



7. DESIGNING AND IMPLEMENTING COMMUNICATIONS CAMPAIGNS FOR LABELING AND STANDARDS-SETTING PROGRAMS

Guidebook Prescriptions for Designing and Implementing Communications Campaigns

- 1 Include a communications campaign at the outset of the design of a standards-setting and labeling program, setting aside sufficient budget for this activity and securing stakeholder support for the task.
- 2 Specify clear goals and desired outcomes of the campaign.
- 3 Focus on specific target audiences for each element of the campaign.
- 4 Develop a few well-articulated messages that encapsulate the campaign.
- 5 Choose an implementation strategy that can fully reach the target audience within the available budget.
- 6 Include industry, consumer groups, and corporate retail representatives as campaign partners.
- 7 Choose a realistically long timeline for the campaign (because people change slowly).
- 8 Remain flexible to make mid-course corrections to campaign messages, information distribution, or overall strategy.

7.1

The Definition and Importance of Communications Campaigns

Public communications campaigns seek to educate and mobilize the public in support of social or behavioral change (CCMC 2004). It has been said that public communications campaigns:

- “impart ideas for a strategic purpose (and) may be singular events or long-term courses of action, but all have a specific purpose” (Dorfman et al. 2002)
- can be highly formal efforts or a loose collection of goal-oriented outreach activities (CCMC 2004)
- “use the media, messaging and an organized set of communications activities to generate specific outcomes in a large number of individuals and in a specified period of time” (Rogers and Storey 1987, as quoted in Coffman 2002)

For efficiency standards and labeling, a communications campaign is one part of a larger long-term policy strategy to save energy used by appliances, lighting, and commercial equipment.

Campaign managers sometimes distinguish between two types of campaigns, integrated marketing and social marketing, as follows:

- Integrated marketing is a multi-tiered informational campaign in which all elements and tactics are integrated and coordinated to deliver a consistent message to targeted consumers.
- Social marketing is “the application of marketing technologies developed in the commercial sector to the solution of social problems where the bottom line is behavior change” (Andreasen 1995 as quoted in Salmon and Christensen 2003). “Social marketers are advised to think of people as ‘customers’ rather than as campaign ‘targets’; to think of being able to fill a customer’s needs rather than having a great product or lifestyle to sell” (Salmon et. al. 2003).

During the past decade, energy-efficiency standards and labeling programs have played an increasingly important role in the national energy strategies of developed and developing countries. The benefits of these programs are multifaceted. At the national level, the main objectives are typically a mix of energy conservation, reduced greenhouse gas and other environmental emissions, and economic development. For equipment suppliers and manufacturers, standards and labeling programs may increase business opportunities and/or expand export markets. And for consumers, labeling programs provide detailed product information and result in improved product choices relative to what is available when labels are not in use, so consumer satisfaction is also improved. The whole scheme of energy labeling programs anticipates improved consumer awareness. Consumer purchasing decisions that favor energy-efficient products ultimately provide a “pulling” force in the market; encouraging consumers to buy products at the high end of the efficiency range creates a demand for these products. Thus, improving consumer awareness and changing purchasing behavior are key elements of success (Huh 2002).

For standards-setting and labeling programs (whether mandatory or voluntary) to be effective and accepted in the marketplace, program implementers must communicate with stakeholders—industry, retailers, and consumers. Implementers often overlook or underestimate the value of communications and instead focus attention on marketing and engineering assessments, specification development, product testing/verification, and program analysis. A “technical” mindset tends to dominate energy policy worldwide, and emphasis is not placed on strategies that influence consumer values or decisions. This helps explain why—despite time, effort, and governmental resources—energy labeling programs have sometimes been less successful than expected in changing individual consumer behavior (Huh 2002).

Several U.S.-based analyses of labeling programs and related market-transformation efforts highlight the importance of communications and promotional activities in program success (Nadel et al. 2003, Northwest Energy Efficiency Alliance 2003). These studies show, not surprisingly, that there is a correlation between level of effort—a large part of which is communications—and progress toward market acceptance of energy-efficient products and services. In a review of a decade of market-transformation efforts in the U.S., the American Council for an Energy-Efficient Economy (ACEEE) identified these lessons learned:

- success in the market is achieved when efficient products/services can be differentiated from conventional products in the eyes of consumers

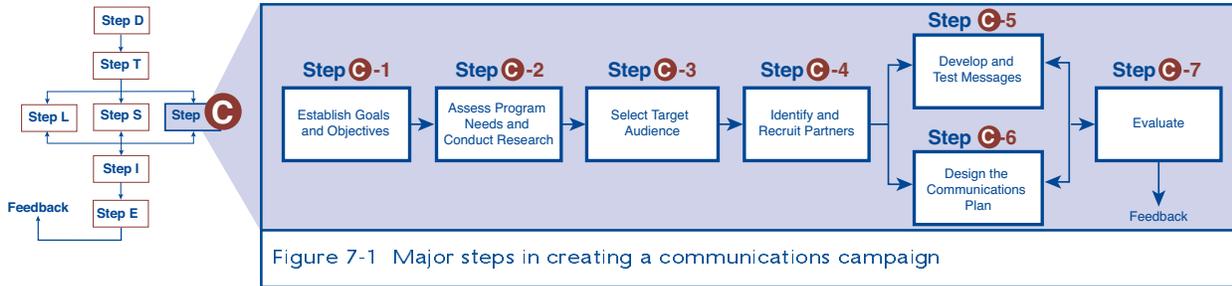
- promotion (e.g. advertising and educational materials) is a key component of most successful initiatives. Promotional activities raise awareness among potential purchasers as well as sellers and service providers and work best when these activities show the full range of benefits, not just energy savings
- understanding market barriers to energy efficiency helps policy makers develop and implement successful activities
- sales training, which can be part of an overall communications campaign, plays an important role in overall success
- most successful initiatives are multi-faceted efforts, which involve several different outreach activities that evolve over time (Nadel et al. 2003)

Depending on program needs, available resources, and design, a communications campaign can be limited to one or two simple tactics or can be a varied, multifaceted, highly planned and strategic “symphony” designed to increase awareness, inform, or change behavior among targeted audiences (Day and Monroe 2000). The range of communications tactics available to implementers falls broadly into three categories: advertising, public relations, and special events (Kohl 2000):

- **Advertising** is the use of media to market an idea (in the case of social marketing) or product. Ads in papers, in magazines, on television, on the radio, and online are common advertising tactics.
- **Public relations** is the use of publicity to create enthusiasm for an idea or product. Press releases, celebrity endorsement, and editorials are common public-relations tactics. According to Kohl (2000), “the objective of all public relations is free publicity” noting further that “news is free.” Thus, public relations can be an important strategy for resource-constrained public-good campaigns such as the promotion of energy efficiency.
- **Special events** are often used in combination with advertising and public relations to focus attention on the issue in question. They often take advantage of important dates related to the issue. In the case of standards and labeling, common opportunities for special events include: the launch of a label, national energy conservation days or weeks (e.g., as celebrated annually in China), and Earth Day.

Specific dissemination channels include traditional methods such as mailings (e.g., consumer brochures, action guides, and utility-bill inserts), events, radio, newspaper and other print media, transit ads, and television as well as newer technology methods such as CD-ROM demonstrations, electronic mail distributions, dedicated websites and/or banner advertisement (Kohl 2000).

This chapter provides guidelines to help program managers develop communications efforts, a critical but often overlooked element in determining the success of standards-setting and labeling programs. We address key steps that program designers and implementers can undertake, independently, in combination with stakeholder working groups and with the help of experts and consultants, to develop effective communications campaigns. Basic communications and social marketing concepts are included as well as national and regional case studies in the U.S. and developing countries. The seven basic steps entailed in designing and implementing a communications campaign are shown in Figure 7-1 and described in the remainder of the chapter.



7.2

Step C-1: Establish Goals and Objectives

The first step in designing a communications campaign is to establish goals and objectives for the activities. Implementers must decide how to define success, and set limited and/or broad goals to accomplish that success.

The literature defines two types of communication campaigns according their basic goals. *Individual behavior-change campaigns* try to alter individual behaviors that lead to social problems and/or promote behaviors that lead to improved individual and social well-being. *Public-will campaigns* attempt to mobilize public support for an issue in order to motivate public officials to take policy action (Coffman 2002). Communication campaigns within standards-setting and labeling programs can be a combination of these two types. Table 7-1 lists typical objectives and other aspects of individual behavior-change and public-will communications campaigns.

Successful communications campaigns may selectively target consumer recognition and trust of energy labels, which is an important first step (Huh 2002). Or they may target consumer comprehension of energy labels and utilization, when analyzing a purchase, of the information presented on labels. Campaigns may target the use of energy labels by retail sales staff as a part of sales pitches. Or perhaps campaigns will comprehensively include all of these and more, to create a strong communications campaign that, over time, is designed to help create positive attitudes towards energy efficiency and the environment at the policy level and a sense of confidence or empowerment at the individual level about saving energy and enjoying other benefits of energy efficiency.

Most energy-efficiency campaigns have had a mix of individual-behavior and public-good goals in mind with the relative emphasis of each changing as implementation progressed. Germany, the U.S., China, and Thailand have all experienced a mix in their campaigns. The German experience is described in insert: *Summary of Goals, Objectives, and Tactics from Germany's Initiative EnergieEffizienz*. In the early stages of the U.S. ENERGY STAR program, for example, staff did not design a communications campaign to introduce the public to the new ENERGY STAR label. The program initially emphasized influencing upstream market actors (product manufacturers) rather than end users. The first label was intended to convince computer manufacturers to participate in the program by differentiating their products and to facilitate promotion of labeled products in the business community. Three years into the program, when the array of labeled products expanded, U.S. Environmental Protection Agency

Table 7-1

Goals, Objectives, Target Audience, Strategies, and Messages by Campaign Type—Individual Behavior Change and Public Will

Communication campaigns seek to influence individual behaviors and mobilize public support.

Campaign Type/Goal	Individual Behavior Change	Public Will
Objectives	<ul style="list-style-type: none"> • Increase awareness and understanding of an energy label • Increase consumer confidence in the credibility and importance of the information contained in an energy label • Increase appliance shoppers' intent and stated willingness to purchase energy-efficient appliances • Increase actual rate of purchase of energy-efficient appliances 	<ul style="list-style-type: none"> • Increase the visibility or perceived importance of energy efficiency • Increase the extent to which energy efficiency is seen as a problem with solutions (e.g., standards and labels) and entities responsible for those solutions (e.g. government, industry and consumers) • Engage and mobilize stakeholders in support of energy efficiency to positively affect policy makers and policies (e.g., affect the determination of what MEPS levels and/or label thresholds should or shouldn't be pursued)
Target Audience (s)	<ul style="list-style-type: none"> • Current and near-term appliance, lighting, and equipment purchasers • Retail sales staff • Product development engineers at manufacturers 	<ul style="list-style-type: none"> • The general public • Environmental and consumer groups • Industry groups • Policy makers
Strategies and delivery channels	<ul style="list-style-type: none"> • Social marketing through advertising in print, television, radio, and electronic media 	<ul style="list-style-type: none"> • Media advocacy, community organizing, public relations to obtain news coverage, and events
Sample Messages	<ul style="list-style-type: none"> • "Buying a 5-star, energy-efficient appliance puts money in your pocket." 	<ul style="list-style-type: none"> • "Investing in energy efficiency makes the world a cleaner, safer place for future generations."

Modified from Coffman 2002

(EPA) began direct outreach to end users and consumers. A decade later, consumer education has evolved to be an essential component of the program (Egan and Brown 2001).

The China Certification Center for Energy Conservation Products (CECP) endorsement label program also began implementation not through broad public education but through communication and relationship-building among China's large appliance manufacturers and sales outlets. The program does not have the staff or resources required to communicate with all citizens; instead, implementers plan to

deploy communications tactics using regional energy departments/utilities, in addition to in-store tactics focused on big population centers.

The Electricity Generating Authority (EGAT), in Thailand, keen to avoid subsidy programs and preferring instead to rely on voluntary agreements, market mechanisms, and intensive publicity and public education campaigns, created the Attitude Creation Division in their DSM offices. EGAT's program promoted energy efficiency through advertising campaigns, strategic partnerships with various ministries and agencies, and public education campaigns. Throughout the five-year DSM program, the Attitude Creation Division undertook several large-scale promotions to encourage voluntary shifts to energy-efficient equipment. The refrigerator-labeling program, for example, sought to encourage purchasers of the newly labeled appliances to read and understand the new labels. In a publicity campaign that sought to attract consumers' attention to the new labels, purchasers of new refrigerators were asked to send the details from their energy-efficiency labels to a contest with a prize of 5 million baht (US\$200,000) in gold; consumers across the country responded to this novel campaign. The Attitude Creation program evaluators found that, by the end of the program, 87% of the Thai population was aware of the public energy-conservation programs and knew that EGAT had sponsored them.

Summary of Goals, Objectives, and Tactics from Germany's Initiative EnergieEffizienz

Germany's Initiative, EnergieEffizienz, is a collaboration between the German national energy agency Deutsche Energie Agentur and the German national association of power suppliers. From October 2002 through December 2004, the aim of this communications campaign was to improve the efficiency of domestic power consumption by raising public awareness of the benefits of energy-efficient behavior. The campaign engaged key stakeholders (consumers, retailers, and manufacturers) and focused on three main areas: electronics/standby power consumption, energy-efficient lighting, and white goods. Campaign results will be measured via quantitative and qualitative analyses.

Overall Goal:Σ

- Reverse or lessen substantial increase of electric-power consumption in the domestic sector (between 1900 and 2001, power consumption of German households increased by 15%)

Objectives:

- Promote awareness of energy-efficient behaviors and improvements among a broad audience (consumers, retailers, manufacturers, etc.)
- Reduce stand-by electricity consumption of electronics and information-technology equipment
- Promote energy-efficient lighting purchases and replacements
- Position energy efficiency as a key criterion when purchasing appliances & white goods.

7.3

Step ②-2: Assess Communications Program Needs and Conduct Research

It is necessary to understand market barriers in order to choose communications tactics and channels. What market barriers stand in the way of effective labeling/standards? For example, beliefs that all products are energy efficient or that energy conservation means sacrifice are common barriers to the success of labeling and standards in the U.S. Other market barriers might include lack of product availability, lack of information about the benefits of efficiency for consumers, poor knowledge by sales staff of label meaning, or distraction by or confusion with other labels (ecolabels, water-efficiency labels, recycled content labels, etc.). (Day and Monroe 2000, Nadel et al. 2003.)

Once market barriers are understood and goals and objectives are established, it is recommended that implementers:

- Assess needs before moving on to planning communications campaigns. A needs assessment—whether rapid or extensive, formal or informal—helps determine the starting place for communications with the public.
- Conduct research to supplement the needs assessment and consider the design of the campaign in the context of an understanding of the environment in which the campaign will begin. Sometimes some

Tactics:

- Label products (label shown in the second picture below)
- Develop “Initiative EnergieEffizienz” logo to “brand” the campaign (logo can be seen in the ad shown in the first picture below)
- Launch national advertising, press releases, interviews, and media outreach to television and radio (example shown in first picture below)
- Establish internet portal with detailed background information on the campaign
- Distribute postcards at public venues (e.g., restaurants)
- Establish toll-free consumer hotline
- Distribute range of informational materials at 3,500+ points of sale (reaching 6,000 total points of sale)
- Invite dialogue with manufacturers to encourage education about standby power

(Agricola and Kolb 2003)

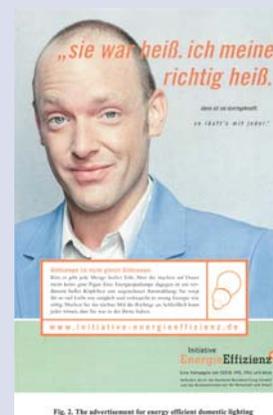


Fig. 2. The advertisement for energy efficient domestic lighting



Fig. 3. The “label” to be placed on top of ceiling equipment having an energy efficiency index of 0.42 or less. The text reads “good device, but it’s 7 ... ceiling equipment with particularly low energy consumption”.

of this research must be conducted as the very first step to understand the baseline environment and market barriers sufficiently well to be able to set the program's goals and objectives.

A typical needs assessment involves the following 10 steps:

1. Begin with a sense of the context for and history of energy efficiency in the implementation area, and identify the key implementing institutions that will manage communications efforts.
2. Determine resources (time, personnel, money) that the program can allocate to communications activities. Do you have staff trained in communications? Are printing resources available? If resources are limited, adjust your goals and objectives to fit your resources.
3. Review existing information on energy efficiency (if there is any). Do consumers have access to this information? Have they needed it in the past? How is energy efficiency being addressed in the implementation area? Are there broader, long-term goals associated with new standards or labels (e.g. CO₂ reductions, peak-load energy management, national energy management)?
4. Identify target audience(s). (See Section 7.4)
5. Determine baseline awareness and energy-efficiency behaviors through performing or reviewing quantitative research, e.g., in person, via mail-in, in community workshops, or through web-based surveys.
6. Gather information about attitudes toward energy efficiency and response to the message through qualitative research, e.g., in-person, in-depth interviews. Seek out representative comments and viewpoints from all potential stakeholders.
7. Consult with industry. The importance of this consultation during development of any communications strategy cannot be overemphasized. Consultation is essential for several reasons: it ensures that communications tools and key messages are appropriate for target audiences, increasing likelihood they will be well received; it ensures that potential issues are identified early on and can be managed accordingly; and it builds relationships with useful contacts, which in turn can help during the implementation phase (Phillips Group 2000).
8. Identify which consumers make appliance- and product-purchase decisions. Do men or women play the main role in product selection and purchasing in your program area? Gender considerations can greatly influence communications tactics and messages. Are other demographic groupings relevant?
9. Identify appropriate communications channels, i.e., where do most people get information about energy from: government literature, at point of sales/in store, through national or local mass media (newspapers, magazines, television, radio), community/consumer groups, or websites? Which information sources do consumers trust the most (from government agencies to local citizens groups)? This information will influence how you package and distribute information cost effectively.

10. Identify supplementing and partner organizations that can provide delivery channels and/or offer in-kind support for your communications campaign. These might include NGOs, consumer associations, or manufacturers (e.g., by committing a portion of their advertising budget to be coordinated with the campaign).

When assessing the communications context for a program and beginning to plan a consumer communications strategy, implementers should keep in mind the following principles of motivation (Energetics 1995):

- give consumers the opportunity to be involved in making decisions about actions that will affect them (through means such as stakeholder focus groups)
- inform consumers accurately about realities, problems, and reasons for decisions (e.g., through energy conservation centers and the mass media)
- give consumers the authority to decide on the most effective way in which to participate (through such means as stakeholder focus groups)
- recognize consumers for their contributions to the program (through acknowledgments in various media)
- show true interest and commitment (through supporting policies and training for implementers and relevant higher authorities)
- give consumers incentives and rewards (through rebates, discounts, favorable pricing, monetary conditions, increased trade or market share)
- make the consequences of failure clear and concrete to manufacturers and large commercial consumers (e.g., loss of capital, increased overhead, loss of competitiveness)

Another way to conceptualize the process that policy makers can follow in creating communications campaigns is known as “Ask-Agree-Give” (Morimura 2000):

- “asking” how people think they could individually contribute to saving energy through target group meetings or seminars
- “agreeing” on the objectives, targets, monitoring duties, incentives, and rewards through a working group meeting that formulates tangible action
- “giving” by providing agreed-upon incentives and rewards and positive feedback on the results of implementation, and thanking participants for their interaction (to maintain much-needed program support)

Experience has shown that, after program needs are assessed, research should guide program development (Day and Monroe 2000). Basic research will help create more effective communications campaigns, with messages that resonate with consumers and other stakeholders. Large-scale communications efforts may require marketing and social scientific research methods: surveys, focus groups, formal or informal interviews. It is best to conduct separate research at the various stages of program development:

at the front end (to determine baseline awareness or attitudes toward a new label or standard or to select messages and to test program materials); during program implementation (to monitor and refine communications tactics); and at the completion of a campaign (as part of an overall evaluation of impacts) (Egan and Brown 2001).

In Asia, for example, the Hong Kong Consumer Council has conducted its own research on energy consumption associated with consumer products such as refrigerators, air conditioners, washing machines, and gas water-heating systems. The organization publishes test results in a monthly magazine, which is highly respected by consumers.

The Czech Republic uses a mixture of tactics and dissemination channels. SEVEN, the Czech Energy-Efficiency Center, opened an internet portal (www.uspornespotrebice.cz) as a part of the Pan European Database of Energy-Efficient (PADE) appliances project supported by the E.U. The project's purpose is to provide Czech consumers with information about energy demand of white goods sold on the domestic market and labeling and energy efficiency in general. The Czech Republic uses another project, Energy-Efficiency Labeling of Large Household Appliances (ELAR), to reach producers, distributors, and sellers of appliances. ELAR's task is to help turn the statutory duty to use energy labels into a marketing benefit for businesses resulting in better awareness for their customers, who are the consumers of energy. The Czech Republic also informs the public about energy labeling via the Transforming the Market for Energy-Efficient Appliances and Products through the Use of Appliance Information Systems (TREAM) project, which, among other things, creates educational programs about energy efficiency for students (Vorisek 2003).

The state of California uses extensive primary and secondary research, including literature reviews, consumer focus groups, and psychographic analysis, to inform statewide efficiency communications plans. In one instance, staff used the surveys as a baseline against which the impact of statewide programs would be measured. Consumers were asked about energy-efficiency awareness, attitudes, and behaviors. Implementers found that the baseline studies "provided essential data on the current awareness of energy efficiency at the time, and what people knew or perceived energy efficiency was and their attitudes regarding it. The study provided strategic attitudinal segmentation needed for developing targeted messages that appealed to the...values most people have when it comes to energy decisions." The data contributed to strong, prioritized messages in the eventual communications campaign (Egan and Brown 2001).

A group of utilities in the northeastern U.S. also relied on varied research to develop regional outreach plans. Initially, the utilities conducted baseline studies regarding efficient, labeled products including clothes washers, appliances, compact fluorescent lamps (CFLs), and light fixtures. The assessments characterized the market for these products: product availability, percentage of market share, consumer and other market actor perspectives on sales barriers, and consumer product awareness. Focus groups, surveys, and in-depth interviews were also used. Differences in attitudes by gender were explored and became a key element in the first advertisements created to promote efficient products in the region. Later, non-energy benefits of products were emphasized in communications activities, also based on

consumer research into product attributes. In other words, all of these assessments guided communications plans and market-transformation efforts (Egan and Brown 2001).

Baseline research also guided Natural Resources Canada during the early stages of Canada's implementation of the ENERGY STAR program. An initial survey of 1,000 Canadians revealed that 13% of Canadians could identify the ENERGY STAR symbol that was being used in the U.S. without any prompting, and 26% could identify it when prompted. Consumers most commonly associated office equipment with the symbol. Program implementers designed communications tools in response to this baseline, saving government resources by avoiding messages that consumers already understood (Wilkins 2003).

7.4

Step C-3: Select the Target Audience

The next step is to identify potential audiences for communications, prioritize the primary audiences, and allow for segmentation if needed. For example: the primary audience might include supply-side stakeholders, e.g. manufacturers, trade associations, equipment distributors, retailers, or sales cooperatives; the secondary audience might consist of consumers (whole population, or targeted to certain demographic groupings). Audiences are prioritized based on program goals and objectives, and a brief profile of each group should be created based on research or other information. Then, barriers and possible motivations that would influence each group's use of new standards or labels should be considered.

Does the up-front research show that some groups may be more receptive to the message than others? Should distinct messages be developed for distinct subsets of those targeted? If so, the target audience may be stratified. Possible stratification schemes may include:

- no stratification (i.e., focus on the general public)
- stratification by demographic groupings (e.g., gender, age, income bracket, ethnicity and/or geographical location)
- stratification by role in supply chain (equipment distributors, manufacturers, wholesalers, product reps, retailers, sales cooperatives, government officials, consumers)
- stratification by interest group (consumer groups, environmental groups, trade associations)
- stratification by the nature of the buying decision, considering separately the motivations of those purchasing a new appliance because of: replacement at end of an appliance's useful life; early replacement for remodeling; early replacement for efficiency; or retirement of an "extra" appliance. Table 7-2 on next page provides an example of how to organize program strategy around these factors

Implementers should also consider public participation in the communications program, including local or regional stakeholders, efficiency advocates or consumer groups in program design and should collaborate with them in the collection of research data and in decision making, target audience identification, and program implementation. Local participation has changed the basic nature of communications programs, with greater authority for program management moving to decentralized agencies and community groups (Day and Monroe 2000).

Step 4: Identify and Recruit Partners

As stated earlier, communications programs work well when they involve multiple stakeholders. It is useful to identify who else might benefit from the program's efforts and which organizations can help carry campaign messages. Possible messengers for energy-efficiency standards and labeling communications programs include: national consumer groups, government agencies, electric and gas utility companies, and local citizens or women's groups. National communications programs can often leverage the resources and interests of local agencies and organizations. It is often helpful to go back to the program's needs assessment to verify the communications channels that consumers use to get information about energy.

It is useful to plan on sharing printed materials, messages, website content, and other information on efficiency standards/labeling. Local organizations are especially effective "ambassadors" for a program because their relationships with consumers may be stronger, more consistent, or better trusted than those of national government agencies.

Table 7-2	Research Stratification by Consumer Buying Decision		<i>Focus on the consumers that you're trying to influence.</i>
	Decision	Consumers to Be Targeted	Major Program Emphasis
	Upgrade to more efficient appliance	Considerers	<ul style="list-style-type: none"> • Point-of-sale information • Energy labels on appliances • Sales representative training and incentives
	End-of-life replacement	Buyers	<ul style="list-style-type: none"> • Point-of-sale information • Easy-to-use cost and savings analysis (perhaps online) • Sales representative training and incentives
	Early replacement	Considerers Satisfieds	<ul style="list-style-type: none"> • Mass communications (including cost and savings analyses) • Rebates, store credits, pick-up, recycling, buy-back programs
	Appliance retirement	Satisfieds	<ul style="list-style-type: none"> • Mass communications (including cost and savings analyses) • Rebates, store credits, pick-up, recycling, buy-back programs

Derived from Shorey and Eckman 2000

Consumer organizations can play a powerful role. In many countries, their mandate and experience places them in a strategically important position with consumers. These organizations may be accustomed to conducting product tests and launching public-information campaigns for social objectives, for example health protection or anti-smoking, and thus may be well positioned to also support public education about energy efficiency and conservation. Their support or formal “endorsement” of standards and labels can help motivate consumer preferences for energy-efficient equipment and change consumption patterns. Their leadership as consumer advocates can also encourage industry due diligence.

In Vietnam, a group of grassroots organizations under the guidance of the Vietnam Energy Conservation Program (VECP) developed children’s booklets on energy conservation between 1999 and 2003. These grassroots organizations were not only the creators, they were also the distribution channels for thousands of the booklets as well as collectors of valuable feedback. The feedback mechanism used in this campaign was a simple receipt which recipients (such as school teachers or community action organizations) signed, indicating how many booklets they had received, where they lived, and any comments for future issues. This simple feedback mechanism allowed implementers to track the penetration of 10,000 booklets into communities as well as to gain valuable commentary and suggestions for subsequent publications.

Finally, it is useful to take advantage of the fact that manufacturers and retailers share consumers as a target audience. Having met standards or labeling requirements, manufacturers are natural allies in marketing, promotions, or advertising for efficient products. Retailers, who play a critical role in consumer transactions and appliance/equipment purchases, are also ideal partners. Sales training is an important part of a communications campaign if resources allow.

In Korea, for example, the Citizens Alliance for Consumer Protection of Korea (CACPK) promotes environmentally conscious consumer behavior. In 1994, the group launched a nationwide survey on consumer behavior, which served as a basis for subsequent campaigns promoting sustainable energy and consumption patterns. The group also worked to expand the national energy-efficiency labeling program through workshops, government lobbying, and outreach to industry. Thus, the partnership supported two program goals: creating consumer awareness about energy use and responsible purchasing and recruiting industry partners into the voluntary labeling program. Consumer organizations have developed other broad based campaigns in Korea on efficient lighting and household energy conservation. All these activities have benefited from close collaboration between the government and non-governmental agencies (Song 2002).

7.6

Step ©-5: Develop and Test Messages

Having completed the previous steps, implementers now have enough information to develop messages to communicate about their program. Research will already have indicated the target audience(s), the messages to be conveyed, the major themes to address, the data/charts needed to support the messages, and how the information will be packaged. This is where the fun begins! The basic principles applicable to campaign messages are discussed in the following subsections.

7.6.1 Keep it Simple

Messages should be as simple as possible, relevant to the audience(s), and focused on benefits. Messages should make the desired behavior—use of efficiency labels—attractive and easy and demonstrate benefits to consumers, starting with energy savings, and going beyond. In the U.S., monetary savings (including quick payback in exchange for investment in a higher-priced product) is a strong consumer motivator in all communications campaigns about efficiency. In some developing countries, messages that tap into a sense of national pride may resonate more strongly. Some industry representatives have indicated that helping the country or national economy is a key motivator for their support of standards and labeling programs. The list below gives an array of possible motivations and good messages that might be employed. Purchasing energy-efficient products:

- saves money
- helps the environment
- improves health
- is good for the country
- is a reason for social/civic responsibility/pride
- increases self assurance or esteem
- increases convenience
- increases comfort
- creates more/better choice
- gives consumers better quality

Implementers should not make the mistake of developing complicated or highly technical text, graphs, charts, or other communications. Messages should be factual enough to be compelling but also user friendly. A surplus of technical or administrative details can doom a well-intended communications piece meant for the average consumer. It is important to know the audience and design messages that are appropriate to it. Key messages that are focused on regulation and function are appropriate for manufacturers and retailers. Messages based on label usage/understanding and efficiency benefits are appropriate for consumers. Agency acronyms and other jargon should be avoided.

7.6.2 Consider Cultural and Societal Attitudes about Saving Energy

Messages must be compatible with cultural norms; i.e., messages must make socio-cultural sense (Day and Monroe 2000). In one unusual but interesting example of cultural sensitivity in a developing country, high consumption of electricity was found to be an acceptable social norm, an indicator of status, especially among middle- and upper-class families. People felt they had worked hard to obtain their income and deserved to consume all the resources their household could afford. In a context such as this, consumers may construe energy conservation or energy efficiency as incompatible with their socio-cultural norms.

The phrase “energy conservation”, for instance, is often equated in the U.S. with unacceptable personal sacrifice in comfort or level of service; however, “energy efficiency” has positive connotations and is equated with advanced, state-of-the-art technologies, monetary savings, comfort, quality, and environmental protection. For this reason, focus groups conducted by the Alliance to Save Energy showed a preference for using the term “energy efficiency” rather than “energy conservation” in messages. As a result, energy efficiency is thus used more consistently in product communications campaigns in the U.S. (Egan and Brown 2001, Alliance to Save Energy 2004).

Implementers should be mindful to verify expected cultural attitudes through market research, and create messages that work best for the consumers in the country.

7.6.3 Make Communications Personally Relevant

Beyond primary messages about energy and money savings, communications can be most effective if they convey how efficient choices are personally relevant to consumers. Messages should tie into motivations of target audiences and, if possible, make an emotional connection, which, for consumers, might include statements such as “energy efficient products with the (government’s) label are the right choice for your family” or “efficient products improve the comfort of your home and protect the quality of your environment.” Messages to retailers might include the added value of product differentiation or highlight that retaining a variety of properly labeled, efficient products in the store will improve customer service and increase sales volume.

7.6.4 Address Perceptions about Outcomes

Social science research has found that the most important determinants of behavior are attitudes and beliefs about consequences. The more a consumer believes that engaging in a behavior (in this case, selecting an energy-efficient product) will lead to positive consequences, the more positive her or his attitude will be. A wide variety of motivators and messages may be effective. The most promising strategy is to blend various messages and test them to find out which ones resonate best with consumers.

Results of some studies in the U.S. have found that money (specifically saving money on utility bills) is the *single greatest motivator* for purchases of energy-efficient products by U.S. consumers. In contrast, research in India found that a label logo that showed a hand holding money (representing the monetary savings of more efficient appliances) was viewed by some Indian consumers as an unappealing symbol of greed.

After money, concern for the environment is an important secondary motivator in the U.S.; choice, quality, comfort, and, to a lesser extent, civic pride are also effective. Examples of effective phrases include, “environmental benefit,” “less air pollution,” “better choice,” “higher quality, comfort and convenience,” and words that convey a sense of social/civic responsibility inherent in energy efficient behavior or a sense that a consumer is “doing her part.”

This consumer brochure promoting efficiency in the context of Canada's greenhouse gas reduction goals highlights both EnerGuide and ENERGY STAR.

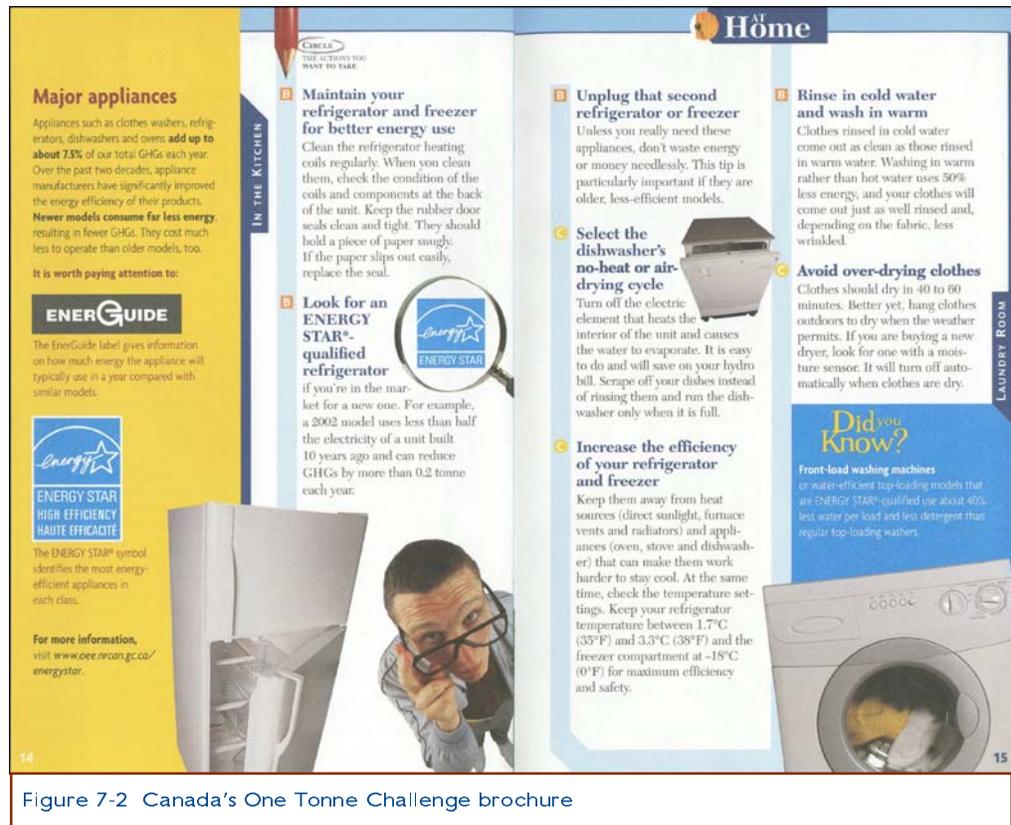


Figure 7-2 Canada's One Tonne Challenge brochure

Awareness of energy efficiency can be negligible, favorable, or very diverse. Research shows that energy efficiency is a broad and amorphous concept to many people and has different meanings to different consumers. Many consumers do not know enough about energy-efficient measures in their home to assess costs and benefits or to analyze lifetime product savings versus first cost (Egan and Brown 2001). Understanding particularly breaks down when consumers are asked about specific measures or behaviors they can adopt to be more energy efficient. However, while efficiency may not be at the front of consumers' awareness, it is still often viewed as a desirable attribute because of its individual or societal benefits.

Communications campaigns should always accentuate the positive and focus on the range of benefits and outcomes that consumers will enjoy as a result of seeking out and selecting labeled equipment. If consumers can feel good about the outcome, they are more motivated to take an interest in the label and understand why it is meaningful to their purchasing decision. A dry, factual message will have less impact than positive, beneficial statements. Many early energy-information programs failed because they simply made information available without a serious effort to use psychologically motivating messages. It may also help to place energy-efficiency messages in a broad, societal context that consumers can rally around. Canada's "One Tonne Challenge" initiative, as seen in Figure 7-2, encourages citizens to take action on climate change following a step-by-step guide that includes energy efficiency and proper use of government efficiency labels. The overall tone is positive, motivating, and personally relevant.

Advertisements from Germany’s EnergieEffizienz initiative (see insert: *Summary of Goals, Objectives, and Tactics for Germany’s Initiative EnergieEffizienz* on pages 179–180) used humor to communicate messages about energy efficiency and money savings.

7.6.5 Address Literacy and Language Issues

Implementers must consider the literacy levels of the program’s audiences. In developing countries, materials aimed at rural audiences generally benefit from minimal text, familiar language, and culturally appropriate messages. Communications materials may have to be translated into multiple languages as has been done in Canada in the ads shown in Figure 7-3.

7.6.6 Design Label for Maximum Consumer Understanding

International experience suggests that the appearance of an energy label is a fundamental factor that influences its future impact (Minghong et al. 2003). The efficiency label itself is a powerful communication tool, so its design is an important element of the program’s communications strategy. The label must be visually striking and convey information quickly and intuitively (IEA 2000). Although most international comparative information labels fit one of three primary categories, the optimal label design in any given region will have a strong cultural dimension and should be carefully determined based on quantitative and qualitative market research.

Coordinated education, promotional efforts, and salesperson training are important for sustaining awareness and understanding of labels. However, awareness of the label by itself is not enough to influence purchasing behavior. Good label design needs to be supplemented with effective communications about the program and its benefits.

These judgments are supported by recent research that shows that use of the U.S. Federal Trade Commission (FTC) EnergyGuide label has limited impact on product choices despite its widespread

Sometimes it helps to reach out in more than one language.

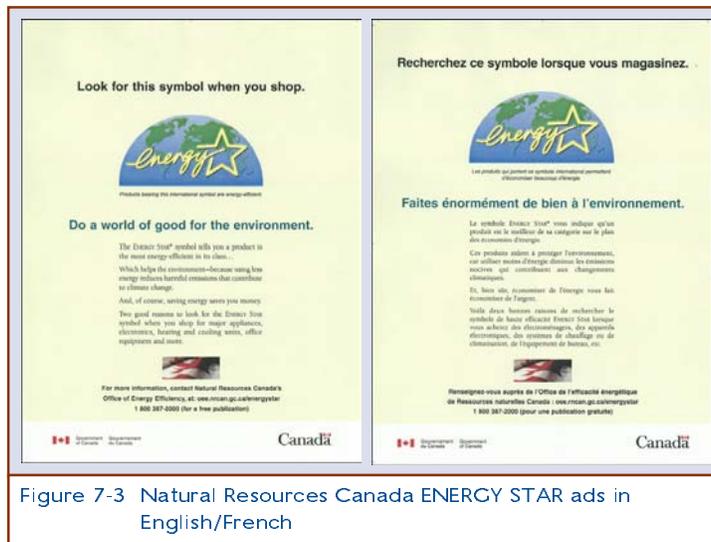


Figure 7-3 Natural Resources Canada ENERGY STAR ads in English/French

use in consumer information guides, brochures, websites and communications materials produced by FTC and the U.S. Department of Energy (DOE). Consumers are very familiar with the yellow color; however, use and comprehension of the label appear to be low. This is a result, in part, of the label's design, which shows a linear graph or (range) of estimated energy use/operating costs associated with the labeled product. Overall, consumers prefer and respond better to a categorical rating system, such as the E.U. and Australian energy rating labels displayed in Chapter 5. However, although comprehension of the EnergyGuide label is problematic, a more overarching problem is that consumers perceive the current label to be "boring," overly technical, and un motivating (Thorne and Egan 2002, Egan and Brown 2001). One recent improvement is that the label now incorporates, where applicable, the U.S. EPA/DOE ENERGY STAR, which helps consumers distinguish the best-performing products. Research on the placement of the Energy Star logo, however, suggests that some consumers confuse the logo with the indicator on the comparative scale, a problem that might be avoided with a distinct outlined section dedicated to the logo (Thorne and Egan 2002).

Knowledge is the basic underpinning of consumer behavior. Simple notice of the existence of an efficiency label, without any further understanding on the consumer's part, is not likely to affect purchasing decisions. The way the information on the label is presented is vital. Energy labels should not be perceived as simply a "yellow thing" on products. Consumers have to comprehend what the label says and what the numbers/symbols stand for and then be able to process the information as part of their purchasing decisions.

7.6.7 Pre-Testing of Communications

Labels should be designed for the benefit and convenience of consumers. Many labels convey too much technical information that, in many cases, the consumer may not use. Labels must be simple and easy to understand, perhaps accompanied by supplemental information such as a brochure or user's manual (Huh 2002).

If time and resources permit, pre-testing campaign messages can be enormously beneficial. Pre-testing often means presenting the campaign items to a subset of consumers such as a focus group composed of members from the target audience and an array of grassroots organizations. Pre-testing often has unexpected results, revealing whether the information presented is clear, effective, and motivational.

For example, a recent focus-group study in China found that participants perceived a particular label as easiest to understand even though corresponding comprehension tests found it was the least likely to be correctly understood. This demonstrates a very important factor in communications about energy programs, namely that consumer perceptions of what is easiest to understand do not necessarily correlate with actual levels of comprehension (Minghong 2003). It's possible that many of the factors consumers found appealing about the design were actually distracting them from the main message. Such responses are rarely predictable. Although the China study assessed the impact of the label, pre-testing is also useful for other types of materials, with special focus for each as indicated:

Vietnamese Children Provide Useful Feedback in Grassroots Pre-Testing Program

Between 1999 and 2003, several grassroots groups in Vietnam developed a children's booklet on energy conservation, with the support of VECP. The short booklet introduced energy concepts including conservation, appliance awareness, and environmental consequences of energy use through a story that used a familiar folk character, "the tree of knowledge," from which the children in the story tested their knowledge.

The groups involved were the Vietnam Youth Union, an organization of young people between the ages of 17 and 35; members of the Vietnam Women's Union, a nationwide organization of 40 million women; the Vietnam Consumers Organization (VINASTAS), a nascent consumer outreach organization with readership of 10,000 issues each month; the Voice of Vietnam Radio, the most-listened-to station in the country; and Vietnam Television Stations 1 and 2, the science and public-interest channels.

Prior to printing, the working group tested the readability and acceptability of the booklet with a focus group of children in the target age group, six to 12 years. From the focus-group sessions, it became clear that the book engaged the attention of the intended target group and was effective. Such pre-testing can save enormous amounts of time and money during actual implementation. Once pre-testing and necessary revisions are completed, full-scale dissemination may occur.

- brochures and fact sheets (test key messages)
- advertising (test key messages)
- websites (test page content for clarity and usability)
- efficiency labels and logos (test for clarity, ability to differentiate products)

When VECP developed children's books on energy conservation (see Section 7.5), it pre-tested them with children between the ages of 6 and 12 years (see insert: *Vietnamese Children Provide Useful Feedback in Grassroots Pre-Testing Program*).

7.7

Step C-6: Design the Communications Plan

For years, communications experts have tried to identify factors that determine behavior and generate public will. Although there is still much progress to be made, one common conclusion is information alone is not the solution to society's behavioral ills. Research in the field of environmental education and commercial marketing has shown that key factors in changing behavior are:

- perceived self-efficacy (perceived capability to perform the behavior)
- perceptions about what others, such as friends and family, are doing (social norms)
- perceptions about what others want us to be doing (subjective norms)

This research has also shown that there is no set cause-and-effect progression from knowledge and awareness of an issue like energy efficiency to attitude and behavior change. Thus, campaign designers must pay attention and link traditional media and behavior-change strategies with on-the-ground community action to make the social and policy envi-

ronment supportive of the desired campaign results. Energy-efficiency campaigns have borrowed from social marketing models to create tactics that make label identification and use desirable and accessible. They look at the barriers to as well as benefits of energy efficiency as they develop communications campaigns (Coffman 2002, Day and Monroe 2000).

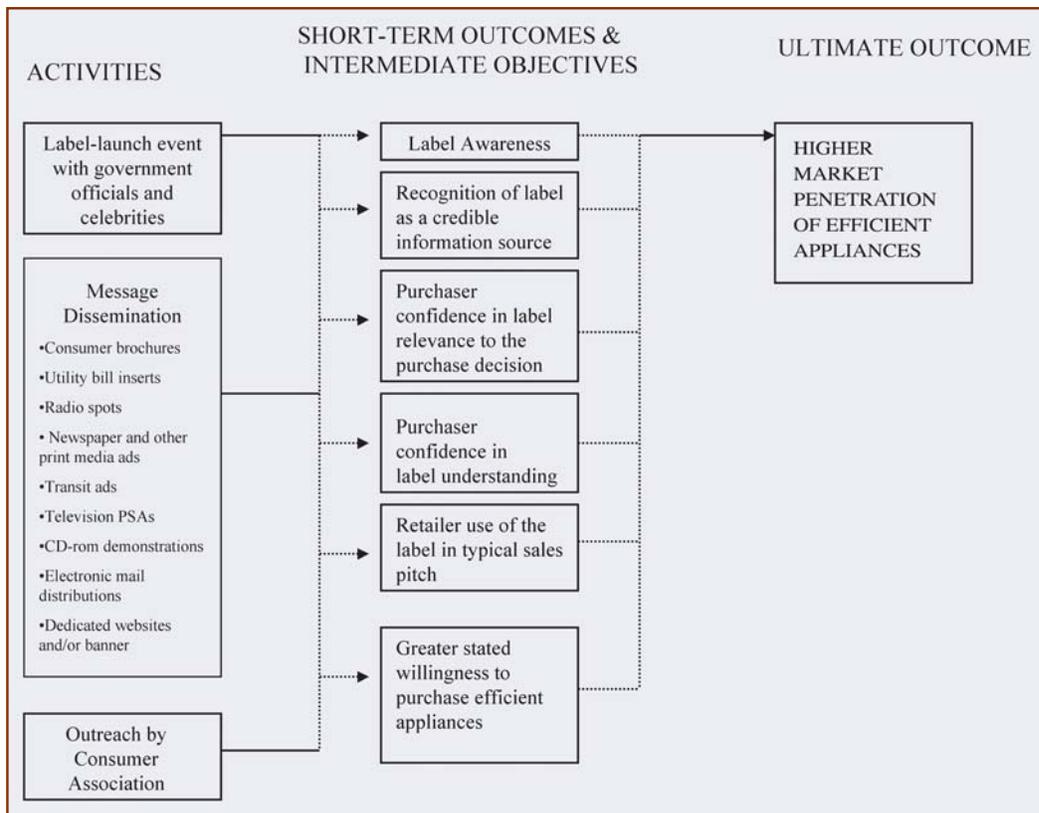
The literature on communications campaigns suggests developing a “Theory of Change” that expresses what program implementers are doing to lay out the pathway by which they expect change to occur (Coffman 2003). Figure 7-4 shows a theory-of-change diagram for a standards and labels communications program whose primary goal is influencing individual appliance purchases.

The guidebook authors’ experiences with prior standards and labels communications campaigns revealed three additional relevant lessons:

1. It is much easier to influence consumers who are actively engaged in appliance purchases than to influence the general public.
2. Retail appliance sales representatives have substantial influence on consumer choice. Incentives oriented to retail sales representatives coupled with simple sales tools can help sales representatives influence consumer product selections.
3. Direct financial incentives to consumers may not be necessary, especially when consumers are already intending to purchase an appliance and the goal is to get the consumer to upgrade by purchasing a more-efficient model.

Having laid the foundation for communications through the preceding steps, it’s time to finalize the communications strategies and tactics that we have been discussing. “To maximize their chances of success, campaigns usually coordinate media efforts with a mix of other interpersonal and community-based communications channels” (Coffman 2002). Some have called this mix of communication channels “air and ground strategies”; the air strategy refers to public media campaigns typically implemented through advertising, and the ground strategy refers to community-based communications or grassroots organizing often implemented through public relations and events (Coffman 2002). Research should already indicate which strategies and tactics will best achieve campaign goals and objectives. Tactics might include the following:

- internal communications
- presentations to industry/manufacturer/partner groups
- consumer brochures or action guides
- community workshops and outreach activities
- outreach via local utilities
- government websites/telephone hotlines
- media outreach/public relations



Theory-of-Change diagrams help campaign designers think through and communicate program strategy.

Figure 7-4 Theory-of-change diagram for a communications campaign

- sales training/sales workshops
- retailer/distributor displays and promotions
- advertising (paid spots or public service announcements)

7.7.1 How to Prioritize Tactics

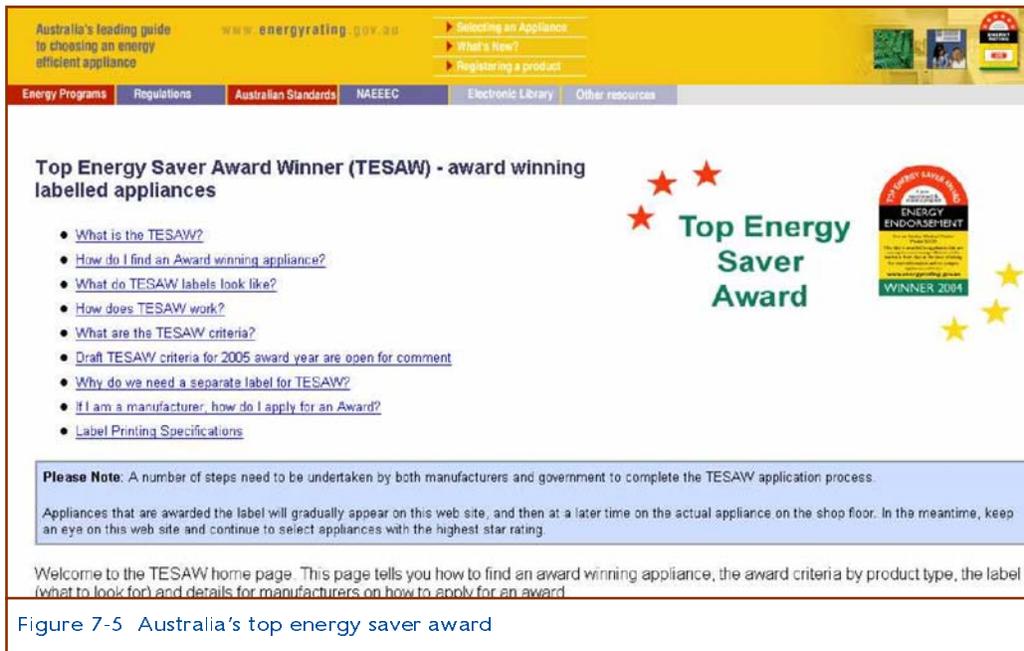
The most effective communications campaigns use a variety of tactics to increase awareness throughout the product distribution chain and among consumers. The first tactics should reach consumers at the time of purchase. Consumer information must be available at the right time and in the right place, before or when purchasing decisions are made. A new labeling program and its benefits to consumers should be publicized, for example through a government press release, ceremony, advertisement, or announcement that would be disseminated by the media or community organizations.

Secondary tactics should help develop the infrastructure for a broad communications campaign to consumers. These tactics include a government website or hotlines containing databases of labeled or top-performing products, community workshops, sales training for retailers, retailer displays and promotions, and advertising. Messages should be consistent among all strategies, for each target audience identified.

Tertiary tactics for labeling programs that already have acceptance in the market can include awards for the most-efficient products. Awards programs, used in Australia (“Top Energy Saver Award”), Korea (“Energy Winner Award”), Japan (“Top Runner”), the U.S. (“ENERGY STAR Award”), and other countries, give an incentive to manufacturers as well as an opportunity to promote energy efficiency more generally. Figure 7-5 shows an example of an awards program as an element within a labeling program. There are a variety of tactics employed by many countries (Korea, Canada, Australia and China for example). (See insert: *An NGO Initiated the Energy Winner Label in Korea* on page 197, insert: *Tactics Used in Communications Campaigns: Promotion of ENERGY STAR in Canada and Energy Rating Transition in Australia* on page 198, and insert: *China’s Refrigerator Program is a Model of a Well-Executed, Integrated Labeling Communications Campaign* on page 200.)

As noted earlier, community-based outreach and collaboration with consumer groups can be tremendously helpful in any communications campaign and are often the most cost-effective tactics. Program implementers should ever underestimate the role community, friends, and family can play as sources of consumer information. Trustworthiness and credibility make a great difference in a message’s effectiveness. This fact helps explain the strong influence of information from (non-expert) friends and relatives on household appliance purchasing decisions. Studies in the U.S. indicate, as shown in Figure 7-6, that 64% of consumers consult with friends and neighbors for information on appliance, home electronics and lighting purchases (The Cadmus Group 2004). Consumers tend to base their decisions on information that captures their attention and wins their confidence. Programs should employ tactics that have this appeal and evoke similar trust among consumers.

Many regional ENERGY STAR partners in the U.S. focus primarily on the retail sector for marketing the benefits of efficient products to consumers through: sales training; placement of communications



Information on Australia’s Top Energy Saver Award recognizes the most efficient products and promotes the label among consumers.

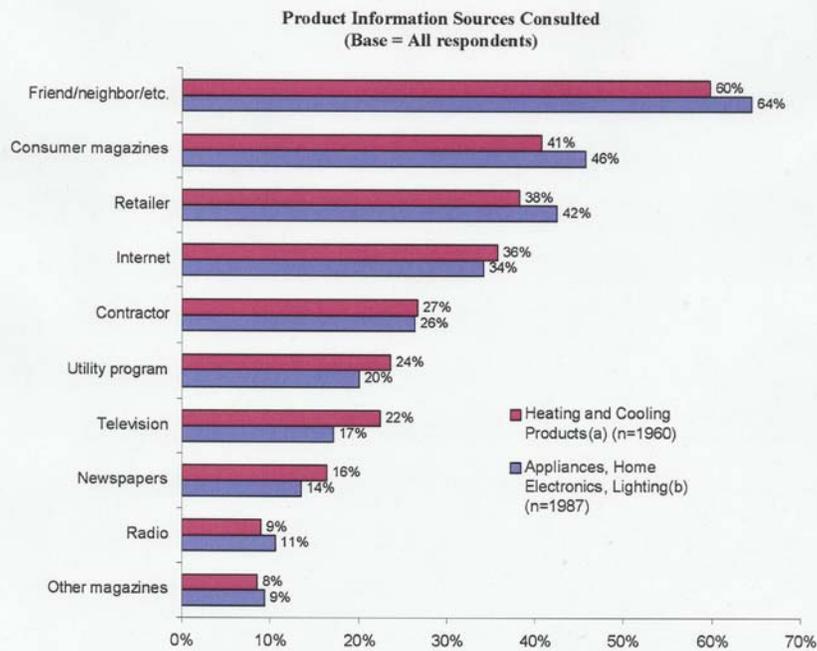
Figure 7-5 Australia’s top energy saver award

materials, posters, and signage in stores; and proper stocking and labeling of qualified equipment. Utilities, retailers, and lighting manufacturers, for example, collaborate on product discounts and special lighting displays in retail stores to promote sales of energy-efficient lighting fixtures and bulbs (Northwest Energy Efficiency Alliance 2003). Local partners can sponsor educational events, clinics, and workshops to promote energy efficiency and efficient products. If these channels or relationships do not exist in an area, policy makers can, at a minimum, develop and maintain strong ties with local energy/efficiency authorities or utilities. These groups can help share information with local citizens through utility-bill statements, bulletin boards, public meetings, and other channels.

U.S. consumers obtain information about ENERGY STAR-qualified products from a variety of sources.

Sources Consumers Consult for Product Information

The survey asked about the sources consumers are most likely to use to obtain information about products covered by the ENERGY STAR program. The question was asked separately for two product groups: (1) heating and cooling products, and (2) home appliances, lighting, and home electronics. The results for the two product groups are similar. The top source was personal acquaintances at around 60 percent, followed by consumer magazines, retailers, and the Internet. For heating and cooling products, the proportion of households consulting each of these latter three sources ranges from 36 to 41 percent. For appliances, home electronics, and lighting, this range is a little broader, from 34 to 46 percent.



(a)Q13_1: "Now, please think only about Heating and Cooling Products. Please select the source(s) of information you are most likely to use to obtain information about this product type. Please mark all that apply."

(b)Q13_2: "Now, please think only about Home Appliances/Lighting/Home Electronics. Please select the source(s) of information you are most likely to use to obtain information about this product type. Please mark all that apply."

Figure 7-6 Information sources that consumers consult

Source: Consortium for Energy Efficiency

An NGO Initiated the Energy Winner Label in Korea

Since 1994, CACPK has been educating the Korean public about how to lead energy-efficient lives. CACPK has launched a series of energy-efficiency campaigns, including consumer-education programs (seminars, lectures, press conferences), surveys and polls, and product tests. CACPK has urged the Korean government to adopt and extend the use of energy labeling and standards programs.

In 1997, CACPK expanded its activities and presented the first Energy Winner Award to encourage the manufacture and purchasing of energy-efficient items and the development of more energy-efficient lifestyles. Now, each year, private- and public-sector entities are invited to submit products and projects for an independent professional assessment and competitive review by the CACPK Energy Advisory Committee (Korea Factor4 Committee). Selected products and distinguished projects are given non-monetary awards, including permission to mark products with designated energy-efficiency labels that can attract consumer awareness in the market place. The selection is based on five criteria: innovation, appropriateness, energy efficiency, economics, and potential for energy conservation. Among the "Energy Winner" products, systems, and activities, the most energy efficient is selected and awarded "Grand Prize of the Year." Three "Energy Awards of the Year" are also given: the Energy-Efficiency Award, the Energy-Innovation Award, and the Energy-Conservation Award.

Year by year, CACPK's campaign has attracted growing attention and recognition by the participating private sectors. This award has served as a platform for promoting sustainable manufacturing and consumption in many facets of everyday life, including household appliances, office machines, buildings, schools, cars, and other energy-consuming fields and activities. Companies develop and produce energy-efficient technologies and products with the Energy Winner Award in mind. The energy winner logos on products, coupled with media coverage, inform consumers about energy-efficient products. This is an example of an NGO, the government, the media, and consumers working together to successfully stimulate a national energy-efficiency movement.



Energy Award of the Year

7.7.2 Timing

After the initial stages of introducing a program, a communications campaign can take anywhere from three months to three years to reach and begin influencing consumers. A campaign should be developed in stages with enough lead time to work with third-party distribution channels, such as retailers or buyers groups. If faced with the common market barriers to efficiency addressed in Section 7.3, implementers must sustain communications over the long term and raise and allocate appropriate resources to communications efforts. Programs aimed at creating preferences for energy-efficient products require long-term information and marketing strategies.

Tactics Used in Communications Campaigns: Promotion of Energy Star in Canada and Energy Rating Transition in Australia

The Canadian government used the following tactics to promote the ENERGY STAR program:

- a website (www.oeenrncan.gc.ca/energystar)
- advertising, co-ops, and promotional activities
- marketing initiatives directly to manufacturers and retailers
- development of agreements with organizations to promote ENERGY STAR, internally and externally
- sales incentives
- sales training
- a procurement initiative.

Note: In 2001, Canada signed an agreement with the U.S. to begin implementing ENERGY STAR for 13 products in five categories: appliances; heating and cooling; office equipment; home electronics; lighting and exit signs. Additional products have since been added to the program (Wilkins 2003)

The Australian government used the following tactics to inform industry and consumers about the transition to its new Energy-Rating system:

- Industry bulletins
 - industry education (information booklet, video, poster)
 - point of sale flyers, signage
- industry sales meetings
 - advertising
 - telephone inquiry hotlin
 - website (www.energyrating.gov.au)
 - media outreach

Note: Australia revised its energy rating for appliances in July,2000. The improved efficiency of appliances in recent years resulted in a clustering of products at the top of the rating range. The government introduced the new label over a nine-month period, to encourage even greater energy-efficiency improvements and to increase consumer understanding of the transition. A full communications campaign supported the label transition (Phillips Group 2000).

7.8

Step 7: Evaluate

Although evaluation is covered comprehensively in Chapter 9, aspects that relate specifically to communications campaigns are addressed here. Evaluation involves imagining the future; in the beginning stages of program design, it is often difficult to identify measures of success.

The broadest definition of the evaluation process starts with campaign planning and needs assessment. As needs are assessed and research is gathered to determine initial awareness, context, and behaviors related to efficiency, a type of evaluation is already in progress. The baseline data and context information collected beforehand will help measure changes attributable to the communications campaign.

It is important to design an evaluation strategy before implementing the communications campaign. Depending on resources available and information needs, the evaluation can use any or all of the following strategies (further summarized in Table 7-3):

Table 7-3

Four Types of Evaluation Activities for Standards and Labels Communication Campaigns

Evaluation Focus	Purpose	Example Questions
1) Formative	<ul style="list-style-type: none"> Assesses the strengths and weaknesses of campaign materials and strategies before or during the campaign's implementation 	<ul style="list-style-type: none"> How does the campaign's target audience perceive the issue? What messages work with what audiences? Who are the best messengers?
2) Process	<ul style="list-style-type: none"> Measures effort and the direct outputs of campaigns – what and how much were accomplished Examines the campaign's implementation and how the activities involved are working 	<ul style="list-style-type: none"> How many materials have been distributed? How many and what types of people have been reached?
3) Outcome	<ul style="list-style-type: none"> Measures effects and changes that result from the campaign Assesses outcomes in the target populations or communities that come about as a result of program strategies and activities Measures policy changes 	<ul style="list-style-type: none"> Has there been any affective change (beliefs, attitudes, social norms)? Has there been any behavioral change? Have any policies changed?
4) Impact	<ul style="list-style-type: none"> Measures community-level change or longer-term results achieved as a result of the campaign's aggregate effects on individuals' behavior, and the behavior's sustainability Attempts to determine whether the campaign caused the effects 	<ul style="list-style-type: none"> Has the behavior resulted in its intended outcomes (e.g. higher sales of efficient appliances)? Has there been any system-level change?

Source: CCMC 2004

- Formative evaluation usually takes place ahead of time, collecting information to help shape the campaign's activities. For a public-will campaign, this might involve measuring awareness through public polling or testing of messages and materials in focus groups, either formally or informally. Sometimes a "meta-survey" or summary analysis of existing polling data can serve the same purpose.
- Process evaluation examines the campaign's implementation or the way activities unfold. Process evaluation might count the number of materials distributed, the development and dissemination of messages and materials, and the number of efforts to work with the media.

China's Refrigerator Program is a Model of a Well-Executed, Integrated Labeling Communications Campaign

China's refrigerator industry is the world's largest. A project to transform the Chinese refrigerator market, funded by the Global Environment Facility (GEF) through the United Nations Development Program (UNDP) and the UN Foundation (UNF), is one of the best current examples of how technical assistance by U.S. EPA's ENERGY STAR program, the United Nations Department of Economic and Social Affairs (UNDESA), and others helped China undertake an integrated marketing approach, from research to end results.

Project partners identified nine barriers to the widespread adoption of energy-efficient technologies in China. These barriers ranged from lack of consumer awareness about the life-cycle economic benefits of high-efficiency refrigerators to lack of reliable, comparative information about specific models.

A new endorsement label was designed, market tested, and inaugurated in 1999; household refrigerators were the first products labeled. After labeling, the project's first "market pull" activities (aimed to increase demand) were retail training and recycling programs.

The project included a mass-communications campaign, in which contracts for creative content development, media placement, public relations, and consumer surveys were competitively bid. The US\$3 million communications campaign included prints ads, bus shelter and subway posters, elevator posters and postcards, in-store materials, TV ads, and other mass-media tools.

In addition to the consumer education campaign, "market push" activities were initiated, including refrigerator and compressor incentive programs for manufacturers. The success of the manufacturer initiative led four more refrigerator manufacturers than originally anticipated to request admission to the project, for a total of 16 manufacturers (representing nearly 90% of production and sales). Retail incentives, salesperson awards, purchaser awards, and consumer education programs were all undertaken to make consumers aware of the advantages of energy-efficient refrigerators.

A mass-purchase program is leading to new energy-efficient refrigerator specifications, mass-procurement procedures, and identification of potential large-scale purchasers of energy-efficient refrigerators. A recycling program is being developed to promote retirement and environmentally responsible recycling of old, inefficient refrigerators.

The project obtained commitments from each participating refrigerator manufacturer to design one new top-rated equivalent refrigerator (that consumes less than 55% of the current energy use); improve the efficiency of the average refrigerator by at least 10%; and invest at least 10% of advertising budget to promote energy efficiency. The communications campaigns were followed by surveys (funded by UNDESA) to gauge consumer responsiveness to the labels and evaluate consumers' increased awareness levels.

With all of these measures, the initial overall project goal of 20 million refrigerators sold, yielding lifetime product emissions reductions of 100 million tons of CO₂ and energy savings of 66 billion kWh, is expected to double, making it one of the most successful campaigns to date for helping the local and global environment.

- Outcome evaluation examines the campaign's results, which usually means its effects on its target audience(s). Evaluators often use surveys, polling, or other qualitative means of gathering this type of information.
- Impact evaluation examines effects at the community, state, national, or international level, or a campaign's long-term outcomes (including the effects of behavior or policy change). Impact evaluation can also attempt to determine causation, i.e., whether the campaign caused observed impact(s). This assessment typically requires rigorous evaluation design methodology, such as experimental or quasi-experimental techniques (CCMC 2004).

Whenever possible, it is best to track changes through the course of a campaign, using several data collection points. The focus should be on looking for trends in the data, and policy makers should be prepared to alter tactics to take advantage of lessons learned from evaluations.

Many U.S. communications programs sponsored by the federal government, regional market-transformation groups, and NGOs are routinely evaluated for success as well as lessons learned. Utilities in the northwestern U.S. recently compiled evaluation data on efficient lighting technologies (heavily promoted in the region during 2001-2003) that measure consumer awareness, purchasing barriers, and product satisfaction. Collected in telephone surveys of local rebate recipients, the data provide useful information on consumer response to communications and rebate programs and indicate what motivated efficient lighting purchases. The findings, which show high levels of awareness and purchase, also point to remaining market barriers and areas that need to be addressed (e.g., first costs and consumer dissatisfaction with color and brightness associated with CFL technologies). The findings suggest recommendations that would improve regional communications programs and consumer attitudes related to a key energy-efficient technology (ECO Northwest 2004).

The Alliance to Save Energy conducts annual evaluations of consumer attitudes toward energy efficiency, the results of which inform the organization's long-range communications campaigns. These evaluations have revealed, for example, consumer confusion between energy conservation and efficiency (see Subsection 7.5.2), a distinction the Alliance addressed through educational content on a new consumer energy-savings website. Most of the content on the website was developed and organized to meet the "needs of consumers" identified through market research and other evaluation over the years (Alliance to Save Energy 2004). Such evaluations help guide a government's communications campaign planning and implementation.