipients should think: “That does not just make sense, but also sounds fun.” Showing how much their health, wallet, environment and community benefit if they use cycle tracks and footpaths can help bring people out of the car and onto the bicycle seat or walking. “Head on: engine off. For zero CO2 on short routes” is just what you need.

The theory behind the concept is based on psychological behavioral research (Transtheoretical Model). It includes:

- ▶ Selecting target groups that are open for environmental argument and not determined to car use only, e.g. shoppers of organic food, or parents of school children, who should learn to be mobile themselves,
- ▶ Developing provocative, amusing messages to motorists where they should change their behavior: on commuter routes, near schools, shopping, or to hug and squeeze people who came shopping without a car, or to provide small gifts for motorists,
- ▶ Three separate stages. First, the preparation phase, where both rational and emotional arguments for the CO2-free city driving were communicated to encourage reflection. Second, an action stage, when specific occasions for motorists were created to cycle or walk for themselves. And third, the confirmation phase to motivate all those who already cycle or walk by gifts or positive feedback. Evaluation results prove that the campaign was well noticed in public, attitudes within the population have changed, and participation stakeholders collaborated for cycling and walking. However following a change of government in 2009, BMU ceased to fund the campaign on the National level. Due to its success, a few cities however decided to run follow-ups from their own budgets.





"My desire is to turn Funchal into an even friendlier city for the people, with fewer vehicles, less pollution, less noise. A decisive effort is being made to improve the quality of life in the city through the reduction of transport-related emissions, traffic reduction in city centre and the increase of modal split for sustainable modes. CIVITAS MIMOSA is contributing with important measures towards sustainable mobility and promoting significant partnerships among stakeholders of urban transport."

Bruno Pereira,
Deputy Mayor of Funchal

10.4 Developing stakeholders' perception and competence through online resources and training

To support communication to all, online information sources and marketing techniques are effective at low cost. In Germany, www.nrvp.de was started in 2004 to provide the stakeholders and the public with information on cycling planning and policy which has not been easy to access before. It is currently Germany's main knowledge resource on cycling policy and provides access to all publications and resources of Germany's know-how in bicycle policy and infrastructural planning, as well as important international documents. It contains around 7,500 entries on federal initiatives and funding measures, practical examples from the federal government, the Länder (states) and municipalities, news updates, a literature database (many publications for downloading) and a list of events. It also includes a regularly updated funding handbook on regional cycling funding and EU funding.

Subject-specific literature is published also in English, and the publication of the available editions of "Cycling Expertise" represent yet another step towards further knowledge transfer. A regular newsletter in German keeps 1.750 subscribers informed about the latest developments and provides municipalities with information on changes in cycling policy. There is also a short newsletter in English available.



To supplement the resources were made available on the web, an education programme for German municipal staff, the Bicycle Academy ("Fahrradakademie"), was set up in 2007 for educating planners and traffic authorities, as well as for communication towards key stakeholders in town halls.

Bicycle Academy is run by the cities' owned German Institute of Urban Affairs on behalf of the Federal Ministry for Transport. About 20 seminars, conferences and workshops over Germany were held every year, providing contacts between experts, planners and other stakeholders. The one-day or two-day seminars attract municipal staff at low travel expenses and time budget. Main content of the seminars are the practical issues of bicycle planning and public awareness of cycling policy. Regular excursions abroad - so far to Holland, Denmark, France and Switzerland - are offered to high level decision makers, as are special events for members of the national parliament.

The result of the Academy's effort is obvious regarding the rising quality of all kind of cycling planning in Germany's regions. Recently the Bicycle Academy was named "corner stone", and a permanent structure is envisaged by the latest National cycling strategy.



10.5 Competition and encouragement

Projects that support competition and encouragement for cycling can be very effective, as seen among the more than 100 projects funded by Germany's NRVF within the last ten years. They can help to create innovation, change attitudes, and change behaviour towards more cycle use, respectful driving, integrated planning and balancing decisions.

Benchmarking is one type of project that has proven to be effective in stimulating competition among cities. Since 1988, the Bicycle Friendliness Assessment ("Fahrradklimatest"), had been applied several times to monitor qualities and success in bicycle politics of German cities. Local bicycle users complete a questionnaire based on 27 items on cycling. Although the instrument distributed by local user groups and cooperating media "just" provides data on attitudes and lacks statistical validity (such as objectivity and representation) the goal's results on the progress of bicycle friendliness were convincing and received wide media coverage. A new 2012 survey, co-funded by the National Cycling Plan, is carried out by ADFC, Germany's cycling user group



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10.6 Using consumer marketing techniques

Increasingly cities are resorting to marketing techniques that are commonly used in the world of consumer products. The assumption is that cycling can be seen as a product to be sold on the market, and marketing allows persuading people to change their travel behaviour and adopt more energy efficient forms of transport.

Campaigns based on these techniques usually require:

- ▶ Knowledge of the users: who are they, where do they live, what do they like, how and where do they move, how do they regard cycling?
- ▶ Group segmentation: definition of homogenous groups in terms of attitudes towards car use, cycling, climate change, health, or in terms of home and office location, cultural background, daily movements, etc.
- ▶ Design of bespoke campaigns that are informed by these findings and that are likely to effectively strike the right chords with each identified user group.

There are several examples demonstrating the effectiveness of these techniques when applied to cycling, and even international projects that have been studying and disseminating successful practices⁸. Experiences such as those of the two London's Boroughs of Kensington and Chelsea (Bikeminded campaign, www.bikeminded.org) and Hounslow (Cyclicious school campaign, www.cyclicious-cyclone.org), or Gothenburg's Cycling is easy! campaign (www.nyavagvanor.se) confirm the positive contribution of consumer segmentation techniques in overcoming perceptual or attitudinal barriers. Research suggests that behavioural change is more likely to happen during 'life change situations' such as a job change or a home move, as people tend to be more open to change other significant habits.

⁸IEE projects SEGMENT, CARMA

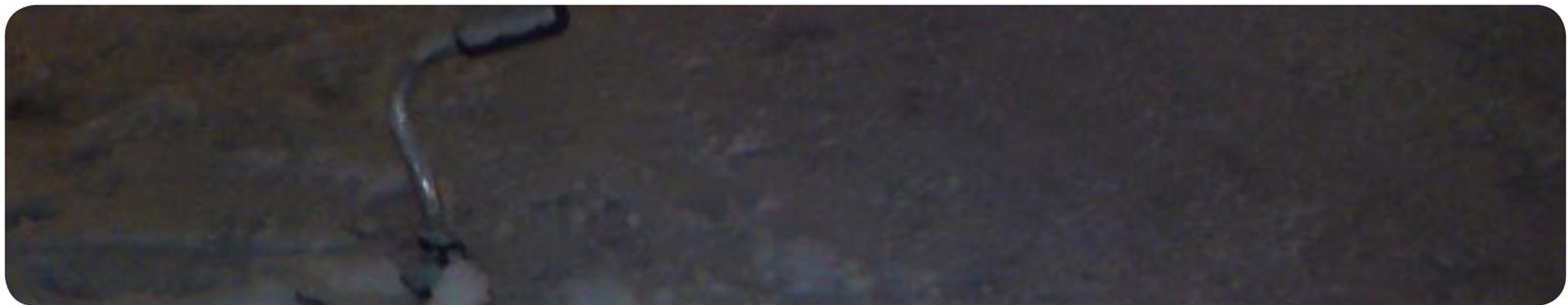
10.7 Conclusion

It is important to understand the varying incentives and disincentives to cycling across diverse city populations in order to facilitate a modal transition. While some groups are more susceptible to traditional top-down marketing and promotion techniques, others require additional support to overcome cultural and socio-economic barriers. Appropriate methods need to target citizens and politicians alike. When behaviours are deeply ingrained and difficult to change, the role of information, promotion and encouragement should be extended beyond the conventional approaches. Participatory strategies, from capacity building to skill sharing, enable communities to have a voice in the transition.

Campaigns should also address relevant stakeholders, including politicians, decision makers, police and administration, shop-keepers (parking), and public transport staff. To get the bicycle into the mainstream of politics, policies should integrate all regions, all audiences, and all mobility purposes.

A successful strategy to increase cycling needs to understand the audience it is aimed at. Identifying the different subgroups and explicitly considering their specific personal and social barriers to cycle use enables the conception of programmes able to support the mainstreaming of cycling across diverse populations.





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