

Designing a multi-year travel behaviour change program: lessons and opportunities

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Abstract

The Sunshine Coast Council's vision is to be Australia's most sustainable region – healthy, smart, creative. Council's Integrated Transport Strategy recognised that travel behaviour change must be part of establishing a sustainable transport system that provides connectivity and mobility across the region and hence commissioned a 5-year Travel Behaviour Change Program.

This paper reports on the use of extensive research, community listening and consultation, and most importantly the co-design process applied over a two-year period to develop a program of initiatives (which included five initiatives ready to start) for a workplace, schools, a stadium, and an emerging greenfield development.

The underlying principle for delivery of the program is to have a team of experts who work with and mentor each participating organisation. This will be done by 'helping them to help themselves' develop and implement an initiative to overcome a travel or transport related issue they had identified. The aim of the collaborative relationship is that at the end of an initial period, the organisation will be able to continue the program and share experiences with others across the Sunshine Coast. The paper focuses on lessons learnt and opportunities for other jurisdictions wanting to achieve the same goals.

1. Introduction

The Sunshine Coast Council's vision in its Integrated Transport Strategy (Sunshine Coast Council, 2019) is to be Australia's most sustainable region – healthy, smart, creative. It recognised that achieving this would require action across several areas including support for voluntary travel behaviour change and hence commissioned a 5-year Travel Behaviour Change Program.

The program was developed using the following principles:

- Underpinned by people and organisations in the community identifying a transport-related **problem** that they are committed to solving
- Strengthened by initiatives using **voluntary behaviour change** – 'helping people to help themselves' rather than simply offering off-the-shelf programs
- Enabled by **co-design**: bringing community members and stakeholders together to design new programs by:
 - exploring both problems and solutions collaboratively
 - connecting stakeholders with community groups in a meaningful way
 - designing solutions that are grounded in both community need, and Government constraints
 - opening the program's goals and outcomes to community input – resulting in a fit for purpose program and policy.

This paper seeks to fill a notable research gap related to the process of the design and development of a multi-year travel behaviour change program. A broad global literature review (not commented on in this paper but e.g. Pawluk De-Toledo et al. [2022], Stark et al. [2018], Tørnblad et al. [2014], Graham-Rowe et al. [2011]) and knowledge from the authors’ extensive work in behaviour change highlighted the lack of publicly available detailed information about the steps taken to develop an area wide behaviour change program. This also highlighted a lack of detail about the importance of (and how to develop) a robust strategic framework for a travel behaviour change program and the detail around the application of co-design to program development.

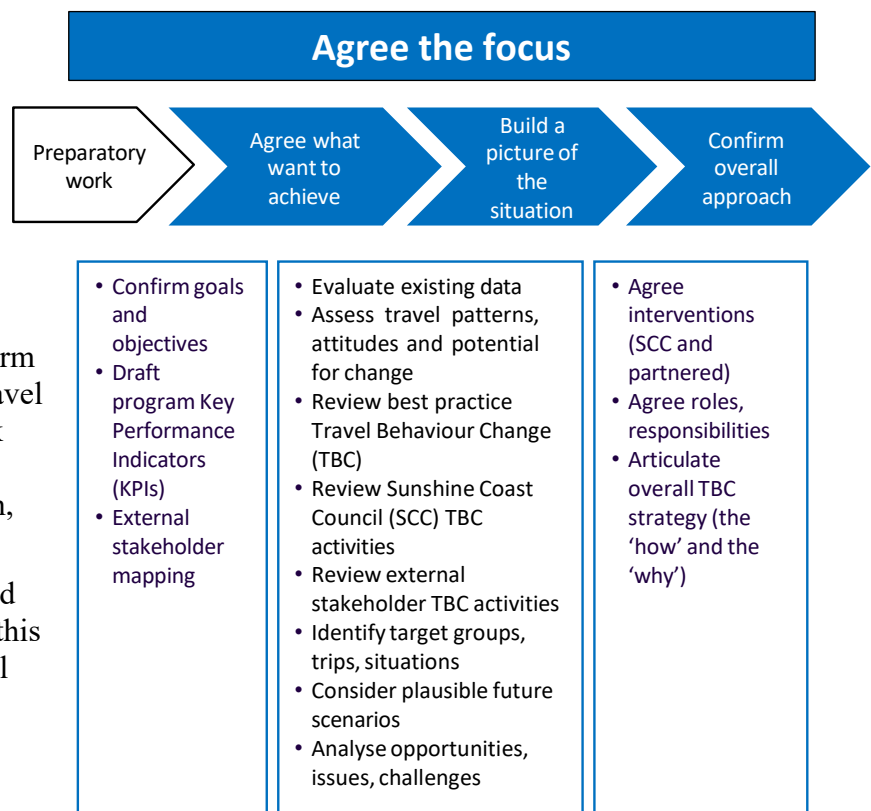
This paper aims to fill these research gaps, and as such Section 2 describes the overall three step process followed. Section 3 provides the detail on the first step, how the aims were clarified, the situation understood, and the overall approach confirmed. This is followed in Section 4 by commentary on how the package was developed. Section 5 describes how the plan was produced. Section 6 concludes the paper with lessons for other jurisdictions.

2. Overall process

The program was developed using a three-stage approach:

- Agree the focus
- Develop the package
- Produce the plan

In parallel a marketing and communications strategy was developed.



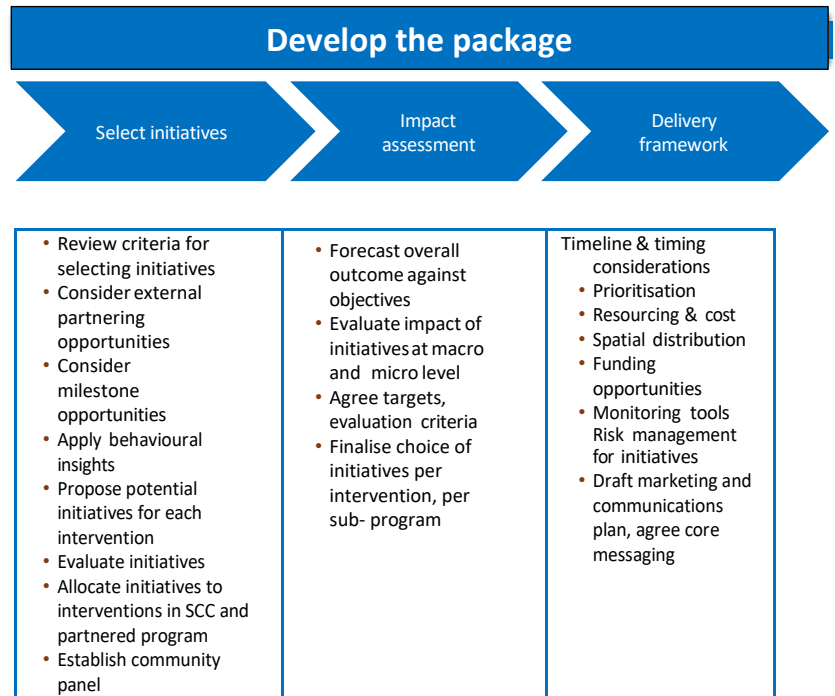
The first step, *Agree the Focus*, was to work closely with the Council to confirm clearly what the success of a 5-year travel behaviour change program would look like and to agree what we want to achieve, build a picture of the situation, and confirm the overall approach.

Three workshops with stakeholders and one-on-one interviews formed part of this step (with Council members, plus local [private] and state organisations).

The second step, *Develop the Package*, involved co-designing interventions most likely to bring about change and then working out initiatives that would achieve the goals of the Program.

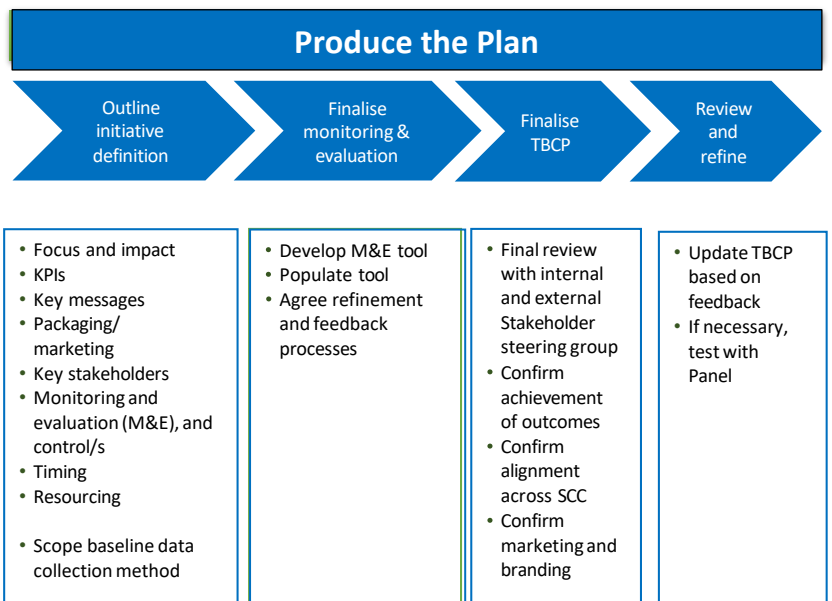
This step included consideration of how initiatives would be best spread over the Sunshine Coast and thinking through messaging.

Two workshops with stakeholders were part of this phase



The final step, *Produce the plan*, was to produce an agreed plan for implementation.

This again involved a workshop and one-on-one discussions with shortlisted partners.



3. Clarify aims, understand the situation and confirm the approach

Council stakeholders were asked four key questions in several workshops at the beginning of the project. Working through these key questions made it possible to formulate a clear vision, goals and strategy statement which were used at all stages of program development.

3.1. Overall vision

The high-level vision was based on the Council’s Integrated Transport strategy that had been approved previously. This meant that it was consistent with officers and Councillors’ vision. The vision was:

- The Sunshine Coast is Australia’s most sustainable region. Healthy. Smart. Creative.

- The Sunshine Coast is connected by a smart, integrated, safe and efficient transport system.
- The transport system is embraced by the community, enhances the quality of life, contributes to economic vitality, and adds to the sustainability of the region.

3.2. Overall goal and objectives

There was considerable discussion on the overall goal of the program. Originally it had been focussed on a target of mode shift. However, shortly into the program development it became clear that, while this is an ideal long-term goal, it is not a realistic short-term goal – and indeed it did not necessarily focus on the key problem identified in all discussions: congestion reducing liveability on the Coast. Hence the overall goal was articulated as

“to change current travel choices and habits to reduce reliance on private car trips”

Once this goal was established, the Council team was encouraged to articulate what the goal statement really meant, and ‘what objectives are we looking to achieve?’ This led to discussion on what issues are challenging the achievement of the goal, and what problems may challenge this in future. In fact one workshop focussed entirely on plausible futures.

To further set the scene for the next stages of developing the program, it was agreed that all initiatives which are stimulated as part of the program must contribute to achieving one or more of these outcomes – which fulfil both policy and liveability outcomes. They must result in:

- safe, secure, and sustainable access for everyone
- a cleaner and healthier environment and better amenity
- better community health and individual wellbeing
- maintenance and enhancement of the efficiency of the transport network, and
- value for money.

3.3. Indicators of success

The next step in the process was to clearly articulate the indicators of success. This required input from Council and community representatives and resulted in the following:

The Council will know that the goals are achieved if:

- there is a measurable *reduction in car kms and trips* in initiatives
- there is a measurable *shift to alternative behaviours* (e.g. other ways of getting there [sharing a ride, walking, cycling, bus, train], avoiding trips, trip chaining [doing multiple things on 1 trip], others performing tasks you would drive to as part of their day-to-day travel, and so on.)
- people report feeling *safer and more secure*
- the *environment* is cleaner
- people report better *community health and wellbeing* (e.g. using measurable factors like *employment or subjective assessments – e.g. how safe we feel*)
- the *transport network* is measured as being *used more efficiently*
- each initiative is shown to be *value for money*.

When these objectives are achieved, success will be:

- People perceive more travel and access choice, they are able to access places and people using a variety of modes even when they do not have a car licence, they have more affordable travel options, and there is a greater awareness of impact of travel decisions
- Reduced air pollution levels and noise pollution levels, more liveable neighbourhoods, greater awareness of impact of travel choices on the environment
- More active travel, fewer car trips, enhanced community feeling/belonging, more local trips
- More reliable journeys for visitors and residents, less pollution, few accidents, less delay, more contented network users, greater awareness of causes and impacts of congestion, improvements to people able to get around using non-car modes, more trips by non-car modes
- Travel behaviour change will be seen to be value for money, to improve and support uptake of infrastructure (use of sustainable modes, rethinking journeys).

3.4. Strategy statement

The strategy statement was developed incrementally in the early stages of program design. It was designed to answer the vital question which occurs frequently amongst Council officers, Councillors, other stakeholders and the community – What is the program all about?

The program aims to sustain and enhance the unique lifestyle and environment on the Sunshine Coast:

by facilitating a shift towards more sustainable travel choices, through an integrated approach to supporting people to think about and plan ways to make their life easier by doing things differently - now and into the future.

3.5. Understand the current situation

Understanding the current situation was an important stage in developing the 5-year program. This was done in the following ways.

3.5.1. Insights from community listening

The team listened to the community through many channels. These included about 10 days of a team member visiting all parts of the Sunshine Coast and talking to locals going about their everyday life, stakeholder workshops with many local people, phone calls with many others, four focus groups, an online community which explored topics in depth for several days, an in-depth survey, and a specific survey to understand the potential for change (Section 3.5.3). This process proved to be invaluable in understanding how to develop the program. The key points are listed in Table 1.

Table 1: Lessons from listening

| What was heard from the community | What it means |
|---|--|
| - Most people in all walks of life can quickly say what they love about living, working, playing and going to school in the Sunshine Coast. | - When people realise that continuing growth in car use is affecting the quality of life, they can easily understand the need for a program. |
| - When people are asked about the main negative about living on the Sunshine Coast – traffic is the answer in over 80% of cases. | - A program targeted at reducing car use can be framed as addressing this issue. ctd next page |

Table 1 ctd.

| What was heard from the community | - What it means |
|--|--|
| <ul style="list-style-type: none"> - Groups of all types – workplaces, schools, tourist centres, communities – can readily identify a problem or issue that would be reduced if people used cars a bit less. | <ul style="list-style-type: none"> - These problems and the benefits achieved by overcoming them can form the basis of a program |
| <ul style="list-style-type: none"> - When asked how they could reduce the distance they drive or their car trips by 1-2 a week, people can readily answer. - However, bus or train are rarely mentioned. Walking and cycling are occasionally mentioned. - More frequently mentioned options were going to a closer activity, doing something as part of another trip, using online services, sharing a ride. | <ul style="list-style-type: none"> - A program focusing on getting people to move from car to bus or train is unlikely to succeed. - A program getting people to think of ways to avoid car kms or trips is likely to be much more successful. |
| What was heard from stakeholders | What it means |
| <ul style="list-style-type: none"> - It was easy for stakeholders to articulate issues that stem from car-related issues, including congestion and safety – affecting them and their organisations. | <ul style="list-style-type: none"> - A co-design process allowed stakeholders to understand the value of a <i>voluntary behaviour change-based</i> Program which could address these issues. |

3.5.2. Insights from a data review

Part of the design process was to review data to give insights into current and future trends which might affect car use and kms travelled which were agreed as the main indicators of change (see Section 3.4). The data also gave key insights into understanding car use, people’s attitudes and the scope for change. The key points are listed here:

The population is forecast to grow rapidly

The population is forecast (estimated on current actual growth) to grow rapidly – an average of 2.2% per annum until 2031 1.7% between 2031 and 2041 in the Sunshine Coast Local Government Area.¹

Growth is concentrated in key areas

At the moment growth is concentrated in key areas – as indicated by building approvals². There five main areas: Peregian Springs, the Maroochydore area, Birtinya and surrounds, Caloundra South and Palmview.

Growth is projected to be more rapid in the future (Figure 1). The areas where there are anticipated to be greatest numbers of people living by 2041 are Caloundra West/Meridian Plains (this includes Caloundra South), Palmview/Sippy Downs, Wurtulla/Buddina and Buderim/Kunda Park.

There is also likely to be a disproportionately high growth of older age groups³.

¹ Sunshine Coast Council <https://www.sunshinecoast.qld.gov.au/Experience-Sunshine-Coast/Statistics-and-Maps/Population-Growth>

² Sunshine Coast Council <https://www.sunshinecoast.qld.gov.au/Development/Development-Tools-and-Guidelines/Development-Indicators-Report>

³ Sunshine Coast Council <https://www.sunshinecoast.qld.gov.au/Experience-Sunshine-Coast/Statistics-and-Maps/Population-Growth>

Car ownership is growing rapidly

Not surprisingly, added to the population growth and the geographic spread of activities and growth over the Sunshine Coast is a considerable growth in car ownership (Figure 1). Two vehicle households have grown by 8% between 1996 and 2016 while three or more vehicle households have grown by over 10% while those with no vehicles fell by 5%.

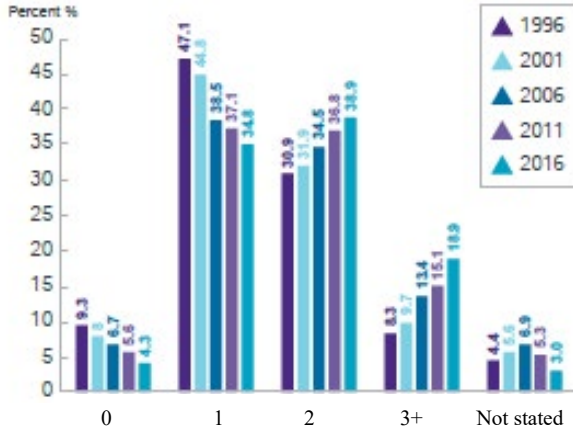


Figure 1 Cars per household as a percentage of all households⁴

Public transport is currently not a viable choice

The previous data highlighted the population growth and the growth in car ownership and associated congestion and increase of trip times. Is public transport an alternative? An analysis done in 2016 (Figure 2) shows that, as an example, Maroochydore workplaces could be accessed by car in 30 minutes or less (blue) from about a quarter of the Sunshine Coast, while only an extremely small area could be serviced in that time by public transport.

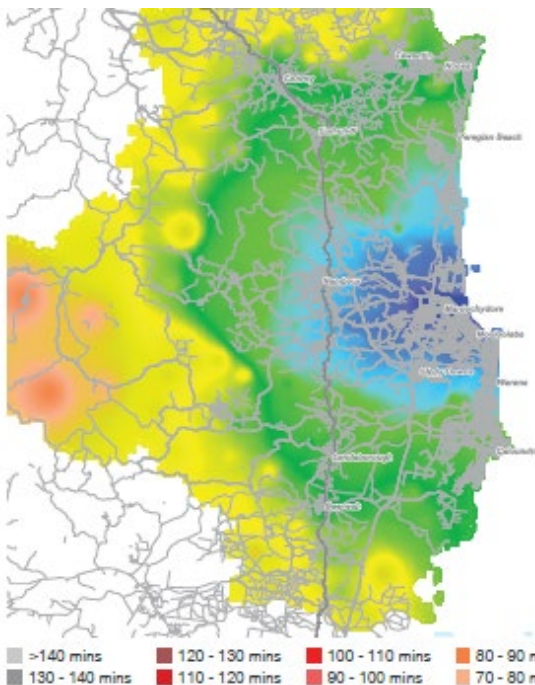


Figure 14: Car accessibility to employment in Maroochydore in 2016

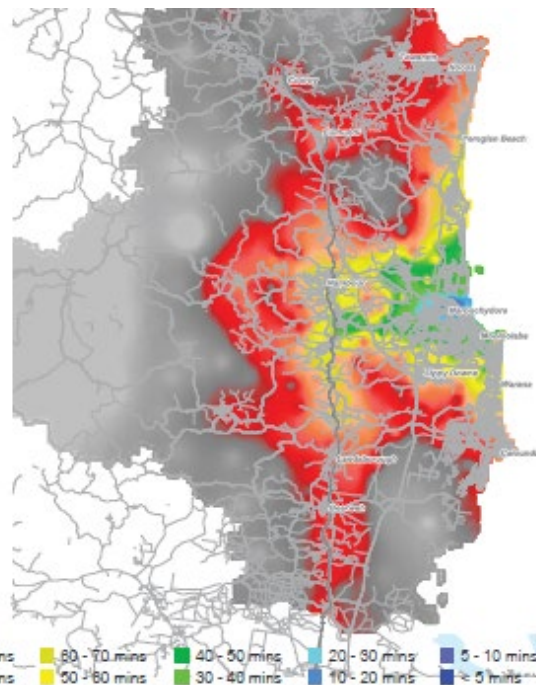


Figure 15: Public transport accessibility to employment in Maroochydore in 2016

Figure 2 Comparison of travel times by car and public transport

⁴ Sunshine Council Profile/Census data from ABS Census - <https://atlas.id.com.au/sunshine-coast>

Summary of lessons from the data

The review of data made it clear that:

- Without a program which encourages change, the growth of population and car ownership and use will exacerbate the current congestion and liveability issues that the Sunshine Coast is facing
- While there are major plans for upgrading public transport, the data taught us that mode shift - particularly towards public transport is not a realistic way to approach the reduction of car kms at the moment.

In other words, the data supported the program and could be used to explain the reason for investment.

3.5.3. Insights from a potential's analysis

In addition to gathering existing data, a survey was designed to understand the extent people could change behaviour for *existing trip purposes and destinations*. In a survey of a random travel day in which there were 187 car driver trips starting from home:

- Sixty two percent [62%] (116) of these were less than 800m from a bus stop or train station – so, theoretically, they could use **public transport**
 - However, on only 1 (1%) trip of the 187 was a bus a viable option (i.e. the bus went to the destination they needed, the person was not carrying heavy items or people, and the person had information on how to use public transport)
- Three (2%) of the 187 trips could have been made by **bicycle** (owned a bike, knew how to ride it, distance was not perceived as too far)
- Ten (5%) of the 187 trips could have been made by **walking** (no mobility impairment, not perceived as too far, knew a route to walk).

In summary, very few current car driver trips could be done by another mode (without planning or rethinking)

These findings confirmed the importance of developing a program that focused on including encouraging people to plan differently, rather than changing the mode of transport - at least until improvements in public transport infrastructure and services occur.

3.5.4. Insights from testing marketing materials

Council determined a multi-year program required supporting branding, marketing and communication materials. Hence part of program development included developing and testing a brand as well as marketing materials. A marketing agency was used to offer options for the brand, and this was tested using four focus groups, an online survey and an online community.

Based on this research, the brand chosen – **ThinkChange™** – was found to be both easily recognisable and to incorporate a call to action. Testing included draft messages aimed to increase the call to action, increase awareness, knowledge, and sentiment for the initiatives using five narratives:

- **Maintain lifestyle.** People enjoy the Sunshine Coast as a place to live and what impinges on this is the increasing frustration with traffic congestion.
- **Reinforce belonging.** Create a self-identity motivation for belonging to a family, school, workplace or community that chooses to make changes to the way they carry out and access activities – to make their lives easier, do the right thing, do what others expect of them, and what others are doing.
- **Retain choice.** People want the freedom to choose how to travel and do not want their choices restricted. Feeling in control of decisions and involved in decision making to

improve their lifestyle and belonging. This showed the importance of not focusing on travel but on activities.

- **Effort in planning but changing with ease.** People need to stop and think and put effort into the decision to change their behaviour. Once they have made the decision the actual behaviour should be made as easy as possible to do through behaviour change tools.
- **No matter what your age.** Life stage is often defined by car use (becoming old enough to drive, driving with children, too old to drive), therefore there is a need to shift to alternative mindsets.

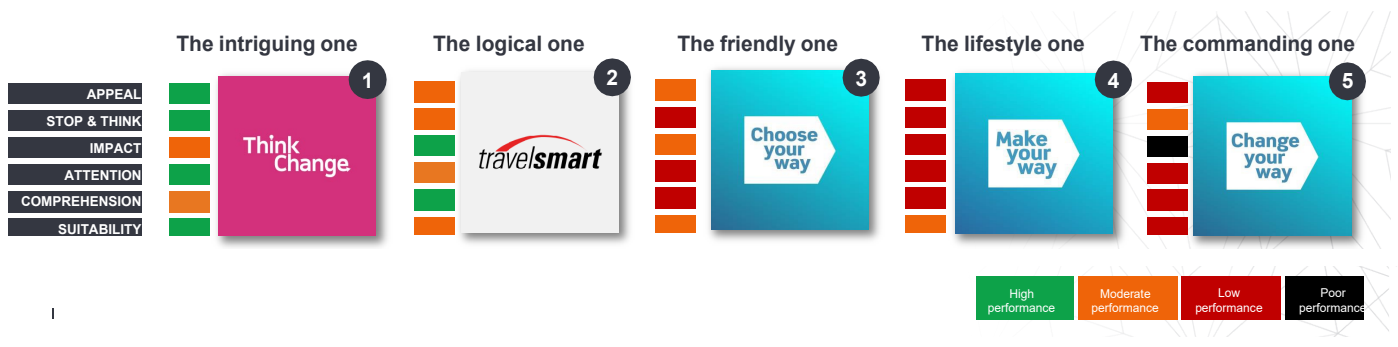


Figure 3 Comparing logo performance

The logos tested (Figure 3) included the one used in past programs – TravelSmart. This was important to explain why it was no longer continued. **ThinkChange** performed well ahead of all other alternatives. This concept got most residents to stop and think, because the design and language was intriguing and different – a key requirement for a program that is encouraging behaviour change. It also offered the opportunity to suit the diversity of initiatives (e.g. **ThinkChange** to school, **ThinkChange** by using a shopping list, etc.).

3.6. Summary

In summary, the process of clarifying aims, understanding the situation and confirming the approach (Section 2) ensured that all stakeholders and parties involved in investment of time and money on the program clearly understood the aims of the ThinkChange program, the reason it was needed and that fact that it needed a customised, voluntary behaviour change approach if it was to be rolled out easily over multiple years.

4. Develop the Package

Once the background had been established, the next phase focused on codesigning a package of likely initiatives with the community and potential partners for the initial years of the program.

The steps that led to the codesign of initiatives by and with potential partners are summarised in Figure 4.

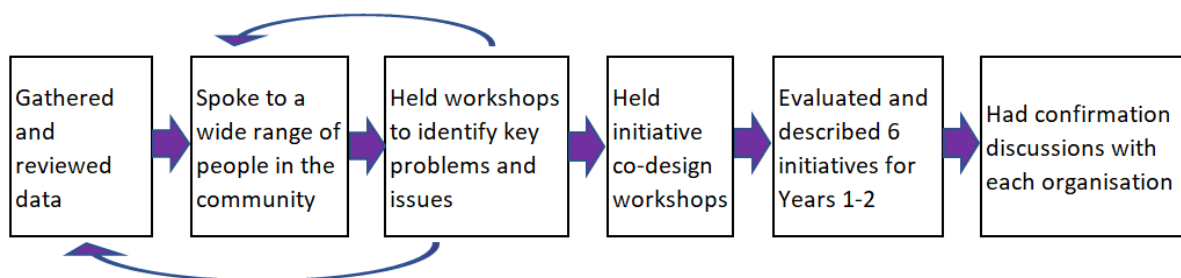


Figure 4 Steps leading to the development of initiatives

Parallel to an on-line community panel, community survey and four focus groups as part of listening to the community, several codesign workshops were a key component of developing the overall program. There were two strands of contact:

- A series of co-design workshops which included:
 - Internal Sunshine Coast Council people
 - External Government representatives
 - External non-Government representatives
 - Council’s Transport Community Reference Group
- A series of one-on-one interviews with Government and non-Government representatives.

There were two series of workshops to ensure that as wide a net as possible was covered. The first series (4 workshops) aimed to inform participants of the background discussed in Section 3 and coming up with a long list of potential initiatives based on the aims and policy goals.

4.1 First workshop series – obtaining a long-list of initiatives

At the beginning of each workshop participants were presented a summary of the program development tasks that had been completed – and the plan for coming up with initiatives and a final program. Each workshop asked participants to begin by thinking about opportunities (e.g. active transport for shorter trips) and challenges (e.g. decentralised populations). After that they began to think about initiatives and the type of support or linkages with other organisations or projects.

During each workshop participants were informed that someone from their organisation would be invited to participate in a co-generation workshop with the aim of developing a range of suitable interventions and initiatives that could be tested with the community. They were also told that as part of the program development, these initiatives would be evaluated through targeted surveys, focus groups, an online community and community workshops.

Outcomes: This workshop contributed to an initial ‘long-list’ of initiatives for the consultant team to consider and prioritise and ensured that nearly 50 people in diverse organisations across the Sunshine Coast and Queensland were familiar with the objectives and content of the Travel Behaviour Change Program.

4.2 Second workshop series – co-generation

The second workshop series (two in total) focused on reducing the long-list of ideas into a short list which could be prioritised in time and location across the Sunshine Coast. In order to create diversity and stimulate discussion the intention was to include one person from each of the categories below in each of the workshops. The potential stakeholders were divided into the categories listed below.

- Direct client – the Sunshine Coast Council and its Travel Behaviour Change team
- People moving; new developments, new schools, workplaces moving
- People with accessibility issues – older, younger, disabled (e.g. Healthy Aging Partnerships, Be Sunshine Coast)
- People or organisations with congestion issues – schools, workplaces, events, shopping centres (e.g. Buderim Mt State School, Sunshine Coast Council Stadium)
- Health or wellbeing issues (e.g. Integrated Family and Youth Services)
Groups with a need for community cohesiveness (placemaking, community centres, Organisation Sunshine Coast Association of Residents)
- People who aim to provide ‘a single integrated transport network accessible to everyone’ (Transport and Main Roads, TransLink)

- Custodians of single-mode target programs (e.g. Bicycle Users' Groups, RideScore)
- Need for people to shop/carry out activities locally to boost business (Visit Sunshine Coast, Sunshine Coast Business Council).

After an introduction the following process occurred:

- Each person wrote down a car-related issue relevant to their organisation
- The issues were recorded in the *Mural* app
- They were then put together into clusters and organised to groups accordingly
- Each group made notes of initiatives, likely collaborators and supporting programs
- They were displayed in an Excel spreadsheet on a screen visible to all (with headings "Issue/problem", "Why is it a problem?" "What will be done?" and "Ideas for solutions")
- The initiatives were then debated for realism, linkages and conflicts.

After the workshop, the consultant team summarised the ideas emanating from the workshop into 11 broad initiatives. They were:

- Free up space taken up by parking = less cars = less kms
- Changing behaviour in new developments
- Community led change approach
- Focusing on the school as a node
- Making getting to school a pleasant experience
- Reducing staff car dependency in the workplace – focusing on the Sunshine Coast Council's move to City Hall
- An initiative for tourists (who might later become residents)
- Reducing congestion around schools at school time
- Change expectation that the car is part of life
- Change new design criteria to encourage less cars
- Creating a community conscience about using the car and linking it with social consciousness

4.3 Refining potential initiatives

After the initial processes and the co-design workshops, it was possible to evaluate likely initiatives (17) and those possible for the first two years.

The evaluation process had two phases:

- The process of relating back to the vision, goal, objectives and strategy, and
- A series of assessment criteria.

They are described below.

4.3.1 Process

The overall process for deciding if an initiative should be included is shown in Figure 5. All stages related back to the vision, goals, objectives and strategy and referred to the outcomes required in the Integrated Transport Strategy. Evaluation and measurement were also considered for each initiative before shortlisting.

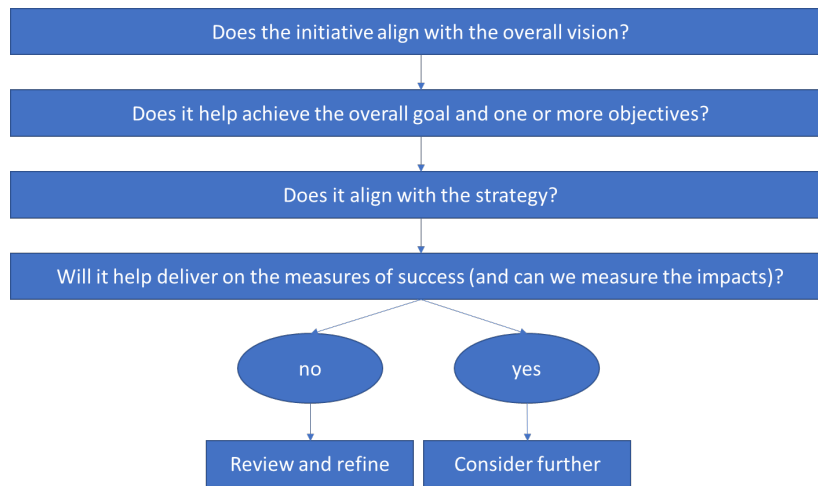


Figure 5 Review criteria for selecting initiatives

4.3.2 Method of evaluation

Once a shortlist had been established, the following evaluation was performed (based on the review criteria in Figure 6) on each initiative using a Red-Amber-Green system - first by participants in co-design workshops and then modified slightly considering the listening phase by the consultants.

There were three levels of evaluation as shown in Table 2:

- Program performance (six audiences through which the initiative could be run)
- Assessment criteria (against the four key criteria from the Integrated Transport Strategy), and
- Initiative assessment for the individual initiatives.

Table 2 Initiative assessment criteria

PROGRAM PERFORMANCE

| |
|---|
| Communities School based Policy based Visitors Destinations (events, shopping centres etc) Workplaces |
|---|

THE ASSESSMENT CRITERIA

| |
|--|
| Safe, secure, and sustainable access for everyone |
| A cleaner and healthier environment and better amenity |
| Better community health and individual wellbeing |
| Maintain and enhance efficiency of the transport network |

INITIATIVE ASSESSMENT CRITERIA (see also Figure 5)

| |
|--|
| Is this initiative ready to go in Year 1? |
| Could it be rolled out to other locations and audiences across the Sunshine Coast? |
| Has an audience been identified for this initiative? |
| Is voluntary travel behaviour change the appropriate solution? |
| Are there any dependencies? |
| In the opinion of the group, what is the likelihood of the initiative being a success and resolving the problems identified within the initiative? |
| In the opinion of the group, will this initiative provide value for money? |
| In the opinion of the group, will this initiative achieve the goal? |

Since the people from potential participating organisations attended the co-design workshops or had a one-on-one co-design session, it was possible to prepare for 5 initiatives which could be implemented in the early years, and also to prepare a plan for future years.

5. Produce the Plan

The final stage of development was to produce a plan for a long-term ThinkChange program. It was recommended that it begin with the assistance of a Program Coordinator and several Initiative Mentors who could be easily managed by the Sunshine Coast Council.

The steps leading up to the formulation of a long-term plan needed to include reassurance to the Council that there was a plan for longevity. There were three key steps involved.

How will initiatives continue or be expanded over time?

After the five initiatives are implemented in the early years (which will include an initial testing and detailed measurement period):

- Some initiatives will be expanded and continue within the same organisation (potentially in different parts of the Sunshine Coast)
- Some initiatives will be repeated in other organisations of the same type (e.g. schools and workplaces) with lessons learnt from previous years
- Others will cease in their initial form in the rare case when the first year did not result in the anticipated outcomes.

Individuals and the community do not need to wait to be part of an official ThinkChange Initiative to participate. It was recommended that Council provide advice to assist individuals to rethink, retime, reduce, reroute or remode some of their car trips.

Monitoring, evaluation, learning and reporting

To achieve the Program aims, a rigorous process of monitoring (before and after measurement), evaluation, learning and reporting was established and described in Initiative Descriptions and Briefs which the Council could use. Because there was clear agreement on the goal, objectives and strategy early in program development, establishing measurement criteria was a straightforward task.

Articulating the Program Management conditions

Integral to planning a long-term program is the description of Program management arrangements and interactions. Based on previous travel and other behaviour change programs, this was recommended as being led by a full time Program Coordinator with support from a small team of highly skilled Mentors who work with and mentor participating organisations.

6. Lessons for other jurisdictions

The authors consider that the development of the program, following the three-step design process highlighted in this paper, can be considered a success because it resulted in a program which can commence implementation and monitoring immediately and suggest it offers a reasonable blue-print for other jurisdictions to follow.

The process has highlighted five broad lessons of relevance to developing a behaviour change program, whether specifically travel focused or not. These relate to the set-up of the program, the development of the program, the focus of the program, the monitoring and evaluation, and the timing.

It should be noted, as it is not expanded on further in this paper, that we consider a robust understanding of the principles and theory of behaviour change a fundamental pre-requisite for achieving success in any travel behaviour change program.

Setup of the program: the development of the strategic framework.

Getting the strategic framework established at the outset was a key lesson, and a key reason for the success of the program. This hinged on articulating the ‘why’, the ‘what’ and the ‘how’.

Having an established policy and governance framework which supported and enabled the aims and ambitions of the behaviour change program and answered the ‘why’ are we doing this, was recognised from the outset and remained clear throughout the program development. The Sunshine Coast Integrated Transport Strategy provides the framework for making decisions about issues related to travel and access through the lens of the overall mode share ambition.

Aligned to this, and no less important, is the lesson of having a clearly articulated picture of ‘what’ the program is going to try and achieve; what success will look like. The development of ThinkChange highlighted the importance of getting this agreed at the earliest stages of the program development, to ensure alignment of all stakeholders on the way ahead and to ensure efficiency in the data collection and analysis. Given the fundamental role of the aims and outcomes in shaping the direction of the plan, involving a wide range of stakeholders is essential. It should be noted that getting this agreement involved multiple discussions and an iterative process.

The final piece of the puzzle in terms of setting up the program for success, in a strategic sense, is answering the ‘how’ – and again the development of this program highlighted the criticality of this. How the program will be implemented, broadly speaking, is all about the ‘commanders’ intent’, the strategy, the one or two lines which captures what the program is about and the overall approach to how it will be delivered. As with agreeing the ‘what’, the process of articulating the ‘how’ was iterative, but the final agreed statement has proved – as intended – very effective in getting across the intent of the program in a simple elevator type statement and made much easier the task of ‘selling’ the program across the community.

Development of the program: the use of co-design

The authors consider that the co-design process proved highly effective and would be recommended elsewhere. It led to the establishment of strong relationships with most stakeholders engaged in the project - and it will ultimately help ensure initiatives are self-sustaining in the partner organisations. The use of co-design highlighted three specific lessons.

The first concerns the importance of managing people’s expectations about the outcomes of co-design: what is on the table and what is not, what is their role going forward, what they can expect to see happening. Care was taken to be very open and honest throughout program development, making every effort to keep people fully aware of what was happening, what their role was, when they could expect to be involved and what that involvement would look like.

The second concerns the importance of listening – of allowing people to talk about their concerns, their issues, their desires - really hearing what people have to say about how they get around and would like to get around rather than trying to fit their views into a specific question or tick box. It is very easy for us, as transport professionals, to assume – unwittingly mostly – that we know what is going on, that we know what is driving people’s behaviour, that we know what ‘solutions’ will work best. But – looking around us – it is clear that we have not really got this so right in the past. The authors conclude that we would not have learnt as much as we did if we had not followed a co-design process. Moreover, the value and the success of voluntary behaviour change is in people identifying, for themselves, an issue they want to address and identifying how they want to address that issue. It is imperative that this ethos is captured through the project in its entirety.

The third, and intrinsically linked lesson, concerns the value of co-design in building trust. The process we followed highlighted the huge value in building trust amongst potential partners and

potential participants in the initiatives, and we expect this value to enhance the overall success of the program going forward. Ahead of implementation it has been possible to announce the program on Council's website <https://www.sunshinecoast.qld.gov.au/Living-and-Community/Roads-and-Transport/Transport-Levy/ThinkChange-Program>.

The focus: behaviour change doesn't need mode shift

It is commonplace to find mode shift as the focus of behaviour change programs. However, as was recognised in the design of this program and as commented previously by one of the authors (Ampt, 2020), mode shift may not be realistic or possible in many areas, and potentially not the most desirable outcome (for instance where the shift to public transport comes from walking or riding a bike, or vice versa). Mode shift is frequently used as proxy for the primary goal which is reducing the amount of car kilometres travelled, yet the two are not interchangeable.

Through design of this program it was demonstrated that the ability for people to switch modes, and thus to achieve mode shift, was very limited. This will be the case in many areas across Australia and New Zealand. However, the primary research also suggested that people would be able to reduce their car use without using other modes – a finding supported in many other similar behaviour change programs (Ampt 2021).

Hence the focus of ThinkChange will be on supporting people to consider how they can reduce their car use, with the Key Performance Indicator of Vehicle Kilometres Travelled. It is not to say that infrastructure improvements are not required, rather that travel behaviour change does not need to wait until such improvements are in place.

Implementation of the program: keeping it manageable, practical and realistic

Behaviour change programs can be highly effective in creating change in behaviour. However, it is not uncommon for them to be considered failures. The reason for failure is often, quite simply, because the structure for measuring success was not sufficiently well developed nor could it be effectively applied. Rigorous monitoring and evaluation is essential, with robust 'before' surveys (including the use of controls where possible), supported by rigorous surveys during and after initiative implementation. What is most critical, however, and what this program endeavoured to do, was to ensure that the measures of success are easily measurable such that measurement does not become too onerous for the partner organisations or for Council. In summary, this program development highlighted the importance of following the three Ps of measurement and evaluation – proportionality, partnership, and prioritise.

Timing: keeping it real

The final lesson for other jurisdictions relates to the realistic nature of program development. The development of this program was slowed significantly by the global COVID-19 pandemic, which started a few months after the project commenced and meant the time for program development stretched from the originally forecast 1 year to over 2 years. The authors consider a key lesson for other jurisdictions, embarking on a similar program development, is not to feel overly rushed by external events which may delay progress – if at all possible. Of critical importance is bringing people on the journey with the program development. In some instances this can be done virtually (we note that tools and techniques for doing this are improving and becoming more accessible to more people at a rapid rate). In other instances it is more challenging. Every project team needs to make their own judgement on this, but our lesson learnt is that time taken to wait to be able to engage with people, with stakeholders, to listen to people fully, was worth it.

7. Acknowledgements

We acknowledge the assistance of everyone involved in the development of this program. This included stakeholders from Council, Transport and Main Roads, many local organisations, and the 100s of people from the Sunshine Coast who gave of their time to help understand what they love about their community, their ideas for change and their enthusiasm for making it happen. In particular we would like to thank Nigel Walker - Travel Behaviour Change Team at Sunshine Coast Council, Lee Crockford and William Smith-Stubs – Spur, and particularly the valuable insights from Dr. Jim Curtis - Behaviour Works at Monash University.

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