

**Climate Change Household Action Campaign
Evaluation Report
September 2009**

Prepared by: Department of Climate Change

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1 EXECUTIVE SUMMARY

Description of the Campaign

The Australian Government has embarked on an ambitious reform program to reshape Australia's economy so that it can respond effectively to climate change. The strategy is based on the three pillars of:

- reducing Australia's greenhouse emissions;
- adapting to the climate change we cannot avoid; and
- helping to shape a global solution.

The Carbon Pollution Reduction Scheme (CPRS) is a central part of this reform.

Climate change is a complex issue that has the potential to affect all Australians. If left unchecked, it could significantly affect our economy, environment, and way of life. It is in Australia's national interest to ensure Australians are informed on this issue and are able to engage meaningfully in responses to it – this includes actions by Government, business, and individuals.

The Department of Climate Change (DCC) commenced a comprehensive communications program to support the implementation of the Government's climate change policies, inform Australians, and support their engagement on this important issue. A key feature was to engender a shared responsibility for Australia's response to climate change. The 'Climate Change Household Action' advertising campaign, referred to as the 'Think Change' campaign in this document, was part of this broader communication strategy.

The specific goals of the campaign were to:

- increase the Australian community's awareness of the significance of climate change to Australia and to them personally;
- inform the Australian community about the release of the Carbon Pollution Reduction Scheme Green Paper; and
- encourage the Australian community to be involved in the process of developing solutions to climate change.

When the 'Think Change' campaign strategy was developed, research indicated that awareness was growing of climate change as an issue of importance to Australia's future, as was concern about the potential impacts of climate change. At the time, climate change and drought ranked second and third to health standards and hospitals as the most important issues Australians faced¹.

The research also showed there was confusion about the causes of climate change and the appropriateness of different responses. The 'Think Change' campaign strategy focussed on reaching the mainstream community who were broadly aware of the importance of climate change but which had low awareness of how it would impact Australia, action being taken by the Government, or how they could be involved.

A total budget of \$ 13.95 million was allocated to the 'Think Change' advertising campaign to fund communication activities across two proposed campaign phases during the 2008-09 financial year. The first phase of the campaign (television, radio, print media, and digital advertisements) commenced on 20 July and ran until 1 November.

¹ Woolcott Research June 2008

- Television advertising – 20 July 2008 to 16 August 2008
- Radio advertising – 20 July 2008 to 23 August 2008
- Print advertising – 20 July 2008 to 1 November 2008
- Online advertising – 20 July 2008 to 31 October 2008
- Release of the Green Paper – 16 July 2008
- Public consultation road show – 18 July 2008 to 1 September 2008
- Have Your Say Campaign hotline – 21 July 2008 to 31 October 2008
- Have Your Say Campaign email address – 20 July to 31 October.

Campaign elements were developed as a package and worked together to direct audiences to the DCC website www.climatechange.gov.au for more information, or to “have their say”.

In early October, following conversations with the Government’s contracted media buying agency Universal McCann, DCC requested that all remaining media placements – primarily press and digital – be cancelled. The decision was made because the advertisements had already achieved substantial market penetration and it was DCC’s judgement that the campaign objectives of raising awareness of climate change and the CPRS so Australians could “have their say” were unlikely to be further enhanced by continued campaign activity at that time.

In November 2008, a decision was made to not run phase two of the campaign. This was due to the success of phase one in raising awareness and inviting input as well as the rapid progression of policy development and implementation at the time, including the impending release of the CPRS White Paper and associated legislation. These decisions led to an under spend of \$5,150,440.90 (excluding GST).

Evaluation Methodology

Evaluation of the campaign has been undertaken in keeping with the Business Planning Processes for Campaign Information and Advertising Activities issued by the Department of Finance and Deregulation (DoFD) in February 2009.

The evaluation examined what the campaign was designed to achieve, the budget invested, the management processes adopted, what was delivered, the short to medium term results, and the extent to which the campaign of information activity contributed to the program aim.

A number of measures were used to evaluate the campaign. Benchmarking and tracking research was employed along with an analysis of the Green Paper public consultation session registrations, Green Paper submissions, community feedback via the “Have Your Say” campaign hotline and email box, media buy statistics, website visits and a comparative analysis with statistics from the previous Australian Government advertising campaign (“Climate Clever”).

Following the campaign, tracking research conducted in November 2008 explored the community’s understanding of climate change, their attitude towards climate change, actions to address it and possible motivators or barriers to taking action on climate change.

Key Findings of Research and Evaluation

The campaign actively worked towards putting climate change on the radar of the Australian public and raised awareness and understanding of the importance of climate change, how it would impact Australia, and the need to take action to address this issue. It informed the community of a key element of the Government's plan to address climate change and reduce greenhouse gas emissions, the CPRS, and invited the public to contribute to the policy development process for one of the country's biggest structural and economic reforms since the opening up of Australia's economy in the 1980's and 1990's.

Despite the dominance of financial issues in the media at the time of tracking research (Nov 2008), when included in a list as one of nine issues facing the country, climate change retained its rank as the equal second-most important issue facing Australia alongside drought.

Overall, the 'Think Change' campaign was successful in achieving its objectives:

- More than 1250 emails and 1600 calls were received by the campaign hotline and email address from Australians 'having their say'.
- More than 364 021 Australian's visited the www.climatechange.gov.au website, 74 500 of which visited the site more than once during the campaign.
- 2170 Australians registered for the CPRS Green Paper information sessions, with an additional 530 expressing interest in attending.
- 1026 Green Paper submissions were received – significantly more than for any other policy consultation processes conducted by the Department to date, (as of August 2009).
- Climate change was the second-most widely mentioned issue of importance to Australians when tracking research was done even though media at the time was dominated by the global financial crisis.
- Awareness of the Carbon Pollution Reduction Scheme increased from 64% to 75% of respondents.
- Awareness of some of the impacts of climate change increased.

The campaign's media placements strategy was highly successful. Universal McCann negotiated a remarkable \$2.3million in bonus advertising placements across the media, demonstrating the media's support for the campaign. Television advertisements had a national reach of 88.5% and radio advertisements reached 80% of the target audience an average of 16 times per listener.

'Think Change' campaign advertising featured on free to air and subscription television, national radio programs, the internet and in local and national press between July and November 2008. At the time, the advertising evoked active participation from viewers and industry, evident through the quantity and quality of feedback DCC received via the campaign hotline, 'Have Your Say' email address and interest in the Green Paper public consultation sessions. Local and national media also provided extensive coverage on the CPRS and the climate change debate throughout the campaign.

In contrast, post-campaign recognition of the television advertisements was more muted and recall of the print advertisements was low. The recall rate of 19% could be attributed to the fact that tracking research was conducted approximately three months after the final advertisements had aired on television and radio and recall rates decline over time. Recall rates were also likely to have been affected by the dominance of the global financial crisis in the media at the time of the tracking research.

Project Management and Development

During campaign development and implementation, DCC staff worked closely with relevant communication agencies and service providers, the Department of Finance and Deregulation (DoFD) and the Australian National Audit Office (ANAO) to produce the campaign in keeping with the Australian Government's *Guidelines on Campaign Advertising By Australian Government Departments and Agencies* (June 2008). Phase one of the campaign included activity to develop the creative campaign, establish a campaign hotline and mailbox, refresh the Department's website www.climatechange.gov.au, coordinate the release of the CPRS Green Paper, conduct CPRS public consultations and road shows, and coordinate and approve the campaign's media placements. The Auditor General issued a report stating that phase one of the campaign complied with the requirements of the guidelines on 18 July 2008.

Project management of the campaign broadly followed the campaign development processes outlined in the DoFD *Business Planning Processes for Campaign Information and Advertising Guidelines*. However, the campaign was implemented before these guidelines had been developed and published.

The 'Think Change' campaign was one of the first government campaigns to be rolled out under the new campaign guidelines. As such timeframes were significantly impacted by the need to wait for the release of the new *Guidelines on Campaign Advertising by Australian Government Departments and Agencies* and the need to launch the campaign in conjunction with the release of the Green Paper. Given these constraints, the Department's business management processes were streamlined and effective in terms of delivering the campaign on time.

Conclusions and Future Directions

The 'Think Change' campaign was implemented within a number of timing and process constraints. It was also affected by the impact of the global financial crisis as a media issue between the time market research was conducted to guide campaign development and the first few weeks of the campaign.

The research and evaluation of the campaign suggested it was a successful campaign and was effective in achieving the campaign's objectives.

The evaluation and research demonstrates that there is a consistently strong platform of community awareness of climate change as an issue of importance to Australia. Qualitative research also suggested that there was broad support for ongoing positive and engaging communication that also educated the community. This suggests that there would be value in future campaigns that started to focus more specifically on creating behaviour change including promotion of specific initiatives and ways in which Australians can take such action.

2 INTRODUCTION

This report evaluates the impact of the 'Think Change' campaign communication activity conducted by the Department of Climate Change (DCC) between July and November 2008. It discusses:

- the policy and communications context for the campaign;
- the effectiveness of the 'Think Change' campaign in terms of raising awareness of climate change and enabling the Australian community to have their say on the proposed Carbon Pollution Reduction Scheme (CPRS);
- the campaign budget spend and budget effectiveness using media reach statistics and comparative market research results for both the 'Think Change' and 'Climate Clever' government climate change campaigns;
- the project management processes applied by DCC to develop, clear and implement the 'Think Change' campaign;
- the campaign's contribution to DCC's program aims in terms of the Government's three pillar approach to addressing climate change in Australia; and
- the options future climate change communication could take as outlined in market research.

3 BACKGROUND

3.1 The Policy Context

Climate change poses a threat to Australia's economy and way of life; it challenges our prosperity and risks undermining the viability of many of our coastal, rural and regional communities. Across the globe carbon pollution is causing climates to change, resulting in more extreme weather, higher temperatures, more droughts and rising sea levels.

The Australian Government is implementing a comprehensive strategy for tackling climate change in Australia. The strategy is built on the three pillars of:

1. Reducing Australia's greenhouse emissions
2. Adapting to the climate change we cannot avoid
3. Helping to shape a global solution.

The Carbon Pollution Reduction Scheme (CPRS) is one element of this strategy and is likely to be one of the most significant economic and structural reforms undertaken in Australia.

The introduction of the CPRS will constitute a major economic reform that will assist Australia's economy and institutions in responding more effectively to climate change. It is a market-based solution, which, for the first time places a cost on carbon pollution, encouraging major polluting businesses and organisations to move towards a cleaner future. Climate change will affect the lives of all Australians. The success of actions to address it will depend in part on engendering a shared responsibility for climate change across all levels of government and the broader Australian community, including both industry and Australian households.

The 'Think Change' campaign was one of a variety of channels used to inform the Australian public of the need to act on climate change, actions being considered or adopted by Government, and opportunities for the Australian community to contribute to the development of policy and respond to climate change.

3.2 The Campaign

The 'Think Change' campaign was a part of a comprehensive communication strategy developed to support the Government's climate change action agenda. This strategy recommended ways to reach everyday Australians and industry groups to ensure a shared responsibility for, and understanding of, Australia's response to climate change.

When the 'Think Change' campaign strategy was being developed, research commissioned by DCC indicated that awareness was growing of climate change as an issue of importance to Australia's future, as was concern about the potential impacts of climate change. At the time of the research (July 2008), climate change and drought ranked second and third to health standards and hospitals as the most important issues facing Australians.²

Climate Change will affect the lives of all Australians.

The success of actions to address it will depend in part on engendering a shared responsibility for climate change across all levels of government and the broader Australian community, including both industry and Australian households.

² Woolcott Research July 2008

Research also indicated some confusion in the community about the causes of climate change and the appropriateness of different responses. This confusion was, and still is, partially due to the amount of information and the large number of mixed messages the community was receiving on climate change from multiple sources.

Primarily the 'Think Change' campaign aimed to:

- increase the Australian community's awareness of the significance of climate change to Australia and to them personally;
- inform the Australian community about the release of the Carbon Pollution Reduction Scheme Green Paper; and
- encourage the Australian community to be involved in the process of developing solutions to climate change.

A number of considerations were taken into account when developing the 'Think Change' campaign, including that a variety of views on climate change were held within the Australian community. Informed by the research, the campaign focussed on reaching the mainstream community who were aware of the importance of climate change but had a low awareness of how it would impact Australia, what the Government was doing about it, and how they could be involved.

Campaign elements were developed as a package and worked together to direct viewers and readers to the DCC website www.climatechange.gov.au for more information or to "have their say". The 'Think Change' campaign was launched to coincide with the release of the CPRS Green Paper and asked the community to do as the campaign tagline suggested and 'Think Change.'

Campaign advertising and activities were delivered between 20 July and 1 November 2008 and consisted of:

- Television advertising – 20 July 2008 to 16 August 2008
- Radio advertising – 20 July 2008 to 23 August 2008
- Print advertising – 20 July 2008 to 1 November 2008
- Online advertising – 20 July 2008 to 31 October 2008
- Release of the Green Paper – 16 July 2008
- Public consultation road show – 18 July 2008 to 1 September 2008
- Have Your Say Campaign hotline – 21 July 2008 to 31 October 2008
- Have Your Say Campaign email address – 20 July to 31 October

The launch of the 'Think Change' campaign coincided with the release of the Carbon Pollution Reduction Scheme Green Paper and gave the Australian public and industry an opportunity to "Have their Say" on the proposed scheme.

Although the campaign was targeted to the community as a whole, focus was given to decision makers on household energy use, individuals on low incomes, rural and regional audiences. Consideration was also given to vision /hearing impaired audiences, the indigenous community and individuals from non English speaking backgrounds.

A total budget of \$ 13.95 million (ex GST) was allocated to the 'Think Change' advertising campaign to fund campaign communication activities across two proposed phases in the 2008-09 financial year.

In November 2008, a decision was made to not run phase two of the campaign. This was because phase one advertisements had achieved substantial market coverage and penetration and DCC considered that the campaign objectives of raising awareness of climate change and the CPRS so Australians could “have their say” were unlikely to be enhanced by a further round of advertising at the time. This market coverage and penetration was in part due to the \$2.3 million worth of bonus advertising spots secured by the Government’s media buying agency Universal McCann. The decision also took into account the rapid progression of policy development and implementation at the time, including the impending release of the CPRS White Paper and associated legislation.

This decision led to an under spend of \$5,150,440.90 (excluding GST) during 2008-09.

4 EVALUATION METHODOLOGY AND KEY INPUTS

DCC used a number of measures to assess the effectiveness of the 'Think Change' campaign. These included:

- benchmarking and tracking research;
- an analysis of the Green Paper public consultation session registrations;
- Green Paper submissions;
- community feedback via the "Have Your Say" campaign hotline and email box;
- media buy statistics;
- website visits; and
- a comparative analysis of the 'Climate Clever' campaign outcomes (the previous climate change campaign conducted by the Australian Government in 2007).

In reviewing this research the evaluation recognises that the 'Think Change' campaign was designed as part of a broader, long-term behaviour change strategy, with follow-up activity originally planned until December 2010. As such, the research results need to be considered in the context of a longer-term strategy designed to tackle entrenched attitudes and behaviours.

Benchmarking research conducted by Woolcott Research in July 2008, provided a current understanding of community knowledge and attitudes towards climate change, particularly:

- awareness and understanding of climate change;
- perceptions of who is responsible for addressing the issue;
- reactions to, and understanding of, emissions trading schemes (such as the CPRS); and
- salience of key communication messages.

In addition to this benchmarking research, the development of the campaign was also guided by concept testing research, which was used to evaluate potential campaign concepts and associated creative materials in July 2008. The concept testing included, but was not limited to, concepts for a television commercial, two radio advertisements, three press advertisements and the 'Think Climate Think Change' tagline.

Tracking research conducted by GfK Bluemoon in November 2008 evaluated the impact the 'Think Change' campaign had made on the Australian community in terms of:

- awareness and understanding of climate change;
- perceived responsibility in addressing climate change;
- understanding and knowledge of the CPRS; and
- recognition of key communication messages.

Media data was provided by Universal McCann, the Government's centrally-contracted media buying agency for campaign advertising, at the close of the campaign. Aspects of this data, such as results from the digital/online component of the Campaign were cross referenced with departmental data including website statistics.

Hotline feedback and Green Paper public consultation event registration data were provided by the Campaign's contracted call centre, Cooma Call Centre. Comparative data for the 'Climate Clever' campaign was provided to DCC's predecessor, the Australian Greenhouse Office, by the call centre servicing that campaign.

'Have your say' email correspondence, website statistics and Green Paper Submissions were managed in-house. Email and website statistics were provided by the DCC Strategies and Coordination Division. Submission statistics were provided by the DCC Emissions Trading Division

The effectiveness of the 'Think Change' campaign was assessed by analysing findings from both the benchmarking and tracking research and statistical data from aforementioned sources against the 'Think Change' campaign objectives.

5 EFFECTIVENESS OF THE 'THINK CHANGE' CAMPAIGN

The 'Think Change' campaign aimed to build positive awareness and understanding of climate change and encourage Australians to take individual action while engaging with action by government and industry. The specific objectives of the campaign were to:

- increase the Australian community's awareness of the significance of climate change to Australia and to them personally;
- inform the Australian community about the release of the Carbon Pollution Reduction Scheme Green Paper; and
- encourage the Australian community to be involved in the process of developing solutions to climate change.

The remainder of section 5 of this report evaluates the campaign against each of these objectives.

5.1 Meeting objective one – increasing the Australian community's awareness of the significance of climate change to Australia and to them personally

A comparison of the July 2008 benchmarking and November 2008 tracking research was conducted to assess whether the 'Think Change' campaign met its first objective of increasing the Australian community's awareness of the significance of climate change to Australia and to them personally.

This comparison demonstrated a change in awareness and value the Australian public places on climate change. For the purpose of this report, awareness and value were measured according to three criteria:

1. importance – the perceived importance of climate change in relation to other issues;
2. importance – the perceived importance of action to address climate change; and
3. knowledge of climate change in terms of perceived impacts.

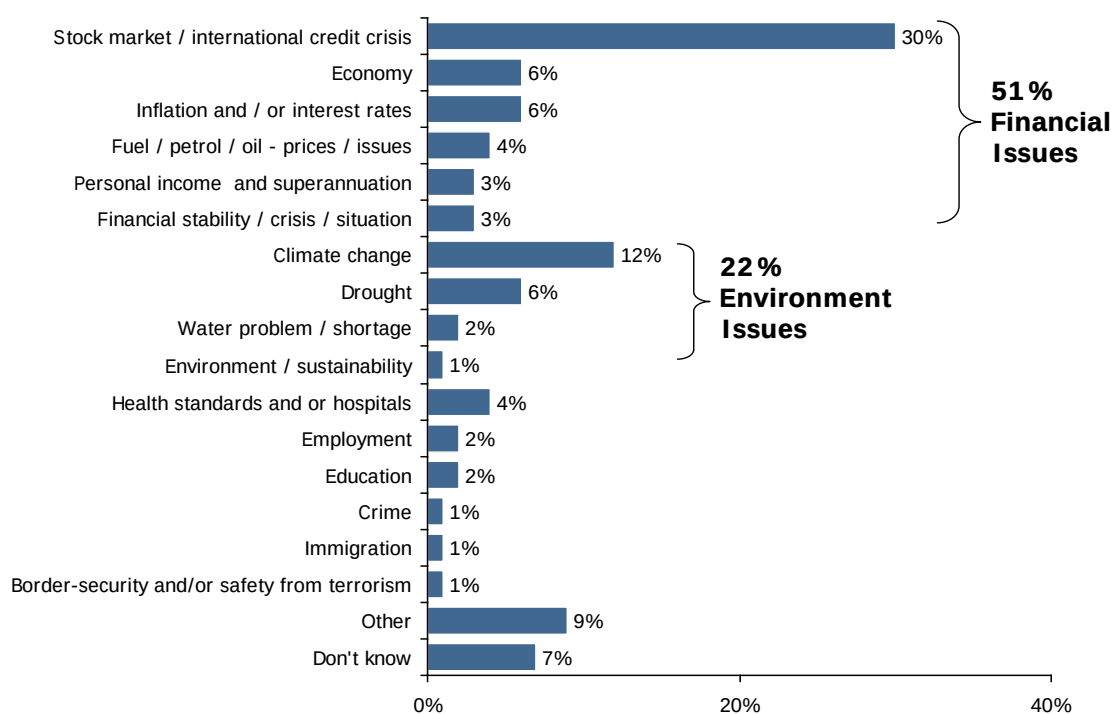
Criteria one – Perceived importance of climate change in relation to other issues

Research conducted in November 2008 indicated that a majority of Australians accept that climate change is real and consider it one of the top five issues currently facing Australia, following health, education and the economy.

Despite the dominance of financial issues in the media at the time of research (November 2008), environmental concerns remained high. When asked to name the most important issues facing Australia (unprompted), climate change was the second-most widely mentioned (12% of respondents) behind only the global financial crisis (30%).

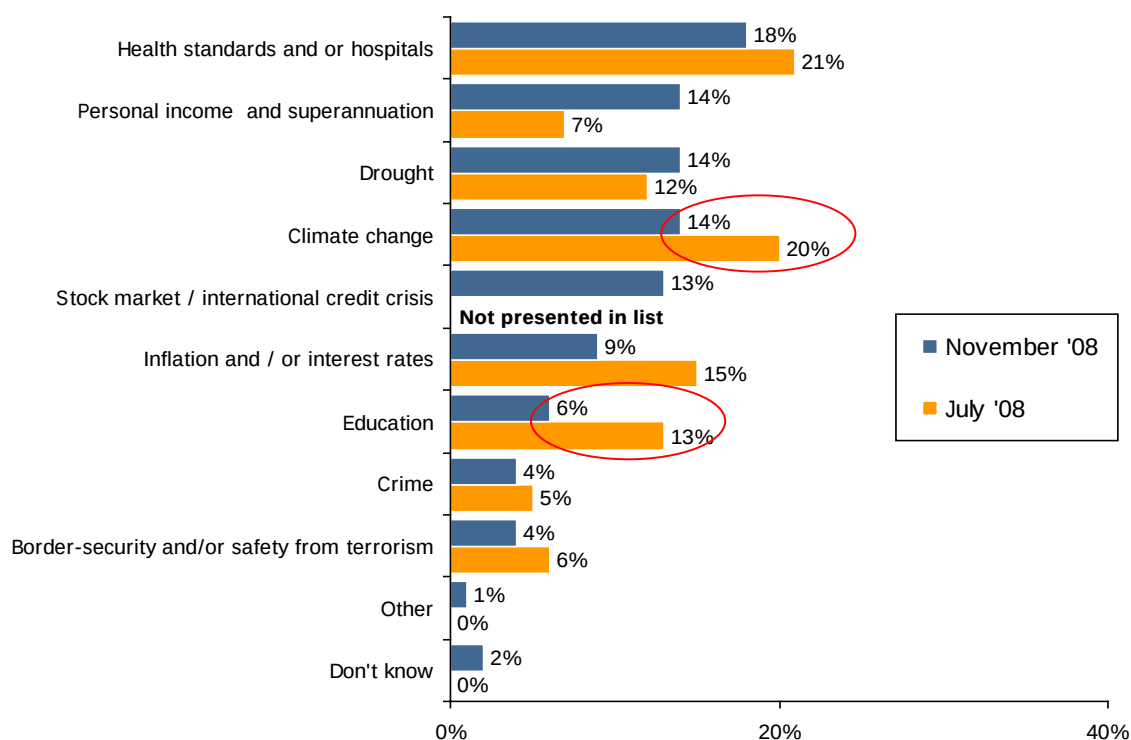
Chart 1 provides an overview of the issues suggested in the market research exercise and their comparative rankings from July and November 2008.

Chart 1 - Most Important Issue in Your Mind – UNPROMPTED



When included in a list as one of nine issues facing the country, climate change retained its rank as one of the second most important issues facing Australia, between July and November 2008. Chart 2 provides an overview of the nine issues suggested in the market research exercise and their comparative rankings from July and November 2008.

Chart 2 - Most Important Issue in Your Mind – PROMPTED



Demographically, climate change was considered more important by both university educated respondents and respondents with a household income over \$100,000pa. 18% of university educated respondents ranked climate change as the most important of the nine issues listed compared with 12% of their non university educated counterparts. Similarly, 25 % of respondents with a household income of over \$100,000pa ranked climate change as the most important issue compared with 11% of their counterparts.

Those who recognised the ‘Think Change’ campaign advertising were statistically no more or less inclined to mention climate change or any other issue, as the most important in the list.

The perceived importance of climate change by the media and the government depended largely on the individual’s focus on the news in general and on climate change in particular. Qualitative research conducted in November 2008, revealed that for those who went beyond the front page headlines and the nightly news, there was a perception there had been discussion of climate change, i.e. the Garnaut Climate Change Review, debates on emission trading and the political debate on climate change taking place in the context of the United States Presidential election. However, for the majority, it was felt there had been little recent discussion of climate change and there was a widespread perception that for national decision-makers the issue had been overtaken by the economic crisis and the United States Presidential election in general.

Respondents criticised the media for its ‘fickle approach’ to climate change, commenting that as soon as there was nothing else to write about, the media returned to climate change. According to the research, this on/off approach potentially undermined the perceived seriousness of the subject. However, the government was recognised as being more focused on climate change than in previous years.

Criteria two – Perceived importance of action to address climate change

Overall a majority of the Australian population accept that climate change is real, evident through changing weather patterns, drought and water shortages, the polar ice cap melting, glaciers in Switzerland retreating and problems with the Murray Darling river system³.

In November 2008, a majority of the population also believed that if we act now there is a chance to take appropriate action to address climate change. Research also revealed a small decline in the level of importance Australians place on taking action to address climate change between July and November 2008, down from 89% to 82%. This contrasts with the overall perceived importance of addressing climate change, which was still high at the time despite the global financial crisis causing uncertainty for many in the community. See Chart 3 for details⁴.

Climate change was ranked as one of the second most important issues facing Australia.

Campaign advertising did not statistically impact respondent's rankings of climate change.

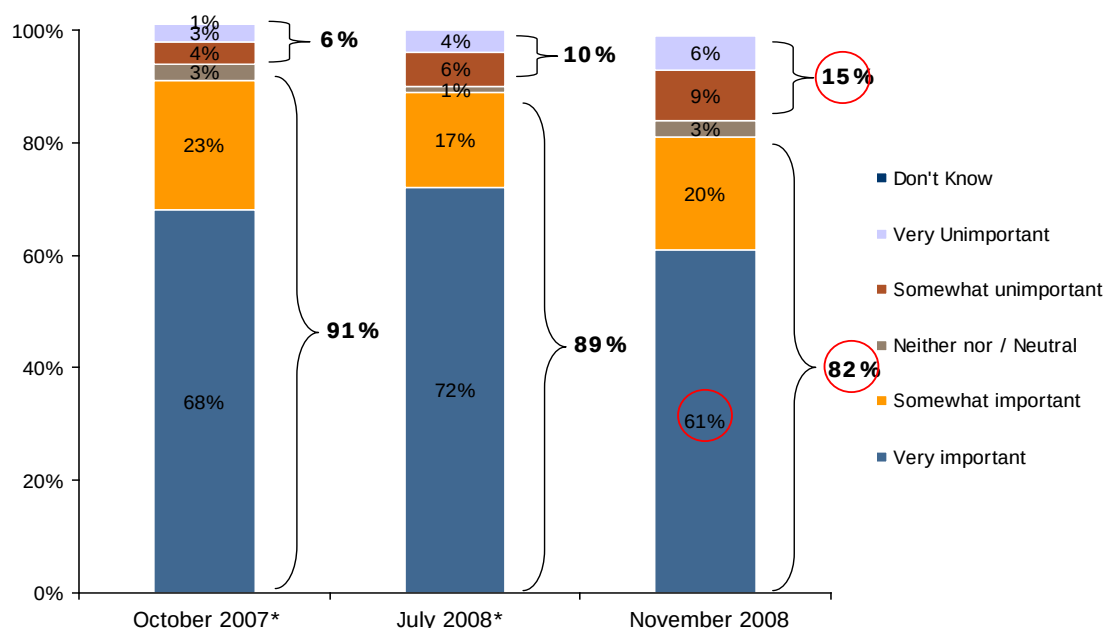
Despite strong media focus on the global financial crisis, climate change was still ranked as more important than the credit crisis in November 2008.

The government was recognised as being more focused on climate change than in previous years.

³ GFK Bluemoon Quantitative Tracing Research November 2008

⁴ ibid

Chart 3 Importance of Addressing Climate Change



*The same question was asked in previous studies, however different sampling procedures were employed. All data has been weighted to ABS statistics (2006).

Base: Total sample November 2008 n=947, July 2008 n=879, October 2007 n=5,028

Demographically, females continued to place a greater level of importance on addressing climate change than males, despite an overall drop in the level of importance placed on addressing climate change by both genders. In July 2008, 93% of females compared with 85% of males considered it important to take action on climate change. In November 2008 these figures had decreased to 88% and 75% respectively.

Research results also indicated a correlation between age and emphasis placed on taking action to address climate change. Respondents aged 65 years or over were significantly less likely than their counterparts to feel it was important to address climate change, (67% compared with 85%).⁵

The research also revealed the public still faced considerable barriers to changing their behaviour, the most apparent being the perceived cost and the inconvenience of “doing the right thing.” Some verbatim responses from the November tracking research on the issue included:

“Cost of purchasing items to reduce power usage.”

“Being too busy with everyday problems to worry about long term ones.”

“Lack of suitable public transport in regional areas”

⁵ ibid

Criteria three - Knowledge of climate change in terms of perceived impacts

At the time of the benchmarking research Australians recognised the term climate change but had very little understanding of what climate change actually was, or how it would affect them. Respondents identified the ‘contributors’ to be burning fossil fuels, an over populated world, car emissions, deforestation, increasing use of heating and cooling. Australians considered climate change to be an environmental issue and did not yet understand why it was an economic issue.

The tracking research suggested that the campaign advertising helped raise awareness of some of the impacts of climate change. For example, respondents who recognised the ‘Think Change’ campaign advertising were more likely to mention “rising temperatures” (23% compared with 15%) and “severe weather” (22% compared with 10%) as impacts of climate change than respondents who did not recognise the advertisement.⁶ There was also a slight decrease in the percentage of the population who thought climate change did not affect them.

For the purposes of qualitative evaluation, campaign messages have been classified under the three categories of environment, economy/cost of living and call to action. Tracking research indicated that messages relating to the environment resonated best with the Australian public. The following messages were delivered in television, radio, print and online advertising.

Environment:

- Australia will be hard hit by climate change.
- Scientists warn that climate change will cause more severe bushfires, storms, cyclones and floods. This is already pushing up insurance premiums.
- Rising temperatures - Major tourist attractions like the Great Barrier Reef, Kakadu Wetlands, and the Australian Alpine areas are all threatened by rising temperatures – risking thousands of jobs.
- Water will become more scarce – threatening agriculture and risking higher food prices.
- Developing a Carbon Pollution Reduction Scheme to tackle climate change puts a limit on carbon pollution and encourages cleaner energy solutions.

Economy/Cost of living:

- Australia will be hard hit by climate change.
- Climate change affects more than just the environment.
- Major tourist attractions like the Great Barrier Reef, Kakadu Wetlands, and the Australian Alpine areas are all threatened by rising temperatures – risking thousands of jobs.
- Scientists warn that climate change will cause more severe bush fires, storms, cyclones and floods. This is already pushing up insurance premiums.
- Water will become more scarce – threatening agriculture and risking higher food prices.
- To protect our economy we must act now. Developing a Carbon Pollution Reduction Scheme to tackle climate change puts a limit on carbon pollution and encourages cleaner energy solutions.

Campaign advertising was successful in educating the Australian population on the impacts of climate change.

Respondents who recognised campaign advertising were more likely to mention “rising temperatures” and “severe weather” as impacts of climate change than their counterparts.

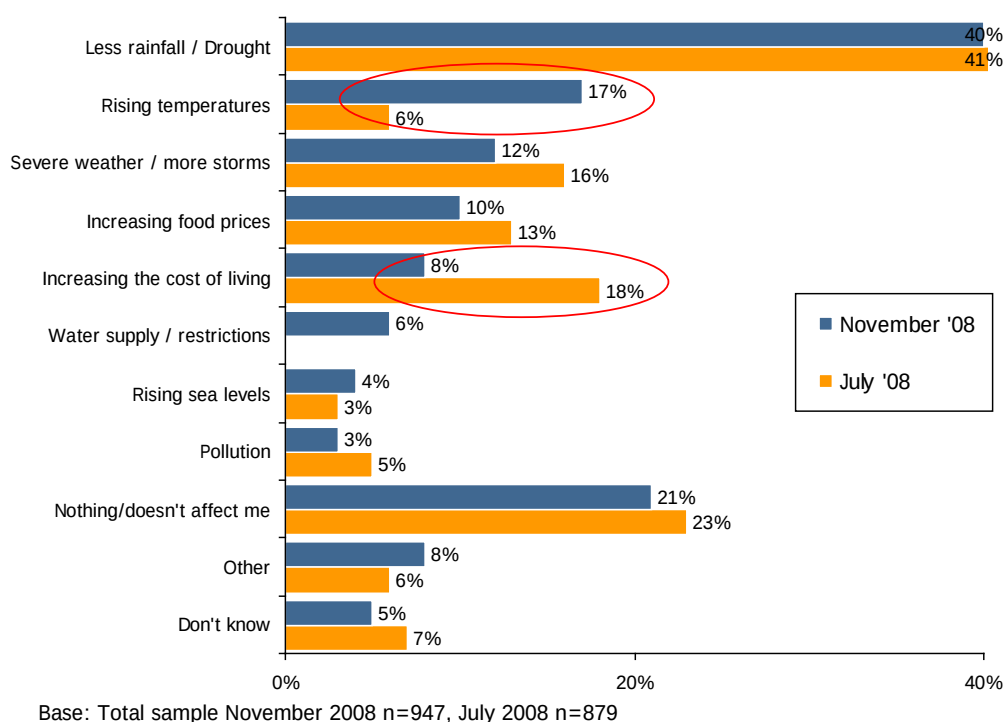
⁶ GFK Bluemoon tracking Research November 2008

Call to action:

- Think Climate Thing Change. We can't afford not to.
- Find out more, have your say at www.climatechange.gov.au

Perception of climate change impacts were measured both before and after the 'Think Change' campaign. Research indicated small changes in perceived effects of climate change between July and November 2008. Chart 4 illustrates respondent's perception of how climate change is affecting Australia. Topics are split across both economic and environmental factors and align with campaign messaging.

Chart 4 How Climate Change is Affecting Australia



While the campaign included messages on the economic impacts of climate change such as increased insurance premiums, potential job losses, and inflated food costs due to challenges within the agricultural sector, perceived impacts of climate change on Australia's economy were lower in November following the campaign than in July before the campaign.

While both environment and economic messages were strong throughout the campaign, it is possible that a number of factors could have influenced this result, the first being the global financial crisis. Stories on the financial crisis were picked up by the media as the 'Think Change' campaign was being developed. Media attention also focussed on the financial crisis throughout the course of the 'Think Change' campaign. During this time, the media focused on the decreasing value of the Australian dollar, falling share prices the falling value of the Australian property market and the risk of rising unemployment rates. It is likely that any perceived increases to the costs of food or living were associated with the financial crisis as opposed to climate change.

Respondents who recognised campaign advertising were 8% more likely to mention “rising temperatures” and 12% more likely to mention “severe weather” as impacts of climate change than their counterparts.

A strong and integrated public relations component of the campaign may have helped offset the fact the media’s attention was on another issue for much of the campaign.

Additionally, the creative used for both television and print campaign advertisements had a strong environmental focus. Many of the messages run only in the print advertisements did not translate into higher awareness, potentially suggesting it was a less effective medium for the campaign’s audience and subject matter. DCC received feedback through the campaign hotline and ‘have your say’ email address in relation to the use of certain images throughout the campaign. It is possible that the use of such strong images drew viewers and readers attention to the

visual component of the advertisements and away from the verbal and written key messages.

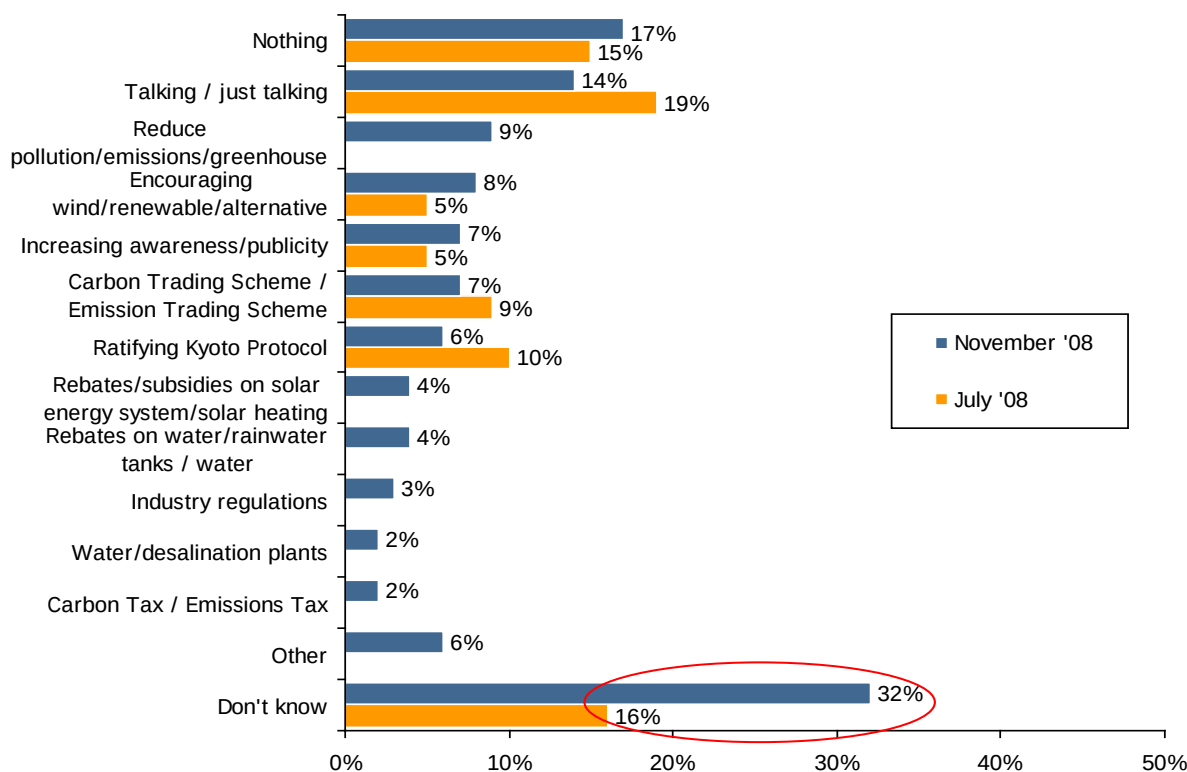
5.2 Meeting objective two - Informing the Australian Community about the release of the Carbon Pollution Reduction Scheme Green Paper.

The ‘Think Change’ campaign aimed to reinforce the understanding that the Government would be introducing measures such as the Carbon Pollution Reduction Scheme (CPRS) to address climate change.

In terms of Government action on climate change beyond the CPRS, awareness remained low.

Chart 5 compares the level of awareness of government action on climate change before and after the campaign. It demonstrates a minor increase in unprompted awareness of a range of government actions on climate change following the ‘Think Change’ campaign.

Chart 5 Current Government Action to Address Climate Change



Base: Total sample November 2008 n=947, July 2008 n=879

However, there was a significant jump in the percentage of the population who reported to not know what actions the government was taking, (this figure doubled from 16% to 32% over five months). There was also a very slight decrease in the percentage of the population who thought the government was doing nothing, or just talking in relation to climate change.

The fact that close to a third of the population did not know what action the Government was taking to address the climate change issue could be a result of the competing voices in the climate change



The 'Think Change' campaign achieved an 11% increase in awareness of the CPRS.

communication space – for example, during the campaign period there was increased discussion in the media about the advantages or disadvantages of a carbon tax. There was subsequent confusion in some sectors of the community as to whether or not there was any difference between the CPRS and a carbon tax.

In addition to the range of competing voices, the policy landscape was also complex, which added to the confusion and was likely to have resulted in a lower rate of unprompted responses. To help cut through this confusing and complex

space, respondents were asked (prompted) if they had heard of an emissions trading scheme (before the campaign) and a Carbon Pollution Reduction Scheme or CPRS (after the campaign).

Despite the name change, awareness levels of the CPRS increased by 11%, suggesting that the campaign was effective in helping to raise awareness of this important policy.

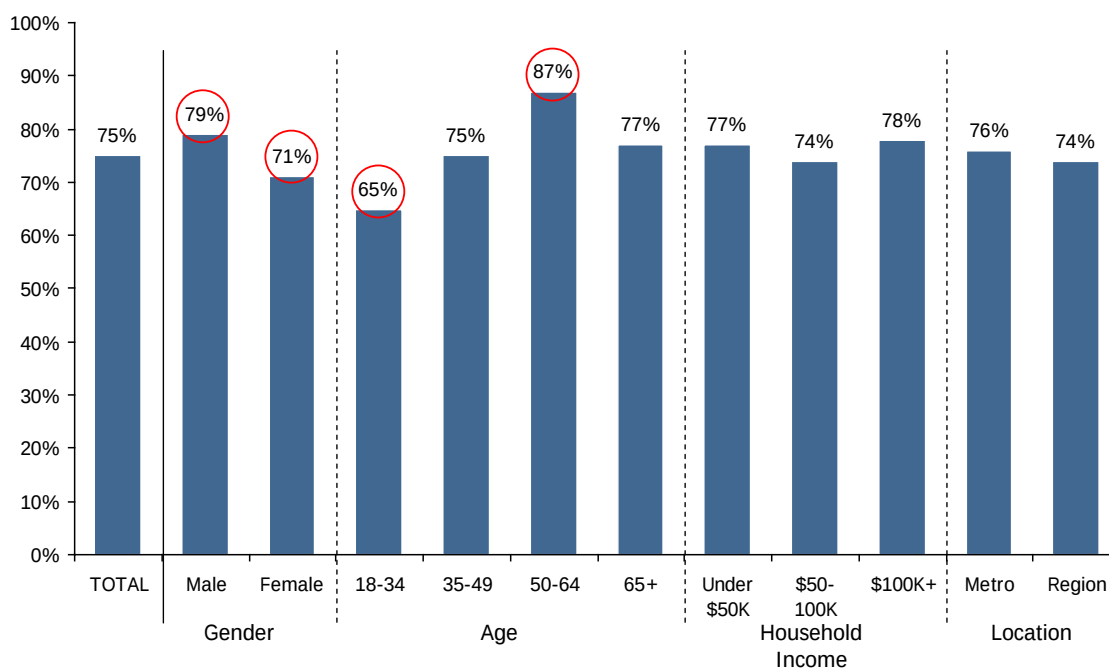
The slightly increased level of awareness of other Government programs following the campaign period suggests that the advertising campaign had subsidiary benefits by boosting awareness of other government climate change initiatives, albeit only slightly.

Despite the overall low awareness of government action on climate change, three quarters of the Australian community claimed to have heard of the CPRS (75%) at the conclusion of the campaign (up from 64% awareness of the Emissions Trading Scheme). It is possible this increase could have been even greater had the scheme not changed names.

Demographically, awareness of the CPRS was highest in the 50-65 year age bracket (87%) compared to the 35 to 49 year age bracket (75%) and the 18 to 34 year age bracket (65%), see Chart 6 for details.

However, while there was high awareness of the term “Carbon Pollution Reduction Scheme”, qualitative research conducted in November 2008 indicated there was very limited understanding of what the CPRS was or how it worked. There may be a role for future communication activities to address this lack of understanding.

Chart 6 Awareness of the Carbon Pollution Reduction Scheme



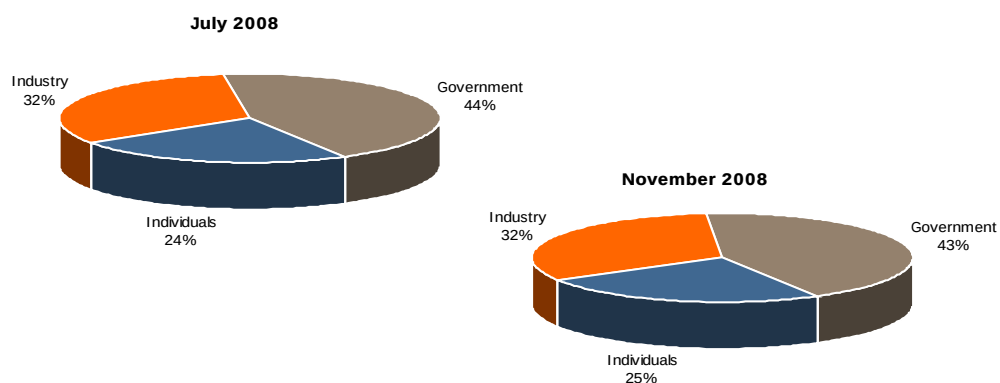
Base: Total sample November 2008 n=947

5.3 Meeting objective three - Encouraging the Australian Community to be involved in the process of developing solutions to climate change.

In general, opinion on who was responsible for addressing climate change did not shift between July and November 2008. Respondents maintained that government still held primary responsibility, followed by industry and then individuals. The average allocation of the share of responsibility was Government (43%), industry (32%) and individuals (25%).

See Chart 7 for a comparison of pre and post campaign responsibility allocations.

Chart 7 Perceived responsibility for addressing climate change



Base: Total sample November 2008 n=947, July 2008 n=879

According to respondents, government and business had the power to make a real difference based on their scale and ability to provide individuals with affordable products with which they could have a bearing. Respondents considered it to be the government's job to provide incentives for, and if necessary to coerce, business to implement more climate friendly practices.

Despite these findings, the campaign managed to motivate the more engaged members of the community to 'have their say' and be involved in the process of developing solutions. More than 1250 emails and 1600 calls were received by the campaign hotline and email address. The most common themes for feedback were:

- discussion of the science of climate change
- discussion of the CPRS and other policies designed to address climate change
- suggestions of ideas to help address climate change
- feedback on the advertisements used in the campaign
- requests for information.

The number of enquiries was lower for the 'Think Change' campaign than for the 'Climate Clever' campaign run by the Australian Greenhouse Office in 2007, which received 6057 calls. However, nearly 90 per cent or 5350 of calls received in relation to the 'Climate Clever' campaign were requests for the *Be Climate Clever* booklet produced as part of that campaign.

Data collected by the Cooma Call Centre for the 'Think Change' campaign hotline revealed:

- 25% of callers supported the Government's action on climate change and provided ideas and suggestions to help address the issue, while 29% did not support action on climate change at all.
- 3% of callers believed Australia had not acted on the issue soon enough, while 4% thought Australia should not act until China and the US took action.
- 3% of callers said they would support action on climate change if there were better rebates offered for individual action.
- 9% of callers provided feedback on campaign advertising and 27% of callers requested information, made general comments on the climate change debate and requested copies of the Green Paper.

The majority of callers expressing support for or against government action were likely to have held these views prior to the campaign and were not the primary target audience for the campaign (refer section 3.2).

In addition to the 'Think Change' campaign hotline and email address, DCC ran a series of Green Paper public consultation sessions to inform industry and stakeholders about climate change and invite feedback via submission on the proposed CPRS. A total of 2170 registrations and 530 additional expressions of interest were received for the national Green Paper public consultation series. Ten sessions were held overall, with one session in each capital city and two sessions in both Sydney and Melbourne. Table 1 provides date, location and registration details for each consultation session.

The 'Think Change' campaign attracted the interest of the Australian public.

A total of 1250 feedback emails, 1600 phone calls, 1026 Green Paper submissions and 2170 Green Paper consultation session registrations were received.

Table 1 - Green Paper public consultation event and registration details

Location	Date	Number of registrations
Canberra	21 July 2008	154
Sydney (Session 1)	22 July 2008	311
Sydney (Session 2)	22 July 2008	216
Melbourne (Session 1)	22 July 2008	271
Melbourne (Session 2)	22 July 2008	257
Perth	24 July 2008	266
Brisbane	25 July 2008	343
Hobart	28 July 2008	100
Darwin	28 July 2008	50
Adelaide	28 July 2008	202
TOTAL REGISTRATIONS		2170

The quantity and quality of feedback via the campaign hotline and email address, in addition to the high level of interest and number of registrations taken for the Green Paper public consultation sessions, indicates the 'Think Change' campaign was effective in reaching a broad spectrum of the community to raise awareness about climate change and provide an opportunity for the Australian public and Australian industry to be involved in the process of developing solutions to climate change.

Another key indicator of the campaign's success in reaching the community was the quantity and high calibre of respondents who made a submission in response to the Green Paper. A total of 1026 Green Paper submissions were received as part of the 'Think Change' campaign. The submission process was designed to enable stakeholders to play a role in the development of climate change policy. The number of submissions received from stakeholders in response to the Green Paper was considerably higher than the number of responses received by DCC in subsequent policy consultative processes that were not accompanied by a national multi-media awareness raising advertising campaign. For example, in the 2008-09 financial year, approximately 170 submissions were received for the National Carbon Offset Standard consultation process, close to 180 submissions were received in response to the design of the Renewable Energy Target (RET), more than 230⁷ submissions were received in response to the Renewable Energy Target Exposure draft legislation and 60 submissions received in relation to the treatment of RET Affected, Trade Exposed industries paper. These figures further demonstrate the reach of the campaign and interest and awareness of climate change by the Australian public.

Hits to the www.climatechange.gov.au website increased significantly during the course of the 'Think Change' campaign. A fair percentage of site visits were from new users during the time the

⁷ Of the 230 submissions received in response to the RET Exposure draft legislation, 160 were substantive and 70 were copies of a campaign letter.

campaign advertisements featured on television, radio and online. Table 2 records the number of website hits from new and previous site visitors during the majority of the campaign.

Table 2 - www.climatechange.gov.au site statistics for July to October 2009

	Page Views	Unique Visitors	Repeat Visitors	Hits for site
20-31 July 08	256,524	73,053	23,236	1,657,038
August 2008	438,041	97,270	18,821	2,189,117
September 2008	408,929	101,333	17,137	2,195,464
October 2008	353,365	92,365	15,307	2,000,623
Total for period	1,456,859	364,021	74,501	8,042,242

6 RECOGNITION AND OPINION ON THE ‘THINK CHANGE’ CAMPAIGN

Tracking market research was used to assess recall rates of the ‘Think Change’ campaign advertising and the campaign tagline, to gauge resonance with the Australian public, and to ascertain which of the different communication channels had been most successful in each segment of the community and to gain feedback on the creative treatment of the advertisements to assist in the design and production of future communication products.

6.1 Recognition of ‘Think Change’ advertising

‘Think Change’ campaign advertising featured on free to air and subscription television, national radio programs, the internet and in local and national press between July and November 2008. The advertising evoked a moderate response from viewers and industry, evident through the quantity and quality of feedback the Department received via the campaign hotline, ‘Have Your Say’ email address and interest in the Green Paper public consultation sessions. Local and national media also provided extensive coverage on the CPRS and the climate change debate throughout the campaign.

Television advertisements appeared for a period of four weeks in July and August 2008 and recall rates, assessed through tracking research in November, were measured approximately three months after the ‘Think Change’ advertisements appeared on television.

Overall, recall of the ‘Think Change’ campaign advertising was moderate. Approximately 19% of respondents recognised the ‘Think Change’ television commercial from a detailed description. This compares with a 30% recall for the ‘Climate Clever’ campaign, conducted in 2007, when the research was conducted in the week after the television placements appeared.

In terms of recall of campaign television advertising, recognition was stronger in groups which were generally more concerned about climate change, such as younger respondents, those on higher household incomes and those with children.

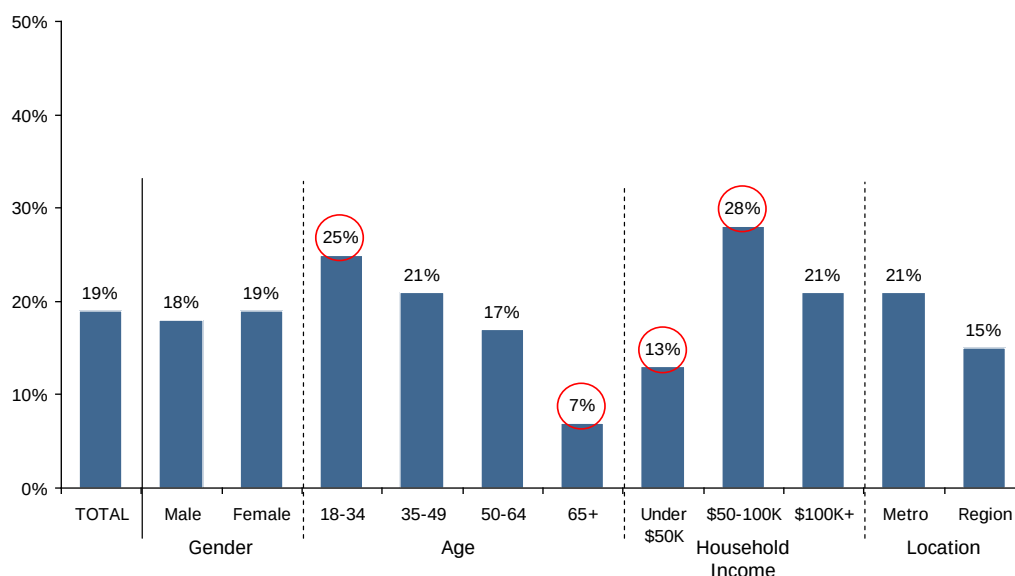
19% of research respondents still recognised the ‘Think Change’ campaign television advertisements three months after the final advertisement went to air.

Interestingly, the ‘Think Change’ television commercial was 7% more likely to be recalled or recognised by a respondent who was currently employed as opposed to their counterparts (21% compared to 14%). A similar result was also found in households with children compared to households without, where there was a 24% recall rate in households with children compared to a 14% recall rate in those without.

Research conducted by GfK Bluemoon in November 2008, revealed there was no difference in the level of recognition of the ‘Think Change’ campaign between respondents who believed it was important that climate change be addressed and respondents who felt it was unimportant.

Chart 8 illustrates the recall rates for different age groups, genders, income levels and locations in relation to the ‘Think Change’ television commercial.

Chart 8 Recognition of 'Think Change' TV commercial

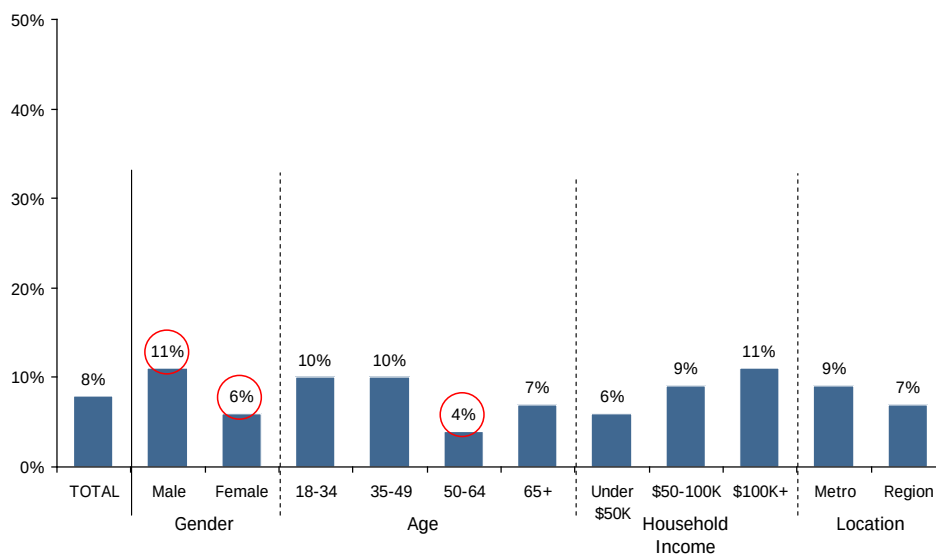


Base: Total sample November 2008 n=947

Radio advertisements aired on metropolitan, regional, non English speaking background (NESB), Indigenous and print handicapped targeted stations across Australia throughout July and August 2008. Although radio advertisement recall rates were not measured in the tracking research, radio advertising provided an avenue to reach a majority of the target audience as well as reaching special and remote audiences.

Overall recognition of the **print advertisements** was low. Advertisements ran in major metropolitan and regional newspapers and in trade and commercial magazines between July and November 2008. As noted previously, it is possible that the media's focus on the global financial crisis, which dominated coverage in the press at that time, downplayed the importance and sense of urgency in acting on climate change. Chart 9 illustrates the recall rates for different age groups, genders, income levels and locations in relation to the 'Think Change' print advertisements.

Chart 9 Recognition of 'Think Change' Print Ad



Base: Total sample November 2008 n=947

Campaign Evaluation: 'Think Change' Climate Change Household Action Campaign

6.2 Perceived meaning of ‘Think Change’ advertising

In addition to measuring campaign advertising recall, tracking research explored the Australian public’s understanding of the ‘Think Change’ campaign according to its key messages and creative treatment. After seeing the television commercial within the market research focus group, a majority of respondents felt the advertisement was communicating the urgency of the need to change current behaviour. Others interpreted it as the Government implementing ‘something’ to help combat climate change.

These findings directly relate with research pertaining to the perceived importance of climate change and the perceived need to take action on climate change referred to in section 4.2 of this report.

The “Think Climate. Think Change” tagline was memorable and tested well amongst qualitative research participants.

Overall opinions on the advertisements were mixed in the November research, but there was a clear call from respondents for future communication on climate change solutions.

6.3 Tagline Testing

Although the recall rate of the ‘Think Change’ campaign advertisements was only moderate, many respondents surveyed in the November 2008 tracking research felt they had heard the ‘Think Climate. Think Change’ campaign tagline before.

This familiarity with the campaign tagline suggests that had tracking research been conducted directly following the ‘Think Change’ campaign – as was the case with the ‘Climate Clever’ campaign – recall rates for television, radio and print campaign advertising would have been higher.

The “Think Climate. Think Change” tagline was viewed favourably by research respondents, who believed it was both ‘to the point’ and ‘reinforced what we need to be thinking about.’ Overall, the tagline ranked highest out of nine possible taglines when tested in a qualitative setting during the November research, suggesting it should also be considered for incorporation in any future advertising or communication. Table 3 outlines the nine taglines and the responses from research respondents.

Table 3 Potential Climate Change Communication Activity Taglines

End Line	Responses	
Think Climate. Think Change.	- To the point - Reinforces what you need to think about – Climate	✓
Think Change. Are you?	- Doesn't reinforce Climate "Think Change about what?" - To some the question forces them to think	X
Think. Change. Now.	- To the point 'Now' implies urgency - Again fails to connect it to Climate Change	?
Make a change for the better.	- Not all are convinced it will be better - Fails to grab people's attention	X
Everyone's making a change for the better. Are you?	- Not true – not everyone is making a change - Considered negative	X
Everyone's making a change. Are you?	Not true – not everyone is making a change	X
Save more than just the environment.	- Some liked the link with the campaign - Suggestion that this line could be used with 'Think Climate. Think Change.' - Others failed to understand the meaning	?
We're saving more than just the environment.	Disliked 'we're'	X
It's easier than you think.	- For those who were active, seen as positive - For those who are less active and uncertain about what to do, this contradicted their view 'It isn't easy.'	?

6.4 The Impact of the Global Financial Crisis on the 'Think Change' Campaign

Qualitative research suggests the low recall rates for television, radio and print components of the campaign were also affected by the fact the overarching issue dominating media attention during the time of the 'Think Climate; Think Change' campaign was the global financial crisis. Quantitative research indicated the financial crisis was perceived as the most important issue facing Australia (30% unprompted), while climate change was the second most important (12% unprompted). As a category of responses, financial issues were the most important (51% unprompted), while environmental issues were second-most important (22% unprompted). When asked to rate the importance of addressing climate change, 82% said it was either 'important' or 'very important'. Although still high, this was down from 89% in July 2008. Again, this may be due to the increase in perceived importance of the financial crisis.

Research participants indicated that limited media focus on climate change in television news, radio and newspaper headlines due to the comprehensive coverage of the economic crisis and US election lead to uncertainty over the actual importance of climate change. This on/off approach towards climate change was thought to undermine the perceived seriousness of the subject – when the community stopped hearing about it or seeing money allocated to address it, they questioned how important it really was or how serious people were in addressing it. Recent financial packages in response to the global financial crisis contributed to this perception.

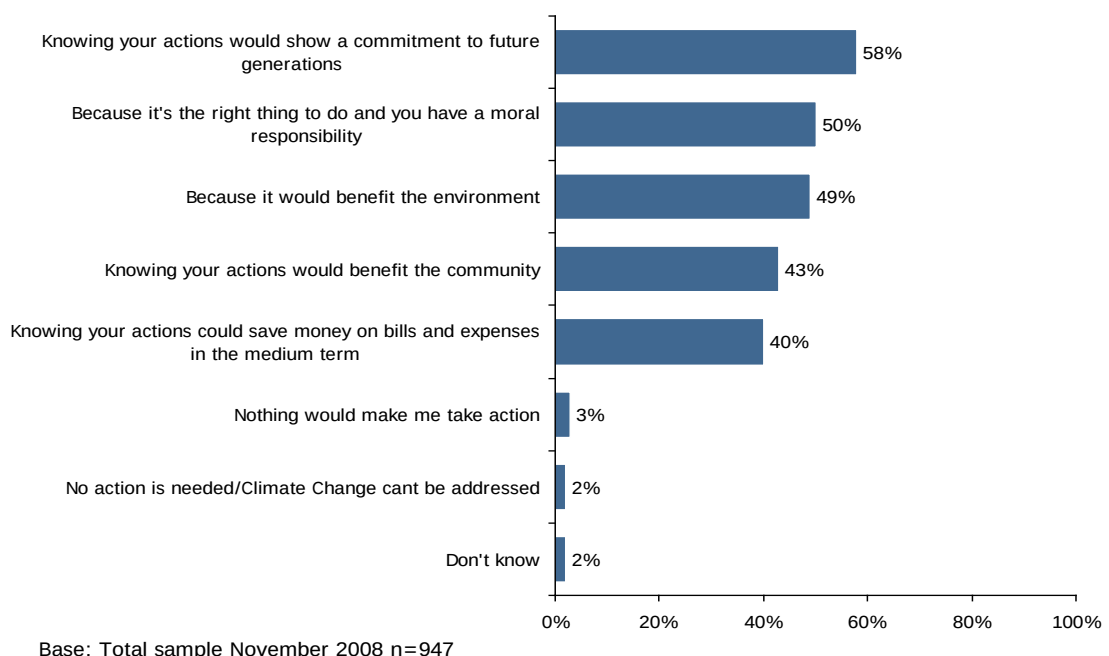
6.5 Future Directions

Given the reported level of importance placed on climate change and taking action to address it, research was conducted following the campaign to assess what motivated people to act on climate change to inform future campaign messages.

Qualitative research indicated that “knowing your actions would show a commitment to future generations” had the strongest motivating affect for the majority of respondents. “Knowing your actions could save money on bills and expenses in the medium term” was also considered motivating enough to promote respondents to take action. Moral responsibility “because it's the right thing to do and you have a moral responsibility” was reported to be the least motivating of all potential advertising messages at the time.

Quantitative research also tested the salience of these key themes. Chart 10 provides an overview of broad environmental, economic and altruistic climate change action motivators. Those who had seen the ‘Think Change’ advertising were no more or less motivated in relation to proposed key motivators than those who had not seen campaign advertising. This was to be expected as the campaign was focused on raising awareness to establish a platform for longer-term behaviour change.

Chart 10 Messages that would Motivate People to Take Action



7 BUDGET SPEND AND BUDGET EFFECTIVENESS

The total budget spend for the campaign was \$8,788,534.32 (ex GST). The broad media reach and bonus placements delivered a high degree of budget effectiveness.

7.1 Creative Consultants

The timeframe to procure a creative consultancy and develop a creative concept was exceptionally short in the 'Think Change' campaign development process. In late June 2008, DCC approached three creative agencies to pitch via presentation and written proposal in response to the Climate Change Household Action Campaign – Creative Agency Brief.

The brief asked agencies to propose a concept that would motivate the target audience to “think change” and take action in their day-to-day lives to reduce their greenhouse gas emissions and carbon footprint or seek information on emissions reduction by visiting the DCC website www.climatechange.gov.au. In addition, agencies were advised that concepts should emphasise that the cost of inaction now could mean even higher costs in the future, and demonstrate that taking action could enable households to have more control over their day-to-day living costs.

Agencies were identified from the Government's previous register of consultants (which had not been updated since November 2007) and were chosen because of their experience in delivering campaigns for the Government on short timeframes or on environmental issues.

Agencies were briefed in person by DCC officials on 1 July 2008 and were then required to present their concepts and proposals to an evaluation team consisting of representatives from the Department of Climate Change and an independent panel member from the Department of Health and Ageing. The selection process involved:

- a verbal briefing session (question and answer session) for agencies to seek clarification of details contained in the brief;
- a presentation to the evaluation panel; and
- a discussion between the evaluation team to assess the proposals and determine the preferred proposal.

M&C Saatchi's proposed concept of “Think Climate. Think Change. We can't afford not to” was recommended by the evaluation panel.

In total, creative agency fees and advertising production costs for the 'Think Change' campaign came to \$476,144.59 (excluding GST), approximately half the proposed creative agency budget of \$950,000. This was because the short production timeframe meant only very simple creative executions could be considered and because DCC decided not to run the second phase of the advertisements.

M&C Saatchi provided:

- an advertising strategy;
- creative concepts including television advertisements, press advertisements, radio advertisements, and digital banner and display advertisements;
- a refresh of the DCC website; and
- campaign taglines and a creative treatment of key messages for the campaign.

7.2 Media Buy

The campaign consisted of a comprehensive media buy (\$8,067,404.73 exclusive of GST), covering metropolitan, regional and pay TV, metropolitan and regional press, radio, outdoor advertising, online digital display and search media, coordinated and managed by Universal McCann, the Government's centrally-contracted media buying agency for campaign advertising. The media showed immense support for the campaign, offering added value bonus spots across the period to the value of over \$2.3 million or 28% of the proposed media spend.

\$2.3 million worth of bonus advertising placements were offered by the Australian media in support of the 'Think Change' campaign.

In early October, following conversations with Universal McCann, DCC requested that all remaining media placements – primarily press and digital – be cancelled as the Department concluded the advertisements had already achieved substantial market penetration and the campaign objectives of raising awareness of climate change, the CPRS and that Australians could “have their say,” were unlikely to be enhanced at that time. The search element of the digital strategy was continued. The opportunity to cancel the remaining press and digital placements was in part due to the \$2.3 million worth of bonus advertising spots secured by Universal McCann. Universal McCann successfully negotiated these cancellations without incurring any penalty fees.

7.3 Television, Radio and Print Media

Television advertisements were placed on metropolitan, regional, community and subscription stations to the value of \$3,869,081 – where DCC spent \$2,882,221(ex GST) and Universal McCann coordinated \$986,860 in bonus placements. Television was used to generate significant reach and raise mass awareness quickly amongst the target audience. Television proved to be the strongest medium to convey the climate change message, delivering a national reach of 88.5% at 1+ within the target demographic.

When the research was conducted three months after the television placements finished, about one fifth (19%) of respondents recalled the advertisement from a prompted description. This compares with a 30% recall for the 'Climate Clever' campaign, conducted in 2007, when the research was conducted in the week immediately after the television placements appeared.

While it's possible that this recall rate could have been increased by applying a different creative, a different treatment might have reduced the advertisement's effectiveness in achieving the campaign objectives. Section 5 outlines the campaign's performance in meeting the campaign objectives.

In total \$1,598,904 was spent on **radio** advertising across metropolitan, regional, NESB, Indigenous and print handicapped audiences. Bonus placements were also received to the value of \$408,138. Radio advertising was scheduled to coincide with television and newspaper activity in the first five weeks of the campaign. Activity was scheduled for Breakfast, Morning, Afternoon and Drive Monday to Friday programs. The radio Schedule reached 80% of the primary target audience with high frequency (an average of 16 times per listener). Activity was also planned to reach the indigenous and NESB segments of the target audience.

*Television advertising delivered a national reach of 88.5%
The radio schedule reached 80% of the primary target audience with high frequency (on average 16 times per listener).*

Colour and black and white advertisements featured in metropolitan, primary regional, regional, rural, NESB and Indigenous **newspapers** throughout the course of the campaign to deliver information to the broad target audience. Advertisements were placed across a combination of weekend and weekday newspaper editions. The total spend on press advertising was \$2,774,532 and an additional \$336,940 in bonus placements was negotiated by Universal McCann.

Full page colour insertions featured in a variety of consumer and trade **magazines** during the course of the campaign. Post-campaign recognition for print advertisements was 8%. A total of \$515,528 was spent on trade and consumer magazine advertising and an additional \$93,847 worth of bonus placements were secured by Universal McCann.

7.4 Digital Media

A total of \$526,486 was invested in the online/digital component of the 'Think Change' campaign. Media data collected by Universal McCann, suggested the digital component of the 'Think Change' campaign was one of the largest and most successful (in terms of response rates) Australian Government digital campaigns to date (October 2008).

Split into two components, display and search, the 'Think Change' campaign delivered more than 45 million impressions and received over 115,000 clicks, representing a 0.25% click through rate and a cost per click of \$4.39.

The display component reached 12,722,736 unique users at an average frequency of 2.7 times. This level of exposure contributed greatly towards reminding and informing the target audience of the key campaign messages.

The search component delivered 50,713 clicks, with an average click through rate of 3.73% at a cost per click of \$2.10. The click through rate was above 8% in Google's search network and above 4% in Yahoo Seven's search network.

Overall, the online advertisement placement received excellent results, leading to an impression share of 10% of all climate change related queries.

Although the digital search component and supporting display elements were not tested in the November research, the qualitative research indicated that further developing digital resources would be well received and any future campaigns may benefit from driving people toward information sources such as online material.

Media data collected by Universal McCann suggests the digital component of the 'Think Change' campaign was one of the largest and most successful (in terms of response rates) Australian Government Digital campaigns to date (October 2008).

8 PROJECT MANAGEMENT PROCESSES

Project management of the campaign broadly followed the campaign development processes subsequently outlined in the Department of Finance and Deregulation *Business Planning Processes for Campaign Information and Advertising*. However, these process guidelines had not been developed when the 'Think Change' campaign was implemented as it was one of the first government campaigns to be rolled out under the new *Guidelines on Campaign Advertising by Australian Government Departments and Agencies*. As such timeframes were significantly impacted by the wait for the release of the new advertising guidelines and the need to launch the campaign in conjunction with the release of the Green Paper.

8.1 Campaign Commencement

In February 2008, the Minister for Climate Change and Water, Senator Penny Wong outlined the Government's three pillar approach to addressing climate change (reducing Australia's green house gas emissions; adapting to climate change we cannot avoid and helping to shape a global solution).

At that time the Government also announced the seven principles for an emissions trading scheme which would play a central role in meeting Australia's reduced emissions target and that it intended to implement the scheme within the life of the current parliament. The design of the scheme was proposed for release by way of a Green Paper on 16 July 2008, which would canvass design options and seek written submissions from key stakeholders by 10 September 2008.

Advising Department of Finance and Deregulation (DoFD) and the Australian National Audit Office (ANAO)

The Communications Advice Branch within DoFD was not operational until 1 September 2008. However, there were officers within DoFD with extensive experience in Government advertising campaigns, including through the former Government Communications Unit, who were responsible for managing the master media contracts for campaign and non-campaign advertising. DCC made informal contact to seek their advice, discuss its requirements, and ensure the DCC approach would be broadly consistent with the early expectations of how the advertising guidelines would be applied and the business processes agencies would be required to follow.

DCC spoke with DoFD officers on 12 June 2008 regarding some non-campaign-specific market research (which was later used to inform development of the campaign) into community attitudes and perceptions on climate change. Campaign advice was sought informally in late June 2008.

Due to the tight campaign development timeframe, DCC had multiple discussions with the ANAO over the nature of the campaign and the documentation required by the ANAO to enable them to provide advice as to whether or not the campaign adhered to the new government advertising guidelines. As this was one of the first campaigns conducted under the new guidelines and no precedents or business process guidance had been established, DCC worked quite closely with the ANAO to develop and refine these documents to ensure they contained the information required.

Minister Agrees, Briefing and Decision-Making, Funding allocation/confirmation

The Minister for Climate Change and Water, Senator Penny Wong and the Prime Minister agreed on 30 June 2008 to the development of an advertising campaign. Senator Wong subsequently wrote to the Minister for Finance and Deregulation, to seek funding for the campaign through the additional estimates process as there was no funding for the campaign in the 2008-09 Federal Budget. The Acting Prime Minister wrote to Minister Wong on 9 July 2008 agreeing in-principle to funding of up to \$14 million being provided for the purposes of the campaign. The precise funding requirements were then agreed between officials from the Department of Finance and Deregulation and the Department of Climate Change.

The campaign was developed by DCC in accordance with campaign objectives and informed by market research. DCC briefed the Minister for Climate Change and Water at key milestones throughout the development of the campaign to keep her apprised of development and creative decisions being taken by the Department. As this was one of the first campaigns under the new guidelines, which required agency heads to approve campaigns, the Secretary of DCC was regularly updated on the development of the campaign and was involved in key decisions.

Written briefings were provided by DCC to the Minister seeking her approval of the advertisements following written advice from the ANAO that the advertisements met the new guidelines. The Minister approved the advertisements on 17 July 2009. Changes were made to the advertisements on 18 July 2009 and the ANAO and Minister approved the revised advertisements on 18 July 2009.

8.2 Campaign Development

Developmental research and concept testing

Non-campaign, qualitative market research, had been commissioned by DCC and conducted by Woolcott Research in June 2008 to provide a greater understanding of target audiences and their perceptions and awareness of climate change. The research was intended to inform the communication of proposed policy responses to climate change.

Although the research was not undertaken specifically for a campaign, the tight timeframes for implementing the campaign and the timeliness and relevance of the research led DCC to decide it was cost-effective and appropriate to use it to inform development of the campaign.

Following the appointment of M&C Saatchi to develop the 'Think Change' campaign advertisements, DCC asked Woolcott Research to submit a proposal to undertake concept testing of the draft advertisements to ensure they would be as effective and relevant as possible.

Selection of Consultants

Throughout the course of the 'Think Change' campaign, DCC worked with two market research agencies, Woolcott Research and GfK Bluemoon; one advertising/creative agency, M&C Saatchi; one outsourced call centre, Cooma Call Centre (previously engaged by the Department for another project); and the Government's centrally contracted media buying agency, Universal McCann. As such tender processes were only conducted in relation to Woolcott Research, GfK Bluemoon and M&C Saatchi. As these tenders were part of developing an advertising campaign, they were exempt from Division 2 of the Commonwealth Procurement Guidelines under Appendix B.

Woolcott Research – DCC contacted the Government Advertising Section within DoFD for advice on market research agencies that were on the multi-user panel. Four market research agencies were identified from the panel for a select tender process (noting that the panel had not been updated since November 2007). Each had been identified based on their previous experience working on environmental or economic issues for the Government.

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The four agencies were contacted on 12 June 2008 and invited to tender. Two of the agencies advised verbally that they did not have the capacity to undertake the work in the required timeframe. Of the remaining two agencies, Woolcott Research was evaluated as offering the best value for money. Woolcott Research conducted developmental research in June 2008 and benchmarking and concept-testing research in July 2008.

GfK BlueMoon – With regard to research commissioned in November 2008, the Department procured these services by direct source from a select tender. The same four market research agencies were approached as had been recommended by the Government Advertising Agency previously. All four agencies submitted tenders. GfK Bluemoon was selected as they demonstrated they were best able to meet the requirements of the tender.

Campaign creative was developed, approved and produced in less than 2 ½ weeks to meet the 16 July 2008 launch deadline, coinciding with the release of the CPRS Green Paper.

The research undertaken by GfK Bluemoon was designed to contribute to evaluation of the effectiveness of the climate change advertising and to inform the development of future activities to communicate the issue of climate change to the Australian community. GfK Bluemoon conducted tracking research in November 2008.

M&C Saatchi – DCC approached three creative agencies as part of a select tender in June 2008 to submit a pitch presentation and written proposal in response to the Climate Change Household Action Campaign – Creative Agency Brief.

Agencies were originally asked to propose a concept that would motivate the target audience to “think change” and take action in their day-to-day lives to reduce their greenhouse gas emissions and carbon footprint or seek information on

emissions reduction by visiting the DCC website www.climatechange.gov.au.

Agencies were identified from the Government’s register of consultants and chosen because of their experience in delivering campaigns for the Government on short timeframes or on environmental issues. The procurement process commenced on 1 July 2008 and the first round of approved creative (i.e. television, radio and newspaper advertisements) was aired on or around 20 July 2008.

In addition to the above communication consultants, DCC also established a campaign hotline number which was managed by Cooma Call Centre, who had already been appointed to provide call centre services to the department via a previous procurement process. The set up and management of the ‘Think Change’ campaign hotline was a short term addition to their services contract.

8.3 Developing, refining and implementing campaign materials

Department staff worked closely with relevant communication agencies and service providers, DoFD and the ANAO to produce campaign creative, establish a campaign hotline and mailbox, redevelop the DCC website, coordinate the release of the CPRS Green Paper and associated public consultation process and road show and coordinate and approve media buy. Table 4 details responsibility for each element.

Table 4 ‘Think Change’ campaign elements and allocation of responsibility

Campaign management and coordination	DCC
Market research agency procurement	DCC with informal advice from DoFD
Developmental market research	Woolcott Research
Creative agency procurement	DCC with informal advice from DoFD
Creative concept development	M&C Saatchi with input from DCC
Creative concept testing	Woolcott Research
Television commercial production	M&C Saatchi
Radio commercial production	M&C Saatchi
Print commercial production	M&C Saatchi
Online commercial production	M&C Saatchi
Green Paper drafting, editing and print production	DCC
Media Buy	Universal McCann
Establishment of campaign hotline	DCC and Cooma Call Centre
Establishment of campaign mailbox	DCC
Campaign launch and Green Paper release event	DCC and Minister
Coordination of Green Paper public consultation road show	DCC
Receipt and publishing of Green Paper submissions	DCC
Monitoring of campaign Hotline	Cooma Call Centre
Monitoring of campaign mail box	DCC
Website refreshment	M&C Saatchi
Tracking research	GfK Bluemoon
Campaign evaluation	DCC

8.4 Booking Media Space

Universal McCann, the Government’s contracted campaign media buying agency managed media selection and booking for the ‘Think Change’ campaign. Total added value across all media was +28% or over \$2.3 million which was a tremendous result with such a short lead-time in such a demand driven market and demonstrated the media’s support for this campaign.

The media buy included free to air, community and subscription television, metropolitan, regional, NESB, Indigenous and print handicapped radio, metropolitan, regional, rural, NESB and Indigenous newspapers, consumer and trade magazines, outdoor advertising and digital media. It was designed to reach the following sections of the Australian community:

- decision makers on household energy use;
- individuals on low incomes;
- rural and regional communities;
- vision/hearing impaired;
- indigenous Australians; and
- NESB audiences.

The media schedule recommended by Universal McCann was approved by DCC and included placements across a broad range of media.

Despite the short lead time for television, it proved to be the strongest medium in which to convey the Climate Change message. TV delivered a high national reach of 88.5% at 1+ within the target demographic.

In early October, following conversations with Universal McCann, DCC requested that all remaining media placements – primarily press and digital – be cancelled as the Department felt the advertisements had already achieved substantial market penetration and the campaign objectives of raising awareness of climate change and the CPRS, so Australians could “have their say” were unlikely to be enhanced at that time. The search element of the digital strategy was continued. The opportunity to cancel the remaining press and digital placements was in part due to the \$2.3 million worth of bonus advertising spots secured by Universal McCann. Universal McCann successfully negotiated these cancellations without incurring any penalty fees.

8.5 Benchmarking Research

Woolcott Research conducted benchmarking research for the ‘Think Change’ campaign in July 2008. The research was conducted using an OminAccess Consumer service over three days in early July. In this process a series of aided, unaided and timed response questions were asked via telephone survey to a sample of 1000 people in metropolitan and regional centres across Australia.

In brief, the research concluded that the environment was a concern for the community and that while climate change was a familiar term, there was some confusion about what it meant and how it might link in with future economic impacts.

It found that overall, the community felt there was a need for communications to clarify what climate change was, how greenhouse gas emissions related to the concept of climate change and how an emissions trading scheme, or Carbon Pollution Reduction Scheme would help address climate change.

8.6 Campaign Tracking

Tracking research was conducted by GfK Bluemoon in November 2008. Quantitative and qualitative market research was conducted across a broad cross-section of the Australian community.

The quantitative research took the form of an I-view omnibus national telephone survey. 1000 people were surveyed using Random Digit Dialling to represent the population for age, gender and location.

The qualitative research consisted of 12 focus groups and four in-depth interviews. The focus groups lasted for 1 ¾ hours, involved an average of seven respondents, and covered a broad cross-section of the Australian community segmented by their level of concern on climate change, family status, socio-economic group, state and metropolitan or regional location.

8.7 Campaign Evaluation

The 'Think Change' campaign was tracked between July and November 2008 and evaluated against its objectives, which were to:

- increase the Australian community's awareness of the significance of climate change to Australia and to them personally
- inform the Australian community about the release of the Carbon Pollution Reduction Scheme Green Paper
- encourage the Australian community to be involved in the process of developing solutions to climate change.

Throughout this report, the 'Think Change' campaign has been evaluated in terms of:

- policy and communications context for the campaign, introducing the government's climate change agenda and the need for action on climate change
- effectiveness of the 'Think Change' campaign in terms of raising awareness of climate change and enabling the Australian community to have their say on the proposed Carbon Pollution Reduction Scheme
- campaign budget spend and budget effectiveness using media reach statistics and comparative market research results for both the 'Think Change' and 'Climate Clever' government climate change campaigns
- project management processes applied by DCC to develop, clear and implement the 'Think Change' campaign
- campaign contribution to DCC's program aims in terms of the Government's for three pillared approach to addressing climate change in Australia

Reporting has also been provided through Senate Estimates committees and to DoFD on the financial arrangements for the campaign.

8.8 Informing Future Project Management Practices

The 'Think Change' campaign project management practices were influenced by a number of constraints. A post-campaign evaluation of these practices revealed a number of lessons that could be used to inform the management processes for any future advertising campaigns undertaken by DCC.

The greatest strength of the processes established was the streamlined reporting structure. DCC established a campaign taskforce that included communications specialists and a member of the Department's Senior Executive. It reported directly to the Secretary of the Department. This structure was critical in terms of ensuring the campaign could be implemented within tight timeframes, maintain confidentiality, ensure appropriate clearances, facilitating timely briefing of the Minister's Office, and ensuring the Secretary was in a position to sign the Chief Executive's Certification that the campaign met the new advertising guidelines. It is strongly recommended that a similar structure be utilised for implementing any future advertising campaigns.

Processes that could be improved for future campaigns include:

- Adopting a more streamlined approach for engaging with the ANAO – as this campaign was one of the first to be implemented under the new advertising guidelines, which include a review

role for the ANAO, there had not been adequate time to establish these processes before the campaign was implemented. These processes have now been established by the Department of Finance and Deregulation and ANAO, which will help streamline these processes in the future.

- Allowing longer timeframes to implement campaigns – while it is not always possible, it is highly recommended that adequate lead time be allowed for the development of future advertising campaigns. This is likely to ensure high quality and effective campaigns and minimise any risks of process errors being made during implementation.
- Forward business planning – identifying the likely need for an advertising campaign well in advance will enable DCC to ensure it has employed a sufficient number of appropriately skilled staff who have the capacity to implement national multi-media advertising campaigns.

Further strengthening the internal processes for any future campaigns could support such campaigns to maximise their effectiveness in achieving campaign objectives and resonating with the Australian community. Specifically, DCC could consider:

- Allowing more time in the process for creative agencies and communication consultants to develop components of the campaign, including the development of creative executions and components for special audiences such as NESB, indigenous, and vision and hearing impaired Australians.
- Undertaking more detailed quantitative research as part of the development process to enable robust identification of target audience segments and their media consumption patterns.
- Supporting any advertising with an integrated public relations campaign to maximise its value and ‘presence’ within the community.

9 CAMPAIGN CONTRIBUTION TO PROGRAM AIMS

Climate change is a global problem requiring a global solution. Domestically, the Australian Government has embraced a comprehensive plan of action to reduce our national emissions. Key elements of this plan include:

- A commitment to reduce Australia's greenhouse gas emissions by up to 25% below 2000 levels by 2020 if there is a fair contribution from all emitters around the world to take strong action to reduce the risk of climate change.
- Implementing a comprehensive emissions trading scheme by 2011 to deliver these targets.
- Setting a 20 per cent target for renewable energy by 2020 to dramatically expand the use of renewable energy .
- Investing in research and development on low emissions technologies.
- Helping households and businesses to use energy more wisely.
- Managing our land to reduce emissions.

The 'Think Change' campaign actively worked towards putting climate change on the radar of the Australian public and raised awareness and understanding of the importance of climate change, how it could affect Australia, and the need to take action to address this issue. It also informed the public of one element of the Government's plan to address climate change and reduce greenhouse gas emissions, the CPRS, and invited the public to be involved in one of the country's biggest structural and economic reforms since the opening up of Australia's economy in the 1980's and 1990's.

Future Contribution

Research also indicated advertising can and should play a role in engaging the Australian community and directing those that already have high awareness to information that will help them make behavioural changes.

Qualitative research found that it was important to keep climate change on the agenda, particularly when the front page is dominated by other issues, because the community's day-to-day attention is regularly directed to issues perceived as being more immediate. Advertising can achieve this.

To build upon the platform of high awareness that exists amongst the Australian community about climate change, consideration should be given to ensuring any future advertising begins the process of promoting, encouraging, and facilitating behaviour change within the segments of the Australian community that are ready and able to take action on climate change. A range of Government initiatives exist, or are being developed, to support the community to take such action. There may be a role for promoting these initiatives through advertising as the market research indicated there is currently a relatively low awareness of government initiatives on climate change, which would subsequently be negatively affecting the levels of uptake of these initiatives.